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ROYAL COMMISSION  
ON  
LABOUR IN INDIA.

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EVIDENCE.

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Vol. III.—Part 1.

CENTRAL PROVINCES and UNITED  
PROVINCES.

WRITTEN EVIDENCE.

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**GOVERNMENT OF THE CENTRAL PROVINCES AND BERAR.**

**Introductory.**

For the purposes of this memorandum industrial undertakings in the Central Provinces and Berar may be roughly divided into five classes :—

	Number of industrial establishments.	Average number of operatives employed daily.
(i).—Cotton ginning and pressing factories in the cotton tract of the province (the four Berar districts, the Central Provinces districts of Wardha, Nagpur, Nimar, and Chhindwara).	613	39,500
(ii).—Cotton spinning and weaving mills in the towns of Akola, Ellichpur, Badnera, Hinganghat, Pulgaon, Burhanpur, Nagpur and Jubbulpore.	15	19,500
(iii).—Mines mainly manganese (in the districts of Balaghat, Bhandara, Nagpur) and coal (in the Chanda and Chhindwara districts), but including a few limestone and other quarries.	260	38,300
iv).—Other minor industries to which the Factories Act apply :—	121	12,200
	Operatives.	
(a) Factories owned by the Government or local bodies (11).	3,000	
(b) Rice mills (seasonal) (33) .. .. .	1,180	
(c) Engineering (18) .. .. .	1,500	
(d) Food, drink and tobacco (11) .. .. .	1,500	
(e) Chemicals, dyes, etc. (33) .. .. .	1,750	
(f) Processes relating to stone, wood and glass (11)	3,250	
Total ..	<u>12,180</u>	
(v).—Other industrial establishments, to which the Factories Act does not apply ( <i>bidi</i> or tobacco factories, lac factories, etc.).	850	30,000
Total ..	—	<u>139,480</u>

A rough map\* is appended indicating the areas of the province under the three principal crops of cotton, wheat and rice and the principal industrial undertakings in the province. The cotton area covers the four Berar districts, the Central Provinces districts of Nimar, Wardha, Nagpur and portions of the Chanda, Hoshangabad and Chhindwara districts. All the ginning and pressing factories belong to this area and as also 14 out of the 15 cotton mills, the fifteenth mill being at Jubbulpore. It should be noted that the concern known as the Empress Mills at Nagpur consists of five separate mills. (One cotton mill in the Rajnandgaon Feudatory State in Chhattisgarh, employing about 4,000 operatives daily, is excluded from the scope of this memorandum as the local government has no control over it.) The important manganese mines lie in a strip of country falling in the Nagpur, Bhandara and Balaghat districts; and the important coal mines are situated in the Chhindwara and Chanda districts. Of the important minor industries, to which the Factories Act apply, the cement and pottery works are found in the Jubbulpore district, the seasonal rice mills are mostly in Bhandara and the Raipur and Bilaspur districts of the Chhattisgarh Division, while the remainder are scattered over the province. The most important unorganized industries, to which the Factories Act has not been extended, are *bidi*, shellac and myrobalan factories, of which a number are found in the town of Gondia, on the Bengal-Nagpur Railway in the Bhandara district; while the others are scattered over the province.

\* Not reproduced.

The first cotton mill established in the province was No. 1 Mill of the Empress mills, established at Nagpur, in 1877, and by 1900 the number of such mills had increased to 7. Nine Mills have been added during the first quarter of the present century. The number of workers employed per diem in these mills is as follows :—

1913	..	..	..	12,981
1923	..	..	..	17,630
1928	..	..	..	19,389

The progress of the growth of the cotton ginning and pressing factories is shown in the statement below :—

Year.	Number of factories.	Number of workers employed daily.
1903	108	Not known.
1913	454	30,800
1923	519	38,651
1928	613	39,351

but the increase in the number of registered factories is due to the extension of the definition of factory by the Factory Acts of 1911 and 1922, as well as to the industrial development of the province.

The first prospecting license for manganese was granted in 1899; and the growth of this industry has therefore been confined to the present century. The Mohpani coalfield (in Narsinghpur district) opened in 1862, and the Warora coalfield (in Chanda) opened in 1873, have now been closed down. The Ghugus coalmine in Chanda which was opened in 1870, is still working; all other coalfields started working during the last 20 years. The number of manganese and coal mines now working is approximately 30 and 190. Out of these, the most important manganese mines are the property of some half a dozen companies and proprietors, while the bulk of the coal industry is in the hands of four companies. The other mines are very small and do not employ labour on a large scale. It may be noted that the Central Provinces mines are responsible for nearly 87 per cent. of the manganese produced in India. The coal mines increased from five (employing 3,024 persons) in 1911, to 17 (employing 9,580 persons) in 1921, while the manganese mines increased by only two, totalling 42, during the decade ending 1921. The increase in the number of the coal mines was due to the war boom. The Central Provinces mines produce only 700,000 tons or 3½ per cent. of the total annual output of 22,000,000 tons of Indian coal. The cement and pottery works were established between the years 1901 and 1923. Of the unorganized undertakings, *bidi*-making establishments grew from six (employing 379 persons) in 1911 to 133 (employing 6,440 persons) in 1921 and to-day about 775 employing some 29,000 workers.

The condition of the 139,500 workers, employed in the five main classes of industries, specified above, thus falls within the scope of this enquiry. Out of the above undertakings, the mines are administered under the Indian Mines Act by the Chief Inspector of Mines from whose annual reports most of the information now given is taken. To this is added such information as it had been found possible to collect for this report, regarding the recruitment, housing, health and wages of labour in mines. The Indian Factories Act applies to undertakings employing altogether about 70,000 operatives, and it is only with regard to these that accuracy can be claimed for the information collected. As the Indian Factories Act has not been applied to unorganized industries, the information available is meagre. It should be noted that the cotton ginning and pressing factories are seasonal and usually work for not more than six months in the year from November to April. Similarly, the rice mills, employing about 1,177 workers, are in operation for 8 months in the year from November to June. The most important of the minor industrial establishments are the three cement factories in the Katni tahsil of the Jubbulpore district, employing 1,850 operatives, the two pottery works at Jubbulpore, employing 1,110, the Government Gun Carriage Factory at the same place employing 2,426, and 25 oil mills, employing 715 operatives.

The principal industries of the province, employing labour on a large scale (with 97,300 workers or about 70 per cent. of the total labour falling within the scope of the enquiry), are thus the cotton industry and manganese and coal mining. It is the condition of the labour in these industries, specially that of the labour in the cotton industry (with 69,000 operatives or 50 per cent. of the total labour force) that has been the basis of the brief survey of labour conditions set forth in this report. The condition of labour in the cement, pottery, Gun Carriage Factory and oil mills (employing about 6,220 workers or 4·5 per cent. of the total) has been the basis of the survey of labour conditions in the minor industries of the province.

The information that it has been found possible to obtain in answer to the various questions of the questionnaire is given separately for each of the five main classes of industrial undertakings.

The existing records do not yield complete information regarding the various matters under enquiry. The only systematic reply to the questionnaire has been received from the Empress mills, Nagpur, the premier mills of the province, and from one or two mining firms. The former is based on reliable statistical information accumulated by the authorities of the mills by a careful study of the changing conditions in their works during several decades. A copy of this report, which is as thorough as existing statistical information makes it possible to be, is being sent by the mills direct to the Secretary of the Labour Commission. No extensive quotations therefrom have therefore been made in the present report, but it should be emphasized that the Empress mills report deserves the most careful study. The condition of labour in these mills is, however, more advanced than those of other mills and should not be taken as typical of conditions prevailing in other industries in the province.

As railways are a central subject, labour conditions on railways have been excluded from the scope of this report, which is confined to matters with which this province is concerned and on which information is available.

### I.—Recruitment.

1. In the seasonal cotton factories, the bulk of the labour comes from the surrounding villages, while even in perennial factories a considerable portion of the labour force is recruited from the same source. In large industrial centres like Nagpur and Jubbulpore there is also a considerable labour population permanently settled in the towns. The only estimate it is possible to make of the percentage of local labour to the total at some of the industrial centres is given below.

(i) The movement of industrial labour follows the same lines as that of the general immigrant population, since an appreciable portion of the total migration is caused by the demands of industries. The main labour-recruiting grounds for this province are :—

(a) In the north the Bundelkhand and Rewah States, which supply the hereditary earth workers, Kols, for the mining industry as well as high caste unskilled recruits for the mills. Trained or semi-skilled labour from various parts of the United Provinces mingle with this stream, as temporary unemployment or the disappearance of hereditary occupation induces them to seek employment and higher wages elsewhere.

(b) In the south-east, Mahars, Gonds and Chamars are recruited from Bhandara and the Chhattisgarh districts, as well as from the Indian States of Chhattisgarh.

(c) In the south a number of Telegu castes (known as Telingas) come from His Exalted Highness the Nizam's dominions and the Sironcha tahsil (Chanda district) mainly for employment in the Chanda coal mines.

(d) In the south-west, several districts of the Bombay Presidency (mainly Ahmednagar, Poona and Sholapur districts) supply a certain amount of specialized labour mostly for the seasonal cotton factories of Berar.

Stream (a) is particularly strong in the northern districts and Berar, supplying the cement factories and potteries, the seasonal cotton factories of the Hoshangabad and Nimar districts, the textile mills of Berar, as well as the mining areas in the northern and eastern parts of the province.

Stream (b), which was the strongest until the scarcity in the northern districts and Central India in recent years, is still one of the main sources of labour supply in the province, specially for the manganese mines and textile mills of Nagpur and Akola.

Stream (c) and stream (d) are much weaker, and the former is mainly restricted to coal mines and seasonal factories in the south, while the latter distributes itself over the cotton tract of the province (the Maratha Plain division).

The approximate distribution of local and immigrant labour in the cotton industries at the following centres is given in the table below :—

	Stream (a).	Stream (b).	Stream (c).	Stream (d).	Local.
	Per cent.	Per cent.	Per cent.	Per cent.	Per cent.
Jubbulpore .. ..	10	—	—	—	90
Nagpur .. ..	6	10	2	2	80
Hinganghat .. ..	4	2	6	3	85
Amraoti .. ..	20	*8	2	5	65
Akola .. ..	25	*30	—	15	30

\*Includes workers from Bhandara, Nagpur and the neighbourhood.

In the decade ending 1921, the extent of migration from different sources was approximately as follows :—

	Percentage of immigrants.
Central India Agency States .. .. .	24
United Provinces .. .. .	12
Bombay Presidency .. .. .	11
His Exalted Highness the Nizam's Dominions .. .. .	11
Bhandara district .. .. .	9
Chhattisgarh districts .. .. .	33

(ii) It appears that there are two main streams of migration, the one comes in a south-westerly direction from the United Provinces and the Central India Agency States, which is caused by the general poverty and periodic scarcity in Central India and the lure of good wages and opportunities for obtaining work in the industrial centres of the Central Provinces. The other comes in a westerly direction from the Chhattisgarh Plain division and Bhandara district, which is caused by the poverty of the not very fertile land-locked plain and periodic failure of crops in the same region, as also the prevalence of a higher standard of wages in the developed portion of the province.

These two streams are streams (a) and (b) which have been described above. The third stream, which flows to the north-east from the bordering districts of the Bombay Presidency and the Hyderabad State, is on the wane on account of the development and more settled conditions of these parts. This north-easterly flow consists of stream (c) and part of stream (d). The streams of migration are illustrated by a map which is appended to this report (Appendix I).\*

The principal causes of migration are enumerated as famine and scarcity, unemployment, either permanent or temporary, the disappearance of hereditary occupations or cottage industries, the prospect of higher wages in urban areas, and inability of hereditary occupation to absorb an increasing population.

Migration of labour has thus followed the path of easy subsistence, that is, labour has congregated where the means of subsistence are in excess of the demands of the indigenous population. This general tendency is traceable in the above-mentioned streams of migration. The last census report shows that the vital statistics of the decade (1911-1920) record a deficiency of births over deaths in the Nerbudda Valley division, the Plateau division and the Nagpur, Amraoti and Akola districts of the Maratha Plain division, accompanied by a small excess of 3 per cent. in the Maratha Plain division taken as a whole. There is little doubt, however, that but for the influenza epidemic of 1918-19 which exterminated not less than 10 per cent. of the population, an increase would have been recorded in every division. The increase or decrease of natural population during the decade is as follows :—

	Increase (+) or decrease (—)	Total natural population in 1921.
Nerbudda Valley division .. .. .	— 134,240	2,595,442
Plateau division .. .. .	— 55,113	1,601,359
Maratha Plain division .. .. .	+ 75,072	6,014,171
Chhattisgarh Plain division .. .. .	+ 336,365	4,847,278

The increase in the Maratha Plain division is so slight compared with its total population and level of development, that it could not have affected immigration to any great extent.

On the other hand, the Chhattisgarh Plain division in spite of its present undeveloped and backward condition shows a considerable increase in natural population indicating a surplus for emigration. Conditions in those Central India Agency States which contribute most to the south-westerly stream of migration are similar, an additional impetus for emigration being provided by the poorer quality of the soil.

Movements of labour like those of commodities originate from places where it is abundant and proceed to places where the demand exceeds the supply. The census figures indicate the existence of a surplus of labour at the origins of the particular streams of migration, and a demand in excess of the local supply at the places to which the streams converge.

\* Not reproduced.

(iii) *Changes in recent years.*—There is no information to justify any definite conclusion. It, however, appears that acute scarcity in the Central India Agency States and in districts situated on the northern border of the province in recent years has resulted in a greater influx of labourers by the south-westerly stream, and a considerable proportion of it has been deflected further south into the cotton districts and industrial centres by reason of failure of the wheat crop in the Nerbudda Valley division, which usually attracts a quantity of this labour at the time of the wheat harvest. Moreover, there being a direct route provided by the opening of the Nagpur-Itarsi railway line, the southern influx to the industrial centres is gaining in strength.

Agricultural development in the Chhattisgarh districts due to the provision of irrigation facilities has to some extent reduced migration from this source. At the same time the large irrigation works under construction in Chhattisgarh have absorbed a considerable number of labourers during the last decade. In 1927-28 the irrigation works employed 8,600 labourers, most of whom were recruited locally.

2. *Contact with villages.* (i) *Extent and frequency of return.*—Five different types of migration are recognized in the census report of the province. They are as follows :—

(1) *Casual*, consisting of movements between adjacent villages ; (2) *Temporary*, caused by movements of labour on works of construction or by the exigencies of trade or the stress of famine (in this type of migration there is a predominance of males) ; (3) *Periodic*, due to the seasonal migration of agricultural labour, or to the industrial demands for labour depending on the ripening of a particular crop ; (4) *Semi-permanent*, when the inhabitants of one place migrate to another for trade, but return at intervals to their native place where they sometimes even leave their families, and usually spend their declining years ; (5) *Permanent*, where economic or other reasons have caused a permanent displacement of population.

Casual migration does not come within our purview, as it mainly consists of movements between adjacent villages for non-industrial purposes. Temporary migration caused by movements of labour on new works of construction or by the exigencies of trade or the stress of famine are of short duration and the labour generally returns to its native place after the stress is removed or the work is completed. Famine in the northern districts and the border States of Central India in the current year, the construction work of railway bridges and alignment on the Itarsi-Nagpur line are instances in point. A predominance of males is noticeable in these cases, indicating that the emigrants are likely to return after a short interval. Periodic migrations, due to the demand for labour in seasonal industries and agricultural operations, are of the nature of an annual exodus, and such labourers return to their villages after the season is over. The attraction of labour to the cotton ginning and pressing industries and to the wheat fields of the northern districts for harvesting, are instances in point. Both males and females migrate together and return within nine months or less. The employees in seasonal factories thus almost invariably return to their villages after the season is over.

The permanent and semi-permanent migration of labour is due to the attraction of labour to coal and manganese mines, to the cotton mills of the Maratha plain or to the cement and pottery works of Jubbulpore and other industrial centres. The majority of these labourers return to their villages for a short visit after two or three years' interval, but a considerable minority has settled down at these industrial centres. There are no data for enabling us to fix even approximately the extent of this permanent labour movement.

The labourers in the cotton mills generally visit their villages once a year, or once in two years, either for the purpose of renewing their home relationships or for marriage or social ceremonies. In Nagpur, however, textile workers are much more permanent in their holds and the average frequency of return to villages does not exceed once in four years, and the workers are mostly permanently settled in Nagpur. In the manganese mines about 30 per cent. of the labour force returns to its villages yearly on leave for a period varying from four to twelve weeks.

In the unorganized industries, labour is mostly local and lives in surrounding villages. A few skilled workers from Mirzapur in the United Provinces are employed in the lac factories and a few from Maharashtra in the glass factories. The former return home after four to six months' work and the latter about once in two years.

(ii) *The extent of the permanent labour force.*—In the seasonal factories there is practically no permanent labour force.

In the cotton mills, the extent of the permanent labour force ranges from 90 to nearly 100 per cent., as in the Empress Mills and the Berar manufacturing mills in Badnera. At Akola, however, the proportion of permanent labour varies from 60 to 75 per cent.

The Central Provinces and Berar Mining Association reports that the permanent labour force consists of monthly paid servants from 10 to 15 per cent. of the total and about 50 per cent. of the recruited labour. The Central Indian Manganese Mining Company reports that the percentage of their permanent labour is 43. In the Chhindwara coal mines it is reported to be less than 50 per cent. Trade fluctuations affect the extent of labour force in both the coal and manganese mines. Moreover, many of the manganese and other quarries suspend operations during the monsoon; and hence the extent of casual labour in the mining industry is very high.

In the cement and pottery works permanent labour amounts to about 60 to 70 per cent. of the total. In the gun carriage factory, Jubbulpore, it is about 85 per cent.

The extent of permanent labour in unorganized industries to which the Factories Act does not apply is at most 2 per cent.

3. (i) The cotton mills obtain their recruits at present from applicants at their gates. The location of the various industrial undertakings which employ immigrant labour is now fairly well-known through employees who return to their homes, and by this means recruits are attracted from the various sources of supply. But formerly *mukhadams* were sent to recruit, or labour contractors were invited to supply the amount of labour required on payment of commission. The latter method is still adopted when a new mill is started or a new section is added to an existing mill. Casual work like that required for building construction is given on contract, and the contractors supply and employ their own labour.

Well-established perennial factories such as the gun carriage factory, Jubbulpore, and the pottery works at Jubbulpore, similarly receive their labour supply from applicants at the gate. The cement works, quarries and newly established factories recruit labour through *mukhadams* who, in addition to their usual wages as employees, receive some commission from the new recruits.

Seasonal factories recruit their labour either through *mukhadams* and *mukhadamins*, who receive three pies per head per week from the labourers, and wages from the employers, or through labour contractors who are paid (up to Re. 0-4-6 per *bojha*) on the basis of total output; or sometimes through a combination of both these methods. In the manganese mining areas labour is recruited by contractors through their *mukhadams* or *sirdars*, who get into touch with villages at districts where it is known that labour is available and recruit them by families as far as possible. In the local mines recruitment is similarly done on a commission basis through colliery *sirdars* or labourers visiting their homes.

(ii) The system of recruitment through *sirdars*, *mukhadams* or contractors has several evils, the chief of which is the payment of cash advances without which it is impossible to obtain recruits. These cash advances are seldom fully paid by the recruits, and, on the one hand, are apt to keep them in a state of perpetual indebtedness; while on the other they cause loss and annoyance to employers as many recruits abscond with advances outstanding against them. The following extract from the Provincial Census Report of 1921 sums up the position:—

“ The system of cash advance to labour.

“ Two systems of recruitment are employed. Agents may be sent to the recruiting areas, who are servants of recruiting establishments; they pay the labourer the expense of his journey, and also advance him a sum of money as an inducement to leave his home; or labour may be bought from a private contractor at so much per head. In one of the Chanda coal mines a gang of Kols was working under a Pathan headman. This gang was recently working on the Mahanadi Canal head works in the Raipur district, had then been employed on railway earth work in Chanda, and finally had reached the coal mine. As each transfer occurred, the headman received a sum which was supposed to represent the loans outstanding against the labourers on their previous work. In this case it is doubtful if the labourers themselves ever received any of the advances in cash. Where advances are directly paid to the labourers, the amount varies considerably. In the Chanda coalfields as much as Rs. 90 per labourer is paid for immigrants from the United Provinces, and Rs. 10 to Rs. 15 for labourers from Hyderabad State. Rs. 60 per head may be paid for Chhattisgarh labourers in the manganese mines. The advance system is a vicious one, which is to the advantage neither of the labourers nor of the employers. The advance is seldom, if ever, repaid, and though the more reputable employers have agreements by which they decline to employ labourers recruited by other concerns, there is always a number of smaller and less scrupulous employers who avoid the expense of importation of labour by bribing the labourers of a neighbouring concern to desert them. From the point of view of the labourer also, the system is unsatisfactory, as it fastens about his neck a load of debt to the avoidance of which he devotes much ingenuity. At present, however, it is the only method by which labour



can be recruited from a distance, and even if wages were raised so as to attract labour without advances, it is the experience of most employers that the labourer, when he has received sufficient for his maintenance, ceases to work, so that a rise of wages is generally accompanied by a corresponding decrease in the work done."

Direct recruitment without any intermediary to intercept a portion of the charges of the labourer would, therefore, be much better, but as the great mass of Indian labourers is illiterate and ignorant, it is difficult in practice to suggest any improvement on the present system. The same factor operates against the successful working of a public employment agency. The difficulty of direct recruitment is illustrated by the fact that the Pench Valley Coal Company reports that it established a recruiting agency at Bilaspur in 1916 and closed it in 1928, as the results achieved were not commensurate with the cost incurred.

4. As the majority of the workers return to their villages annually, there is very little disturbance of the family life of the workers in the seasonal factories. Temporary or quasi-permanent recruits from the United Provinces generally leave some members of their family at their homes to look after the family cultivation and other affairs. If they decide to stay longer at the industrial centres, their family generally joins them. Labourers permanently settled in large towns like Nagpur and Akola usually bring their families with them.

In the manganese mining area the extent and effect of disturbance of family life are reported to be negligible, as it is the custom for complete families to be recruited. In the coal mines nearly 60 per cent. of the labour force is reported to consist of whole families.

6. *Recruitment for Assam.* (i) The bulk of such recruitment is from the three Chhattisgarh districts, and during the last two years from the Chanda district. From such information as is available it appears that although there may be disagreement as to the form of control, there is none whatever about the necessity of control. If all control is abolished, recruitment will be exposed to the old evils associated with the system of *Arkattis* (professional recruiters). Recruitment by these agents often resulted in kidnapping and abduction, the splitting up of families and the deceiving of the people with false stories regarding the conditions obtaining in the tea estates. It is also reported that free recruitment will result in lavish and uncontrolled expenditure, while it will not improve the lot of the labourers.

(ii) About 90 per cent. of the recruitment for Assam is effected by the Tea Districts Labour Association, who have appointed local agents in the different recruiting districts under whom garden sardars work. The local agents are, on the one hand, subordinate to the Tea Districts Labour Association, i.e., indirectly to the tea industry, and on the other hand, to the district magistrate and the Assam board. The industry, however, has a predominant representation on the board. The local agents provide accommodation, clothing, medical aid, etc., to properly registered recruits till they reach the "forwarding centres." All instances of abuse which are disclosed at the time of registering a recruit are reported to the district magistrate. If the local agent is found to be untrustworthy, his license can be cancelled by the district magistrate.

(iv) The cost of the present system is high, involving as it does the maintenance of an expensive recruiting agency, but it is an undoubted improvement on its predecessor and it is difficult to suggest a substitute which will maintain the present safeguards without imposing unjustifiable limitations on the free movement of labour. The representation on the board of the districts from which the recruits are taken might be strengthened by the addition of labour representatives.

7. (i) In the seasonal factories the skilled and semi-skilled labourer is thrown out of employment at the close of the season and often experiences considerable distress. The percentage of such labourers is, however, small.

No accurate figures are available regarding unemployment in the perennial industries. The Empress Mills report that there is a good deal of unemployment, both amongst the skilled and unskilled workers; they experience no difficulty in filling up vacancies and every fortnight many apply in vain for admission. Some of the other mills report that about 10 per cent. of the applicants for work are turned away. Some of the manganese mines in the Bhandara district report that owing to the present depression in the industry there is a certain amount of unemployment among local labour, but imported labour finds full employment. The Central Provinces and Berar Mining Association reports that since the inception of the manganese industry there has been little unemployment on account of shortage of work or excess of labour. Should, however, the cost of production of ore continue to increase, without a corresponding enhancement of market prices, the industry will no doubt have to face this question of unemployment. The Pench Valley collieries report that unemployment does not prevail in that area.

There has been some unemployment caused by dismissals in some of the low grade manganese mines which have been recently compelled to close down on account of depression in the manganese trade.

(iv) Unemployment insurance does not exist in any industry and all employers are of opinion that any such scheme would be unworkable.

8. *Labour " Turnover."*—(i) Here again no definite figure is available except in the case of one or two mills. The Empress Mills, Nagpur, have forwarded a detailed statement indicating the turnover of their labour since 1908. The average period of continuous service put in by a worker at these mills comes to 7.89 years. In the Pulgaon Mills the average duration of employment is 40 months. On a rough estimate the average duration of employment in other perennial factories may be put at 30 months.

The Pench Valley Coal Mines report that out of 3,700 workers, 800 have been in continuous employment for three years or longer, 700 for two years or longer, 650 for one year or longer and 1,550 for less than one year. The manganese mines report that the average duration of employment in any one year for the whole of the labour force is 9 to 10 months continuously, the remaining two or three months being usually utilized by approximately 30 per cent. of the labour in returning to their villages for seasonal cultivation. Normally the bulk of these return after the crops have been reaped.

(iii) From such information as is available the number of absentees is said to be from 10 to 5 per cent. per day. The percentage of absentees increases after pay day. For example, the manganese mines report that attendance decreases by 50 per cent. on the day immediately following the weekly bazar day; and the Chhindwara coal mines report that the number of absentees on days following pay day is as much as 30 per cent. over that on other days.

(ii) In the seasonal cotton factories about 20 per cent. of the labour force are casual. In the perennial factories the extent of casual labour is not appreciable and does not exceed 3 per cent. of the regular labour force. Such casual labour is employed mostly on building construction or on loading and unloading work. Mine owners report that there is no casual labour at their works.

## II.—Staff Organization.

10. The cotton ginning and pressing factories are mostly in the private ownership of Indian Banias, nearly one-third being owned by limited joint stock companies with Indian directors. A few of these companies are European and Japanese. Messrs. Ralli Brothers and Volkart Brothers are the two most important among European firms, and Goshō & Company, Toyomenkwa & Company and the Japanese Trading Cotton Company among Japanese firms owning such factories. The European and Japanese firms have managers of their own nationality, and other factories are under Indian managers.

Of the 15 textile mills, 11 are owned by public joint stock companies, five with purely Parsee directors, two with a mixed directorate of Parsees and other Indians, one with a mixed directorate of Europeans and Indians, and three with Indian directors. Four cotton mills are privately owned by Indian Banias. Two of the mills are managed by Europeans, two by Anglo-Indians, six by Parsees, and four by other Indians. The three cement factories and two of the pottery works are public joint stock companies under a mixed directorate of Europeans and Indians. The third pottery work is under an Indian directorate. The local managers of two of the cement factories are Europeans, while that of one is an Indian. Two of the potteries have European managers and the third, an Indian manager.

Of the six railway workshops, two have European managers and four Anglo-Indian managers. Three of the five motor car repairing shops are under Indian management, two under European and Anglo-Indian managers.

The tobacco (*bidis*) factories, the lac factories, the myrobalan factories and the two glass factories are owned and managed by Indians, with the exception of one myrobalan factory which is owned by a European company.

English boards of directors predominate in the manganese and coal mining industries. They own the most important deposits and work the bigger mines, having been the first to enter the field for prospecting. Out of 250 mines and quarries, the agents (as defined in the Indian Mines Act) of 92 are Europeans or Anglo-Indians, of 21 are Parsees and of 11 more are other Indians. Of the mine managers, 80 are Europeans or Anglo-Indians, 14 Parsees and the rest are other Indians.

11. The appointment of the managing staff is made as a result of open selection by the board of directors or controlling partners generally with due regard to the merits of the persons selected. The selection, however, is generally confined to the particular

community to which the capitalists owning the concern belong. The predominance of the Parsee element in the managerial staff of the larger cotton mills in the province with large Parsee interests is a very prominent feature in this province. In the smaller factories this kinship plays a more important part and selection is seldom free.

There is no open selection in the seasonal factories which generally recruit persons known to the management or owners.

In the mining industry, selection is more open, and based more on the qualifications of the persons, as the Indian Mines Act prescribes certain qualifications for work in the mines.

In these industries the head offices sometimes appoint specially qualified persons on agreements or covenants and in respect of such appointments the technical or managerial qualifications of the applicants are the main criterion. Europeans are sometimes covenanted in Europe and sent out. In the gun carriage factory, appointment on the managing staff is made by the Secretary of State, after selection by a board in England.

12. (i) The ginning and pressing factories mainly recruit their subordinate staff from outsiders. In a very few cases apprentices trained in the same factory are employed.

In the larger textile mills and the bigger perennial factories the subordinate staff is generally obtained by promotion from the ranks and from apprentices trained in their own factories. Apprentices trained in sister factories are also recruited. Jobbers are mostly promoted from the ranks in the same mill.

In the cement factories apprentices are recruited. In the gun carriage factory, foremen and assistant foremen are recruited by selection after advertisement, but chargemen and supervisors are promoted from the workmen and apprentices.

In the mining industry, foremen are generally recruited direct or from students or apprentices trained for the mining board examinations in some of the coal mines. Mates and sardars are recruited by promotion from miners. In the manganese mines new applicants are appointed by mine managers who, after training them, place them in grades according to their ability. In the coal mines, in making selection, consideration is given largely to the ability of the existing employees to handle labour decently.

(ii) *Facilities for training and promotion of workmen.*—The only facilities of this nature provided in the province are the following :—

The Empress Mills, Nagpur, have had a regular system of training apprentices which has been in force since the inception of the mills. The system provides for training apprentices (sometimes with university qualifications) both for managerial and supervising positions as well as for the subordinate supervising staff. An apprentice receives an incremental scale of pay during the full five-year period of apprenticeship and practically the whole staff of the mills is recruited from such apprentices. Many apprentices trained in this mill have also joined other concerns and the mill authorities report that "there have been instances of ambitious young men of ordinary education who by dint of self-help and unremitting toil have outstripped their brothers with superior initial qualifications."

The Gun Carriage Factory, Jubbulpore, maintains a regular apprentice class with a scheduled course of instruction for five years both theoretical and practical. Such apprentices are admitted after an entrance examination; and chargemen and supervisors are recruited from these. This institution also maintains a boy artisans' class for the benefit of the sons of their employees.

Some of the other perennial, and a few seasonal, factories also provide facilities for training their own workmen and apprentices, but no accurate figures are available. In important mines like the Ballarpur and Ghugus collieries in the Chanda district, and the Pench Valley and amalgamated collieries in the Chhindwara district, and the Central Provinces Manganese Ores Company's and the Central Indian Mining Company's manganese mines, training is given by the managers to miners who desire it for the qualifying examination. The managing staff always tries to train the ordinary miner as well; and mates and sardars are recruited from such trained hands. With the assistance of Messrs. Shaw Wallace & Company's collieries mining lecture classes were opened at Parasia and five students passed the third year examination in 1927. These classes, however, had unfortunately to be closed last year on account of the lack of students, due perhaps to the trade slump. Mr. G. O. Burgoyne, the manager of the Pench Valley coalfields, who was in charge of these classes, reports: "New applicants of the right sort for apprenticeship at the collieries have become rare and unless coal mining takes a turn for the better the classes will not continue to justify their existence."

13. (i) The relations between the staff and rank and file are reported to be good in all the industries.

(iii) Works committees are conspicuous by their absence in the industrial undertakings of this province and the employees are generally in direct touch with the managing staff.

The only exception was in the case of the Government Gun Carriage Factory at Jubbulpore where a works committee had been in existence for some time, but has been in abeyance since 1926. The objects of this committee were :—(a) to promote feelings of good fellowship all round ; (b) to improve out-turn ; (c) to improve educational qualifications of workmen ; (d) to suggest means of welfare work.

15. (i) In the ginning and pressing factories a good deal of work is done on contract. The labour contractors supply labour on payment on output, with a stipulated minimum, or on a commission basis. Pressing of bales, filling of cotton *bojhas*, picking and carrying of cotton seeds and carting, are some of the items of work done on contract. In the perennial cotton mills the work done by contractors consists of building construction, cartage, the loading and unloading of goods at railway stations and at mills, and stacking of bales of cotton yarn and cloth.

In some of the pottery works, quarrying and removing of clay and limestone are done by contract.

The most extensive employment of contractors as intermediaries exists in the mining industry. More than 50 per cent. of coal is raised by contract. In the Ballarpur colliery, all work, excluding safety work, ultimate supervision and management is done through contractors. In the manganese mines, ore excavations, loading and building work are done on contract.

(ii) Sub-contracting does exist on a small scale, but is not of much importance. The mines do not recognize sub-contracts.

(iii) The employers report that the fullest control is exercised by the officials of the industries over contractors' labourers and their working conditions. But the experience of the factory department is that there is a certain amount of slackness of control over conditions of work done on contract.

(iv) A certain amount of laxity in the observance of factory rules and regulations is observed in factories where much work is done on contract. This is specially true of the seasonal cotton and ginning factories. Control in the mines over the conditions of contract work appears to be adequate.

### III.—Housing.

16. (i) Housing accommodation is provided for about 7,500 workers by some of the larger factories and mills. Of these, approximately 3,700 are in the textile mills and 2,000 in cement, pottery and other works ; and 1,800 belong to other minor industries. Details of these employers and the extent of housing accommodation provided by each, are given in Appendix IV. It appears from this statement that 19 per cent. of the labour in the textile industry, and 7.5 per cent. of the labour in the minor industries, is provided with housing by the employers.

In addition to housing accommodation the Pulgaon Cotton Mills maintain a settlement covering an area of 15 acres, on which the millhands are allowed to build their own huts on payment of a nominal ground rent of 4 annas per annum per 100 square feet.

The improved housing scheme started by the Empress Mills at Indora,\* a suburb of Nagpur, deserves special mention.

This is the most systematic attempt made to solve the housing problem of the workpeople. It should, however, be noted that only the better paid employees can avail themselves of the advantages of this scheme.

A large proportion of the labour in the mining areas is housed in brick-built quarters provided by the mines, but no exact figures are available. The Central Provinces and Berar Mining Association reports that labour is fully provided with housing by the employers with the exception of such proportion of it as does not wish to live in pucca houses and prefers to build their own kuchha huts. The Central India (Manganese) Mining Company reports the same about the conditions in their mines. The managers of the larger Chhindwara coal mines report that at most of their mines the company has built up-to-date quarters for housing the labour force and staff resident on the mines. This housing scheme is still in progress at the mines. At the present time about 50 per cent. of the resident labour force is quartered in well-built houses, and during the next few years this percentage will be increased. The report seems to indicate that many of the labourers prefer to live in their own kuchha huts. The employers provide those who do with a free supply of land and hutting materials.

\* An account of this scheme is given in the firm's memorandum.

(ii) No housing accommodation is provided by Government for labourers. Government, however, fully co-operated in developing the Indora scheme of the Empress Mills at Nagpur by setting apart a large area of 200 acres and granting a lease on favourable terms. Local bodies like municipalities have done very little hitherto for the housing of workers, but some municipal schemes for the removal of congestion in working-class localities are at present under consideration. The Nagpur Municipality proposed a housing scheme for workers in a part of the city called Pachpaoli, but dropped it for lack of funds. The Khamgaon, Shegaon, and Khandwa Municipalities have also similar proposals under consideration for removing congestion in slums and providing better housing facilities for working-class people. These schemes, however, have not as yet materialised.

(iii) No houses have been built by private landlords in the industrial towns specially for the accommodation of the working-classes. A considerable percentage of the older established workers in the larger industrial towns, however, does live in houses provided by private landlords. A rough estimate puts the percentage of labour utilizing such accommodation at 25 per cent. at Akola and Nagpur.

(iv) About 85 per cent. of the workers live in houses constructed by themselves. No detailed figures or information are available. Some factory owners provide free land for huts for labourers; but in most cases the labourers have to take a lease of Government or private land. Government land is leased for building purposes in poorer quarters without any premium and at a rent of 1 anna per 100 square feet. Settlements of working-classes of this nature are common in the larger industrial towns like Nagpur, Amraoti, and Akola, specially in the cotton districts, and are locally known as "files." Although the amenities provided by municipalities for these labour colonies are negligible, the occupants have generally to pay house-tax or haisiyat-tax to the local municipalities at the rate of Re. 1 or Rs. 2 per annum.

As already mentioned above, a certain percentage (roughly about 40) of mine labourers live in huts constructed by them on land and with materials supplied free by their employers.

18. (i) All the regular houses provided by the factories and mines are brick-built and are of the type of one-room tenement, with a small verandah or open courtyard attached. The plinth of the room does not exceed one foot, except in the case of the big chawls, like that of the Model Mills, Nagpur. The average dimensions of the rooms are 10 ft. by 8 ft. by 7 ft., and the dimensions of the doors are generally 6 ft. by 3 ft. Small windows are provided, but they are not generally so located as to provide cross ventilation. The houses are generally constructed in the form of barracks, each block consisting of four to ten rooms. The Model mills quarters are of the type of double-storied chawls. The average number of inmates per tenement does not exceed five. The floor of the houses provided by the larger mills is generally of cement or murrum, but many of the houses in these mills and the houses in the smaller factories have kuchha floors. These houses compare favourably with those which the labourers generally occupy in the rural areas before they take to industrial life; but these colonies, except in the mining areas, have not the advantage of the open-air and ventilation of rural areas. Considering the fact that the standard of life of the lower classes in India is low it cannot be said that the accommodation provided is unsatisfactory from the point of view of the workers' requirements. The area available in the environment of the tenement for subsidiary domestic purposes like cooking, bathing and washing is, however, very small and very often the workers have to supplement the accommodation which is provided by enclosing the small verandah with bamboo partition or screens of cotton stalks, sometimes plastered with cow dung and mud.

As already indicated, the standard of the quarters provided by the Empress Mills at the Indora extension is superior to that of the ordinary rooms provided by other mills. Each room is 10 ft. 8 in. by 10 ft. 8 in. and has a front verandah 6 ft. 6 in. wide, as well as a back verandah 5 ft. wide, which latter has been enclosed to serve as kitchen and store-room.

With regard to mining areas, the Central Provinces and Berar Mining Association says that the houses provided are at least equal to those that the employees normally occupy in their villages. The Central Provinces (Manganese) Mining Company reports that the houses are 10 ft. by 12 ft. to 15 ft. by 20 ft., according to the number of members of the family and the average number of inmates is three. Labourers prefer a type of building which does not contain windows, but the houses are so constructed that there is an air space between the walls and the roof. Reports from the Chhindwara coal mines show that the houses provided more than satisfy the demands of the mines. Wherever pucca quarters have been constructed each man with his wife is accommodated in a one-room tenement with a private cooking verandah. These quarters are built in blocks of not more than four with high plinths and good roof, and the surroundings of these blocks are free of all obstacles, so that

the labourers can construct compounds if they so desire. For the better class of skilled labourers slightly better accommodation is provided, in that they are given two rooms with verandahs. For the Indian supervising staff the coal mines provide small detached bungalows with three or four rooms and a verandah, walled compounds, kitchen, latrines and bath rooms. From the reports received the standard of housing at the mines, specially that provided in recent years, appears to be superior to that of the accommodation provided generally by employers in urban areas.

The huts constructed by the workers themselves in the industrial towns and in the mining camps are, of course, of a lower standard. In these settlements all grades of houses from double-storied buildings of mud, bricks and country tiles (owned by some of the better paid workers) to mere hovels made of bamboo matting, not unlike wigwams, are to be seen. The most common type is a hut constructed of wattle and mud walls roofed with grass thatching, country tiles or sometimes with corrugated iron sheets, the height of which barely exceeds 6 ft. even at the ridge. Plinths are practically non-existent, and windows or openings are rare. In mining areas huts are generally of wattle and thatching, the door is too low, and the inmates generally cannot pass upright through the doors. Leaking roofs and damp floors are common during the rains.

(ii) From the point of view of ideal hygienic conditions the present accommodation of the labourers in urban areas must be considered to be capable of considerable improvement. A large percentage of the houses provided by the factories and mines are perhaps adequate in that they are not a danger to health. But it is most unsatisfactory that the same room should have to be used for residence as well as subsidiary domestic purposes like cooking. The inmates often improvise more accommodation by enclosing the verandah with bamboo tattas and other partitions. But this practice is not universal. Similarly, part of the courtyard is very often enclosed for a "nabani" (bathing and washing platform), but many of the workers have to perform these operations in the open without any privacy. Even the confinement of women takes place in the same room in which the family lives and cooks. There is very little cross ventilation, although it must be admitted that such windows as are provided are generally blocked up by the inmates themselves in order to keep off the sun and rains for the sake of warmth in winter.

There is practically no provision for outside street lighting in these settlements of the labourers, even in areas where the municipalities levy some tax on the occupants. Most employers, however maintain sweepers for keeping the areas fairly clean. There is no sort of drainage, and the sight of the waste water of every house accumulating into an insanitary cesspool is more the rule than the exception. Most of the mills and some of the factories provide common latrines for their labour colonies, and in many cases these are used especially by the women. But it is more usual for these labourers to resort to the open land and fields adjoining their colonies. This is particularly the case in mining camps where conditions are more rural. Water supply from wells or taps in some towns is generally adequate.

There are many cases of two or three brothers with their wives and sometimes with the addition of their parents using the same small room. But the results of enquiries into overcrowding in town made in connection with the last census of 1921 do not disclose any acute overcrowding in these areas. The number of families per house shows an average figure of less than 1, the maximum average being 1.05 family per house. The number of persons per house varies between the average of 1.73 to 6, the general figure being somewhere between 4 and 5. The average figure for the whole province has been 5 since 1891. The average number of houses per square mile was 23 in 1891, 21 in 1901, 25 in 1911, and 24 in 1921. Enquiries in connection with the preparation of living index numbers disclosed the following average and maximum figures per house at Nagpur and Jubbulpore. For workers with incomes ranging from Rs. 70 to Rs. 100 per month.

*Average persons per house.*

Nagpur	..	..	..	..	Male adult	..	..	..	1.47
					Female adult	..	..	..	1.47
					Children (under 14)	..	..	..	1.39
					Total	..	..	..	4.33
Jubbulpore	..	..	..	..	Male adult	..	..	..	1.28
					Female adult	..	..	..	1.17
					Children (under 14)	..	..	..	1.31
					Total	..	..	..	3.76

*Maximum number of persons per house.*

Nagpur .. .. .	{	Male adult .. .. .	2.4
		Female adult .. .. .	2.4
		Children (under 14) .. .. .	2.4
		Total .. .. .	7.20
Jubbulpore .. .. .	{	Male adult .. .. .	2.2
		Female adult .. .. .	2.1
		Children (under 14) .. .. .	2.3
		Total .. .. .	6.60

The greater danger to the working people springs from the insanitary surroundings rather than from the inadequacy of accommodation. The census report of 1921 says, "The conclusion based on the statistics is that, whether we look at the number of persons per house or the number of houses per acre, there is nothing at all comparable with the congestion in large cities in India, to say nothing of the slums of European countries. Indeed, from a sanitary point of view, it is probable that there is much more danger to the public health, arising from imperfect facilities for drainage, breeding-grounds for mosquitoes formed by stagnant water, and impure-water supply than there is from the too great pressure of humanity on space."

In mining areas the housing provided by employers is reported to be suitable in every way from the hygienic point of view. The houses are so built that they can be cleaned cheaply and with ease.

19. The major portion of the regular accommodation provided by the employers is utilized by the workers, but in the mining area a large percentage of the workers seems to prefer to live in huts in the open. In urban areas nearly 75 per cent. of the families are often in a position to rent better accommodation outside the mills by pooling what they are prepared to spend on house rent and sharing houses. There is, perhaps, also some prejudice against the standard tenement provided by the mills, and a small percentage of the rooms provided thus remains unoccupied.

In mining areas the entire accommodation provided is reported to be utilized.

20. A comparative statement of average rent rates on the various classes of accommodation in some of the leading industrial towns is given below :—

Class.	Nagpur.	Akola.	Amraoti.	Ellichpur.	Jubbulpore.	Raipur.
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
(i) By employers ..	1 0 0	0 6 0	0 12 0	0 8 0	0 12 0	Free.
(ii) By landlords ..	2 0 0	2 0 0 to 3 0 0	2 0 0	1 0 0	2 0 0	1 0 0
<i>Ground rent of 1,000 square feet.</i>						
(iii) By workers themselves.	0 8 0 per month.	2 0 0 per annum.	2 0 0 per annum.	0 8 0 per month.	—	0 4 8 per month.

No rent is charged for housing provided by mines.

21. Sub-letting does not exist to any appreciable extent and is prohibited in the quarters provided by the factories and mines. In some cases persons coming from the same villages as the occupants in quest of employment are temporarily accommodated. Reports have been received of stray cases of attempts to evict the workers from the chawis provided by the employers at the time of strikes, but the intervention of the executive authorities has usually stopped this. During the strike last year in the Akola Cotton Mills, Limited, the strikers refused to vacate their quarters when an attempt was made to evict them and continued to occupy the quarters throughout the period of the strike, which lasted forty-six days. The mill authorities have since then imposed monthly rents varying from 4 annas to 8 annas to emphasize the position of the workers as tenants.

22. It is remarkable that low standard of housing accommodation does not appear to have a serious moral effect. The standard of privacy is, of course, very low, but it is a fact that serious moral irregularities occur very rarely in these settlements. This may be attributed to the influence of religious and social traditions, which are deep-seated even in the lower classes of Indians.

#### IV.—Health.

23. General health conditions of workers are reported to be good on the whole in all recent annual reports on the administration of both the Indian Factories Act and the Indian Mines Act. The ravages of epidemic diseases such as plague, cholera, influenza, relapsing fever, small-pox, etc., are mentioned in the factory reports of 1915 to 1920. In 1921, too, mention is made of most of these diseases, but the attacks are said to have been milder. Later reports seem to indicate a healthier condition. In the mining areas slight outbreaks of small-pox, cholera, plague and influenza in a few mines were reported in 1927, while in 1928 outbreaks of cholera, influenza, malaria and small-pox in several labour camps occurred; 125 attacks and six deaths occurred in 1927, and 280 attacks and 61 deaths in 1928 from those diseases. It should be noted that most of these diseases prevailed during these years in an epidemic form in these areas, and were by no means peculiar to the labour population.

(i) Mortality figures exclusively amongst workpeople are not available. But private information from the following sources indicates that death-rates are :—

Factory Owners' Association for Khamgaon Ginning and Pressing Factories .. .. .	20 per mille.
Burhanpur Tapti Mills .. .. .	11 ..
Pench Valley Coalfields, Parasia .. .. .	15 ..
The Empress Mills, Nagpur .. .. .	6·26 .., per annum from last five years' average.

The death rates between the ages of 15 to 50 years at the important industrial centres may be considered a fair index of the death rates of factory labourers. A few figures are given below :—

Industrial centres.	Death rate between the age period 15 to 50 years, per mille.		General death rate per mille.	
	1927.	1928.	1927.	1928.
Nagpur town .. .. .	9·70	11·88	4·25	50·8
Amraoti .. .. .	9·72	8·15	39·4	41·7
Akola .. .. .	7·03	7·55	28·0	35·0
Khamgaon .. .. .	6·86	5·46	37·5	30·3

Mortality figures for the Empress Mills, Nagpur, are :—

					Deaths in all.
1924	..	..	..	..	51
1925	..	..	..	..	43
1926	..	..	..	..	74
1927	..	..	..	..	79
1928	..	..	..	..	66
Total .. .. .					313 in five years. 66·6 per annum.

On 31st December, 1928, the number of hands on the muster roll was 8,934, and on 31st December, 1927, it was 8,782. So the death rates work out to :— 1927, 8·8 per mille; 1928, 7·5 per mille; and these figures are approximately the same as the Nagpur figures of mortality between the ages of 15 and 50 years.



(ii) Figures for birth rate and infant mortality amongst labouring classes alone are not available. The figures of birth and infant mortality relating to these classes cannot, however, diverge to any great extent from those of the general birth rate and general infant mortality in industrial towns. These figures for the principal industrial towns of the province are given below :—

Industrial towns.	Birth rate per mille.			Death rate per mille.			Infant mortality per mille.		
	1926.	1927.	1928.	1926.	1927.	1928.	1926.	1927.	1928.
Nagpur ..	59.23	58.47	56.35	48.28	42.50	50.86	302.33	353.59	290.47
Gondia ..	34.00	46.41	41.73	26.75	36.92	30.23	271.47	303.03	221.22
Hinganghat	45.23	48.02	47.09	49.30	30.64	29.42	278.92	213.08	241.98
Pulgaon ..	32.38	39.50	37.75	26.50	21.63	22.57	248.96	221.09	227.76
Jubbulpore	40.24	33.68	38.64	37.02	28.55	30.95	278.56	227.85	251.61
Katni ..	48.83	52.59	53.75	39.12	43.59	49.59	299.69	263.77	240.86
Khandwa ..	37.61	40.26	46.79	32.16	36.52	34.03	308.53	336.42	271.13
Burhanpur..	52.43	51.84	56.69	42.88	35.64	40.96	292.09	220.73	277.12
Amraoti ..	51.24	55.31	56.06	48.10	39.39	41.68	318.44	231.95	254.99
Akola ..	43.00	42.63	43.57	33.86	28.02	35.02	266.58	214.37	276.67
Elichpur ..	49.83	51.84	50.29	42.64	36.99	37.40	288.82	196.13	237.10
Yeotmal ..	48.32	48.96	49.48	34.05	28.95	29.93	260.50	201.43	236.81
Khamgaon..	41.53	42.98	40.23	35.12	37.57	30.31	267.79	291.38	241.59
Raipur ..	39.64	38.65	41.86	33.33	38.70	36.33	300.00	303.64	315.89
Badnera ..	42.60	46.07	43.73	33.94	34.35	25.46	231.50	187.72	140.48

(iii) (a) Working conditions in the perennial factories, especially the larger ones, are satisfactory. There is plenty of scope, however, for improvement in ventilation, maintenance of a suitable temperature, suitable flooring, general cleanliness, proper spacing of machinery, and provision of places for meals and lockers for keeping them away from dirt and dust. In addition to these, considerable improvements are required in the seasonal factories for alleviating the dust nuisance and for proper lighting.

(b) Very little information is available regarding the working conditions obtaining in home industries.

*The Hand-loom Industry.*—The conditions are not very bad. Weavers are generally cleanly in their habits. Conditions at the homes of carpet and durrie makers are, however, not so satisfactory.

*The Bidi Industry.*—Home conditions are certainly inferior to those of the neighbouring population and some overcrowding has been noticed.

*Shellac Factories.*—Conditions are not satisfactory as overcrowding and insanitary surroundings, caused by insufficient drainage of waste water, exist. The director of public health, who has recently inspected a few of these factories, has recommended early action to effect an improvement.

(iv) Table No. II, on page 17 of the Bulletin on Index Numbers for Cost of Living at Jubbulpore and Nagpur, gives a list of dietary and average annual consumption per family of working-class people in both these towns. These data are fairly representative of the industrial centres of the province. The articles of diet and the quantities consumed per annum are :—

Cereals—	Nagpur.	Jubbulpore.
Rice .. .. .	488 seers.	331 seers.
Wheat .. .. .	266 ..	411 ..
Jawari .. .. .	39 ..	101 ..
Pulses—		
Arhar (tur) dal .. .. .	65 ..	64 ..
Gram .. .. .	26 ..	13.8 ..
Lakhori .. .. .	24 ..	1.5 ..
Masur .. .. .	2.8 ..	15 ..
Urad .. .. .	1.5 ..	8 ..

The articles of diet and the quantities consumed per annum—*contd.*

Other food articles—

Gur .. .. .	9 seers.	14 seers.
Sugar .. .. .	9 "	15 "
Tea .. .. .	0.7 lbs.	1.2 lbs.
Fish.. .. .	2 seers.	1.2 seers.
Beef .. .. .	0.2 "	2.1 "
Mutton .. .. .	16 "	10 "
Milk .. .. .	13 "	43 "
Ghee .. .. .	4 "	10 "
Salt .. .. .	25 "	18 "
Chillies .. .. .	14 "	3.3 "
Turmeric .. .. .	2 "	2.2 "
Potatoes .. .. .	17 "	21.4 "
Onions .. .. .	18 "	7.8 "
Mustard oil .. .. .	2 "	4.2 "
Til oil .. .. .	17 "	7 "
Coconut oil .. .. .	1 "	1.5 "

In Chhattisgarh Division the dietary is slightly different, as the inhabitants in those parts eat very little wheat and jawari, which can, therefore, be neglected altogether, and their main cereal is rice, which is often taken in the form of "Basi," that is, rice kept soaked in water over-night or for several hours, and the consumption of vegetables, pickles and pulses is much smaller. Oil, ghee, and potatoes find only a small place in the dietary, and tea and sugar are rarely taken.

The diet indicated above is not satisfactory from a scientific point of view. The nourishment obtained compares unfavourably with that of western countries or Japan, as is evident from the comparison made in the statement given below :—

*Annual Consumption per Man.*

	United States.	Japan.
	lbs.	lbs.
Meat .. .. .	140	21.5
Fish .. .. .	21	50.5
Eggs .. .. .	30	2.1
Legumes (pulses) .. .. .	28	35.5
Bread and cereals .. .. .	340	309.4
Vegetables .. .. .	420	459.4
Sugar .. .. .	63	14.1
Fruit .. .. .	200	29.7
Other foods .. .. .	33	—
Milk .. .. .	500	2.2

In the United States of America, 500 lbs. of milk is consumed per head as well, whereas an entire worker's family in this province does not consume more than 90 lbs. of milk.

A statement showing the average constituents of the diet of a single man has been obtained from Akola, in which the monthly cost is also shown :—

		Cost.	
		Rs.	a. p.
Wheat	24 lb. in one month	2	4 0
Rice	16 " " "	1	10 0
Pulses	10 " " "	1	5 0
Salt	$\frac{1}{2}$ " " "	0	1 6
Red pepper	$\frac{1}{2}$ " " "	0	3 0
Ghee	1 " " "	1	0 0
Fresh vegetables	.. .. .	1	0 0
Tobacco, betel nuts, etc.	.. .. .	1	8 0
Total .. .. .		8	15 6

(v) Considering the general inferiority of Indian physique, the physique of workers is said to be good on the whole in this province, though the average stature is short.

Some individuals were selected at random from textile mills and oil mills. Reports regarding physique have also been received from some collieries and seasonal factories. The average figures thus obtained are given below :—

	Height.		Weight.
	ft.	ins.	
Textile mills—			
Hinganghat .. .. .	5	4½	117
	5	3	120
Burhanpur .. .. .	5	4	113
	5	6	118
	5	2	119
	4	11	108
Akola .. .. .	5	6	116
	5	4	103
	5	2	101
	5	0	90
Jubbulpore .. .. .	5	8	125
	5	5	125
	5	1	101
Coal mines—			
Ballarpur			Weight.
Telegu .. .. .			Ibs.
Mahar .. .. .			140
U.P. Man .. .. .			120
			150
Seasonal factories—			
Khamgaon .. .. .			130
Nagpur (Ralli Brothers) .. .. .			102
Raipur .. .. .			125
Pandhurna .. .. .			118

The differences between the weights of workers hailing from different places is often due to heredity. For example, the wheat-eating labourers from the United Provinces and Central India have, as a rule, a much better physique than those from other places. The recruits from the Bombay side come next, while the rice-eating labourers from Chhattisgarh are born with the poorest physique.

The chart published by the Factory Labour Commission of 1907 gives the following comparative figures :—

Province.	Average weight of spinners.	Average weight of prisoners.	Difference.
Bombay .. .. .	102·9	112·12	10·3
Central Provinces and Berar .. .. .	100·92	110·45	9·53
United Provinces .. .. .	107·01	115·08	8·07
Burma .. .. .	117·14	125·70	8·56
Bengal .. .. .	107·93	115·05	7·12
Eastern Bengal and Assam .. .. .	108	110·84	2·84
Punjab .. .. .	113·08	115·05	1·97
Madras .. .. .	113·63	114·38	0·75

(vi) Disturbance of sex ratio in the industrial towns of this province is not so marked as in larger cities like Bombay, Calcutta, or Ahmedabad, and very little practical effects of such disturbance have been noticed. In this province the tendency is for labourers to work as a family and to move together from one place to another, both man and wife contributing to the common purse. The census report of 1921, however, reveals that the proportion of females to 1,000 males is 864 in Nagpur and 762 in Jubbulpore. The total urban population consists of 754,989 males and 686,441 females, or a proportion of 909 females to every 1,000 males. The difference is not large and is partly due to the presence of certain trading classes such as Bohras, Marwaris, Bhatias, who reside for a portion of the year at their business centres and retire to their homes periodically.

In Akola, where the percentage of immigrant labour is high, it is reported that 25 to 30 per cent. of labourers live with their wives and families. There is no conclusive evidence to show that the prevalence of venereal diseases amongst industrial labourers is high or what the extent of these diseases is in this class. Mill authorities say that labourers so affected avoid the hospitals. The dispensary figures for venereal

diseases at one mill at Akola are only 2 per cent. Published figures from all the mill dispensaries are generally as low and in most cases lower still. The Tirody Manganese Ore Company report, however, that at their mines, the chief diseases are venereal, but no figures are given. The prevalence of venereal diseases is high in the Chhattisgarh districts and Nagpur.

Figures for the incidence of venereal diseases in some of the main towns are as follows :—

Districts.	Venereal diseases treated.	Total number of cases treated during the year.	Percentage of venereal cases to total number of cases treated.	Percentage with respect to the population of the district.
1927.				
Nagpur .. .. .	3,917	244,601	1.60	0.494
Wardha .. .. .	738	118,700	0.62	0.159
Chanda .. .. .	755	85,153	0.89	0.112
Balaghat .. .. .	479	57,264	0.84	0.093
Chhindwara .. .. .	328	46,895	0.85	0.081
Amraoti .. .. .	1,132	191,940	0.59	0.124
Akola .. .. .	1,678	199,318	0.84	0.210
Yeotmal .. .. .	1,676	108,316	1.55	0.223
Buldana .. .. .	959	165,761	0.58	0.137
Jubbulpore .. .. .	671	110,973	0.60	0.089
Nimar .. .. .	813	93,886	0.87	0.205
Total for Central Provinces and Berar.	27,634	2,195,902	1.26	—

There is no reason to suppose that the incidence of venereal diseases among abourers is higher than among other classes.

(24). (i) The law requires that first-aid appliances shall be provided in all factories employing more than 500 persons a day, and in all important mines. But the employers in many cases have provided well-equipped dispensaries. Medical facilities are within easy reach of almost all the factories borne on the register as well as of every important mining area in the province. In many cases a retaining fee is paid to the local doctor in charge of the Government hospital or that maintained by a local body or some annual contributions are made to the hospitals by the employers for the treatment of factory cases.

Thirteen perennial factories (with a total daily number of operatives of 20,380) maintain dispensaries of their own under qualified doctors. Altogether, 1,86,634 cases were treated in these in 1928. Free medical treatment including attendance in their quarters or in camps is provided. Almost all the important mines maintain well-equipped dispensaries of their own. There are eight dispensaries with doctors and three without whole-time doctors. For the Pench Valley and the Amalgamated Coalfields, Shaw Wallace & Company maintain one main hospital and five branch dispensaries near Parasia. At the Ballarpur Colliery, 7,892 cases were treated in the mine dispensary. At all the larger mines of the Central Provinces Manganese Ore Company, Limited, well-equipped dispensaries with beds for male and female patients are provided. There are eight dispensaries with doctors and 15 without whole-time doctors. Weekly visits are paid to the smaller mines by assistant medical officers.

(ii) Government hospitals are provided in all important towns and industrial centres. Grants-in-aid are also given to hospitals and dispensaries maintained by local bodies.

(iii) Local bodies such as municipalities and district councils maintain dispensaries and hospitals and women's hospitals are maintained out of the Dufferin Fund in the larger towns. Private charitable dispensaries or hospitals financed entirely by public subscriptions, are extremely rare.

25. (i) Generally, medical facilities are utilized freely by male labourers. In the dispensaries of mills and perennial factories the number of cases treated was :— 1925, 111,669 ; 1926, 184,900 ; 1927, 358,300 ; 1928, 186,634.

The figures obtained from three important mines for the year 1928, are:—Ballarpur colliery, 7,892; Bharweli manganese mine, 4,115; Pench Valley coalfields, Amalgamated coalfields, 10,208.

(ii) Women workers are somewhat reluctant to accept medical facilities from male doctors. Hence they do not take advantage of the facilities provided except in case of serious illness. This prejudice is disappearing. Women workers, however, freely resort to women's hospitals wherever available. In the Empress Mills, Nagpur, two dispensaries for women are maintained under a qualified lady doctor, and it is reported by the management that the female employees are taking full advantage of the medical facilities and relief thus provided. A maternity and child welfare centre attached to a dispensary has been recently established by the Central Provinces Manganese Ore Company, Limited, at their Kandri mines under the charge of a qualified nurse. Although the services of the nurse are not as yet readily utilized by the labourers, it is reported that more advantage of the facilities provided is now taken than a few years ago.

The reports of maternity and child welfare work in Nagpur given in the annual report of the Public Health Department, as well as the attendance at the women's hospitals at different centres, show that women workers resort freely to these institutions.

The average attendance, including that of women in dispensaries maintained by the different industries, is given below:—

Textile mills .. ..	Six mills maintain dispensaries. Average number of cases, 398 daily.
Bengal-Nagpur railway workshop.	Average number of cases from the workshop to the general dispensary of the railway, 7 daily.
Manganese mines ..	Eight mines maintain fully equipped dispensaries under qualified doctors. Average number of cases, 90 per day. In 15 more mines medicines are stocked and medical officers pay periodic visits (weekly).
Coal mines .. ..	Eight collieries have fully equipped dispensaries under qualified doctors. Medicines are stocked in 3 more mines visited periodically by medical officers. Average number of cases, 141 per day.
Cement works .. ..	All three maintain dispensaries. Average number of cases treated, 36 per day
Pottery works .. ..	Two maintain dispensaries. Average number of cases, 9 per day.
Gun carriage factory ..	Two dispensaries are maintained. Average number of cases, 90 per day.

#### *Latrines and other Sanitary Arrangements.*

26. (a) (i) Latrines and urinals are provided at work places. There is also provision for the supply of drinking water.

If females are employed, separate latrines screened from those for males and marked in the vernacular in conspicuous letters "for women only" and indicated by a female figure shall be provided. Those for males shall be similarly marked "for men only" and indicated by a male figure.

(ii and iii) If the public water supply is intermittent, then there shall be provided a storage of water, fit for drinking, supplying at least as many gallons per day as there are persons employed in the factory. In the seasonal factories in the smaller towns latrines are, however, seldom used, as Indian workers invariably prefer the neighbouring fields or open land. Arrangements for washing or bathing or retiring rooms for women are not provided.

(b) Latrines are not generally provided, as workers are accustomed to resort to the open fields. In some of the larger towns, however, municipal latrines are provided for labour colonies and these are utilised. For bathing places most workers set apart a corner of their compound where they improvise a platform of stones. These are generally open and have no privacy. Water is generally obtained from the public wells provided by the employers or local bodies or from public (municipal) water standards. At times the supply is inadequate; and for washing purposes labourers often resort to nallas or rivulets in the neighbourhood. This source of supply is frequently contaminated.

27. (i) There is a Provincial Board of Public Health, which interests itself in the general public health of the Province. The director of public health acts in consultation with this Board. There is, however, no special organization for the inspection of health, and sanitary conditions of operatives in industrial undertakings. Prior

to 1912, the civil surgeon of the district and his assistants used to inspect factories and mills; but with the introduction of the Act, 1911, this has been discontinued. The local medical authorities have no statutory power to inspect factories and factory owners do not welcome informal visits by them. The director of public health and civil surgeons inspect the labourers' colonies in the towns and interest themselves in the removal of congestion in the settlement of poorer classes and make suggestions from time to time to the local bodies for improving the sanitation in these areas. The sanitary staff of the local bodies also inspects labour settlements in the towns. There is, however, no special inspection of mills and factories.

28. (i) Under Section 37 (2) (g) of the Indian Factories Act, the local government has framed rules regarding the standard of ventilation to be maintained in factories. Inspectors have paid particular attention to this subject, and having regard to the climatic conditions, the ventilation of factories in this province is not unsatisfactory. There is one point which still requires further consideration, and that is the invention of some inexpensive and efficient method of alleviating the dust nuisance in cotton ginning and pressing factories. With the exception of rules regarding ventilation in factories and the control of humidification in cotton mills, there are no rules relating to the control of temperature in factories. It cannot be denied that temperature in most of the seasonal factories, and some of the perennial factories, is sometimes excessive, being higher than that obtaining in the majority of cotton mills. During the rains and cold weather the natural temperature is moderate and pleasant, but in the months of April, May and June, when a temperature of 116° F. in the shade is often reached, the sole problem is that of endeavouring to counteract the fierce heat of the outside.

(ii) Under the orders of the Government of India, following on the report of an expert appointed by them to enquire into the question of humidification in cotton mills, the local government framed rules relating to this subject. These rules came into force on the 15th August, 1926. Prior to this date there was no control exercised by the factory department over artificial humidification. Under the rules systematic readings of hygrometers and Kata thermometers were made compulsory. It was not, however, until the beginning of 1927 that all mill owners in the Province were able to equip themselves with the necessary recording instruments and they were therefore unable to comply with the rules immediately. Many already possessed hygrometers, but none the Kata thermometer. It was also found that in many instances existing hygrometers were not installed in positions necessary to give an accurate indication of the temperature of the rooms in which they were placed. Many managers experienced difficulty in mastering the methods of taking readings with a Kata thermometer and in consequence the inspecting staff had at the outset to devote a considerable amount of time to explaining the procedure and requirements of the new rules.

In the dry climate of the Central Provinces and Berar, where the shade temperature is often 116° F. and the natural humidity 25 per cent., humidification by artificial means is necessary in all departments of the mills except during the rains, when the natural humidity becomes excessive. The systems generally in use in this province are as follows :—

- (1) The underground gutter system.
- (2) The " Turbo " humidifier.
- (3) The " Vortex " humidifier.
- (4) The " Carrier " system.
- (5) The " Drosopher " system.

System No. 1 gives the best results. This method has the additional advantage of ensuring adequate ventilation as the air is being constantly changed. In many mills efforts have been made to improve the circulation of the air by fixing simple paddle fans to existing shafting. Large exhaust fans have also been installed in some instances. Managers have made every effort to comply with the rules and a considerable improvement in atmospheric conditions has been observed in many mills. The use of steam when the temperature of a department exceeds 85° F. is prohibited by the rules and the mills have experienced no difficulty in complying with this regulation.

29. No record of industrial diseases is maintained in the province, but dust-asthma, bronchitis, consumption and other diseases of the respiratory system prevail in the industrial centres of the cotton country and pneumonia, tuberculosis, conjunctivitis, foreign bodies in the eye, ulceration, and respiratory diseases in the mining areas.

Skin diseases, such as scabies, ringworm and ulcers, are very common among industrial labourers, but are not peculiar to this class.

In confirmation of the above view, tables of patients treated at the dispensaries attached to the Pulgaon mill, which is not up to date in its equipment, and to the Empress mills (Nagpur), which is a very efficient, well-organized and up to date concern, are given below. The average number of mill hands at Pulgaon is approximately 1,500 and at the Empress mills, 9,000. Statistics of important industrial diseases are shown for these two mills for 1924 and 1928. Tuberculosis is conspicuous by its absence :—

Diseases.	Total number of patients treated.				Percentage of total cases treated.			
	Pulgaon Mills.		Empress Mills.		Pulgaon Mills.		Empress Mills.	
	Years.				Years.			
	1924.	1928.	1924.	1928.	1924.	1928.	1924.	1928.
Respiratory diseases ..	1,980	620	1,189	1,677	49.13	28.2	4.94	4.93
Skin diseases ..	716	175	4,146	7,391	17.77	8.0	17.18	21.74
Diseases of the eye ..	Not given		495	945	Not given		2.05	2.78
Venereal diseases ..	156	53	48	71	3.87	2.41	.20	.24

The figures from the dispensary of Bharweli manganese mine (Balaghat) illustrate the diseases of mining centres. These figures refer to the year 1928 only :—

Malarial fever ..	1,802
Respiratory diseases ..	287
Tuberculosis ..	60
Pneumonia ..	20
Diseases of the ear ..	40
Diseases of the eye (including foreign bodies in eye) ..	193
Skin diseases ..	195
Venereal diseases ..	15
Ulcers ..	584
Total cases treated..	4,115

On an average there is one death every month from pneumonia.

Malarial fever is very common amongst workers and an investigation in 1921 revealed that 75 per cent. of the labourers in the Ballarpur coal mines and 22.4 per cent. of the labourers in the Bharweli manganese mines were infected with hook or other species of worm. The management, however, claims that the agricultural labourers of the locality are similarly affected. In 1921 the Provincial Director of Public Health made a special enquiry in the Empress mills, Nagpur, to ascertain the incidence of hook-worm amongst industrial workers and the following is an extract from the letter in which the results of his investigation were communicated to the mill authorities:—

“ Out of 6,740 employees examined by our staff, 714 or 10.59 per cent. show infection with hookworm and 1,417 or 21.02 per cent. with roundworm. The result of our enquiry has brought to light a valuable fact, that the infection from hookworm disease, which is the more serious, is not nearly so prevalent among your workmen as was expected. This is attributed to the good sanitary arrangements of your mills.

“ The town dwellers seem to make a free use of the mill latrines and these men show a very low percentage of infection in contrast to the workmen drafted from the neighbouring villages who show a much higher percentage, *viz.*, 23.07 per cent.

“ The special staff has treated, up to 7th March, 161 cases of the hookworm disease among your employees with some apparent benefit, but the disease among your workmen is of a very mild type, and does not incapacitate them much.”

30. The Draft International Labour Convention concerning sickness insurance adopted at the conference of 1927, has been recently considered by this Government. A committee of experts consisting of representatives of employers and employees has considered the subject and come to the conclusion that any comprehensive

scheme of sickness insurance will not be practicable at the present stage of the industrial development of the province. It might, however, be possible to devise a scheme of sickness insurance to be applicable only to well-established perennial industries in which the labour force is reasonably stable. It is, however, anticipated that labour would be strenuously opposed to any compulsory contributory scheme. For example, a very liberal scheme of voluntary sickness insurance has been in force for the last nine years at the Empress mills, Nagpur. Under this scheme, employees contributing 8 annas per month are entitled to sickness allowance of Rs. 25 per month up to six weeks and Rs. 15 per month for a further period of eight weeks, and employees contributing 4 annas per month receive half benefits. But during nine years, not more than 50 out of nearly 9,000 employees have taken advantage of the scheme. The views of the local Government on the other aspects of this question are set forth in a letter to the Government of India dated 17th April, 1929.\*

31. Maternity benefits are at present given at the following five factories. The number of beneficiaries at each place is shown :—

	1928.	1927.	1926.
(a) The Empress Mills (consisting of five mills), Nagpur ..	202	215	191
(b) Rai Bahadur Bansilal Abirchand Spinning and Weaving Mills, Hinganghat.	53	61	42
(c) Messrs. Burn & Company, Pottery Works, Jubbulpore	15	10	10
(d) Savatram Ramprasad Spinning and Weaving Mills, Akola.	18	—	—
(e) The Akola Cotton Mills, Limited, Akola .. .. .	4	—	16
Total .. .. .	292	286	259

All these schemes are similar, leave of absence on full wages for a period varying from one to two months being given to expectant mothers, who are required to obtain from the doctor attached to the mill or factory an opinion regarding the probable date of confinement. Details are as follows :—

Mill (a).—Pays two months' wages to women employees who have put in 11 months' previous service. Half the amount is given previous to confinement, and the other half afterwards. The average amount paid every year, *vide* this head, is Rs. 4,800.

Mill (b).—Pays one month's wages unconditionally. Half is paid prior to confinement and half subsequently.

Factory (c).—Pays wages for six weeks at the time of confinement.

Mill (d).—Pays wages for six weeks to all expectant mothers.

Mill (e).—Grants leave for six weeks with full pay, or for three months on half pay, to those expectant mothers who have put in at least eight months' service in the mill.

There is no provision for maternity benefits in any other industry. In 1924 the Legislative Assembly declined to refer to the Select Committee a Maternity Benefit Bill brought forward by Mr. N. M. Joshi, the labour representative. In the Provincial Legislature notice of a similar measure was given simultaneously in 1928 by three members of the Council, viz., Mrs. Anasuyabai Kale, Mr. M. K. Golwalkar and Mr. R. W. Fulay, a member nominated on behalf of the urban factory labourers. The last named obtained the first place in the ballot, and the Bill was introduced on the 22nd January, 1929, and was referred to a Select Committee in August of the same year. The Bill has not yet reached its final form, but if it follows the Bombay Bill which was passed by the Legislature of that province in March, 1929, it will provide for maternity benefits consisting of eight weeks' wages to women workers for a period of one month, both before and after confinement, provided they have been in the previous continuous employment of the same factory for at least 11 months. It will also penalize the employment of such women, or their acceptance of employment, in other factories during the period for which they draw maternity benefits. Government accepted broad principles of the Bill, but was unable to secure a postponement until the views of the Royal Commission on Labour were known. It is anticipated that little opposition will come from the proprietors of perennial factories to which alone the Bill will apply.

\* Not printed here. The letter is reproduced in Appendix V to the Memorandum of the Government of India.



V.—Welfare.

32. (i) Nowhere in the province except at the group of five cotton mills in Nagpur known as the Empress mills is there any appreciable organized welfare work. The Empress mills have a most comprehensive programme carried out with the co-operation of the local Young Men's Christian Association and the local Catholic Sisters. The Catholic Sisters devote their attention particularly to the welfare and education of women workers. A full description of the welfare work carried on by these mills is given in the report which they have already submitted to the Labour Commission and details are not therefore reproduced here.

Eight other cotton mills and four minor industries also carry on welfare work on a small scale. The benefits consist mainly of educational facilities for the children of workers, creches, cheap grain shops, and facilities for games. A tabular statement of these is attached :—

Names of industrial concerns,	Facility provided,
The Akola Cotton Mills, Limited, Akola. Number of operatives, 984.	(a) A creche under a competent nurse, visited daily by a doctor. Average number of babies 30 per day. Free milk and sugar supplied. (b) Free grinding of corn. (c) Free use of soap and water for washing. (d) Occasional cinema shows. (e) Free primary school for children of workers and half-timers.
The Tapti Mills, Limited, Burhanpur. Number of operatives, 1,551.	(a) Gymnasium (akhada), sports club and football ground. (b) A creche under two qualified nurses. Average number of babies 50 per day. (c) A factory school run by the municipality is attended by 138 half-timers and children of workers. Bonus for regular attendance, free books and stationery supplied to half-timers. (d) A cheap grain shop was opened, but has been closed for lack of support.
The Berar Manufacturing Company's Textile Mills, Badnera. Number of operatives, 1,482.	(a) A factory school for the education of 170 half-timers. (b) A night school was started, but dissolved for lack of sufficient attendance.
Reckchand Mohota Cotton Mills, Hinganghat. Number of operatives, 1,482.	(a) Contributions are made to the municipal school maintained at the mill, and half-timers are sent to it. (b) A cheap grain and cloth shop was in existence prior to 1927, but has since been closed.
The Savatram Cotton Mills, Limited, Akola. Number of operatives, 750.	(a) A creche under the supervision of competent nurse. Average number of babies, 15 per day. (b) A sports club for football and other outdoor games has been started.
The Gun Carriage Factory, Jubulpore. Number of operatives, 2,426.	(a) One Anglo-Vernacular Middle School with the aid of the Local Government for education of workers, children and half-timers. (b) Gratuity to workmen of long approved service or to their widows is paid out of a Fine Fund.
Cement works and potteries. Cement works, 3, and potteries, 3. Total number of operatives, 3,070.	(a) Two cement works and one pottery work maintain primary schools for the children of employees and half-timers. (b) In one cement works, a club for recreation known as the Kymore Gymkhana is provided. (c) Two cement works and one pottery provide a ground and accessories for out-door sports.

Names of industrial concerns.	Facility provided.
Raja Gokuldas Cotton Mills, Jubbulpore. Number of operatives, 651.	<p>(a) A gymnasium (Akhada) is established within the mills.</p> <p>(b) Attendance of half-timers to a municipal factory school controlled by the mills is compulsory.</p> <p>(c) Small dining sheds have been erected inside the mills.</p> <p>(d) A Temperance society has been started amongst the mill hands.</p>
The Pulgaon Cotton Mills, Limited, Pulgaon. Number of operatives, 938.	<p>(a) A factory school for half-timers and children of mill hands.</p> <p>(b) A Provident Fund to which contributions equal to that of the workers and interests are paid by the mill.</p>
The Bansil Aberchand Mills, Hinganghat. Number of operatives, 1,536.	<p>(a) A creche under competent ayahs. Average number of babies, 15 per day.</p> <p>(b) A factory school for half-timers only. Books are supplied free of charge.</p> <p>(c) Interest is paid on the Provident Fund deposits.</p>

The mines make provision for the elementary education of the children of workers. The Kandri manganese mine has recently added a maternity and child welfare centre to its dispensary, and one is proposed to be opened near Parasia for Messrs. Shaw Wallace & Company's coal mines.

(ii) There is very little welfare work done by agencies other than the employers except the work done by the Young Men's Christian Association of Nagpur and Catholic Sisters of the Nagpur Convent, under Mother Superior Naomi in co-operation with the Empress mills authorities. These two bodies conduct welfare work amongst the labourers of the Empress mills, living in the town. The work of the Young Men's Christian Association is supervised by a Board consisting of the representatives of the mills and the Young Men's Christian Association. The Mahar Association of Nagpur also carries out some educational work amongst workmen of the depressed classes. During the last three years infant welfare centres have been established under the auspices of the Provincial Red Cross Association and the municipalities in some of the larger industrial towns like Nagpur, Amraoti and Akola. Some of these are in *mohallas* containing a large working class population; and workers are taking advantage of such centres in an increasing degree.

Missionaries are responsible for some welfare work in the mining areas of the Chhindwara and Chanda districts particularly in respect of education and temperance. Educational facilities provided by local bodies are also accessible to the working classes, the Independent Local Board for the mining areas of Chhindwara having provided six primary schools for the coal mines.

33. Except at the Empress mills no regular staff of welfare officers and workers has been appointed. At this mill the authorities have entrusted the administration of this work mainly to the Young Men's Christian Association. Medical officers, lady doctors, nurses, assistant and nursery school teachers are appointed by the mill authorities directly. The officer in charge of the co-operative cheap grain shop is also appointed by them.

At other institutions, doctors, nurses and ayahs and the few other welfare workers that are required are appointed by the mill authorities. The child welfare centres established during the last three years by the Provincial Branch of the Red Cross Association direct their efforts particularly towards improving the condition of working class mothers. There is no other official or non-official organization of welfare workers, and welfare departments, such as are found in European countries.

35. Where the work is systematically and conscientiously carried out, the result achieved are very satisfactory, as in the case of the Empress mills. Welfare work has in this undertaking undoubtedly made the operatives more contented, more efficient and more stable. Sir Sorabji Mehta, the general manager of the mills, reports: "All these forces have tended to create a better outlook on life. This may be gauged from the fact that the people are giving up some of their old evil customs. There is a distinct movement towards temperance and there is also a desire for the education of their children. The results of welfare work can never be accurately measured, but such work by its very nature provides facilities for the development of personality,

gives opportunities for self-expression and organization and meets certain needs of the people which perhaps would not be met if they were left to themselves." The benefits provided at the Empress mills amount to a real increase in wages, and are of more advantage to labour than an increase in cash earning, which might be mis-spent. Creches are very popular and are much appreciated by women workers of all classes. The provision of them militates against the pernicious custom of mothers drugging their children with small doses of opium to keep them quiet. At other industrial concerns, however, there is scope for improving and expanding welfare arrangements. With this object, Mr. Fulay, M.L.C., has introduced a Welfare Bill in the local Legislative Council, applicable to all factories employing more than 100 workers. The bill is pending the consideration of the Council.

36. Educational facilities have been provided by employers in the following industries only :—

(a) *Textile mills.*—(i) One mill provides night schools for adult workers and the average attendance at these is 400 ; (ii) seven mills have schools for children (half-timers) employed therein. Total average attendance is 700 ; (iii) three mills have schools for workers' children. Average total attendance is 575.

In all, about 1,680 persons receive instruction in the three Rs.

(b) *Coal mines.*—(i) An evening school, provided for adults in one mine in the Chhindwara district, is progressing satisfactorily ; (ii) three mines started schools for children, but these have now been taken over by the Independent Mining Local Board (in the Chhindwara district) which provides six schools in the mining areas. The mine owners contribute towards the cost by means of a school cess ; (iii) one school for children is maintained by a mine at Chanda.

(c) *Manganese ore mines.*—(i) There are no educational facilities for adult workers, except short lectures given at some of the mines for " First Aid " training and instructions on safety and other regulations to the mine mates and Indian supervisors ; (ii) schools are provided for children in eight mines, the average attendance in three of which is 80.

(d) *Cement works.*—(i) Schools are provided for the children of workers in two factories, the average total attendance being 66 or nearly 70.

(e) *Pottery works.*—One pottery has a school for half-timers and the children of the workers, the average attendance being 88.

(f) *Gun Carriage factory.*—There is an Anglo-Vernacular Middle School for the children of the workers, including classes for 15 half-timers and 51 boy artisans. The average attendance in the school is 270.

38. The co-operative movement has little hold on the workers of the province ; but the following instances may be cited :—

*The Empress Mills, Nagpur.*—(a) A co-operative store for the supply of cheap grain and cloth to the mill hands, registered under the name of Empress Mills' Co-operative Stores, Limited, is in existence where credit chits obtained by the employees from the mills are exchanged for grain or other necessities of life. The amount is deducted from the pay of the purchasers. Cash sales are also encouraged, the net profits being over Rs. 15,000 in the year 1926-27. Monthly sales were Rs. 27,750 in 1926-27 against Rs. 16,319 in 1924-25, and cash sales increased from Rs. 300 per month to Rs. 2,500 per month. At the beginning of 1927 a branch store was opened at Indora, and other branches are expected to be opened in different parts of the town.

(b) The mill authorities maintain a voluntary provident fund open to their employees. The number of members on the roll on the 30th June, 1927, was 3,850, and contributions at the rate of 1 anna per rupee of wages are levied. The contributions of the members in two years ending on the 30th June, 1927, amounted to Rs. 1,80,700.

(c) The Empress mills' co-operative credit society was started in 1921, to provide credit at reasonable rates, and to free the employees from the grip of the money-lender.

*The Gun Carriage Factory, Jubbulpore.*—(a) A co-operative credit society is in existence in the factory for advancing loans to members at a low rate of interest.

(b) A co-operative supply store was in existence in the workmen's lines, where any workman could obtain food-stuffs at reasonable rates and on credit up to a certain limit, varying according to his pay. But, unfortunately, the concern was mismanaged and has been closed down this year.

(a) *The Akola Cotton Mills, Limited, Akola.*—A co-operative grain shop with 200 members has been recently started for providing grain at cost price to the mill hands.

The Pulgaon Cotton Mills, Pulgaon, and Rai Bahadur Bansilal Aberchand Mill, Hinganghat, have organized provident funds for their workers.

### VI.—Education.

40. (i) The children of workers in industrial areas are admitted to the existing educational institutions under the same conditions as apply to the rest of the population. Local bodies maintain an adequate number of primary schools at all the urban industrial centres in the province. The children in industrial areas are not under any special disadvantage in respect of educational facilities.

(ii) All the educational facilities provided in the factories have been mentioned in the previous chapter. As a result of the recommendation made by the Factory Labour Commission of 1908, schools were opened by Government in the vicinity of factories for the benefit of the juvenile workers during the shift hours. These schools, in accordance with the general policy that vernacular education for boys should be controlled by local bodies, were transferred to the local authorities concerned in 1917, but Government continues to meet the whole of their cost.

(iii) Beyond such facilities as are provided by the industrial undertakings which have already been described in the previous chapter, no special educational facilities for adults exist. Local bodies and Government maintain institutions for secondary and higher education in the industrial areas of the province.

41. In this province there are three Government industrial schools and six aided industrial schools to which Government gives substantial grants. Two more industrial schools are to be opened next year. These schools give training in carpentry and smithy. The course in most of the schools covers a period of two years. A vocational Training Committee was appointed in 1923 and in accordance with its recommendations a certain amount of general education has been included in the course, which has been extended to three years, in some of the institutions, while proposals for extending the course to three years in others are now under consideration. A considerable percentage of the passed students of these schools find employment in the industrial undertakings of the province. During the four years from 1924 to 1927 nearly 400 students passed out of these schools, nearly 30 per cent. of whom found employment in existing concerns and 40 per cent. started business of their own. There is also a Government Engineering School at Nagpur, the students of which have no difficulty in obtaining employment after the completion of the course. This institution provides courses of training, covering a period of four years, in civil engineering, mechanical engineering and automobile engineering, while the addition of a course in electrical engineering is under contemplation. The school pays special attention to practical work. For other scientific, industrial and technical training, for which the local demand does not justify the expense of establishing separate institutions in the province, there exists a liberal provision of scholarships for enabling the young men of the province to obtain training in institutions in India or in Europe and America. Every year a number of scholars are sent under this scheme to the Victoria Technical Institute, Bombay, the School of Technology, Cawnpore, the School of Mines, Dhanbad, and the Institute of Science, Bangalore. One technical scholarship is also awarded every year for advanced study in Europe or America.

42. There is no doubt that education effects a considerable improvement. The experience of the Empress Mills at Nagpur testifies to this fact; but no information based on a systematic study of the question is available.

### VII.—Safety.

43. The existing regulations under the Indian Factories Act (section 18) prescribes a number of guards and fences for dangerous machinery used in a few major industries and also empower the inspector to require such additions as he considers necessary. But there has been nothing in the form of an agreement between employers, operatives and inspectors concerning fencing of machinery, prevention of accidents in the textile or any other industry as has taken place in Great Britain and other industrially advanced countries. As a result, the prescribed guards do not cover such a wide range as is customary in Europe. Even the lay-out of new mills is not subject to any regulation for securing the above object. A comparison of the existing provincial regulations with the Notes of Agreement in the cotton spinning and weaving industry of Great Britain will bear this out.

44. The incidence of accidents in the different classes of factories is shown in the analytical statement (Appendix V). The daily average number of persons employed in individual industries and the number of accidents throughout the year are taken separately and the latter is expressed as a percentage of the former. The percentage incidence of some of the important industries is illustrated year by year for the last five years by means of diagrams in Appendix VI.\*

\* Not printed.

The incidence of accidents in cotton spinning and weaving mills is steady with a slight tendency to decrease in recent years, showing that arrangements for the prevention of accidents are on the whole satisfactory. In the cotton ginning and pressing factories the incidence of reported accidents is very low. Considering the number of unskilled labourers employed and the fact that work in seasonal factories is carried on in rural areas, the arrangements for the prevention of accidents in this class of factory also appear to be satisfactory.

In cement works and potteries, the incidence of accidents fluctuates in the neighbourhood of 1 per cent., there being a gradual decrease in the beginning, then a sudden rise in 1927, followed by a gradual decline. Though the number of persons employed in 1928 is greater than in 1927, the latter year was one of renewed trade activity, involving an increase in the labour force, which by the following year was in a better position to avoid accidents. The nature of the work done, and the heavy machinery used in this industry conduce to a higher percentage of serious and fatal accidents than elsewhere.

In oil mills there is a sharp rise in incidence of accidents to 1.36 per cent. in 1925 on account of increased trade activity and the opening of new factories, but the industry having settled down there has since been an appreciable decline.

Employment in general engineering workshops is very limited in this province and the curve does not show any peculiarity except the effect of stringent rules and precautions on a more or less settled minor industry. The rise in the incidence of accidents in automobile workshops is regrettable and is due to increased activity. The industry has not yet settled down, and new workshops are being opened.

An exceptionally high level of incidence of accidents is noticed in railway workshops and ordnance factories. Innumerable minor accidents occur in these two factories which are reported very punctiliously. Some of them are so slight that it is doubtful whether any notice would be taken of them in other industries. The sharp rise in the curves in recent years is probably due to the expansion of the factories concerned together with a demand for an increased output.

45. It is an accepted dictum in the field of industrial accidents that the rise and fall in accidents depend on the prosperity and depression respectively in the industry, and in fact constitutes a fair index of trade fluctuations. This applies more particularly to settled industries. In factories where increased output is obtained by the new erection, extension, or modification of plant, and there is an influx of fresh labour in consequence, a sudden rise in industrial accidents occurs. But if the prosperity continues and suitable preventive means are provided in the light of experience, the incidence of accidents declines, even though new or partially trained labour may be recruited under continued prosperity. The point in question is well illustrated by the curves of incidence of accidents in the following industries:—

Textile industry	..	{	(i) Increase of 773 hands in 1926, with consequent rise in accidents (0.1 per cent.).
			(ii) Slight decline in number of accidents in 1927, with stationary conditions.
			(iii) Decline in accident curve in 1928 with an increase of 655 hands in the year.
Cement industry	..	{	(i) Increase of 12 per cent. in employees in 1927. Consequent rise in accidents (0.37 per cent.).
			(ii) Another rise of 25 per cent. in the number of employees in 1928. Perceptible fall in incidence of accidents.
Motor workshops	..	{	(i) Rise of 15 per cent. in the number of employees in 1927, with consequent rise in accidents.
			(ii) Another rise of 15 per cent. in the number of employees in 1928, with appreciable decline in accidents (0.2 per cent.).

Some interesting facts are revealed by the curves shown in Appendix VII.\* The fatal accidents are all due to unforeseen events and the erratic character of the variations shows that chance plays the greatest part in such accidents. The curve of serious accidents on the other hand is the real index of progress in precautionary measures and enforcement of safety regulations, the effectiveness of which keeps such accidents at a low level. Causes of minor accidents are so very diverse and the scope for such accidents is so very wide, that no general deductions are possible.

The above general deduction, however, does not apply without qualification to some of the minor works. The incidence of accidents in the Gun Carriage Factory and the railway workshops is on a different footing, as a rise in accidents is noticed

\* Not printed.

in them in spite of the number of persons employed being on the decline or stationary. The following is a table of the average number of persons employed in these two classes of factories :—

Year.	Gun Carriage Factory.	Increase (+) or decrease(—)	Railway workshops.	Increase (+) or decrease (—)
1924 .. .. .	1,937	—	995	—
1925 .. .. .	1,953	+ 16	1,016	+ 21
1926 .. .. .	2,200	+247	1,256	+240
1927 .. .. .	2,400	+200	1,019	—237
1928 .. .. .	2,426	+ 26	1,040	+ 21

Occasionally a high percentage of incidence of accidents is noticed in electric power houses, ice factories and saw mills, but these variations are due to the limited number of persons employed.

46. The beneficial results of the enforcement of safety measures by the Local Government are apparent by the decline in the incidence of accidents whenever the conditions in the industry are steady. The efficacy of safety measures adopted is illustrated by the curve of incidence of accidents in oil mills. The curve rose to a peak in 1925, but has steadily gone down since then in spite of an increase in the number of mills and employees as indicated below :—

Year.	Number of factories.	Increase (+)	Number of persons daily employed.	Increase (+)
1923 .. .. .	9	—	260	—
1924 .. .. .	13	+4	356	+ 96
1925 .. .. .	14	+1	368	+ 12
1926 .. .. .	17	+3	502	+134
1927 .. .. .	18	+1	654	+152
1928 .. .. .	25	+7	715	+ 61

"Safety First" propaganda has been carried on by means of posters at the Health exhibition held by the Nagpur Municipality in 1928, in the section of Industrial Hygiene, organized by one of the Inspectors of Factories. "Safety First" posters relating to cotton textile mills are distributed by the organization of Mill-owners' Association Mutual Insurance for Workmen's Compensation, to those mills that subscribe to the insurance fund, and are being exhibited at about six mills in the province, this year.

In the Bengal-Nagpur Railway Workshops, too, some "Safety First," posters similar to those exhibited at Nagpur have been prepared and exhibited at different places.

47. There is no information on the subject, but a few accidents in such non-regulated factories as flour mills, rice mills and power houses have come up to the knowledge of the inspectors.

48. All factories employing more than 500 persons per day are required under the law to maintain first-aid appliances. But many of the cotton textile mills, important mines, cement factories, potteries and the gun carriage factory provide medical relief by maintaining well-equipped dispensaries, instead of mere first-aid appliances. Altogether eight factories have arrangements for rendering first-aid, and 15 factories provide medical relief in their own dispensaries. But almost all the other factories of any size have made arrangements for accident cases to be treated in the local public hospitals, towards the support of which they in return make a regular contribution.

49. (i) On an average the perennial factories are inspected thrice a year. The result of action taken for the enforcement of regulations will be apparent from the following statement of prosecutions :—

Prosecutions.	1924.	1925.	1926.	1927.	1928.
(1) For not fencing machinery .. ..	10	12	24	24	24
(2) For lack of protective clothings .. ..	10	5	11	3	19
Total .. .. .	20	17	35	27	73
(3) Prosecutions on all counts .. .. .	68	63	94	111	176

(ii) All seasonal factories are inspected once every season and 50 per cent. of them twice a season. Most of the prosecutions mentioned above pertain to seasonal factories and regulations are enforced with sufficient stringency in these. These factories, however, show a tendency to neglect safety precautions.

50. *Effect upon Safety of Hours, Health, Light and Working Conditions Generally.*—No statistics are available to illustrate the extent to which these factors are separately responsible for accidents, but it is obvious that long hours, poor health, bad lighting, and adverse working conditions must result in an increased number of accidents. But from a perusal of the evidence in a number of accident cases it is apparent that the usual cause is ignorance or breach of rule on the part of the injured person. From this it may be inferred that the most frequent cause of accidents is lack of discipline in industrial concerns, while a contributory cause is the wearing of loose garments which, though suited to a warm climate, are a source of danger in the neighbourhood of machinery.

#### VIII.—Workmen's Compensation.

51. (i) The Act came into force on the 18th July, 1924. All District Judges have been appointed Commissioners under the Act for the areas within their jurisdiction. The figures of expenditure on compensation paid up to the end of the year 1928 are as follows :—

Year.	Awarded through Commissioners.		Paid by employers direct.				Grand total.
	Fatality.	Temporary disablement.	Permanent disablement.	Fatality.	Temporary disablement.	Permanent disablement.	
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
1924 ..	No application.			5,753 0 0	928 0 0	383 0 0	7,064 0 0
1925 ..	15,886 0 0	392 0 0	1,234 0 0	8,332 0 0	2,667 0 0	2,368 0 0	30,882 0 0
1926 ..	16,656 0 0	7 0 0	3,302 0 0	6,224 0 0	2,139 0 0	11,660 0 0	39,988 0 0
1927 ..	21,915 5 0	8 12 0	2,544 10 0	8,027 0 0	2,250 6 6	5,656 2 3	40,402 3 9
1928 ..	Total for three classes.	19,800 2 0	—	6,927 12 0	2,659 6 11	5,090 1 9	34,477 6 8

(ii) No reliable information is ready, but the Commissioners report that there is no method available of ascertaining the total number of accidents taking place and the extent of possible claims. In the Wardha district one case in which the employer had not paid any compensation was reported by the factory inspector to the Commissioner, and though the employer was asked by the latter to take action, none has so far been taken nor has the workman instituted any proceedings. The Commissioners seem to be of opinion that provision for enabling them to compel the employer to take action is necessary.

(iii) No appreciably adverse effects are reported. Even before the Act came into force the larger employers were in the habit of paying a certain amount of compensation for fatal accidents and permanent disablement. The incidence of increased cost has not been severely felt.

The other points in connection with this subject have been recently investigated by the Director of Industries in connection with the amendment of the Act proposed by the Government of India, and the conclusions he has arrived at are set forth below :—

“ The opinions of leading organizations of employers and employees were invited on the matter. No reply has been received from any organization of employees. The matter was also placed before the Board of Industries, who left it to a sub-committee.

After discussing the matter with leading employers and a few individuals associated with the trade union movement at Nagpur, I have to offer the following views on the sixteen main questions raised in the letter of the Government of India :—

(1) *The Scope of the Act.*—I do not think it is necessary to extend the Act to any fresh classes of employers in our province for the present. I, however, think that it is unfair to lay down the restriction on the height and purposes of buildings, and on the length of the bridge, as is done in the present Schedule II (vi) (a), (b) and (c). I have known of fatal accidents occurring to workmen employed in the repair of Government buildings without the dependants given any relief. There is no reason why such workers should be deprived of the benefits of the Act.

(2) *Compulsory Insurance for Compensation.*—All the employers I have consulted consider this impracticable at the present stage of the industrial development of the province. I think this may be dropped for the present, but there is room for a provision for making claims to compensation a first charge on the estate of an insolvent employer.

(3) *Payment in lump sum.*—Considering the improvident ways of the Indian labourers it would be ideal to provide for recurring payments, especially when the beneficiaries are women and minor children. It will, however, be too hard to impose the obligation for recurring payment on the employer. If the responsibility for making recurring payment is fixed on the Commissioner, such a system would be desirable. Otherwise the system of payment in lump sum should continue.

(4) *Scale of compensation.*—The present opinion in the province is decidedly in favour of leaving the scale of compensation unaltered. I do not think any increase is called for.

(5) *Waiting period.*—I think the present waiting period of ten days is not at all unfair; but when the disability extends beyond ten days, compensation should be paid for the full period of absence from work.

(6) *Addition to the list of relatives.*—It is difficult to give an exhaustive list of relatives. It would be best to add the words “ or any other relative proved to have been actually dependent on the worker at the time of his death ” to Section 2 (1) (d) the present Act.

(7) *Proof of dependence.*—Proof of dependence should be required from all relatives other than those specified in the present definition of the word “ dependent ” in Section 2 (1) (d) of the Act.

(8) *Compensation and number of dependents.*—The opinion received is against the suggestion of compensation being made to vary with the number of dependents and with the extent of dependence. I, however, think that when the number of minor dependents is large it is necessary to raise the compensation and recommend, as has been done by several bodies in the Bombay Presidency, that in regard to permanent total disability the amount of compensation should be 50 months' wages instead of 42, and the maximum should be Rs. 4,500 instead of Rs. 3,500, whichever is lower, in cases where the number of minor dependents exceed two. Similarly, in the case of death the amount of compensation should be 32 months' wages instead of 30 and the maximum of Rs. 3,000 instead of Rs. 2,500, whichever is lower, in cases where the minor dependents exceed two.

(9) *Section 12.*—It will cause hardship to the workers if the right of recovering compensation is made enforceable only against contractors and sub-contractors, as suggested in the opinions attached. The business of such contractors and sub-contractors is generally unorganized, and they often do not maintain any record of their employees. They will find it easy to evade their obligations to ignorant workmen. I am definitely of opinion that in the first place the responsibility for paying compensation should be fixed on the principal and a provision should be added for indemnifying the principal against the contractors or sub-contractors.

(10) *Penalty for not complying with the provisions of Section 16.*—There should be a provision for a small fine for delay or failure to submit returns.

(11) *Return of accidents when compensation not paid.*—The opinions received are against this suggestion on the ground that it would cause unnecessary addition to work. I think it is necessary to make some provision which will bring to the notice



of the Commissioner every case of accident so that the Commissioner might see that nobody entitled to compensation lost the benefit thereof. The amount of extra work entailed on the employers will be very trifling.

(12) *Claiming compensation through the employers.*—I have heard of cases in which the employers have sought to make their own terms with the injured workmen or with the dependants of the deceased workmen. I think it is desirable to make a provision which will relieve the dependants from the necessity of approaching the employers.

(13) *Safeguarding dependants against ignorance of their rights.*—Opinion is unanimous that the intimation of fatal accidents to the Commissioner should be made obligatory on the employers, and the Commissioner should be authorized to advise the dependants to take necessary action.

(14) *Register of relatives.*—All the employers are against the suggestion, as it would be impracticable and would entail unnecessary work on account of the migratory character of Indian labour. I am, however, of opinion that if such a register is maintained and periodically checked and kept up to date, it will be conclusive evidence of the number of relatives and dependants of a worker, and would facilitate the decision of disputes. Such a register, if kept up to date, will be of greater benefit to the employers than to the employed.

(15) *Power of calling for further deposit.*—Such a provision is necessary.

(16) *Suspension of distribution pending appeal.*—All agree that there is no objection to such a provision.

In the end I would suggest that it would be better to postpone further legislation in this matter till the Labour Commission completes its inquiry."

It may be added that the views of the Director of Industries were endorsed by the Local Government with the exception that it was not thought practicable to compel employers to maintain a register of employees' relatives.

## IX.—Hours.

### A.—Factories.

#### *Hours Worked per Week and per Day.*

55. (i) Under the Indian Factories Act, working hours are limited to 60 per week in accordance with the International Labour Convention. The daily hours of work are limited to the maximum of eleven hours, with a recess of at least one hour after a period of work not exceeding six hours at a time. The above limits are not exceeded except under special exemptions granted by the local Government.

But in industries working on a shift system, the total actual hours per week fall a little short of 60. For example, in textile mills and all ordinary factories (both seasonal and perennial), there are six working days in a week with ten hours of work per day. But for those seasonal and perennial (e.g., oil mills) factories, which are worked by shifts, the weekly total for each man varies from 54 to 60 hours (i.e., 9 hours to 10 hours a day). Exemptions from Sections 21, 22 and 26 of the Indian Factories Act are generally extended to cement factories, pottery works, electricity supply works, waterworks, furnaces, kilns, and such factories as have to maintain a continuous technical process or service. Workmen thus employed work eight hours continuously every day or 56 hours a week. Other workers in these factories generally work 9½ hours a day (with the usual recess) for six days in the week, or 57 hours a week.

Persons employed in railway workshops or other engineering workshops have duties fixed for eight to nine hours a day, or 48 to 54 hours a week.

*Normal, i.e., as determined by custom or agreement.*

Total number of factories.	Number of factories in which the normal weekly hours are							
	Men.			Women.			Children.	
	Under 48.	Between 48 and 54.	Above 54.	Under 48.	Between 48 and 54.	Above 54.	Under 30.	Above 30.
677 .. ..	48	27	602	37	31	463	15	10
704 .. ..	47	36	621	38	34	482	14	10
756 .. ..	51	52	653	42	46	530	15	12

It is clear from the above that factories with hours of work exceeding 54 hours per week predominate.

(ii) The amount of overtime is negligible, even where it is allowed. Some mills and perennial factories employ a few of the exempted workmen on cleaning and machinery tests for about five hours on the weekly holiday, which brings their total to 65 hours a week. Otherwise the average actual hours of work are from 54 to 60 per week.

(iii) Spreadover applies to a very limited number of workers in this province, and no estimate can be made with any degree of accuracy. The operatives mainly affected by the question of spreadover are :—

- (1) Jobbers and members of the supervising staff in the textile mills.
- (2) Firemen, assistant firemen, engine drivers, mechanics and mochis in all factories.
- (3) Furnace attendants, kiln attendants, motor and switchboard operators, persons employed in the raw material preparation department, crushing department, cement mill and power house departments of the cement works.
- (4) Firemen and persons in the burning department of pottery works.

No reliable figures are available, but the Empress Mills report that spreadover does not exceed one hour per day.

56. The number of days worked per week is generally six. Only 40 factories, or about 5 per cent. of the total number are exempted from Section 22 of the Indian Factories Act, prescribing one holiday in a week. These factories work throughout the week for seven days.

57. (i) The reduction of hours has put a stop to conditions which were not easily distinguishable from "sweating." Prior to the restriction of hours imposed by the Act of 1911, textile mills used to work from sunrise to sunset with the same gang of workers, that is for nearly 12 hours in winter and about 14 hours' work in summer. The seasonal cotton factories used to work from 5 a.m. in the morning to 9 p.m. in the evening, generally with the same batch of workers without cessation, and sometimes they worked even longer when the state of the cotton market placed a premium on early delivery.

Wages, on the other hand, were not affected by the reduction in working hours. On the contrary, they have increased slightly with the rise in the standard of living. Piece-rates have also been increased, so that the total earnings of the piece-workers should not be diminished by the decreased out-turn. Workers have more leisure and undergo less fatigue. Leading employers, however, maintain that efficiency has not increased in the same proportion as working hours have been restricted, and that the workers as a body have not learnt to make better use of their increased leisure. The general health of workers, too, must have improved, though there is no statistical evidence on which to base this conclusion.

(ii) The immediate effect on industry has been an increase in the capital invested, and also in working costs, to maintain the same level of production. The burden, however, does not appear to have been excessive, for there has been considerable expansion in the cotton industry even during the last five years, two cotton mills and 97 seasonal factories having been newly constructed during this period. Perennial and seasonal factories of all kinds have also increased by 50 and 169 respectively. The level of production has not fallen, but has risen in many cases, particularly during the post-war boom. In cotton weaving and spinning mills there was an increase of 41 per cent. in the number of employees within the decade 1911-21, and from 1921 to 1928 there has been a still further increase of 20 per cent. Old plant and inefficient machinery had to be scrapped or renewed and new machinery of a more modern type had also to be installed in order to maintain the output.

58. As already stated, the daily limit has put a stop to the inordinately long hours of work which were previously in force, an abuse which was most common in seasonal factories, and has led to the introduction of the shift system, with an adequate number of relievers and proper periods of rest for all. The number of industrial workers has, as a result, greatly increased. Employers, however, complain that it is impossible to comply with "rush" orders during the busy season, for even though they are prepared to employ additional labour for that purpose, it is not always available. Employees, too, often deplore their inability to add to their earnings by working overtime on such occasions.

59. There has been no genuine demand for a reduction of hours, and the employers are opposed to any further reduction, particularly during the present trade depression. Sir Sorabji Mehta, of the Empress Mills, however, would welcome a reduction in hours, provided that it is of universal application. He considers that present hours are too long for the physique of the Indian worker, who in consequence absents

himself without permission. At present workers have insufficient interests in life to enable them to utilize increased leisure to the best advantage, and it is, therefore, better to concentrate on the improvement of their education rather than on a reduction of working hours.

60. Section 21 of the Indian Factories Act provides for rest intervals of one hour after a working period not exceeding six hours.

(i) The existing practice differs in different classes of factories :—(a) In factories working without the shift system for the first eleven hours an interval of one hour is allowed after five hours of work, generally about 12 noon, or for the night shift midnight. (b) In factories which work on the shift system, shifts are arranged to suit the convenience of the workers' meal times. Two typical time tables are shown below :—

	1st shift.	2nd shift.	3rd shift.
1st period { from .. .. to .. .. ..	5.30 a.m. 11.00 a.m.	8.00 a.m. 12.15 p.m.	5.30 a.m. 8.00 a.m.
2nd period { from .. .. to .. .. ..	12.15 p.m. 4.30 p.m.	1.30 p.m. 7.00 p.m.	11.00 a.m. 1.30 p.m.
3rd period { from .. .. to .. .. ..	— —	— —	4.30 p.m. 7.00 p.m.
Recess .. .. .	1½ hours	1½ hours.	3 hours each.
Total hours of work .. ..	9½ hours	9½ hours	7½ hours.

The above time-table is only suitable where the number of shifts does not exceed three ; for a greater number the following is substituted :—

Shifts.	No. 1.	No. 2.	No. 3.	No. 4.	No. 5.
1st period { from .. to .. ..	5.30 a.m. 8.00 a.m.	5.30 a.m. 9.00 a.m.	5.30 a.m. 9.00 a.m.	5.30 a.m. 7.30 a.m.	7.30 a.m. 11. 0 a.m.
Recess .. ..	1 hour	2 hours	2 hours	1½ hours	2 hours.
2nd period { from .. to .. ..	9.00 a.m. 11.30 a.m.	11.00 a.m. 2.30 p.m.	11.00 a.m. 3.30 p.m.	9.00 a.m. 1.30 p.m.	1.30 p.m. 6.30 p.m.
Recess .. ..	2½ hours	1½ hours	1½ hours	2 hours	—
3rd period { from .. to .. ..	2.00 p.m. 6.30 p.m.	4.00 p.m. 6.30 p.m.	5.00 p.m. 6.30 p.m.	3.30 p.m. 6.30 p.m.	— —
Total hours of work	9½ hours	9½ hours	9½ hours	9½ hours	9 hours.

(ii) Labourers in this province usually take three meals at 8 or 9 a.m., 1 or 2 p.m., with a third, the principal meal, in the evening after return from work ; but the times may be altered to suit their hours of work. So long as these do not exceed ten the existing system in non-shift factories allows sufficient time both for meals and for periods of rest. But in factories which work by shifts the rest interval coincides with the time of a meal, and workers have often to work continuously for an unduly long period of six hours. It is, however, difficult to suggest a more convenient time-table for a ten-hour day.

61. (i) Sunday, or the local bazaar day, is observed as a weekly holiday. Sometimes, however, Muhammadan proprietors substitute Friday for Sunday.

(ii) The law is suitable and well adapted to local conditions for the days on which local festivals fall can be observed as holidays in place of the usual day without any inconvenience either to employers or to employees.

63. The exemption provisions are enumerated in section 30 of the Indian Factories Act. The exemptions which have been granted are tabulated below :—

Factories.	Exemption provision.	Exemption from.
3 cement works .. ..	Under section 30 (1) (c) due to necessity of continuous production for technical reasons.	Section 21 (rest period) and section 22 (weekly holiday).
5 electricity supply stations	Do.	Sections 21 and 22. Employed on 8 hours shift a day.
1 water pumping station ..	Do.	Do.
24 oil mills .. ..	Do.	Sections 21 and 22.
4 distilleries .. ..	Do.	Section 22.
1 gas works .. ..	Do.	Sections 21 and 22. To be employed on 8 hours a day.
2 ice factories .. ..	Under section 30 (1) (d) for supplying articles of prime necessity which must be made every day.	Section 22. A holiday to be given to each worker once a fortnight.

Exemption from observing the rest period (section 21) and the weekly holiday (section 22) is allowed roughly to 5 per cent. of factories.

Exemption from section 27 (i.e., weekly limit) and section 28 (i.e., daily limit) are given only to special classes of workers in different factories. Exemption under these sections has been allowed in the case of a few classes of workers in cotton mills, ginning and pressing factories, pottery works and glass works, with limits on the maximum overtime allowed; details are to be found in the Central Provinces Factory Manual.

Under section 30, sub-section (3), the local Government has exempted work on "urgent repairs" from the restrictions imposed by sections 21, 22, 27 and 28, provided that previous intimation of the same is sent to the Inspector and adequate payment is made for all overtime work in excess of 60 hours.

Advantage is usually taken of all these exemptions, and the factory owners and managers are opposed to any reduction in their number. At one time improper advantage was taken of exemptions for work on "urgent repairs" and it occasionally happens that the conditions subject to which exemptions are granted are not properly observed.

#### B.—Mines.

The limit prescribed by the Indian Mines Act is 60 hours a week for surface work and 54 for underground; but in actual practice these limits are usually not reached, and are never exceeded. At some mines the surface worker does not work for more than 6 hours a day, though at others he attains the maximum. Underground miners, who are piece-workers, work for 8 to 9 hours a day and 48 to 54 hours per week. No overtime is paid. No interval is prescribed, but no ill effects result from 8 hours shifts, as in practice the miners break off work from time to time for rest or meals.

A weekly holiday either on Sunday or the local bazaar day is observed.

There is general agreement that the provisions of the law regarding hours of work are adequate, but employers are opposed to any further restriction on the working hours. The restrictions imposed by the Mines Act of 1923 did not in fact make any difference, as the hours of work at that time did not exceed the maxima allowed by law.

The exemptions allowed by sections 24 and 25 of the Indian Mines Act are adequate, though not much use is made of the latter section.

#### D.—Other Establishments.

The most important of the industrial establishments, to which the Indian Factories Act does not apply, are shellac factories, *bidi* factories, *dal*, i.e., pulse grinding factories, myrabolam (harra breaking) factories, hand or treadle printing presses, brick and tile works, tanneries, forage presses and one glass factory. The hours of work not being subject to any regulation in these establishments, no accurate information is available; but work in excess of ten hours a day is certainly common.

Most of the establishments are seasonal in character, and payment being made in many cases under "ship" system (i.e., lump payment at piece-rates to a group of workers consisting either of members of the same family or of friends) no fixed hours of work are observed.

*Glass Factory (Gondia).*—The normal hours of work are 8½ hours a day or 56½ hours a week.

The actual hours are 7.30 a.m. to 12 noon and 1.30 p.m. to 5.30 p.m. But on the bazaar day work is limited to the first period only, i.e., from 7.30 a.m. to 12 noon. Furnaces are worked by three shifts of eight hours each, each shift being composed of two persons. Shorter hours are observed in the glass works, as efficiency falls with longer hours. Children even below 12 years of age, however, work for the same hours as adults. The management treats its labour sympathetically.

*Bidi Factories (Gondia).*—The normal hours of work at these establishments are about ten hours a day and nearly 70 hours a week.

Work commences between 7 and 9 in the morning after the morning meal, and finishes by 6 in the evening with intervals for meals not exceeding half an hour per day. Payment is made on the workers output of *bidis* with the result that no weekly holiday is taken. On bazaar days, however, work ceases about two hours earlier than usual. Numerous children are employed in this industry, and they work for the same hours as adults.

*Shellac Factories (Gondia).*—The normal hours of work are 9 hours a day and 58 hours a week for labourers, and 7½ hours a day and 50 hours a week for the class known as Bhattawalas who melt the lac.

Working hours are from 6 a.m. to 2 p.m. for Bhattawalas with an interval of about half an hour for the morning meal, and 8 a.m. to 12 noon and 1 p.m. to 6 p.m. for the other labourers. A half holiday is given on bazaar days. Few children are employed, but those that are, work nearly as long as adults.

*Dal (pulses) Factories, Myrabolan Factories, etc.*—The normal working hours in dal grinding factories, harra factories, brick and tile works, tanneries, etc., are from sunrise to sunset, with a midday interval for nearly two hours for meals. Half holidays are granted on bazaar days or on days of local festivals.

The actual hours of work, however, vary considerably, depending upon the season, the pressure of work and various other factors. The dal factories situated at Piparia and Gadarwara are during the dry months open late at night, sometimes until midnight, and female employees after an interval of about two hours from 6 p.m. for the evening meal again return to the factory and resume work. Extra payment at enhanced rates, however, is given for this night work. Children work during the day time for the same hours as adults.

*Hand or Treadle Printing Presses.*—The hours of work vary with the amount and urgency of the work in hand. The usual maximum is 10 hours except for compositors who are on an 8-hour basis. These presses do not work at night except when urgent work comes in.

In view of the long hours of work, the employment of children, many of whom are below 12 years of age, and the employment of women at night, a strong case exists for the regulation of hours of work in the establishments mentioned in this section of the report.

## X.—Special Questions Relating to Women, Children, etc.

### A.—Factories.

81. The only effects of the Act of 1922 brought to notice are that it has by reducing working hours to ten per day made labour more permanent in the textile industry, which as a result attracts labour from other industries.

The number of women and children employed daily in the various industries was as follows in 1928 :—

#### *Female and child labour in cotton spinning and weaving mills.*

Females	..	..	..	..	..	..	3,696
Boys	..	..	..	..	..	..	1,198
Girls	..	..	..	..	..	..	76
Total .. ..							4,970

#### *Female and child labour employed in all factories under the Indian Factories Act.*

Females	..	..	..	..	..	..	24,591
Boys	..	..	..	..	..	..	1,346
Girls	..	..	..	..	..	..	93
Total .. ..							26,050

*Female labour in mines.*

No children under 13 years are employed.					
Manganese	..	..	..	..	10,504
Coal..	..	..	..	..	2,075
Other mines	..	..	..	..	2,880
Total ..					15,459
Total of female labour ..					40,050

82. The practice of female workers bringing their infants into the mills is discouraged, but still exists. Creches have effected considerable improvement in this respect in some of the larger mills. A circular under section 19 (a) of the Indian Factories Act has been in force prohibiting the admission of infants into the ginning and pressing factories. But children, sometimes of not more than five or six years of age, often bring meals for their mothers, and remain on the premises of the factory. The Empress Mills opened primary classes for these children as it was not found possible to stop the practice. Fortunately, few accidents are reported to have occurred among these children. But it is obviously desirable that the practice should cease and the only satisfactory remedy is the compulsory provision of creches and nursery schools at the factories.

83. The Act of 1922 has prescribed a limit of 11 hours a day for both male and female workers, with a proviso that women shall not be employed before 5.30 a.m. and after 7 p.m. The management of Empress Mills considers that with these hours for the commencement and cessation of work there is a risk that women will be molested on their way to and from their homes. For this reason, the hours of attendance have been so fixed for the last 12 years that women arrive after and leave before the men. As a result women cannot be employed jointly with men in departments where the machines must be in operation as long as the factory is working.

The regulations, however, are generally satisfactory, and sexual offences are extremely rare, particularly among the working classes.

84. Many factories have recently come into existence in remote places where provision for the certification of children is not available and inspecting staff is finding increased difficulty in verifying the age of employees suspected to be under 15 years. The employment of children, however, is gradually diminishing. In some factories children have to work continuously for five hours. It is desirable to make a recess compulsory after every  $2\frac{1}{2}$  or 3 hours' continuous work, as is the practice in the Empress Mills and some other factories.\* Apart from this there is no need to amend the regulations.

85. The simultaneous employment of children at more than one factory is prohibited by section 25 of the Indian Factories Act, but offences under this section are difficult to detect. The practice, however, is believed to be for practical purposes non-existent in the mills and is rare even in seasonal factories situated in the mofussil.

87. The employment of boys in occupations which offer no scope for their making a livelihood on attaining maturity is rare in this province. Boys are seldom recruited as messengers, peons, or call-boys in mills or factories. The doffer-boys and half-timers in the textile mills are gradually absorbed in the spinning department as siders, piecers or doffers.

88. Wherever the shift system is in force (*vide* Chapter VIII) double shifts for women and young adults are usual. Half-timers too are frequently employed in double shifts. No exact data, however, are available. From the point of view of health the double shift system is preferable, but it causes inconvenience to the workers who frequently live at some little distance from the factory.

89. A reference is invited to the remarks at the end of Chapter VIII. The regulation of the employment of women and children in factories not subject to the Act is certainly desirable and the local Government has considered from time to time the advisability of extending the Indian Factories Act to these establishments under section 2 (3) (b) of the Act. The question of extending the Act to *bidi* and shellac factories is still under consideration. As yet the Act has not been extended to these industries because mechanical power is not used in any of them and because they are little organized. The argument has been advanced that strict regulation would result in loss.

B.—*Mines.*

90. The effect of Act of 1923, so far as hours of work is concerned, has been salutary, and no difficulty is experienced in its operation. It is reported that as the result of the enactment of section 26, child labour between the ages of 8 and 13 has ceased to be employed.

The provisions for the certification and for prohibition of employment of women underground in coal mines appear to be suitable.

91. (i) Mine managers consulted report the provisions of the Act of 1923 to be suitable. The regulations introduced by the Government of India's Notification No. M.1055, dated the 7th March, 1929, are intended to eliminate gradually all women labour underground in coal mines by the end of 30th June, 1939. The practical effect of the prohibition is not yet known as the regulations came into force only on the 1st July, 1929.

(ii) The mine owners are unanimous that the exclusion of women from underground working has increased the cost of production. They assert that any extension of the regulations so as to exclude women from open cast mines would be disastrous to the manganese mining industry. The women on the mines form large percentage of the labour force and are in all cases employed on work suitable to them and not suitable to men. Two large manganese mines, in which there is underground working, owned by the Central Provinces Manganese Ore Company, Limited, one in the Balaghat district and the other in the Nagpur district, have been hard hit by the new regulations regarding the exclusion of women. Three hundred women were suddenly discharged causing reduction in the output as well as discontent among the labour force. The company has attempted unsuccessfully to have these mines classified as exempted mines so that the reduction in the number of women workers might take place gradually over a number of years as in the case of coal mines.

*Other Establishments.*

This question has already been discussed in the earlier portion of this chapter and in Chapter VIII.

XII.—*Wages.*

96. Beyond the average figures of monthly wages of various classes of labour, submitted by the factories every year for inclusion in the Annual Report on the Administration of the Indian Factories Act no regular and detailed statistics of wages are available. On the basis of these figures and such information as it has been possible to collect for the purposes of this enquiry, the average wages of the various classes of workers are indicated in the statement below. It will be seen that the rates of wages vary in the different industrial areas of the province. Broadly speaking, wages are highest in the cotton area of the province. Even in this area wages are higher in the districts of Berar (Amraoti, Akola, Ellichpur and Khamgaon) than in the cotton districts of the Central Provinces (Burhanpur and Hinganghat). The rates of wages at Nagpur are higher than those in other cotton districts in the Central Provinces. This is due to Nagpur being the Provincial headquarters and the largest town with six textile mills, the wages in five of which (constituting the Empress Mills group) have been higher for years. But even the Nagpur rates, particularly for unskilled labour, are generally lower than the rates prevailing in the larger towns of Berar like Amraoti and Akola. In Berar the supply of agricultural labour is inadequate and in consequence wages have been high for many years.

	Am- raoti.	Akola.	Kham- gaon.	Ellich- pur.	Borhan- pur.	Hingan- ghat.	Nagpur.	Jubbul- pore.	Katni.	Gondia.	Raipur.	
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
<i>Skilled.</i>												
Fireman .. .. .	30 0 0	45 0 0	31 0 0	35 0 0	30 0 0	30 0 0	28 0 0	20 0 0	20 0 0	25 0 0	20 0 0	
Fitter .. .. .	61 0 0	60 0 0	61 0 0	60 0 0	58 0 0	41 0 0	58 0 0	40 0 0	53 0 0	28 0 0	35 0 0	
Weaver .. .. .	40 0 0	45 0 0	—	—	42 0 0	31 0 0	35 8 0	26 0 0	—	—	—	
<i>Semi-skilled.</i>												
Dyer .. .. .	—	18 0 0	—	—	23 0 0	18 0 0	20 0 0	12 0 0	—	—	—	
Oilman .. .. .	19 0 0	20 0 0	17 0 0	17 8 0	30 0 0	18 0 0	19 0 0	16 0 0	17 0 0	18 0 0	15 0 0	
Spinner (adult) .. .. .	17 0 0	17 0 0	—	18 0 0	21 0 0	17 0 0	19 0 0	12 0 0	—	*	*	
Spinner (boy) .. .. .	8 0 0	10 0 0	—	6 0 0	—	7 8 0	11 0 0	6 12 0	—	—	—	
<i>Unskilled.</i>												
Gin coolie (male) .. .. .	23 0 0	23 0 0	19 0 0	19 0 0	—	19 0 0	17 0 0	—	—	—	—	
Gin coolie (female) .. .. .	11 0 0	15 0 0	11 0 0	9 0 0	—	7 0 0	9 0 0	—	—	—	—	
Press coolie (male) .. .. .	26 0 0	26 0 0	30 0 0	26 0 0	—	30 0 0	23 0 0	—	—	—	—	
Press coolie (female) .. .. .	11 0 0	15 0 0	12 0 0	13 0 0	—	—	11 0 0	—	—	—	—	
Other coolie (male) .. .. .	0 10 0	0 10 0	9 0 0	8 0 0	0 9 0	0 7 0	0 9 0	0 8 0	0 8 0	0 7 0	0 5 6	
Other coolie (female) .. .. .	0 6 0	0 6 0	0 5 9	0 5 6	0 4 6	0 4 0	0 5 6	0 5 0	0 5 0	0 5 0	0 4 6	

Rupees  
per  
monthAnnas  
per  
day.

\* Expeller men (wages Rs. 15 per month) and glass blowers (wages Rs. 15 to Rs. 20 per month) may be classed with spinners and blower boys with spinner boys (wages Rs. 9 per month).



The rates available for mining areas are as follows :—

Class of labour.	Coal.		Manganese.		
	Chhindwara district.	Chanda district.	Nagpur district.	Bhandara district.	Balaghat district.
<i>Skilled.</i>					
Overmen, sardars or mates	Per day. Rs. a. p. 1 0 0 to 2 0 0	Per day. Rs. a. p. 1 0 0 to 3 0 0	Per day. Rs. a. p. 0 12 0 to 1 8 0	Per day. Rs. a. p. 0 12 0 to 1 6 0	Per day. Rs. a. p. 0 12 0 to 1 6 0
Coal-cutters .. ..	1 0 0 to 1 6 0	0 8 0 to 1 0 0	— to —	— to —	— to —
Miners .. ..	0 8 0 to 1 0 0	0 9 0 to 0 10 0	0 9 0 to 0 12 0	0 8 0 to 0 10 0	0 8 0 to 0 10 0
<i>Unskilled.</i>					
Loaders .. ..	0 8 0 to 0 12 0	0 9 0 to 0 12 0	— to —	— to —	— to —
Male coolies .. ..	0 7 0 to 0 9 0	0 6 0 to 0 8 0	0 8 0 to 0 9 0	0 6 0 to 0 8 0	0 6 0 to 0 12 0
Female coolies .. ..	0 4 0 to 0 9 0	0 4 0 to —	0 5 0 to 0 6 0	0 4 0 to 0 6 0	0 4 0 to 0 6 0

97. The average monthly wages for the whole province, as given in the annual factory reports, are tabulated below :—

	Years.						
	1922.	1923.	1924.	1925.	1926.	1927.	1928.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
<i>Skilled.</i>							
Fitter .. ..	47	48	49	50	51	47	52
Boilerman .. ..	27	31	30	29	29	28	29
Weaver .. ..	31	28	37	34	31	31	31
Spinner .. ..	15	15	17	16	16	15	15
<i>Unskilled.</i>							
Coolie (male) .. ..	17	18	17	17	16	15	15
Coolie (female) .. ..	10	11	10	10	10	9	9

The table shows that there has been a general reduction during the last five years' the wages of unskilled labour having fallen steadily since 1923. The year 1923 marks a slight increase in the wages of skilled labour ; otherwise a general decline is noticeable since 1924.

It is difficult to draw any deductions regarding the movements of wages in recent years for such data as are available are conflicting. The figures of average monthly wages for the whole province, as published in the annual factory reports, indicate a definite decline in wages of unskilled labour since 1923. While such information

as we have been able to collect for the present enquiry from some of the mills, mines, and other works indicates a definite rise during the last five to eight years. Figures of such increases are as follows :—

Areas.	Percentage of rise in wages Per cent.
Nagpur, Bhandara and Chhattisgarh Division ..	20 to 25
Balaghat manganese mines .. .. .	5
Gondia (lac factories, etc.) .. .. .	15 to 25

It is difficult to reconcile the results obtained by enquiries made for the purpose of this report with the figures embodied in the annual reports. The latter are calculated on the basis of the figures of average wages prevailing in about 50 of the leading industrial undertakings of various classes, cotton concerns of Berar predominating. The only reliable information available is in the cost of living index numbers prepared by the Department of Industries for Nagpur and Jubbulpore since January, 1925. These show that real wages have on the whole varied with the rise and fall in the cost of living.

*Comparison of Nominal and Real wages with Cost of Living (Base, July, 1914).*

	Year.				
	1914.	1925.	1926.	1927.	1928.
	Rs. a. p.	Rs.	Rs.	Rs.	Rs.
<b>Central Provinces.</b>					
<i>Average monthly wages—</i>					
Male (unskilled) .. .. .	11 0 0	17	16	15	15
Female (unskilled) .. .. .	6 8 0	10	10	9	9
<i>Index numbers—</i>					
Cost of living .. .. .	100 0 0	149	147	145	137
<i>Nominal wages—</i>					
Male (unskilled) .. .. .	100 0 0	154	145	136	136
Female (unskilled) .. .. .	100 0 0	154	154	138	138
<i>Real wages—</i>					
Male (unskilled) .. .. .	100 0 0	103	98·6	93·8	99·3
Female (unskilled) .. .. .	100 0 0	103	105	95·2	100·7

*Variation in Nominal and Real Wages at Nagpur (Base period—1914).*

	Year.				
	1914.	1925.	1926.	1927.	1928.
	Rs. a. p.	Rs.	Rs.	Rs.	Rs. a. p.
<i>Average monthly wages—</i>					
Semi-skilled .. .. .	—	17	19	19	19 8 0
Male (unskilled) .. .. .	11 0 0	16	17	17	17 0 0
Female (unskilled) .. .. .	6 8 0	9	10	10	10 0 0
<b>Index Numbers.</b>					
<i>Nominal wages—</i>					
Male (unskilled) .. .. .	100 0 0	145	154	154	154 0 0
Female (unskilled) .. .. .	100 0 0	138	154	154	154 0 0
Cost of living .. .. .	100 0 0	149	147	145	137 0 0
<i>Real wages—</i>					
Male (unskilled) .. .. .	100 0 0	97·3	104·8	106·2	112·4
Female (unskilled) .. .. .	100 0 0	92·6	104·8	106·2	112·4

98. No definite information is available on this question. The practice of remitting part of the wage earned to the place of origin is most common among immigrants from the United Provinces, nearly 80 per cent. of whom leave their families behind in their villages to look after their ancestral cultivation. These immigrants are said to remit nearly 75 per cent. of their income in this way. It is also reported that a few workers who have immigrated from Central India and the Bombay Presidency remit to their homes about 25 per cent. of their earnings:

99. Payment in kind is not common in this province. Some instances have, however, come to light. Fuel and light are supplied free to special classes of workers in some of the minor factories and to fitters in ginning and pressing factories, firemen and mechanics in rice and oil mills, Bhattawallas (lac melters) in shellac factories, blowers in glass works, kiln attendants and furnacemen in cement works and potteries. Some oil mills supply the workers with free oil for domestic purposes; and the extent to which housing accommodation is provided free or below the market rate has already been described in Chapter IV.

There is no organization, such as a trades union, which intervenes between the employers and employee for the purpose of fixing wages. These are usually fixed by oral agreement.

103. Wages are not standardized in different industries or in the same industry. It is even found that different rates are prevalent in the same industry in the same locality for the same work. This is illustrated by a comparison of the wages paid at the Empress Mills and Model Mills, Nagpur, or Burn and Company's Pottery and Perfect Pottery at Jubbulpore, or Reckchand Mohota Mills and Bansilal Aberchand Mills at Hinganghat.

Class of workers.	Nagpur.				Hinganghat.		Jubbulpore.	
	Empress Mills.		Model Mills.		Rai Bahadur Bansilal Aberchand Spinning and Weaving Mills.	Rai Sahib Reckchand Mohota Spinning and Weaving Mills.	Burn and Co., Pottery Works.	Perfect Pottery Company, Ltd.
	Minimum.	Maximum.	Minimum.	Maximum.	Average wages.	Average wages.	Average wages.	Average wages.
<i>Skilled labour.</i>	Rs.	Rs.	Rs. a.	Rs. a.	Rs. a.	Rs. a.	Rs. a.	Rs. a.
Fitter ..	62	122	20 0	125 0	32 0	45 0	37 0	78 5
Blacksmith ..	77	92	30 0	85 0	47 0	43 0	25 8	45 0
Carpenter ..	47	62	25 8	90 0	44 0	35 0	32 0	44 0
Engine driver ..	—	—	40 0	80 0	87 0	55 0	20 0	32 8
Boilerman ..	24	32	22 8	25 8	32 0	31 0	19 8	22 8
Mason ..	54	69	—	—	—	—	—	—
Weaver ..	22	50	25 0	50 0	30 0	32 0	—	—
Spinner ..	15	24	16 8	19 8	15 12	18 0	—	—
Dyer ..	18	25	18 0	24 0	70 8	18 4	—	—
<i>Unskilled labour</i>								
Coolie (male) ..	15	29	15 0	20 0	13 0	15 0	14 8	16 4
Coolie (female)	11	14	9 0	11 4	8 0	8 0	7 8	12 6

105. The subject of minimum wages was considered by the local government early in 1928 in connection with the questionnaire issued by the Tenth International Labour Conference. Opinions then received, including those of labour representatives, were opposed to legislation to this end.

Demands for minimum wages of Rs. 30 per month have been occasionally put forward at strikes, but such demands are usually made by leaders of the pleader class, who are aware of the practice in more highly developed industrial countries; it is doubtful, however, whether any such demand exists among the labouring classes, who do not understand the implications of the proposal. It has already been shown that wages are not standardized, and until in practice wages in the same or similar industries are more or less on the same level, it is difficult to see how a

minimum wage can successfully be brought into operation. A further difficulty arises from the fact that the cost of living varies in different parts of the province. In the cotton districts to which food grains are imported, the cost of living is definitely higher than elsewhere. Government has recognized this fact by the grant of dear district allowances to its lower paid employees. It follows that a minimum wage applicable to Berar or Nagpur would not be suitable for Jubbulpore. It is, moreover, doubtful whether the fixation of a minimum wage would be beneficial to labour. There is always a tendency for wages to gravitate towards a minimum fixed by law, and where, as in this province, the organization of labour is weak and consequently unable to combat this tendency, it is not improbable that legislation of this nature would result in a decrease in the total earnings of labour.

106. (i) Deductions do not appear to exceed the 5 per cent. of workmen's wages. Fines are generally imposed for:—(a) Breaches of discipline, like late attendance, absenteeism, misbehaviour, etc.; (b) bad work; (c) loss of, or damage to, materials.

All firms consider (a) as absolutely necessary for the maintenance of discipline but the fines imposed are nominal. Fines imposed for bad work or loss of, or damage to materials are generally higher, but only a very small fraction of the loss incurred by the management is recovered. In Bombay and other places the workman is compelled to buy the cloth or material spoiled at the price, but this practice is not in vogue in this province; in the case of the Empress Mills, the fines under this head range from 2 annas to Re. 1 (and average one-tenth of the loss caused). The practice of "double khada," i.e., the deduction of two days' wages for one day's absence, is recommended and adopted by the Millowners' Association of Bombay. It is, however, not in operation in this province except at the Savatram Mills at Akola, and even there, though nominally recognized, it has not been enforced during recent years.

(ii) Articles requiring frequent replacement, such as read-hooks, combs, split chains, etc., are issued to workmen and have to be regularly accounted for. Deductions are made for loss of these articles, which find a ready sale in the local bazaars. Deductions under this head amounted to Rs. 825 in one year in the Empress Mills, compared with a total wage bill of Rs. 3,92,859. The average of the total fine on all accounts in the Empress Mills amounts to Rs. 2,600 per annum, and is equivalent to 0.12 per cent. of the wage bill.

(iii) These deductions are generally spent for the benefit of the workers themselves by crediting them to provident or recreation funds, but occasionally are credited to the account of the firms themselves. The Empress Mills credit all unclaimed wages and fines to the pension fund. The Jubbulpore Gun Carriage Factory credits them to the gratuity fund. Burn & Company's Pottery and Perfect Pottery, of Jubbulpore, spend such fines on sports and prizes to the labourers. The Nagpur Automobile and General Engineering Company, Limited, refund deductions after a month if the conduct of the operative improves.

(iv) The question of legislation for regulating deductions was investigated by the local government about two years ago, in response to a reference from the Government of India. It appears that the system prevailing in the province is neither a source of profit to the employer nor a cause of harsh or improper treatment to the workers. It has, on the other hand, been effective in enforcing discipline, and preventing careless or negligent work. In recent industrial disputes in the province, the subject of fines has not been brought up as a grievance, and no complaints from employees regarding excessive fines have been made to the factory inspection staff. The employers of labour are unanimous in opposing legislation on the subject, and having regard to the conditions obtaining in the province, the local government has taken the view that it is unnecessary to introduce legislation on the lines of the English Truck Act. It is suggested, however, that it might be prescribed by a rule under, or an amendment of, the Indian Factories Act, and the Indian Mines Act, that the owners of factories and mines shall maintain a register in which the amount of fine or deduction from wages and the nature of the act or omission in respect of which such fine is imposed or deduction made should be entered. Such a register, which should be open to inspection by the factory or mines inspector, would furnish means for the verification of any complaints and would enable the local government to watch how far the system is abused in practice.

107. (i) In most cases wages are paid weekly, but sometimes monthly and occasionally fortnightly.

(ii) Weekly wages are generally paid on the bazaar day, and payment is made as soon as the wages are earned for the whole week, but sometimes wages are calculated up to the second day previous to the bazaar day.

The payment of monthly wages, however, is generally made between the 10th and 25th of the month following the one to which the wages relate. Interim payments as advances against the wages earned in the previous month are, however, often

made according to the workers' needs in the first week of the following month. At one time interest was sometimes charged on these advances, but the practice has now ceased. The larger mills take a week to ten days to complete all payments.

(iii) *Desirability of legislation.*—The question of legislation on this subject was investigated by the local government in 1924, in response to a reference from the Government of India. It appears that in the case of monthly payments, delays for periods exceeding 15 days are not usual, while in the case of payments on shorter periods than a month, the scale of four days' delay for fortnightly wages, two days' delay for weekly wages and one day's delay for daily wages, as suggested by the Government of India, is rarely exceeded. In the circumstances, therefore, and in view of the fact that no complaints on the part of workmen of delay in payment have come to its notice, the local government has so far concurred in the view of the managers of industrial concerns that the need for introducing legislation on this subject is not urgent. Should it, however, be decided on general grounds to undertake legislation on the subject, it is suggested that the measure should be confined to payments made monthly and that a period of 10 days should be allowed for payment on this basis.

(iv) Unclaimed wages are negligible in amount, except in cases of textile mills, where they are utilized for public religious celebrations by the workpeople. One or two mills pay them to claimants even if they turn up after a considerable interval.

108. A large percentage of labourers is indebted, but no reliable figures are available. Information received from employers puts this percentage between 25 and 50. The Empress Mills, Nagpur, have a flourishing co-operative credit society. Out of 4,500 members of the society, 2,431 are indebted to the extent of Rs. 5,10,224. The report of the mills adds that borrowing from outside has not yet ceased. If any inference can be drawn from these figures, the percentage of labourers indebted appears to be more than 50. The rate of interest is sometimes as high as 37·5 per cent. per annum. Loans are generally advanced by the ordinary Marwari and Bania moneylenders and in a very few cases by Pathans. Indebtedness is attributed mainly to the improvident character of the labourers, aggravated by customary ceremonial expenses. Employers deny that the low level of wages is to any appreciable extent responsible for indebtedness.

109. There is no scheme of profit-sharing in force in any industry. Some textile mills are reported to have granted bonuses from profits during the war boom, but payment of bonuses from profits is unknown at present. Some mills grant a regular attendance bonus to their workers up to Rs. 2 a month.

110. Leave without pay is always granted by the employers to ordinary unskilled workers, and the latter often avail themselves of it for visiting their native places or for ceremonial purposes.

The clerical and supervising staff are allowed one month's leave every year on full pay, while in the textile mills the subordinate staff is allowed leave up to 15 days. Other important industries also adopt similar practices, but in smaller factories and minor industries no leave is recognized or countenanced.

### XIII.—Industrial Efficiency of Workers.

No systematic study of this question has been made in the province, and very few accurate data are available on this subject. The following views are based on information provided by the Empress Mills, Nagpur, and a few mining companies.

112. The Empress Mills report that the reduction in hours of work has not resulted in any improvement in efficiency in their spinning department, and has effected only a slight improvement in their weaving department. The cost of production has also increased with increases in wages and other charges, and the net result is shorter working hours and more pay for the workers without any compensation to the employers. Although the increase in wages has tended to make the labour force of the textile industry more permanent, it at the same time became more irregular in attendance; for the workers absent themselves without permission whenever they like, being able to support themselves on the wages earned in a shorter period of work. This opinion of the Empress Mills is based on a careful study of the figures of production of their mills during the last quarter of a century.

Some manganese mine owners assert that there has been no appreciable increase in the efficiency of their labour during recent years, while the Central Provinces and Berar Mining Association reports that employment has been stabilized in the larger manganese mines, and there has been an improvement in the efficiency of miners; but no noticeable change has occurred in the efficiency of the workers in the coal mines. As, however, it has been reported in Chapter X, the Indian Mines Act of 1923 did not make any practical change in hours of work, any increase of efficiency must be due to other causes.

113. No systematic study of the question has been made in the province, but the Empress Mills report that although the wages paid to individual workers in India are much lower than those paid to workers in Lancashire, it has to be borne in mind that four to five Indian workers have to be employed on work which one Lancashire worker can do.

The manager of the Central India Manganese Company, Limited, is of opinion that compared to the efficiency of the Western countries, that of Indian workers is about 33 per cent. The manager of the Balaghat manganese mines is of opinion that in hand-drilling and mining the average Indian miner has only 10 per cent. of the efficiency of Western miners, which he attributes mainly to the difference in skill and methods of work.

114. (i) The Empress Mills report that although the turnover of their labour has improved from 18 months to eight years and labour has become steady on their mills, there has been no increase in production worth the name. There is not that steady application of workers which one expects from shorter working hours and better working conditions now prevailing in factories, and consequently production shows a fall in place of the expected increase.

(ii) The Empress Mills report that the use of machinery has led to increased efficiency on the part of workers. Such efficiency has ensued from vacuum stripping plant, automatic looms, ring spindles in place of mules and throstles in the spinning department. Eccle's drop-boxes have also given better results than Hacking's drop-boxes. No other information is available.

(iii) The Empress Mills report that efficiency of plant has improved the efficiency of the workers.

(v) The efficiency of workers varies with their physique. The Momins (Muhammads) and Koshtis (Hindus) who have a better physique than Mahars (low caste Hindus) are more regular in attendance and produce better work as weavers.

(vi) It is obvious that the health of workers does affect their efficiency, but no reliable statistics of the incidence of sickness on the efficiency of workers are available.

(vii) Education is certainly a most important factor affecting the efficiency of the workers, and it is reported that the main reason why the efficiency of Indian labour is so much less than that of foreign labour is that the majority of Indian labourers are illiterate.

(viii) There is no doubt that the inferiority of Indian labour is largely due to its low standard of living, but there is no definite information available.

(ix) The climate in India is subject to such extreme variations that the Indian labourer is handicapped in this respect as compared to his European brothers. The excessive heat in summer decreases the efficiency of the workers. The ventilating and humidifying systems at No. 1 Mills (the oldest) of the Empress Mills not being so up to date as those at their No. 3 and No. 5 Mills, the warmth of the atmosphere in No. 1 Mills not only disturbs the evenness of the yarn made therein, but also decreases production and adds to the discomfort of the workers therein.

115. (i) The information supplied by the Empress Mills has already been referred to above. As a result of the reduction of hours, there has been no improvement in production in the spinning department, but there has been some improvement in production in the weaving department. The Empress Mills report that an experiment was made at their mills about half a century ago by the late Mr. J. N. Tata, the founder of the mills, with the object of improving production. He started working the mills with two shifts, each working for 12 hours with half an hour's rest period the day and night shift men changing places every fortnight. "The result was disastrous; for, the total production of the two shifts did not even equal that obtained by the usual day time working from sunrise to sunset." This was due to the night shift people not taking rest during the day time as they should, so that they were unable to keep awake at night, and their machines were left untended.

(ii) Good light and ventilation and efficient humidification undoubtedly improve production. The effects of the atmospheric conditions in No. 1 Mills of the Empress Mills have been referred to above. In the weaving department deficient light, ventilation and humidification affect production by about 5 per cent.

(iii) A few mine owners report that expenditure judiciously made on health and sanitation repays itself by preventing disease and maintaining labour in a more healthy condition, enabling it to give increased production. The same applies to expenditure on housing of labour.

(v) and (vi) The observation made by the Indian Industrial Commission of 1916-18 (paragraph 235) that "all authorities who are qualified to speak on the subject agree that Indian labour is content with a very low standard of comfort. This secured, the Indian workman, speaking generally, takes advantage of the greater earning power given to him by increased wages to do less work, and shows no desire to earn more money by working more regularly or by improving his own efficiency" still generally

applies to Indian labour. The mine owners report that the upward movement in wages tends to give a downward trend in production per head. The Empress Mills report that they cannot say that all that they have done to improve the wages and remuneration of their workmen has induced in their workpeople a desire to put more energy into their work.

(vii) Mine owners report that the effect of legislation has been beneficial to workers, but has increased the cost of production. The Empress Mills report that while legislation has ameliorated the condition of the workers, it has also been exploited by agitators who emphasize the responsibilities of the employer, but are silent as regards any corresponding obligation on the employees to become more efficient.

(viii) and (ix) Reports received indicate that a liberal diet brings about an improvement in production. The use of drugs by labourers is very rare. The Empress Mills report that the drink evil is not so prevalent among their workpeople as to attract attention or affect the production of their mills.

116. All employers are emphatic that better education would be the most effective method by which the efficiency of labour can be increased.

#### XIV.—Trade Combinations.

117. (i) The following associations of employers exist in the province :—

- (1) The Mechanical Engineers' Association, Akola.
- (2) The Factory Owners Association, Khamgaon.
- (3) The Central Provinces and Berar (Manganese) Mining Association, Kamptee.
- (4) The Central Provinces and Berar Coal Mining Association, Chhindwara.
- (5) The Katni Lime Burners' Association.
- (6) The Merchants' Association, Yeotmal.
- (7) The Merchants' Association, Jubbulpore.

(ii) The following associations of the employees exist in the province :—

- (1) The Nagpur Textile Union, Nagpur.
- (2) The Model Mills Labour Union, Nagpur.
- (3) The Press Employees' Association, Nagpur.
- (4) The Scavengers' Union, Nagpur.
- (5) The Textile Labour Union of Central Provinces and Berar, Nagpur.
- (6) The Motor Drivers' Association, Nagpur.

The above are registered in this province, but the following outside organizations have branches at Nagpur :—

- (1) The Railway Mail Service and Postal Union, Central Circle.
- (2) The Great Indian Peninsula Railwaymen's Union of Bombay.
- (3) The Bengal-Nagpur Railway Labour Union of Kharagpur.
- (4) The Clerks' Association.

118. These associations, with the exception of the Central Provinces and Berar Mining Association, Kamptee, are of recent origin, and cannot be said as yet to have produced any appreciable effect on the industries. These associations are, however, consulted by Government on all matters affecting the industries to which they relate and the relations of the employers and the employed, and the views thus obtained are always considered. An Advisory Board of Industries was established in the year 1914 for giving Government the benefit of its experience and opinion on industrial and labour questions and some of the associations named above are represented on the board. At some cotton centres the owners of ginning and pressing factories form combines (locally known as pools), with the result that only a few of the local factories are worked in the season and the rest remain closed. The total profits earned by the factories that work are distributed at the end of the season amongst the owners of all the factories in proportion to the number of gins and presses possessed by each. These combines have been successful in enhancing the cost of ginning and pressing at the expense of the cultivator. The matter has been brought before the local legislature by a member of the Council, and is now under the consideration of the local government.

Owing to trade depression in the coal and manganese industries, the mining associations have recently on several occasions approached Government for assistance, and the local Government has reduced the rate of dead rent on areas occupied by mines by 50 per cent. The local Government has also approached the railway board in order to secure a reduction in railway freights.

The associations of employers appear competent to safeguard the interest of their members, but trades unionism is yet in its infancy in the province, and Labour associations have done little to improve the conditions under which their members work.

119. Apart from taking part in a few recent strikes, trade unions have not displayed much activity as yet. The postal union branch has established a co-operative society and a mutual benefit fund for its members, and the clerks' association branch has a mutual benefit fund.

120. The history of individual trade unions and the attitude of employers to them are indicated below :—

(1) *The Nagpur Textile Union*.—The above union came into existence on the 11th December, 1927, by a resolution passed by the executive of the union and was registered under the Indian Trade Union Act, 1926, on the 23rd December, 1927. Out of 51 members of the Executive Committee, 39 are employed in the Empress and Model Mills, and the remainder are professional men such as pleaders and doctors.

The attitude of the employers has so far been conciliatory, and both the Empress and Model Mills, Nagpur, have recognized the union:

(2) *The Model Mills Labour Union*.—This union was brought into existence on the 5th December, 1927, by a resolution of a general meeting of the union, and was registered on the 9th January, 1928.

Out of 17 members of the Executive Committee, nine are directly concerned with the industry. In February, 1929, the operatives of the mills made representations formulating certain demands and pressing for the recognition of the union, but no decision has yet been reached.

(3) *The Press Employers' Association, Nagpur*.—The above union came into existence on the 5th February, 1928, following a resolution of a general meeting of the members, and was registered on the 11th February, 1928.

From the report of the association, it will be seen that there were 236 members on the roll on the 31st December, 1928. Out of 17 members of the Executive Committee, 12 belong to the industry.

(4) *The Scavengers' Union, Nagpur*.—The above union came into existence as a result of the recent strike of sweepers in Nagpur. It was inaugurated on the 8th April, 1929, by a resolution of a general meeting of its members, and was registered on the 9th April, 1929.

Out of 15 members of the committee, 10 are working as sweepers.

On the occasion of the recent strike, the district authorities and the municipal committee refused to hear the grievances of the sweepers unless they formed themselves a union, and were registered under the Trade Unions Act.

(5) *The Textile Labour Union, Central Provinces and Berar*.—This union was brought into existence on the 30th September, 1928, by a resolution of the general meeting of the members and was registered on the 11th April, 1929.

121. *Trade Unions Act, 1926*.—(i) The Act came into force on the 1st June, 1927, and six trade unions have been registered up to date.

(ii) It is too early to judge of the effects of the Act. Trade unionism is still in its infancy in the province and is more under the control of politically-minded members of the intelligentsia than of genuine workers. The two or three most active leaders of the trade union movement in this province belong to the legal profession. The unions have all been recognized by the employers concerned, though the Model Mills refused to do so for some time.

(iii) No amendment to the Act has been suggested nor has any necessity therefor yet been experienced.

#### XV.—Industrial Disputes.

123. Since 1921, there have been 36 strikes affecting the various industrial undertakings of the province, 29 being confined to the cotton mills.

(i) The causes which led to these industrial disputes may be classified generally as follows :—(1) Demands for increases in wages and allowances; (2) demands for bonuses; (3) demands for shorter hours of work; (4) personal causes such as the dismissal or refusal to reinstate individuals; (5) resentment at the adoption of disciplinary measures; (6) resentment at reduction of allowances; (7) political; (8) others.

It was only in the case of two strikes that political causes were operative. In one (at the Pulgaon mills) in 1921 the management refused to close the mills on a *hartal* day (13th April); but these strikers also put forward demands for raising their grain compensation allowances in the course of the strike. The other strike on the Bengal-Nagpur Railway was a demonstration of sympathy with an office-bearer of the Railway Union who was arrested in connection with a strike outside the province.



Outside influences were traceable in only seven out of 35 strikes. Only three strikes, two at Nagpur and one at Pulgaon, were organized by labour unions. One strike at the Jubbulpore mills in 1923 is reported to have been inspired by sympathy with strikers at Ahmedabad. Otherwise, the strikes were for the most part local and did not present any special features though the demands of the strikers were occasionally extravagant.

In the following table the strikes are classified according to their causes :—

	Pay and allowance.	Bonus.	Hours of work.	Personal.	Discipline.	Reduction of attendances.	Political.	Others.
Akola—								
Hukumchand Mills (5) .. ..	1	3	—	1	—	—	—	—
Savatram Mills (4) .. ..	2*	—	2*	—	—	1	—	1
Jubbulpore—								
Raja Gokuldas Mills (7) .. ..	2	1	—	—	1	1	—	2
Municipal sweepers (1) .. ..	1	—	—	—	—	—	—	—
Nagpur—								
Empress Mill (2) .. ..	1*	1 (a)	1*	—	1 (a)	—	—	—
B.-N. Railway workshop (1) ..	—	—	—	—	—	—	1	—
Municipal sweepers (2) .. ..	2*	—	1*	—	—	—	—	1*
Rajnandgaon—								
B. N. Cotton Mills (4) .. ..	1	—	1	2	—	—	—	—
Pulgaon—								
The Pulgaon Cotton Mills (2) ..	1*	1 (a)	—	—	—	1 (a)	1*	—
Hinganghat—								
Bansilal Mills .. ..	1	—	—	—	—	—	—	—
Reckchand Mohota Mills .. ..	—	—	—	1	—	—	—	—
Burhanpur—								
The Tapti Mills .. ..	1	—	—	—	—	—	—	—
Badnera—								
Berar Manufacturing Co. Mills	1	—	—	—	—	—	—	—
Murtizapur—								
C.P. Railway .. ..	—	—	—	1	—	—	—	—
Yeotmal—								
Taxi-drivers .. ..	—	—	—	—	1	—	—	—
Kamptee—								
Municipal sweepers .. ..	1	—	—	—	—	—	—	—
Damoh—								
Municipal sweepers .. ..	1	—	—	—	—	—	—	—
Total .. ..	16	6	5	5	3	3	2	4

Note.—Where the disputes are caused by more than one reason the combined causes of disputes have been indicated by \* or (a) over the figure.

(ii) The following is a statement showing the duration of the strikes :—

Number of disputes lasting 2 days or less .. ..	2
“ “ “ 2 to 7 days .. ..	8
“ “ “ 8 to 15 days .. ..	11
“ “ “ 10 to 30 days .. ..	6
“ “ “ above 30 days .. ..	6
Total .. ..	33

(iii) The results of the disputes may be classified broadly as follows :—(1) Entirely favourable to workers ; (2) Partially favourable to workers ; (3) entirely unfavourable to workers ; (4) results unknown ; (5) inconclusive.

The following indicates the nature of the settlement of the strikes :—Entirely favourable, 5 ; partially favourable, 4 ; entirely unfavourable, 17 ; results unknown, 1 ; inconclusive, 7.

(iv) No reliable estimate of the extent of loss resulting from these strikes is available. The loss in working days has already been indicated in the statement appended. The following statement, however, gives a rough estimate of the loss caused by some of the strikes. It will be seen that practically the entire incidence of the strikes and the consequent loss fell on the cotton textile industry :—

Year.	The number of mills to which figures relate.	Loss to	
		employers.	workers.
		Rs.	Rs.
1921	Savatram Mills, Akola .. .. .	22,000	5,500
1922	Tapti Mills, Burhampur .. .. .	5,900	3,300
1922	Bansilal Abeerchand Mills, Hinganghat ..	64,725	12,968
1922	Empress Mills, Nagpur .. .. .	1,16,263	39,191
1923	Raja Gokuldas Mills, Jubbulpore .. .. .	42,000	17,500
	" " " .. .. .	15,000	9,500
1924	Empress Mills, Nagpur .. .. .	5,74,482	2,64,651
1925	Raja Gokuldas Mills, Jubbulpore .. .. .	15,000	14,000
	Savatram Mills, Akola .. .. .	12,000	6,000
	Hukumchand Mills, Akola .. .. .	6,000	6,000
1926	Raja Gokuldas Mills, Jubbulpore .. .. .	13,000	14,000
1927	Savatram Mills, Akola .. .. .	17,000	8,500
	Raja Gokuldas Mills, Jubbulpore .. .. .	5,000	4,000
1928	The Akola Cotton Mills, Limited (formerly Hukamchand Mills).	40,000	30,000
1929	Reckchand Mohota Mills, Hinganghat .. .. .	1,200	800

124. There is no sort of conciliation and arbitration machinery for the settlement of industrial disputes in the province except the formal provision for such machinery as will now be available by virtue of the Trade Disputes Act having come into force with effect from the 8th May of the current year. The necessity of some machinery for conciliation and arbitration has, however, been keenly felt in connection with one or two recent strikes. Leading industrialists like Sir Sorabji Mehta of the Empress mills and leaders of the labour movement have made informal representations to Government for the establishment of conciliation and arbitration machinery.

The local executive authorities have intervened in a few strikes and succeeded in bringing about a settlement. The local authorities although they have no legal status in the matter have intervened in the interests of the maintenance of public peace.

Although there is no machinery for settling disputes, workers never experience difficulty in making representations to the management of the industrial undertakings in the province. Trade union leaders from Nagpur, have on occasions, interested themselves in strikes in the moffusil and have taken part in the negotiations for settlement. For instance, Mr. Ruikar, a Nagpur lawyer and honorary secretary of the Central Provinces and Berar Textile Union acted in this way in 1927 at Pulgaon and in 1928 at Akola and utilized both the occasions for establishing local trade unions.

125. The Trade Disputes Act came into force in this province with effect from the 8th May, 1929 ; but no experience of its working has yet been gained.

126. (i) The local government has appointed a Registrar of Trade Unions under section 3 of the Trade Unions Act, 1926 ; and every facility is provided for the proper registration of all *bona fide* organizations. In one or two recent cases the executive authorities have used their good offices and secured the registration by the employers of such unions.

(ii) Precautions to maintain order are generally taken by the local executive authorities in all cases of strikes in which the attitude of the strikers is threatening ; but Government officers do not in any way interfere in these disputes unless breach of the peace occurs or unless both the parties to the dispute seek their arbitration.

The District Superintendent of Police settled one strike at Pulgaon in 1921, at the request of the parties, and the district magistrates settled two strikes, one at Akola last year and the other at Nagpur during the current year. Both parties voluntarily accepted the arbitration of these officials.

**XVI.—Law of Master and Servant.**

127.—*The Effect of the Repeal of Workmen's Breach of Contract Act.* No serious complaint has been received as a result of the repeal of the Act, but the Central Provinces and Berar Mining Association reports that the effect of the repeal of the Act has been to lessen the hold of the employer upon his recruited labour and has encouraged labourers to take advances from employers without any idea of fulfilling their obligations. When the Workmen's Breach of Contract Act was in force, on satisfying a criminal court of their *bona fides*, employers were able to obtain assistance from the criminal courts to bring back labourers absconding while advances were outstanding against them. They now find it impossible to recover dues of this nature, as the only remedy lies in the civil courts.

129. No statistics are available to show the extent to which the civil or criminal law is used to enforce the law of master and servant. Criminal courts have no jurisdiction *ad hoc*; and it is believed that few cases occur in the civil courts. The Workmen's Disputes Act is in force in the province but is rarely used.

**XVII.—Administration.**

133. It is not necessary in this memorandum to refer to the labour legislation enacted in the central legislature during the last eight years. Such legislation has been enacted on a very large scale. Mr. R. W. Fulay, a Nagpur pleader, who is associated with several local trade unions and interests himself in the welfare of labour, has been nominated by Government to the provincial legislature as a representative of urban factory labour. He and a few other members put several questions in the local legislature in the years 1921, 1925, 1927, 1928, and 1929, on various matters affecting the welfare of industrial labour. Government always gave as full answers to these questions as were possible from the material available. In the session of the Council in January, 1928, Mr. Fulay introduced a resolution recommending the appointment of a committee for an enquiry into the conditions of the working classes in the organized industries of the province such as mills, mines, and workshops. Government opposed the resolution on the ground that the working conditions in industries were not particularly unsatisfactory and the subject-matter of the resolution came more within the purview of the central legislature. The resolution was, however, carried by the council by 20 votes against 14 and the local government forwarded a copy of the debate on it to the Government of India for information. Mr. Fulay has also introduced a Maternity Benefit Bill and a Workmen's Welfare Bill in the local council, the details of which have already been referred to in this report. The commercial and industrial interests of the Central Provinces and Berar elect two members to the local council, one from the Central Provinces and one from Berar, and the Central Provinces and Berar Mining Association also elects one member. The attitude of the majority of the members of the legislature is, however, markedly sympathetic towards any measure affecting the welfare of labour.

135. Relations between the Central and Local Governments on labour questions have been satisfactory. Under the Devolution Rules (Schedule I, Part II, rule 26) industrial matters included under the heads factories and welfare of labour fall within the scope of the provincial legislature, but in all such matters there has been a tendency on the part of the local government to leave legislation more to the Central Government in order to secure uniformity of law and practice. The Central Government has regularly consulted the Local Government in respect of all the labour questions that have come up for consideration from time to time.

136. The department of Commerce and Industry of the Government of the Central Provinces is the administrative authority which deals with all labour questions; but the revenue department is consulted in all matters relating to mines. The Department of Industries under the Director of Industries, who is also Registrar of Co-operative Credit, is in immediate charge of all matters relating to labour. Under his general supervision the Chief Inspector of Factories with his staff of inspectors administers the Indian Factories Act. The Director of Industries is also Registrar of Trade Unions. All District Judges in the province have been appointed commissioners under section 20 of the Workmen's Compensation Act for areas within their jurisdiction.

There is no special labour office or labour officers in the province. The factory staff is utilized for collecting such information on labour questions as is required from time to time; but the necessity of some regular organization for the collection of labour intelligence has been keenly felt, specially in connection with the enquiries which the preparation of this memorandum has involved. With the advent of unionism, labour leaders have also urged on the Government the necessity of such

an organization. A board of industries, consisting of representatives of the employers and the employed, has been in existence since the year 1914, and all matters affecting the interests of labour are considered by this board. The board, however, acts in a purely advisory capacity.

137. *Effect of Differences in Law or Administration in Indian States and British India.*—This problem is not of importance in this province. The only industrial concern of any importance is one cotton mill in the Rajnandgaon State. The Indian Factories Act does not apply to it, but the employees of the mill, who number about 4,000, have by their unaided efforts secured conditions which are not dissimilar to those in similar concerns in British India. Recently the leaders of the Nagpur trade union movement tried to form a union of the employees of this mill, but did not succeed on account of the opposition of the State authorities.

138. Every effort has been made by the factory department to acquaint the workers with the provisions of the Factory Act and the Workmen's Compensation Act. Under the rules it is compulsory for a factory owner to place an abstract of the Factories Act, translated into the vernacular, in a conspicuous position in the factory premises. It must be remembered, however, that this alone is not sufficient as the majority of the workpeople are illiterate. The prosecutions that have been launched in recent years against the owners and managers of seasonal factories has, it is believed, been instrumental not only in acquainting workers with the law, but also in bringing home to them the fact that every effort is made to safeguard their interests both as regards safety and hours of work. It is believed that failure on the part of workers to take advantage of the Workmen's Compensation Act is rare.

139. (i) The factory staff consists of one chief inspector, whose duties are combined with those of the chief inspectors of boilers, and two inspectors. In addition sub-divisional magistrates have been appointed as additional inspectors, but have no power independently to pass orders. They exercise, under section 5 (a) and (b) of the Act, the power to enter and inspect a factory, reporting the result to the district magistrate. A number of medical officers have been appointed as certifying surgeons under section 6 of the Act for the certification of children in factories situated within the limits of the areas allotted to them. As far as the perennial factories are concerned, the staff would appear to be adequate, but during the short cotton ginning season the need of extra assistance is keenly felt. These factories are often situated in remote places where communications are bad and it is extremely difficult to pay surprise visits with sufficient frequency. During the year, 1928, there were 97 perennial and 659 seasonal factories at work. The perennial factories were all visited twice at least and in some cases three or more times; and with the exception of six newly registered concerns, all seasonal factories were visited at least once during the short season of four months.

(ii) The Act is an All-India Act and the rules framed under it by the various local governments were modelled on the draft rules circulated by the Government of India. A conference of Chief Inspectors of Factories was held at Simla in 1924, some two years after the advent of the new act, with a view to securing uniformity in the rules.

(iii) The number of visits paid to the factories, together with the number of prosecutions, are indicative of the rigour of administration :—

Factories on the register :—							1927.	1928.
Perennial	..	..	..	..	..	87	97	
Seasonal	..	..	..	..	..	617	659	
Total							704	756
Factories inspected by Expert Inspectors :—								
One visit	..	..	..	..	..	274	308	
Two visits	..	..	..	..	..	232	229	
Three visits	..	..	..	..	..	103	108	
More than 3 visits	..	..	..	..	..	86	105	
Total							695	750

The number of prosecutions has increased from 22 in 1923 (after the amendment of Indian Factories Act in 1922) to 176 in 1928, and convictions were obtained in practically every case.

(iv) The following table giving particulars of prosecution for the years 1924-28 inclusive shows the nature of the offences that are most prevalent :—

Year.	No. of prosecutions.	Results.	Convictions under sections.
1924 .. .. .	68	66 convicted..	26 under 41 (a) 1 .. 41 (b) 1 .. 41 (c) 13 .. 41 (f) 1 .. 41 (g) 8 .. 41 (h) 2 .. 41 (i) 3 .. 43 (a) 1 .. 43 (c)
1925 .. .. .	63	61 convicted..	24 .. 41 (a) 1 .. 41 (b) 1 .. 41 (c) 12 .. 41 (f) 3 .. 41 (g) 2 .. 41 (h) 1 .. 41 (i) 3 .. 41 (j) 1 .. 43 (c)
1926 .. .. .	94	94 convicted..	26 .. 41 (a) 1 .. 41 (b) 30 .. 41 (f) 4 .. 41 (g) 12 .. 41 (h) 2 .. 41 (i) 9 .. 41 (j) 1 .. 43 (c)
1927 .. .. .	111	111 convicted..	22 .. 41 (a) 12 .. 41 (f) 3 .. 41 (g) 19 .. 41 (h) 7 .. 41 (i) 6 .. 41 (j) 1 .. 43 (c)
1928 .. .. .	176	173 convicted..	21 .. 41 (a) 2 .. 41 (c) 36 .. 41 (f) 1 .. 41 (g) 15 .. 41 (h) 2 .. 41 (i) 7 .. 41 (j)

Fines ranged from Rs. 15 to Rs. 400 in 1928 against Rs. 15 to Rs. 300 in 1927. In some cases, particularly in those relating to the infringement of rules regulating hours of work, fines are too low to have any deterrent effect. The fines levied form a very small percentage of the profit earned by working the operatives beyond the legal time limit. District magistrates have been asked to ensure that adequate penalties are imposed in these cases.

### XVIII.—Intelligence.

143. (i) Existing statistics on labour questions are extremely meagre. The only statistics that are available now are the following :—(1) Census report of 1921, which contains information on the general conditions of labour and an industrial census ; (2) annual reports on the administration of the Indian Factories Act on questions relating to factory labour ; (3) an annual statement of rural and urban wages of agricultural labourers and workers employed in cottage industries ; (4) annual reports on the administration of the Indian Mines Act, which contain information on questions relating to labour in mines ; (5) a bulletin on index numbers for the cost of living at Nagpur and Jubbulpore, specially prepared during the years 1926 and 1927 ; (6) a certain amount of information regarding health, housing, welfare and vital statistics is also available from the annual reports of the Departments of Public Health and Civil Hospitals.

(ii) The statistics in the census report were collected by the census staff by personal enquiry as well as from returns made by the managers of industrial concerns. The statistics in the annual report on the Factories Act are based on returns received from factory managers and on a certain amount of personal investigation made by the inspecting staff. The statement of annual rural and urban wages is prepared from information supplied by the revenue authorities of the districts after general enquiries made through Tahsildars. The statistics of the cost of living index numbers were collected by an officer of the Provincial Service, placed on special duty for the purpose, by personal enquiries in the labour colonies of Jubbulpore and Nagpur over a period of one year. The annual reports of the Departments of Public Health and Civil Hospitals are prepared from the registers maintained in the public hospitals in the interior and in municipal offices.

(iii) The Superintendent of Census operations remarks in the 1921 report that the accuracy of the industrial census was not ideal as the investigators often did not understand the exact character of the enquiries to be made and there was a distinct tendency on the part of the enumerating staff to give inadequate information. Further errors arose in tabulation as the low paid staff to whom it had to be entrusted was not, in spite of supervision, sufficiently intelligent for the task. It is believed that the percentage of error was not very great.

The same remarks apply to the statistics prepared every year for the annual report on the Factories Act from the returns submitted by factories. This work is often left to clerks of low education who cannot be expected to notice that a return is obviously incorrect. While statistics regarding the number of operatives and hours of work are generally accurate those of wages leave much to be desired. The statement of rural and urban wages is based on very rough and ready enquiries made at tahsil headquarters. The special officer deputed to prepare the Cost of Living Index Numbers had to contend with difficulties arising from the aversion of workers to supply true information about their affairs. But it is believed that the margin of error is not great, and the investigation disclosed sufficiently accurately the trend of the cost of living.

144. The only method by which more accurate and complete statistics can be secured is by the work being undertaken by Government. This would involve the creation of a separate department in the charge of a trained statistician. Power would have to be taken to enforce employers to give information, but care should be taken that they are not compelled to give information the disclosure of which would be injurious to their business. It is not anticipated that trade unions will be in a position to assist in the compilation of statistics for a very long period.

145. (i) *The Investigation into the Cost of Living.*—An officer of the Provincial Service was placed on special duty in 1927 and he conducted enquiries at Nagpur and Jubbulpore. The results of his labours have now been published in the form of a bulletin. These figures for the two towns are now being kept up to date every month. A copy of the bulletin has already been submitted to the Government of India.

#### APPENDIX IV.

##### I.—Ginning Pressing Factories.

*Average daily number of persons employed, 39,500.*

No regular housing arrangements are provided. Less than one per cent. of the operatives who belong to certain class of mechanics, such as engineers, fitters, etc., are provided with free quarters.

**II.—Cotton Spinning and Weaving Mills.**  
Average daily number of persons employed 19,500.

Name of factories.	Description and number of rooms.	Accommodation available.	Accommodation utilized and rent paid.	Approximate number of operatives housed.
The Empress Mills	108 houses in Indora settlement, 72 rooms, i.e., 6 chawls of 12 rooms each. 60 supervisors' quarters.	72 rooms ..	Owned by workers. 56 rooms Re. 1 per month	294
The Model Mills, Limited.	600 rooms with verandah and path.	600 families	Free. 297 rooms. Re. 1 per month.	600
Rai Bahadur Bansal Mills.	Do. ..	50 families	Re. 1 per month	100
Burhanpur Tapti Mills, Limited.	Kutchha ..	232	Free .. .. 8 annas per month. 6 annas per month.	} 950
	New ..	31		
	Old pucca ..	185		
	Total ..	448		
Akola Cotton Mills Limited.	—	330 rooms..	4 annas per month. 6 annas per month. 8 annas per month.	} 600
Berar Manufacturing Company.	—	—	12 annas per month.	558
Vidarbha Mills	—	224 rooms..	8 annas per month.	450
Raja Gokaldas Mills.	—	59 quarters	12 annas per month.	112

**III.—Other industries registered under the Indian Factories Act.**  
Average number of persons daily employed 12,180.

Name of factory.	Description and number of rooms.	Accommodation available.	Accommodation utilized and rent paid.	Approximate number of operatives housed.
(a) Gun Carriage Factory.	775 quarters ..	—	12 annas to Rs. 4 per month.	666
(b) Bengal - Nagpur Railway Workshops	127 quarters ..	97 occupied	8 annas to Rs. 2 per month.	97
(c) .. ..	—	—	—	—
(d) Laxmi Oil Mill, Akola.	Huts are built on factory's land.			33
Amrit Match Factory, Kota.	—	150 operatives.	Free ..	25 closed
(e) Central Provinces Portland Cement Works.	240 .. ..	—	Free ..	350
United Cement Company.	Provide quarters	—	Free ..	150
Burn and Company..	Provide houses..	—	—	100
Perfect Pottery Works, Jubbulpore.	Brick built rooms	—	Free ..	500
Katni Cement Company.	150 quarters ..	—	Free ..	200

4. There is practically no information except for a few shellac factories, where imported labour is provided with free quarters.

*APPENDIX V.*  
*Statement of Accidents from 1924 to 1928.*

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Serial No.	Classification of industry.	Total number of accidents in 5 years.				Incidence of accidents per 100 persons of average daily employees.				
		Due to moving machinery	Due to fall of persons or objects or flying chips.	Caused by fire electricity or chemicals.	Miscellaneous including transport.	1924.	1925.	1926.	1927.	1928.
1	Spinning and weaving mills ..	239 <sup>a</sup>	65 <sup>a</sup>	13	65 <sup>a</sup>	Per cent. 0.40	Per cent. 0.38	Per cent. 0.46	Per cent. 0.44	Per cent. 0.33
2	Motor works .. .. .	—	4	1	5	0.84	1.72	0.98	2.54	2.20
3	Electric power house .. .. .	—	4	1	—	3.85	5.0	—	—	0.64
4	General engineering .. .. .	3	3	—	1	1.21	1.25	0.42	—	—
5	Railway workshop .. .. .	27	96 <sup>a</sup>	7	61	2.11	3.86	2.63	3.53	5.86
6	Tramway works .. .. .	—	—	—	—	—	—	—	—	—
7	Distilleries .. .. .	—	—	1	—	—	0.70	—	—	—
8	Flour mills .. .. .	—	—	—	—	—	—	—	—	—
9	Ice factories .. .. .	—	1 <sup>a</sup>	—	—	—	—	—	—	3.33
10	Rice mills .. .. .	2	1	1	—	—	—	—	—	0.34
11	Water pumping stations .. .. .	—	—	—	—	—	—	—	—	—
12	Dye works .. .. .	—	—	—	—	—	—	—	—	—
13	Gas works .. .. .	—	—	—	—	—	—	—	—	—
14	Oil mills .. .. .	21 <sup>a</sup>	1	1 <sup>a</sup>	1	0.56	1.36	1.20	1.07	0.56
15	Match factories .. .. .	—	—	1	—	—	—	—	0.41	—
16	Paint works .. .. .	—	—	—	1	—	—	1.43	—	—
17	Printing presses .. .. .	2	—	—	—	—	—	—	—	0.33
18	Brick and tile works .. .. .	—	—	—	—	—	—	—	—	—
19	Cement works and potteries .. .. .	47 <sup>a</sup>	24 <sup>a</sup>	27 <sup>a</sup>	21 <sup>a</sup>	0.94	0.81	0.82	1.22	1.08
20	Glass works .. .. .	—	—	—	—	—	—	—	—	—
21	Saw mills .. .. .	2	3	—	—	—	—	4.88	—	5.66
22	Forage press .. .. .	—	—	—	—	—	—	—	—	—
23	Ordnance factories .. .. .	86	198 <sup>a</sup>	24	96 <sup>a</sup>	4.70	2.62	2.77	3.96	4.41
24	Ginning and pressing factories .. .. .	109 <sup>a</sup>	33 <sup>a</sup>	22 <sup>a</sup>	55 <sup>a</sup>	0.10	0.138	0.072	0.09	0.137
25	Miscellaneous .. .. .	—	—	—	—	—	—	—	—	—

*Note.*—Indices in small numbers give the number of accidents that resulted fatally.

VOL. III, PART I



HARI KRISHNA AGRAWAL M.A., MANAGER, THE AKOLA COTTON MILLS,  
LTD., AKOLA (BERAR).

### Introductory Remarks.

The root cause of the present state of things in Indian industry is the apathy of the average shareholder. He does not take sufficient interest in what belongs to him. If he were to take enlightened interest in the factory, the managing agents would be compelled to take more interest, or curtail their enterprise by managing only those concerns which they own. In both cases efficiency would result. Why some of the mills do not flourish and others do, may to some extent be accounted for by the fact, that the men in authority in the former, are manufacturers, while in the others, they are not. In the case of manufacturers, industry is their principal line of business, while in the case of others it is only a side line. If the managing agents happen to be industrialists, their mills get more attention and consequently the problems of their factories are better appreciated, defects quickly detected and promptly remedied, enterprises courageously undertaken, and modifications needed owing to the change of circumstances introduced without ruinous delays. On the other hand, if the industry happens to be only a side line of the managing agents who are engaged in larger commercial enterprise they look on their mills as a shop which yields them or loses them so many thousands a month. Profit and loss statement is the only paper which interests them. All the defects of absentee landlordism are repeated with this modification, however, that industry to some extent provides an automatic check by way of competition. Pride in the product is absent. The sense of service to the community through industry is totally unthought of. On the other hand, these absentee agents, alone seem to have enough capital to keep the industry going. The experiment of running a cotton mill by other organizations more democratic in nature has yet to be tried.

For remedy, I would suggest that a small central committee consisting of representatives of departmental officers, managers, salesmen and agents, should visit every mill and discuss improvements and make confidential reports to the agents and management. The object is to pool the knowledge we have and to make the officers and agents create a public opinion of their own and live in it. This is bound to have a salutary effect. I consider this as a very important step in the right direction.

### II. Staff Organization.

10. There are workmen and women workers, who are directed and controlled by jobbers and naikins. These in their turn work under a head jobber who is controlled by the heads of the departments and their assistants. The heads of the departments are accountable to the manager, who is responsible to the managing agents.

The above is the organization for the technical side. Side by side with this organization is the control exercised by the office. Each department has got two clerks, who keep accounts of the movements of goods, stores, attendance and out turn. They are under a head clerk, who is controlled by the secretary or the manager as the case may be.

Our present heads of department have practically all risen from the ranks.

The weaving master, Mr. Jaduram Bhatt started life as a sizer on Rs. 40 p.m. (or thereabout). He is now drawing Rs. 500. This very month the agents have accepted the recommendation of the management in part and, given him a promotion of Rs. 50.

The spinning master, Mr. Patel started life as a fitter. He does not know much English, but knows his work thoroughly. The present head of the dyeing department started as a coolie. The engineer, Mr. Damle also began as an unpaid fitter, but passed his examinations subsequently after 3½ years.

The improvements suggested by us are :—(a) A larger number of graded examinations for millworkers to be held every 3 months. They should be in sections, or compartments ; (b) Publication of technical handbooks in Hindi and Marathi. In Gujerati, there are already some in existence ; (c) Conferences, meetings of technical men and on technical matters, should be organized ; (d) Vernacular technical journals should be also published ; (e) Another point of much importance is that just now, clerks, officers and other skilled men may as often be discharged for their incompetency as for the personal whims of the discharging authority.

A system of transfers through a central organization may have a certain amount of check. The discontented worker and manager may both keep this central organization informed of their desire for change and this organization may arrange the transfers. After three continuous complaints it will be quite apparent, which

party is more to blame, e.g., if a certain officer or clerk, is complained against, by three successive mill managers, he may be sent away to shift for himself. On the other hand if these men already working in other mills do not suit a mill manager, he needs a revision of his policy towards his inferiors.

I therefore respectfully suggest, that if the above method is adopted, skilled men will get what they prize most, viz., security of tenure and the management will get what it wants, viz., experienced hands.

The system of transfers like others is not without some disadvantages. The employee, for instance, may not prefer the new environment, but I submit it will be a little better than "no employment." It has also its compensating advantages. Changes in two or three mills will make the employee a fitter person to work than otherwise.

There are certainly, even during the present time, facilities for promotion of deserving workmen as is proved by numerous instances of men having risen from a workman to the highest position, but these are all, instances of men who have pushed themselves up, and acquired training as they climbed. It must be admitted that tact, capacity to impress others and social influences have also played their part rather than appreciation of sheer technical ability. Facilities, as such, there are none.

13. The relations between staff and rank and file are sometimes good and sometimes bad. Seventy-five per cent. of the ill-will against the staff can be cleared off if the aims of the latter can be made plain to the rank and file. More publicity would mean better relations. Indian mills are woefully under officered and the workmen are illiterate. Under these circumstances very little can be done.

The efficient working of democratic institutions rests on the intelligent individual interest. Such interest is kept up by means of press and platform. Illiteracy seals up both these interest awakening agencies. Press becomes to far, and platform too high.

In this mill a sort of work council in the weaving department was attempted by nominating 12 jobbers and getting 12 weavers elected, one from each line. The head jobber, the weaving master and manager attended the meetings. The weavers were openly and definitely guaranteed against victimization for any complaint they brought. They were also told not to discuss personalities, but to present their difficulties. These meetings were held and it was an education not only to us, the officers, but to the workers themselves, for when we replied to their complaints they began to see that the fault did not always lie with the cussedness of the management but with slackness or absence of some of their fellow workmen. But after a time the interest slackened and we dropped it.

14. The wages are paid by clerks and cashiers. A good deal of time is wasted by the workers surrounding the paying staff, in spite of arrangements to the contrary.

15. That job is generally given to contractors over which the management discovers its inability to control. It seems therefore most unfair to hold the management responsible for the acts of contractors.

Contract of only building work or some extraordinary item is given.

### III.—Housing.

16. (i) About 325 rooms are provided in my mill for the workers by the managing agents. Rent is from Annas 4 to Annas 8. These rooms can fetch Rs. 3 per month, if treated without concession.

(ii) Nil.

(iii) There are several, but the condition is very bad.

(iv) There are some rich workers who own houses.

17. None that I am aware of.

18. (i) Good.

(ii) Unsatisfactory though better than others.

(iii) Two large kitson lamps are provided giving light in the compound but none in the rooms. Sanitary latrines are provided. Good well-water is provided. About Rs. 15,000 were spent in digging the well. Pucca drainage has been built recently.

19. The utilization is full, if the employers were to double the accommodation the same would be utilized within a month. There is always a scramble for these rooms.

20. Annas 4, Annas 4 and Annas 8 for katcha, partly katcha and pucca.

21. They do sublet their rooms in their occupation to workers in other employ on the pretext of relationship. There is always difficulty in eviction.

22. I think the moral effect of chawls has been most disastrous. It is quite alien to Indian conditions and should not be encouraged at all unless the factory is situate in a place where no accommodation is available. I am quite aware of the conveniences which the labourers and employers get by industrial housing but in my opinion, the social and moral disadvantages far outweigh these. The workers talk shop, their ideas begin to run in a groove. Good families are, so to say, forcibly surrounded by families of evil traditions and become intemperate and immoral. Conditions become such that physically weak, unaggressive, friendless families are totally helpless against others of the opposite type.

Instead of forcing employers to build chawls for their workers, I would lay this burden on the shoulders of municipalities. Of course the employers would be made to contribute heavily in proportion to the number of their workers.

#### IV.—Health.

23. The general health condition of workers is not good though it does not compare unfavourably with labourers of their status in ordinary employ.

(iv) Juar mostly and some vegetable—Muhammedans and some classes take meat. The average worker does not spend proportionately on his diet and allows himself to be under nourished.

(vi) The disruption of family life has a most disastrous effect. Bad housing not only means bad health and inefficiency but it means bad morality. If the worker cannot keep his family, the restraining effect is gone and he deteriorates.

24. (i) Captain Apte, M.B.B.S., (part time) is in charge of the dispensary, assisted by a whole time compounder. The employers freely pay for medicines and injections.

(iv) The Red Cross society sends a nurse every week to look after the babies and she is doing good work. There is no other provision under this head by any agency.

25. They are fully utilized by both sexes. To what extent women patients do not avail themselves of the medical help offered I am unable to say.

26. (i) Sanitary latrines are provided, satisfactory both in numbers and construction.

(ii) Adequate well-water is provided.

(ii) The same. The management is building a tank to store bleaching water for washing purposes of the workers and hope to get the same ready in a month.

29. (ii) Cholera and malaria are widely prevalent. Malaria is sapping the vitality of the whole race and I consider it to be the greatest problem in India in all spheres, without a single exception.

30. Some of these benefits are difficult to introduce for want of literacy. Illiteracy is the stumbling block in all directions of reform.

(iii) There is very little prejudice left about the non-acceptability of western medicine. It is however, indisputable that Ayurvedic and Unani systems in certain diseases and at certain stages and to some patients are far more effective than Allopathic system as the last is superior to the other two, in others. Some old religious minded persons excepted, it is preposterous to suppose that the bulk of the patients refuse to accept what they see is doing tangible and immediate good.

*Paucity of Medical men.*—Government should freely train in very large numbers, compounders, nurses and midwives. Vaid, Hakims and Homeopaths. All these systems have been found to be doing good, and to be superior or inferior to each other in some respects and only a blind partizan would like to retain one, and wipe the rest out.

31. (i) Six weeks full wages are paid to every woman worker during the period preceding delivery. The expectant mother is required to put in only 8 months' service previous to claiming the maternity benefit. She is not compelled to rejoin work if she does not choose to do so.

#### V.—Welfare.

Maternity benefit as above described.

A baby creche is maintained at the mill expense. Free milk and sugar are provided for babies. Two nurses are in charge.

Free primary school is maintained.

Footballs have been given for play.

33. I am in favour of employment of such officers and workers. In fact trained and wholetime workers are wanted. Mill officers have very little time to spare.

36. One school. Not fully utilized.

37. Yes, it is most desirable. A scheme of provident fund should be introduced. The turnover is very great and hence it should be transferable from one mill to the other as well.

38. Very much in favour, but see little possibility of success till literacy is more widespread.

#### VI.—Education.

40. A system which combines recreation with education has alone chances of success. The other systems scare away attendance. Scouting, cultural films, organized games should have precedence over schools.

41. There are none. Trade schools are the need of the hour. The points that have to be kept in mind are that they must be conducted in vernacular and that they must be sectional. Courses must be short and able to meet a definite need and within that limit quite thorough.

This training can only be attempted by Government.

42. The present system of education is altogether one sided. It lays too much stress on knowing and very little on doing; still an educated man though he has some disadvantages has still overwhelming advantages against the uneducated. But if education is combined with practical work, nothing can beat the combination.

#### VIII.—Workmen's Compensation.

51 and 54. Compulsory insurance with indigenous companies should be introduced. But after the company is insured, the management should be free from botherations regarding the actual fixing of the amount of compensation.

#### IX.—Hours.

55. (i) 10 hours and 9½ hours.

(ii) The overtime is very seldom given to workmen. It is confined to less than 5 per cent. of workmen, e.g., jobber fitters, etc. Fitters work only 9½ hours every day.

(iii) About 7½ hours of actual work on the average.

56. Six days.

57. (i) good.

(ii) Good. The output in two of the mills whose past and present figures of output I possess, actually improved after the introduction of 10 hours rule.

58. Salutory.

59. Yes. There is the possibility of a reduction provided training is given to workers. We can easily reduce the number to eight hours per day.

The workers, I find, taking meals at almost all hours of the day. They generally take meals during the working hours and rest during the stoppage interval.

(ii) Very little discretion is allowed to the factory inspector for exceptional cases. The law may remain the same but it should be less rigidly administered. If the engine is kept stopped, permission of overtime for some small section not exceeding 10 per cent. may freely be given. Such work is in the interest of the industry as well as the workers themselves.

(iii) The mill works from 7 to 12 and from 1 to 6.

The holidays are few and far between. However, this a world question and cannot be taken by one country alone on account of severe competition in the world market.

For example, if I had a voice in the International Labour Organization I would demand a month's leave for every worker on full pay without the option of its being converted into cash. Money can be no substitute for rest and change.

A psychological factor of strikes is the monotony of working 10 hours day after day, month after month. No wonder that the worker at some time is in the mood of change at any cost. There is a world of difference between the mood of a person before and after his annual vacation. What about those who don't get any?

82. We house the infants in a separate shed in charge of two nurses. Women of the reeling department where no power driven machinery is working are allowed to take infants with them.

84. The regulations are all right, but some times they are wrongly administered by European medical officers who judge the age of the boy by his height and build. On questioning, I found that they had English standards which were not at all applicable to India much less to the labouring classes who are ill-nourished and consequently less in height.

105. I do not think any good can come out of fixing minimum wages.  
 106. (i) It is very little, e.g., about Rs. 52 on a pay roll of Rs. 29,000.  
 (iii) The fines are spent for the benefit of the workers.  
 (iv) If the power of fines is taken away dismissals will be more frequent.

Mr. E. S. L. BEDDY, OFFG. CHIEF ENGINEER, CENTRAL PROVINCES,  
 PUBLIC WORKS DEPARTMENT, IRRIGATION BRANCH.

#### I.—Recruitment.

The following replies refer to the recruitment of departmental labour for the construction of the Kharung and Maniari projects in the Hasdeo Circle. These are the only works for which labour has been recruited departmentally on a large scale during the last few years :—

2. (i) Generally local labour only is engaged and employed by contractors and labour recruited from any distance is employed departmentally. The extent to which labour has been recruited departmentally in recent years for the construction of the Kharung and Maniari Reservoirs and canals in the Bilaspur district is as follows :—

Year.	No. of labourers recruited who arrived at the site of works.			
1924-25	..	..	..	.. 2,714
1925-26	..	..	..	.. 3,121
1926-27	..	..	..	.. 7,006
1927-28	..	..	..	.. 8,601

Most of the labourers are engaged for a period of about 5 months during the year (January-May) and return to their villages during the kharif season (June-December) but a certain proportion of the labourers, those who own no land of their own, remain at work throughout the year. At the Maniari dam about 1,800 labourers have remained during the present rains.

(ii) Local labour is engaged annually on the maintenance and repairs of irrigation works, but such labour is mainly dependant for a livelihood on agriculture and undertakes work for the department merely as a subsidiary occupation. Practically no labour is employed permanently by the department.

3. (i) Paragraphs 289 to 301 of the Central Provinces Public Works Department, Manual of Orders, Volume 1, as amended by amendment No. 237, contain the rules for the recruitment of labour departmentally and its employment, and explain the methods of recruitment. Advances are granted to labour recruited from a distance ; the usual amounts of advances are Rs. 5 per adult and Rs. 3 per child. The amount of these advances is recovered by instalments from wages earned.

#### II.—Staff Organisation.

13. (i) Labourers are usually more ready to accept employment departmentally than from a contractor, since as a rule they believe that they will obtain fairer treatment from the staff of the department than from a contractor. The fact that the labourers have returned to work in increasing numbers from year to year indicates that they have been fairly treated by the staff of the department and are satisfied.

14. (i) Attendance registers are kept and measurements of piecework are made by the subordinates of the department, and their work is supervised by officers of the department.

(ii) The labourers are paid by selected subordinates of the department under the direct supervision of the Sub-Divisional Officer who is a gazetted officer.

16. (ii) On arrival at the site of work, labourers recruited from a distance are given two days' pay to enable them to construct huts from materials which they are allowed to obtain free of charge from the forest near the work. Where, however, materials for the construction of huts have already been collected at the site of the labour camps only one day's pay is given as hutting allowance.

24. (ii) A dispensary is opened by Government at large labour camps—usually at the headworks of a canal. The sub-assistant surgeon in charge visits other labour camps and medical attendance and medicines are provided free of charge to all labourers.

34. (iii) Where local supplies of rice or fuel are insufficient, or when it appears that prices are likely to be inflated to an unreasonable extent, the department opens depots for the sale of these commodities at approximately cost price, and this has a controlling effect on the local market rates.

## XII.—Wages.

96. Labour is, as far as possible, paid on the piece-work system, and the average wages earned are roughly 6 annas per man, and 4 annas per woman as compared with the normal rates of 4 to 5 annas for men and 3 to 3½ annas for women.

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MAJOR C. M. GANAPATHY, I.M.S., OFFG. DIRECTOR OF PUBLIC HEALTH,  
CENTRAL PROVINCES.

*Note on sanitation and housing, welfare and health conditions of labour in the mills, factories and mines of Central Provinces and Berar.*

*Sanitary conditions—Textile mills.*—In these the sanitary conditions are better than those obtaining in the houses of the workers. Sanitary latrines and urinals are provided in all the mills. Ventilation is generally satisfactory and lighting good. Supply of drinking water is maintained, which, though not filtered, care is taken that it is not polluted. Temperature inside the mills is kept as far as possible uniform, and is not liable to sudden atmospheric fluctuations.

*Factories.*—The same, however, cannot be said of the factories. The perennial factories approximate the condition of the textile mills, but the seasonal ones are generally dirty. Ventilation, too, is not adequate to cope with the dust generated during the manufacturing processes as there is no satisfactory arrangement for its removal. Lighting is satisfactory. In many concerns the alleys and corners which were dark are now lighted by the introduction of electricity.

There are a number of factories which do not come under the definition of "factory" according to the Indian Factories Act. The sanitary condition in these factories is still worse and little attention is paid to it. Bidi and shellac factories can be taken as conspicuous examples of this class. In bidi factories there is considerable overcrowding, and no regard is paid to light and ventilation arrangements. The shellac factories on the other hand emit very offensive odour, due to lack of adequate washing and drainage. The waste water is allowed to stagnate at the back and sides of the buildings, giving out a most offensive odour. In Bhattagarh there are several fireplaces for melting shellac, and this room gets considerably overheated, which cannot but have a harmful effect on the labourers working there. The application of the Factory Act would no doubt improve these establishments.

*Manganese mines and quarries.*—These are usually open air undertakings, and hence the sanitary arrangements are generally good. If underground, ventilating shafts are sunk at every 100 feet or so.

*Coal mines.*—Here also there is both surface and underground work. The surface work being carried out in the open air, the question of light and ventilation is not important. For the underground work, provision for fresh air is made by ventilation shafts. Artificial lighting has to be resorted to.

*Housing conditions.*—In most of the textile mills, housing is provided for a certain number of mill hands with their families. Each labourer is allowed one room with a small verandah or an open space just in front. The size of the room is from 8 feet by 6 feet to 10 feet by 8 feet, with a door and a small window. There is no arrangement for cross ventilation. Though the window is provided, it is usually kept closed and little advantage is taken of it as it is not placed over a man's height. It will certainly be an advantage if ventilators are provided near the ceiling with an eye to cross ventilation. The room is used for all purposes, cooking, bedroom, store room and even a delivery room. All the belongings are stacked inside. The room is sometimes shared by two brothers or some other relatives or friends of the mill-hand, and no privacy is usually observed. Common latrines are provided for each chawl. In a town having waterworks, a common water stand is provided, but where there is no such arrangement, water is obtained from a well constructed by the mill authorities.

Those who do not occupy the rooms provided by the mills build their own huts in the bastis or files by paying some ground rent or sharing some rented room with others. Such files are numerous in big industrial towns. In these files the labourers

reside in groups of anywhere from fifty to five hundred houses. The huts constructed by the labourers usually have no provision for light and ventilation. The sanitation is looked after by the municipality of that town. Generally there is no private latrine. Either the open fields are made use of or municipal public latrines are patronized. One or more public hydrants or standpipes are provided by the municipal authorities maintaining waterworks, otherwise drinking water is obtained from a public well close by.

Housing problem has been systematically tackled by the Empress Mills, and a model village is being developed for their employees near the Indora basti.

*Factories.*—Some of the perennial factories provide housing for a certain section of their labour force, but in the seasonal factories no such arrangement is made except for a few mechanics. The labourers reside in the files, the condition of which is the same as that described under the textile mills.

*Mines.*—In quarries and small mines the number of labourers employed is small, and they reside in the surrounding villages. They come to work in the mornings and return to their houses in the evenings.

In larger mines, where the labourers coming from distant villages are employed, the mining authorities have constructed permanent burnt brick houses for their labourers. Each family has a well ventilated quarter with a verandah. Most of these quarters are in blocks of not more than four quarters per block.

*Welfare work.*—In Nagpur, welfare work for the benefit of labourers employed in the Empress mills is done (a) inside the mill compound by the Empress mill authorities and (b) outside in the bastis by the Y.M.C.A.

At other places in the province no welfare work is undertaken in the bastis or files. Schools are, however, maintained for the benefit of half-timers either by the mill authorities themselves or by the municipal committees with the aid of the mill authorities.

*Creches.*—Seven textile mills in the province provide creches and about 230 babies are reported to have been cared for daily. These creches are under the supervision of a lady doctor and nurses, as in the case of Empress mills or ayas or old women in other mills. As the law does not make the provision of creches compulsory, the example has not been copied in all the mills.

The factories as a rule do not employ a large amount of female labour, and hence the question of providing creches has not made much progress.

In two or three big mines, arrangement has been made to look after the toddlers while the mothers are working.

*Maternity benefits.*—Four textile mills and one factory (pottery works) grant maternity benefits. The amount granted differs at different places, varying from three to eight weeks' wages at the time of confinement. During the year 1928, 292 women received these benefits against 286 in 1927.

*Infant welfare centres.*—No infant welfare centres are maintained by the mills or factories. A certain amount of work in this direction is done in the creches described above. The infant welfare centres (run under the joint auspices of the Child Welfare Committee of the Red Cross Society and the local bodies) in Nagpur and other towns are located in or near the basti where a large number of labourers reside.

An infant welfare centre has recently been opened at one of the manganese mines and it is likely that one more will be opened shortly in one of the coal mines.

*Medical facilities.*—Thirteen perennial factories maintained dispensaries with qualified medical officers in charge, while others kept first aid appliances and a few medicines for emergencies. At certain places grants are given to local dispensaries with whom they make arrangements for the treatment of the employees. Seasonal factories do not see any necessity for having a dispensary of their own. The total number of patients treated in 13 perennial factories maintaining dispensaries was 186,634 during the year 1928.

Some important mines have maintained dispensaries, with one or two rooms attached for indoor patients, in charge of a qualified medical officer.

At some of the smaller mines, a stock of simple remedies is kept, and this is distributed free of charge.

*Industrial diseases.*—There is no record of any industrial diseases in this province, but there can be very little doubt that diseases such as dust asthma, bronchitis and tuberculosis must be prevalent in the cotton industrial centres. Figures supplied by the Empress mills show that about 5 per cent. of the cases treated in their dispensaries were for the diseases of the respiratory system.

*Predominant diseases affecting the labour.*—No statistics for these are available. The labouring class is usually dirty, and again has to work under unfavourable circumstances which lead to scabies, ringworm and such other skin diseases. This

can be seen from the cases treated at the Empress mill dispensaries, where 21.74 per cent. of the total treated in 1928 were for the diseases of the skin. It is reported that pneumonia is more prevalent among the underground workers during the cold season, as it is just possible that on coming out of the mine, which is generally warm, contact with the cold surface air causes chill leading to this disease.

*Hookworm and other worms.*—In 1921 the Local Government appointed a special officer to carry out investigations regarding the prevalence of hookworm infection among the labourers employed in the mills and mines of this province. This officer examined 6,740 labourers, which represented the average daily attendance in the Empress mills, and found that 714 or 10.59 per cent. were infected with hookworms, and 1,417 or 21.02 per cent. with roundworms. In 1922, 58 labourers in Barwelli manganese mines (Balaghat district) were examined, with the result that 13 or 22.41 per cent. of them were found infected with hookworms. Preliminary investigations carried in Ballarpur coal mines showed that 75 per cent. of the labourers were infected with this worm.

*Children employed in the mills and factories.*—In the textile mills children are employed as half-timers, but the stringency of factory law is gradually reducing the number. Other factories employ them sparingly. The total number of children employed per day in mills and factories was 1,439 in 1928, against 2,183 in 1921. The number of children attending primary school attached to factories was 651 during the year 1928.

#### THE BIDEE FACTORY LABOURERS OF THE CENTRAL PROVINCES AND BERAR.

On behalf of the Bidee factory labourers of the Central Provinces and Berar we beg to submit the following for the kind and favourable consideration of the chairman and the members of the Commission.

*Bidi Factories and the Labourers.*—In the Central Provinces and Berar there is a great manufacturing business of bidees, and thousands of labourers of both sexes, even children, earn their livelihood by attending these factories, which are located in the towns as well as in the villages. Almost all the bidi labourers, with a few exceptions, belong to the so-called depressed classes.

*The Daily Routine of a Labourer.*—The specified material such as leaves, tobacco and thread, are given to them at every factory, and in some factories they have to buy thread. Each labourer brings to his home the leaves and soaks them in water. After being soaked, the person cuts each leaf symmetrically by means of scissors. The cutting of the leaves is carried on generally till midnight, and the balance is cut by getting up very early in the morning, as each labourer has to attend the factory before noon. In the factory he makes bidees for the whole day, packs them in bundles of 25 each. These packed bundles are handed over to the manager of the factory. Owing to incessant laborious work and to the anxiety of next day's call the labourer never sleeps in peace.

*The Rate of Wages.*—The rate of wages per thousand bidees varies from 4 annas to 11 annas according to the "finish." These rates are not stationary for all seasons. During the winter and summer the rate remains more or less normal, but in the rainy season it is lowered.

*The Average Wages per Head per Day.*—The average rate of bidee-making per day per labourer is less than a thousand. The labourer in some way or other maintains his soul and body together with the greatest difficulty by the scanty daily wages, and each labourer is a debtor owing to insufficiency of wages.

*Cuts in the Wages.*—Before paying wages to a labourer, a certain amount of money is deducted from his scanty wages to recover the loss in the less number of bidees made out of the specified tobacco and leaves. Occasionally the labourer is not paid for the whole or part of the bidees for the reason that they have not been prepared to satisfy the sorter's wish.

*Sorting and Dharmadaya, i.e., Charity Fund.*—There is a special rule in some factories that while sorting, one or two bundles of bidees are obtained for every thousand bidees or its fraction (this is unreasonable). In the same way 3 or 6 pies for every rupee wages or its fraction are recovered or deducted as a charity fund before payment of wages is made. This obtained fund "the sorting as well as the charity fund" are never utilized for the betterment of the labourers, but this money is spent according to the will of the manufacturers. Only in rare cases the money is utilized in sarais, temples or in such other purposes, and the majority of the labourers being of depressed classes derive no benefits from money spent as the untouchability is in existence.



*The Condition of the Female Labourers.*—In most of the factories the females have no separate accommodation, and males and females sit side by side. Generally the females are belated up to 7 or 8 in the night for receiving their ready made bidees and issuing them leaves. The chastity of the female employee working in the factories is always in danger. Only a few female labourers are allowed occasionally to make bidees at their homes on reduced rates.

*Behaviour between the Labourers and their Superiors.*—Maltreatment is always exercised upon the poor labourers even for trifling matters, and uneducated labourers or female labourers never get his or her weekly wages fairly.

*Owners Discretion towards the Labourers.*—The Juvenile Factory Act not being applied to the bidi factories, children of the age of five even work in the bidi factories. Owing to this encumbrance the bidee labourers are backward in education. The owners of the factories never pay attention to their improvement of health or living and never give facilities for education.

*Labourers Encumbrances.*—The bidee labourers being absorbed in making bidees only, become unfit for other labour or work, hence when most of the factories close in the rainy season these labourers experience many hardships. When the labourers are ill or when the female labourers are confined they do not get any wages for the period. Once in a week, when the factory is closed for a full day or half a day on account of bazaar day, the labourers do not get any wages. The labourers take food in the morning and do not go home during the whole day for fear that they will have less ready-made bidees to give. The labourers carry out their work at home and in the factories by sitting on the floor.

*Demands of the Labourers.*—(1) The Factory Act should be applied to the bidee factories.

(2) The rate of bidee-making should be legalized so as to be uniform for all seasons, and this rate should be according to profits, but in any case not less than 9 annas per thousand.

(3) The sorting of one or two bundles of bidees and charity deductions (fund) should be stopped.

(4) The female labourers should not be allowed to stay in the factories after 5.30 in the evening, and the factories should be closed at a fixed time every day.

(5) The female labourers should have separate accommodation from males.

(6) Every precaution and judicious arrangement should be carried on to maintain the chastity of every woman labourer, otherwise female labourers should be allowed to make bidees at their homes at the same rates.

(7) Provision should be made so that every female labourer should get one month's wages during confinement.

(8) Female managers should be engaged specifically for female labourers to transact with them.

(9) Qualified nurses should be at service for obtaining facilities for the infant welfare.

(10) Schools should be established for imparting compulsory education to the labourers for at least one hour in the day. Ayurvedic dispensaries should be opened and a useful kind of library should be maintained for them.

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Sir SORABJI B. MEHTA, C.I.E., MANAGER, EMPRESS MILLS, NAGPUR.

The Empress Mills, Nagpur, comprising a group of five mills, began working on the 1st January, 1877, and I have been connected with the mills for the last 39 years. Our mills are cotton spinning and weaving mills, and we have our own up-to-date dye and bleach works. We have also five ginning and pressing factories in centres where cotton purchases are made for us on a large scale. We have on our rolls 8,800 workpeople, consisting of 6,887 men, 1,810 women and 103 half-timer boys. The average daily attendance of our workpeople is 7,500. And we produce annually for sale 98,56,000 lbs. of yarn and 75,31,000 lbs. of cloth.

#### I.—Recruitment.

1. We have on our mills' rolls at present about 8,800 workers, including about 1,800 women workers. Our labour population is mostly indigenous with a sprinkling of people from the Chhatisgarh division of the Central Provinces, and from the United

Provinces and Northern India. The Chattisgarhis, who came to Nagpur in some season of famine, having found permanent employment at our mills, have made Nagpur their home. United Provinces and Northern India have been supplying us with our watchmen and our boiler coolies and serangs. Very few of these workers have brought out their families with them, and they always love to go on leave to their distant homes. I am not aware of any particular streams of migration of labour from other provinces to Nagpur, and for the last many years our labour force has remained very much alike, in so far as the races and castes employed are concerned, the majority consisting of Mahars (depressed class people). A statement (enclosure "A") showing the principal castes, etc., of our workpeople is sent herewith.

2. As our workpeople are mostly inhabitants of Nagpur, or have come from the neighbouring villages, the proportion of those going out to their villages on leave is about 10 per cent.

As to the enquiry about the extent of permanent labour force, I may say that the whole of our labour force is permanent.

3. As a rule, we have always had ample local labour. However, many years back we did send out recruiters to import labour, but such imports were only 500 to 600. I am, therefore, not in a position to express any opinion on labour recruitment and its methods, as also on the desirability of establishing public employment agencies.

4. As most of our employees have their families in Nagpur, there is little disturbance of family life among our employees; and as such I have no practical experience of the effects of disturbance of family life.

7. There is a good deal of unemployment in Nagpur, both among skilled and unskilled workers, for our present experience is that we have never had to go seeking men to fill up vacancies, and every fortnight many apply to us in vain for admission.

8. (i) A statement (enclosure "B") showing turnover, since the year 1908, of labour at our mills which have had an existence of over half a century, is sent herewith. Another statement (Enclosure "C"), also sent herewith, gives statistics of periods of service put in by our operatives. It will be found from the latter statement that the average period of continuous service put in by a worker at our mills is 7.89 years.

(ii) Practically no casual labour is employed by us in any of our principal departments, viz., spinning, weaving, dyeing, bleaching and power plants. In our building department, however, labour is mostly casual. For every small job a petty contractor is asked to bring his men to finish it, advances are given to him to make payments to his workers and a final account is made up when the job is finished. I may mention in passing that we have to maintain a building department, having a small permanent staff of civil engineers, overseers, draughtsmen, masons, carpenters and coolies to attend to the repairs and maintenance of the buildings appertaining to our five mills, of our officers' quarters and chawls for clerks and watchmen. The superior building staff also supervises the new construction work.

(iii) (a) and (b) For the extent of absenteeism at our mills, please see statement (enclosure "S") appended to my remarks under sub-heads 57 and 58. The commonest cause of absence is illness of the workers themselves or of their dear ones at home. As, however, we have on our rolls 8,800 workpeople against an average daily attendance of 7,500 which make the full complement of hands needed to run all our mills, absence due to illness does not markedly affect our mills' work as does absence brought about by the marriage and pilgrimage seasons, the former coming off in the months of May and June and the latter in February. In most cases leave is obtained beforehand by the workers for such absence. Another cause of absence, but in this instance of an occasional nature, is the spread in the town of an epidemic.

(c) The average of the percentages of absenteeism for several years among our workers as worked out in my statement (enclosure "S") appended to my remarks under sub-head 57 comes to a little over 16 per cent. The time thus lost by our workers comes to about 58 days a year, and the wages lost in consequence amount to about Rs. 4,05,900.

## II.—Staff Organisation.

10. The Central India Spinning, Weaving & Manufacturing Co., Ltd., which own the Empress Mills, are a Joint Stock Company, having their registered office at Bombay. Under the Articles of Association of the Company, it is the Board of Directors that is the ultimate authority to decide important questions relating to the mills; but the board has delegated certain powers to a firm of managing agents, viz., Messrs. Tata, Sons, Ltd., to supervise generally the working of the mills and to make appointments to responsible posts. The appointment of mill manager is made by the managing agents, who have invested him with authority to make appointments of assistant managers, heads of departments, assistants and other members of the

supervising staff. Generally it is the managing agents that make purchases and sales, and arrange for the financing of the business of the company and for effecting the insurance of its property, but due to the mills being situated more than 500 miles away from the head office of the company, and to the implicit faith the managing agents have in their mill manager, they have given him a free hand in the management generally of the mills, and it is he who makes purchases, sales, etc.

11. For filling up managerial and supervising positions, the Empress Mills have a system of taking up and training apprentices. Two types of youths are selected for the purpose, viz., those that have had a good school education, and those that have secured diplomas of technical institutions or university degrees. Unlike most mills where apprentices have to pay premium for being trained or have to work as unpaid employees, our apprentices enjoy an incremental scale of pay during the full five year period of apprenticeship, there being a higher scale for diploma holders and graduates. The kind of training given to both classes of apprentices is alike in all the departments of our mills, and though due to their superior educational equipment graduates usually pick up work much quicker and are put into responsible positions earlier, there have been instances of ambitious young men of ordinary education who, by dint of self-help and hard unremitting toil, have outstripped their brothers with superior initial qualifications.

Up to the 15th April, 1928, we trained 265 apprentices, including 33 graduates. Out of this number, two graduates and six ordinary apprentices died in our service, and 16 graduates and 79 ordinary apprentices are still with us, of whom 62 including 15 graduates occupy responsible positions at our mills. Of the 162 apprentices who left us, 74 joined other concerns on high posts detailed as follows:—13 Mill managers; 18 engineers; 17 carding and spinning masters; nine weaving masters; five dyeing and bleaching masters; four assistant carding masters; six assistant weaving masters; one assistant principal, Government Weaving Institute, Serampore; one textile expert to the Government of Madras.

12. Such of our workpeople as show intelligence and capacity to supervise, are trained up to occupy positions of mukadams, jobbers and foremen. In fact, our present subordinate supervising staff consists of our own men who have risen to these positions, and so far we have had no occasion to import men from outside for these posts. Also such youths as have originally joined the spinning department and wish subsequently to join the weaving department, where the wages are comparatively higher, are allowed to do so.

13. (i) At our mills relations have always been very cordial.

(ii) As mentioned in my remarks under subhead 12, at our mills jobbers are appointed from among our own intelligent men. Our jobbers can dismiss workers under them, but such dismissals never take place without the knowledge and sanction of the departmental head concerned. In other mills, however, jobbers are outsiders whose particular merit is the number of workpeople they can bring with them. In such mills the workpeople are said to be entirely at the mercy of the jobbers, and a number of malpractices generally prevail there.

14. (i) and (ii) At our mills, timekeeping and attendance registers are maintained by a special staff of timekeepers as per procedure explained below.

Every morning as soon as the mills start work, the foremen in charge of the different departments collect attendance tickets from the workers in their respective departments, who have attended the mills, and send the tickets to the timekeeping department. The staff of this department mark "presence" on these tickets and in attendance registers, keep the tickets with them up to 3 p.m., and then deliver them back to the workers of the different departments. If in course of the day an operative takes leave, an intimation in that regard is sent by the foreman of the department concerned to the timekeeper who makes necessary alterations in the ticket and attendance register as per details given as follows:—If leave is taken before 10 a.m., one quarter day's presence is marked; after 10 a.m. but before 2 p.m., one half day's presence is marked; after 2 p.m. but before 5 p.m., three quarter day's presence is marked.

Against the names of those workers who are not on duty, "absence" or "leave," as the case may be, is marked in attendance registers. But so far as entries in the tickets are concerned, if leave is taken by a worker, it is marked in his ticket the same day. In cases, however, of absence due to illness or other domestic reasons or of absence without any reasonable cause, "leave" or "absence," as the case may be, is marked in the ticket of the worker concerned on the day he returns to work.

At the close of the month the entries in the tickets and attendance registers (which are also called pay registers) are compared by the timekeeping staff, rates of wages are entered in the same registers and are checked, and wages are calculated

by them in respect of such of the workers as are paid at fixed rates. All the registers for fixed wage earners are next passed on to the general office where a special staff, maintained for the purpose, check only the evaluations.

As regards piece-work, registers for this class of work are maintained under the direct control of the heads concerned in the departments mentioned in the statement (enclosure "Z") referred to in my remarks under subhead 115 (vi), by the clerks working in these departments. The following procedure explains how these registers are written up.

On each machine, on which a piece-worker is employed, a memo is kept in which the machine number, and in some cases the name and the ticket number of the tenter are written. In the same memo the amount of work done on the machine, or by the tenter, is entered from day to day by a clerk on his usual daily round, or next day when weighing the output. In the event of the tenter being absent, another one has to work in his place on the same machine, in which case the name of this substitute is entered in the memo, or in a special book kept for the purpose, against the date on which he works on the machine in question. Entries as per these memos, or books, are subsequently posted in the registers, wherein a separate account is kept of the work done by each operative or of daily earnings in the case of weavers. At the close of the month, total is taken of the daily work or daily earnings, and all entries therein are checked by another experienced clerk of the department concerned. The registers so completed are then passed on to the timekeeping staff who enter in the pay registers the amount earned in all cases of piece-workers, but where evaluation has to be made by them, the amount of work done and the rate of pay are also entered by them in their register. Figures of wages of piece-workers also are checked in the general office.

When the pay registers are ready, duly checked, the amount earned by each worker as shown in the pay register is entered in his attendance ticket for the month to which the payment relates, and the tickets, so completed and signed by the head timekeeper, are delivered to the workers on the day on which the payment is to be made.

As regards method of payment, I may say that our cashier goes to the different departments with a pay clerk. About 30 to 40 workers of the department concerned are arranged in a queue; and each one presents his pay ticket in turn to the pay clerk. In a book known as "pay book" the month for which payment is made and the name of the department are noted beforehand by the pay clerk, and when the ticket is presented to him, he further notes down the ticket number of each worker and the amount of wages earned by the latter, and passes on the ticket to the cashier. With a view to exercise an additional check in regard to payments made, the cashier is given the assistance of a jobber or mukadam belonging to the department concerned. The amount of pay is, in all cases, given by the cashier, in the first instance, to this jobber or mukadam who, in turn, after counting the money, hands it over to the worker telling him at the same time the amount paid to him.

15. We get the undermentioned works of our mills done by daily labourers engaged by petty contractors :—Loading and unloading of goods at railway station and at mills; clearing of goods from railway station; stacking of bales of cotton, yarn, and cloth in our godowns, and construction of new buildings.

We give advances to the contractors from time to time to enable them to pay their men's wages and the work is supervised by our building and general department staff.

### III.—Housing.

16. We started our mills in the year 1877, with 1,500 workers; and as all these workers were local men and owned houses, the question of providing housing facilities for them did not arise at that time. Nor did we feel any necessity in this regard for about three decades more. Frequent outbreaks of plague in Nagpur, however, affected our labour and compelled us to import some 500–600 workers. To accommodate those outsiders, we built in the year 1909, six chawls, each consisting of 12 rooms at Panchpaoli, a locality about two miles away from the mills, and offered the rooms at a nominal rent of Re. 1 per month. Each room is 10 ft. 8 in. by 10 ft. 8 in., and has a front verandah 6 ft. 6 in. wide as also a back verandah 5 ft. wide, which latter has been enclosed to serve as kitchen and store room. All the imported labourers, for whom these chawls were built, as mentioned above, having left us gradually, the chawls remained unoccupied for some considerable time, more especially as most of our workers, who belonged to Nagpur, did not take to the chawls, and we had consequently to let on the same easy terms 12 of the rooms to the Depressed Class Mission Society. But the ideas of our workers have since been changed and these rooms are now much sought after.

With a view to ensure contented labour, we have been considering, since the year 1918, a scheme for a model village, which will combine in it the best features of village life with up-to-date modern sanitary and other conveniences, where each man could own or rent a cottage for himself. Negotiations were opened with Government in 1919 for a suitable site. For five years a good deal of correspondence was carried on with the Government officials who were pleased to take interest in the scheme. Different sites for locating the village were examined and the terms and conditions on which Government would let us have such plots were considered in consultation with persons having great experience in such work and with the Y.M.C.A., who have been carrying on welfare work in the localities inhabited by the mill employees. In 1923, the idea took practical shape. A plot of land measuring about 200 acres at a distance of about two miles from the mills, in a locality known as Indora, where a considerable number of workpeople live, was selected for the purpose, and a lease of 27 years was entered into with Government on favourable terms in 1925. The whole scheme will require several years for completion, and when completed will cost about Rs. 25,00,000. Most of the houses so far built have been occupied by our workpeople, and more houses will be built when our workpeople have been attracted to the village in sufficient numbers.

The following are some noteworthy features of the model village :—

- (i) Each house will stand in its own ground.
- (ii) The ordinary plots measure 36 ft. by 53 ft. and nobody will be allowed to build on more than one-third of the space.
- (iii) Most houses of workpeople have no latrines or water taps of their own and the occupants make use of public latrines and public water stands. But in our model village each house, whether built by the mills or by the worker, whether a kutcha or a pucca house, will have a latrine and a water tap provided at the mills' expense. These are estimated to cost the mills Rs. 170 per house.

An activated sludge plant for the disposal of the sewage of 400-500 houses is being constructed and will be in working order by the end of this year. More such plants will be put up when further sets of houses are built.

The village has its own water-main brought in at the mills' expense.

- (iv) The village will be provided with good roads and lighting.
- (v) The village will consist of both pucca and kutcha houses. Only pucca houses will be built by the Company, but the workpeople are at liberty to construct their own houses in accordance with approved designs.

At present only one section of the proposed layout is being developed, and there are 108 houses, of which 42 have been constructed by the company and the rest by the people themselves.

The pucca houses built by the mills have cost Rs. 960, but they are being sold to the workpeople for Rs. 840 only. The houses built by the people themselves range in price from Rs. 300 for an ordinary kutcha dwelling, to Rs. 1,600 for a fairly large pucca house.

The workpeople have been advanced money by the mills to put up their houses. This money is to be paid back in monthly instalments spreading over 5 to 7 years. The rate of interest charged on the loans is 3 per cent. for those paying instalments regularly month by month, 4½ per cent. for those that have missed only one monthly payment in a year, and 6 per cent. for those that have been more irregular in paying back. Some of the pucca houses built by the Company have been sold to the workpeople on condition that the whole value of the house should be paid by the purchaser in a period of 5 years in monthly instalments. No interest is charged on the outstanding balance in this case.

- (vi) When the scheme is fully developed, it will accommodate 1,500 houses.
- (vii) The number of people living in the settlement at present is 75 families with an average of about five members to a family.
- (viii) The residents are encouraged to grow gardens in the open space in their compound. Every facility is given for this.
- (ix) Hundreds of trees have been planted in and round about the basti which, in course of time, will make the place both shady and beautiful. The Department of Agriculture of our provinces have very kindly assisted us in this matter.

(x) The village will also eventually have playgrounds, market places and public gardens, and in a central situation a hospital, an institute and residential quarters for the welfare work secretaries. A building has already been constructed to be used for holding a primary school there.

(xi) The terms of occupancy and rules and regulations have been embodied in the Lease Deed with the Government and in the Sub-lease with the people.

The model town is thus an attempt to solve the housing problem of our workpeople. The idea has been to provide detached cottages in a sanitary, clean and well ventilated environment and those that are acquainted with the housing conditions in Nagpur for the poor classes will readily appreciate the necessity of a scheme like this, which in the coming years ought to relieve a great deal of congestion in some parts of the city and provide a satisfactory place of residence for the labour classes.

For members of the staff and their families, well-built modern quarters equipped with electric lights and fans have been provided in the vicinity of the mills, and over 60 families are so accommodated.

There are no houses in Nagpur built especially for the labour classes either by Government or by any public agency.

17. The facilities we have given our workpeople for getting on sub-leases land in our model settlement for building houses of their own are embodied in my remarks under sub-head 16.

In this connection I would refer to two circular letters which the Government of India addressed some years back to local governments on the subject of compulsory acquisition of land for industrial purposes. They are letter No. 593-34-3 of 21st June, 1920, re recommendations of the Industrial Commission in the matter of compulsory acquisition of land for industrial purposes, and letter No. 628 of 12th August, 1920, regarding the proper housing of industrial classes. The Central Provinces government having invited my views on the said two circular letters, I had given my views per my letters No. 667 of 11th August, 1920 and No. 1587 of 7th October, 1920, to them, strongly supporting the necessity of an amendment of the Land Acquisition Act. In my second letter I had said, "I am afraid the question of the housing of industrial labour would be perennially discussed and as often be put aside for future and further consideration, unless Government provided the necessary motive power to bring the question out of the realm of discussion into that of practical work by enacting the necessary legislation. I think the Government should announce how much of the financial burden incidental to any housing scheme would be borne by them, how much they expect the large employer of labour to share, and what proportion they think local bodies should share." I regret to say Government has taken no definite action in the matter yet, and however much employers of labour might be anxious to do their bit to solve the problem of the housing of industrial labour, they can do very little for want of the necessary legislation. To illustrate my point I would mention that prior to our model settlement for our employees having been fixed up where it now is, we had looked out in other directions for land for the purpose, and every owner of land demanded of us a very fancy price. And our acquisition of the present site of our model settlement is due to a fortuitous circumstance. The said site had been acquired by the Government for locating the Nagpur University there, but subsequently the idea of locating the university there was abandoned and the Government let us have the land on lease for a very moderate price as it lay on their hands.

20. Workpeople are charged Re. 1 to Rs. 3 per month for rent, while clerks and the subordinate staff pay from Rs. 6 to Rs. 12 per month for the quarters they occupy. Officers are given rent-free quarters.

21. We do not allow any sub-letting of quarters provided by us to our employees; nor do we allow any but our own employees to occupy our quarters.

#### IV.—Health.

23. From figures of deaths among our workpeople I can say that the average mortality per year among our labour population comes to seven per thousand. I regret, I am not in a position to give figures of birth rate and infant mortality among the whole of our labour population, as such statistics are not recorded at the mills. In connection, however, with the Maternity Benefit Scheme for our women employees we have been regularly keeping for some years past, record of births of infants and deaths among them occurring within two months after birth; and I append to this a statement (Enclosure "J") giving these particulars for the last five years.

As for working conditions at our mills, we have always been ahead of the times, in that we introduced measures for the safety and well-being of our employees long in advance of regulations made by the Government in this regard through the channel of the different Indian Factories Acts. Our workpeople have plentiful supply of pure drinking water passed through costly Berkfield filters. Septic tanks and flush-type latrines ensure sanitation of the factory premises. We have also adopted a number of devices to provide for our workers, both at our mills and our ginning factories, a comfortable atmosphere to work in. A brief description given below of these devices will not be out of place.

In every spinning and weaving shed the air is renewed about 10 times per hour by means of a number of fans; and ventilating venetians on the top of the roof effect the exit of the air replaced by the air drawn in. Then water jets placed at suitable distances in underground tunnels running through the departments, with an air propeller at the mouth of each tunnel and perforations in wooden planks placed flush over the tunnels, enable fresh air to be admitted into the rooms constantly humidified as required, the humid air arising from the floor up to the machines and the material in process and filling the room up to the roof. This humidification system provides a comfortable atmosphere for the workers in the departments, as it brings down the temperature by about 30 degrees in the hot months of the year when the thermometer generally goes up to 112 degrees in the shade and at times as high as 116 degrees.

The dust removing apparatus at our ginning factories consists of an exhaust fan at the end of a system of pipes suspended from the roof over the gins, the tops of which are covered by means of hoods made of galvanized sheets, with an opening on one side for feeding cotton. The draught created by the fan sucks the air through the openings in the hoods over the gins and carries away all the dirt and the dust immediately they are produced. The outlet of the fan is connected to a large wooden box perforated with a large number of holes which are covered with hessian cloth to arrest the heavier impurities. It has been noticed that at the end of a week of 60 working hours as much as 146 lbs. of impurities has been collected in the box. Before the installation of the apparatus the workpeople had to put paddings of cloth against their mouths and noses to prevent breathing in the impurities which floated in the air and they always took the first opportunity to move out in the fresh air. All this disappeared after the apparatus was installed, as the whole atmosphere within remained as fresh as that outside.

The dust removing apparatus referred to above has appealed very much to the factory inspectors and they strongly recommend other factory owners in our provinces to adopt it in their factories. Even factory inspectors of other provinces have asked for full particulars of the apparatus and we have gladly furnished same to them.

The vacuum stripping apparatus installed at our No. 3 and No. 5 mills has done away with the stripping of cards with brushes which used before to fill the card-rooms with fluff. This apparatus has ensured better working conditions in the card-rooms.

Runways and rail tracks put in departments, where heavy materials have to be lifted or moved, have helped to save as much manual labour as possible.

The existing homes of the labour classes leave much to be desired, and it is with the object of providing sanitary homes in healthy surroundings that we are on with the execution of our scheme of model village for our employees, referred to in sub-head (16).

As for the dietary and the physique of our workpeople, I can say that so far as the physique of the average worker at our mills has been observed, it is fairly strong and as such the dietary of the average worker must be what it ought to be to maintain the body in health and activity.

So far as I am aware, there is no disturbance of the sex ratio among our workpeople, as most of them have their families with them. However, venereal diseases are found among our workpeople. But only a few cases come to our dispensaries, as from a sense of shame the workpeople get themselves privately treated, and it is only when the disease become virulent that they see the mills' doctors.

24 and 25. At Nagpur, free medical aid is available for our labour classes at our mills' dispensaries and at our welfare work centres, as also at the Government hospitals and several municipal dispensaries.

One of the chief items of welfare work done by the mills is free medical help for their employees, both male and female, and their relatives. This work is conducted both inside and outside the mills.

For work inside the mills a doctor looks after the health of male employees, while a lady doctor has been engaged for the women workpeople and their children. Both the doctors have two dispensaries each in their charge, one centrally situated for the employees of Mills Nos. 1, 2, 3 and 4, and the other for the employees of Mill No. 5, employees' relatives also being treated at all the dispensaries as stated above. A Statement (Enclosure "K") showing the number of new and old cases treated at the dispensaries during the last seven years, and another one (Enclosure "L") showing the number of new cases and diseases treated during the same period, are enclosed herewith. The amount of money spent during the year ended the 30th June, 1927, on medical work for salaries and medical stores, was Rs. 32,529.

The lady doctor, in addition to conducting dispensary work, looks after two creches which have been fitted with a set of cradles and other accessories. The

rooms accommodating the cradles are well lighted and ventilated, and scrupulous attention is paid there to the observation of hygienic principles. Here, babies of women workers are kept and taken care of during the day while the mothers are engaged in their work. The first of these two creches was opened in a building near the No. 3 Mill in August, 1920, with about 14 babies. The caste prejudices, ignorance and superstition of the mothers were gradually conquered, so that in 1921 the number of babies rose to 35, and in 1927 it stood at 85. The other creche, namely, the one at the No. 5 Mill, was started in June, 1921, with five babies only. This place has a special creche building now and occupies a delightful set of rooms near a garden. The number of babies enrolled there during the year ended the 30th June, 1927, was 53. The amount of money spent on the maintenance of the creches in wages and stores, etc., came to Rs. 2,952 during the year referred to above. Such is the opinion the mothers now hold of the care the babies receive at the creches, that at times Mahomedan and even high caste Hindu mothers do not scruple to leave their babies alongside of the Mahar babies, who form the bulk of the population of the creches.

The lady doctor instructs our women employees in maternity with the help of a model, showing maternity travail kept at our central dispensary for females, and she also lectures to them on personal hygiene and child welfare.

I may mention here that all accident cases at our mills, such as require the detention of the patients under medical observation, are sent by us to the Mayo Hospital, to the funds of which we annually contribute Rs. 500.

*Medical Work outside the Mills.*—Late in 1920, medical work was started in Indora, one of the largest bastis, by Dr. Miss Mayadas, a qualified Indian lady doctor, who gave her services voluntarily once a week. She did dispensary and visitation work, paying special attention to maternity cases. But it was not until 1922 that a whole-time Y.M.C.A. medical secretary was appointed to conduct work in the different bastis where we have established welfare work centres. He goes to each of these bastis once a week, but urgent calls are attended to in any basti whenever received. During his visits he not only prescribes and gives medicine, but does house to house visitation, and gives personal talks on basti sanitation and personal hygiene. We are, however, unable to render medical aid to our employees outside the mills, on such a large scale as we do at the mills. For our workers live in different bastis scattered all over the town, and it is not possible for one doctor to visit all these bastis daily. We, however, do what little we can only in those bastis where our welfare work centres have been established. During the year ended the 30th June, 1927, the medical secretary paid 289 visits and treated 10,381 patients, most of whom were dependents of the workers with a sprinkling of workers themselves, and a few outsiders.

The medical secretary has a central dispensary in the welfare work office building, where workers and their relatives can obtain treatment. He gets supplies of medicines from the mills' dispensaries.

*Medical Help for Women.*—Besides medical relief which the women workers are able to obtain from the lady doctor inside the mills, arrangements have been made to reach them in their homes. The work for the women was started in 1925 by Miss Mott, but subsequently it was taken up by the Mother Superior and Sisters of the Convent of Marie Immacule. During the year ended the 30th June, 1927, the work was carried on in six bastis. The sisters accompanied by a trained midwife visit every morning one of these bastis. During these morning visits they see to the cleanliness and tidiness of the houses, examine the sick, give in many cases medicines supplied by the mills, or, if necessary, direct patients to the mill dispensary for women or take them in the welfare conveyance to the hospital. Figures for the morning work in the six bastis during the year referred to above are given below :—

Patients given medicine at home .. .. .	2,907
Number of women talked to on health subjects .. .. .	1,855
Cases relating to maternity work .. .. .	159
Number of women taken to hospital .. .. .	25

In the afternoon, the sisters conduct educational work for the women. An account of this will be found in my remarks under sub-head (36).

26. All sanitary arrangements at our mills are generally in excess of the requirements prescribed by the Indian Factory Act. As for the homes of the workpeople, very few of the workers have latrines attached to their houses, while the majority of them use public municipal latrines.

(i), (ii) and (iii) We have ample latrine arrangement and a copious supply of water for drinking and washing purposes is provided for our workpeople, but we have no bathing places for them. But at our model settlement all the three conveniences have been provided for.



28. In the existing rules no standards of temperatures or humidity are prescribed, but millowners are required to maintain certain records in this regard, after studying which, some standards will be fixed by the local governments with due regard to the climatic conditions of the provinces concerned. One of the existing rules, however, restricts the use of live steam for humidification purposes. It runs as under :—  
 “ In any department in which steam is used for the purpose of artificial humidification, its introduction shall cease when the dry bulb temperature of the room exceeds 85 degrees Fahrenheit.”

29. So far as my experience goes, there are no diseases which can be said to have their origin in the working conditions as they prevail in up-to-date factories in the cotton textile industry. In this connection I may mention that about eight years ago the C.P. Government, following the example of the Bengal Government, desired to ascertain the incidence of hookworm disease among industrial workers in these provinces, and with that end they deputed at our mills a special staff of medical men to carry on examinations of our workpeople. The work was commenced in August, 1921, and completed in December, 1921. The results of this investigation were kindly intimated to me by Col. T. G. N. Stokes, M.B., I.M.S., the then Director of Public Health, Central Provinces, per his letter No. 624, dated the 10th March, 1922, and I give below the pertinent extracts from that letter, from which it will be seen that the hookworm disease cannot be classed as an industrial disease :—

“ I have the honour to inform you that the enquiry into the prevalence of hookworm disease which we undertook with your kind co-operation in August, 1921, has now come to an end. Out of 6,740 employees examined by our staff, 714 or 10·59 per cent. show infection with hookworm and 1,417 or 21·02 per cent. with roundworm. The result of our enquiry has brought to light a valuable fact that the infection from hookworm disease, which is the more serious, is not nearly so prevalent among your workmen as was expected. This is attributed to the good sanitary arrangements in your mills.

“ The town dwellers seem to make a free use of the mill latrines and these men show a very low percentage of infection in contrast to the workmen drafted from the neighbouring villages, who show a much higher percentage, viz., 23·07 per cent.

“ The special staff has treated, up to 7th March, 161 cases of hookworm disease among your employees with some apparent benefit, but in view of the fact that the disease among your workmen is of a very mild type, and does not incapacitate them much, I have decided to stop work in your mills, so that the services of the special staff may be available in other centres.

“ Our investigation in your mills has brought an important fact to light, viz., the advantage of a good sanitary system. The results of the investigation also contribute much to the medical research work in the province.”

30. In April, 1921, we started at our mills a sickness benefit fund to provide for payment to an employee of a suitable allowance during illness. Any employee can join this fund by contributing to it monthly either 8 annas or 4 annas. A member of the fund contributing 8 annas a month in the event of his illness of over three days, becomes entitled as from the fourth day for the number of days he is ill to an allowance at the rate of Rs. 25 per month up to six weeks, and at the rate of Rs. 15 per month up to eight weeks more if the illness continues ; while a member contributing annas 4 a month is paid for the respective periods mentioned above an allowance at half the above rates. In all cases, the allowance ceases after a period of 14 weeks. We have at present 47 members of the fund, and we paid to three members Rs. 69 as sickness benefit during the year ended the 30th June, 1929.

To my mind, no scheme of sickness insurance can be complete in which only the employers are called upon to bear the whole burden of finance. Both the Government and the employees must add their quota to that of the employers. What the quota of the three parties should be is a matter which the labour commissioners can determine after hearing the various interests concerned.

So far as my experience goes, the Indian labourers have not now that prejudice against the western system of medicine which they had years back. That prejudice is now dying out.

The difficulties due to paucity of medical men and the migratory habits of labour can be obviated if Government and local bodies combine in arranging to provide a dispensary for every village.

31. A maternity allowance for women workers has been in force at our mills since the 1st April, 1921, according to which every woman who has served the company for a period of 11 months is entitled to leave with full wages for two months following her confinement, the rate of the wages being fixed on the basis of her average monthly earnings. The claim for such allowance must be supported by a medical certificate

from the mills' lady doctor, and by an undertaking on the part of the woman concerned that during the period for which she receives the allowance she will not engage herself in any occupation outside her home. On an average, 238 women take advantage of the concession every year and the amount paid them comes to about Rs. 4,800.

Bombay has lately passed its Maternity Benefit Act, prescribing payment for three weeks before and for four weeks after confinement. A Bill was lately introduced in our provincial legislative council on the subject and the same is now being circulated among factory owners to elicit their comments thereon. It is proposed in this Bill to give to an expectant mother, working in a factory, six weeks' leave both before and after confinement on production of a certificate from a qualified medical practitioner and to make her payment for the full period of three months she will be away from work.

On this subject I would say, in general, that all matters pertaining to the welfare of labour are an All-India problem and legislation in the matter must be an All-India one, prescribing a uniform standard of welfare measures for the workers in all the provinces of India. I strongly deprecate the formulation of a set of provincial enactments varying in their details. Again, I consider it wrong in principle that factories in one or two provinces should be saddled with the expenditure of welfare measures, while the majority of the provinces should remain free from such burden. Such legislation is particularly iniquitous at the present time when there is so much trade depression in the textile industry. The factories in provinces which are unburdened can easily undersell those in provinces that are burdened, and thus add to the handicap from which the latter are already suffering.

#### V.—Welfare (other than Health and Housing, but including Education).

32. The scheme of welfare work of the Empress Mills consists of an extensive programme, including a variety of items for the welfare of their workers, both inside and outside the mills, and entailing on the mills an annual expenditure of about a lac of rupees. The activities conducted directly by the mills themselves are summarized below :—

(i) Granting of credit chits to workpeople for purchase of grain, etc, at the mills' co-operative stores.

(ii) Free medical help to the employees and their relatives in the mills' four dispensaries, of which two are for men and two for women.

(iii) A system of maternity allowance to women employees who have put in 11 months' service in the mills.

(iv) Provision of creches for the babies of the women employees.

(v) Provision of nursery classes and kindergarten classes for grown-up babies from the creches, ranging from two to six years of age, boys from which classes, when they are over six years of age, pass on to the primary classes, from where they go to an industrial class on attaining the age of 12.

(vi) Factory schools for half-day workers. A yearly contribution of Rs. 600 is given to the municipality who manage these factory schools.

(vii) Yearly contributions amounting in all to Rs. 3,450 of the mills to other schools, which are attended by the children and dependants of their employees.

(viii) Pensions, gratuities, privilege leave, long service bonus, monthly bonus for regular attendance, sickness benefit fund, provident fund and the mills' co-operative credit society.

I would say in this connection that I am strongly in favour of the benefits of the Provident Funds Act being extended to private provident funds and of all firms having such funds being compelled to get their fund registered under that Act.

(ix) *Prizes and Prize Distribution.*—As an incentive to skilled and steady work and regularity in attendance, prizes are awarded on the results of competitive trials, or on the basis of the highest monthly production or the utmost regularity in attendance, also for general skill or proficiency as suited to the various classes of labour concerned. These prizes are distributed annually before a large gathering of mill people and outsiders, generally presided over by the head of the administration of the province. On an average, nearly 1,000 workers dressed in holiday attire are now called up to the platform to receive (which they do with undisguised pleasure), at the hands of the notable ladies of the town, prizes of gold and silver chains and armlets, bundles of cloth or medals; and sweets are distributed among the whole mill population on the day. This simple device, carried out upon a generous scale, creates among the workpeople the needed spirit of rivalry and the will to do better.

The welfare work outside the mills is conducted by the Young Men's Christian Association and by the Mother Superior of the Convent of Marie Immacule. This phase of welfare work is under the control of a board of management, consisting of 14 members. Seven of these are nominated by the mills' management and the other seven by the National Council of the Y.M.C.A. The programme of work may be divided under the following main heads :—

(a) *Educational work*.—For details in respect of educational work, please see my remarks under sub-head (36).

(b) *Recreation and amusement*.—The aim of our recreation programme is to provide wholesome amusement to the workpeople after their hours of work. The programme consists of such items as music concerts, magic trick performances, dramatic shows, indoor games, bhajans and kirtans, and occasional cinema shows. Entertainment is undoubtedly the most popular item and one which is most patronized both by the young and the old.

(c) *Physical work*.—In several of the bastis, where the workpeople live, Akhadas or wrestling sheds have been provided. Wrestling is a very favourite pastime with workpeople, and particularly during the rainy season large numbers of workpeople take advantage of these places. Besides this item, athletic sports and outdoor games have been encouraged and played from time to time in the various bastis. Excursions have also been organized once in a while. Contests and inter-basti matches are arranged every now and then.

(d) *Medical work*.—For details in respect of medical work, please see my remarks under sub-heads (24) and (25).

(e) *Boy scouting*.—The welfare work department has a strong scouting programme. The latest figures show that nearly 400 mill youths have joined the movement. Besides receiving training in scoutcraft, the boys are taught good habits and are encouraged to take part in public service. Some of the scouts have been given special training in ambulance work, and one of the basti troops have started a first aid station of their own. From time to time scoutcraft demonstrations are given to create interest among the basti people for scouting. One such demonstration on a grand scale was given on the occasion of the Mills' Golden Jubilee, celebrated on the 1st and 2nd January, 1927. And on many occasions our scouts have rendered service untiringly at public functions, melas, fires, cinema shows, etc., sometimes at considerable personal sacrifice.

(f) *Noon-day programmes*.—During the winter months short recreation programmes are arranged at the noon hour in the various mills. These are quite popular. Near the No. 1 mills a building has been rented and is now used as a reading room and games room for the workpeople during their rest hour.

(g) *Women's welfare work*.—Work for women in the bastis is conducted under the guidance of the mother superior and sisters of the Convent of Marie Immacule. The nature of the work conducted by them is dealt with in my remarks under sub-head (36).

The above particulars give a brief account of the extent of the welfare work being done by the mills.

No welfare work is done by other agencies particularly for the workpeople of our mills.

33. As already mentioned in the preceding sub-head, in the case of our mills, the welfare work in bastis is conducted by the Y.M.C.A. which provides secretaries for the purpose ; each secretary having charge of three to four bastis, where centres have been established for the use of the workpeople. But teachers and supervisors and such other staff as is necessary at the various centres, are engaged from among the local people.

Welfare work of a sort is being done in India by the Y.M.C.A., the Y.W.C.A., the Social Service League and the Servants of India Society, but, as there are no facilities in our country for the training of welfare workers as they have in the west, I am strongly of opinion that employers all over India should combine to get out some experts from England to help them to form an Industrial Welfare Society like the one they have in England. I may say in passing that I would like also to get out experts to teach our labour how to run their unions ; for, I believe that an Industrial Welfare Society working hand in hand with labour unions run on correct lines, will change the face of our existing labour situation.

In this connection I would like to give below an extract from a letter which Mr. Robert R. Hyde, founder of the Industrial Welfare Society of England, wrote to me in January last. I endorse what he says and I wish an Industrial Welfare Society of India could soon make it possible for employers to conduct welfare work for their employes themselves :—

"Some years ago this kind of work was entrusted to outside organizations, but it seemed to suggest to the workers that there was a natural division between work and play; that the employer was interested in the labour of the worker and not in his home life. To-day there are hardly any examples of an employer entrusting the administration of the leisure side of the worker's life to an outside agency. In practically every case the organization of the social life of the worker is part and parcel of the firm's welfare department."

34. All the welfare work done for our employees has been dealt with under sub-heads on housing, health and education; and there are no other activities carried on by us.

(i), (ii) and (iii) All welfare activities inside our mills are conducted by us, while those conducted outside the mills are run by the Y.M.C.A., the mills bearing the whole of the expenses, including the salaries of the Y.M.C.A. secretaries.

We have four refreshment shops in the compounds of our mills, where light refreshments like sweets, pans, betel nuts, cigarettes, etc., and teas are served to our workpeople. The experiment was commenced two years back when the shop buildings were built and were let out for very nominal rents to the shopkeepers, but it has not been a great success and it seems some improvement is necessary in the methods of running these shops.

As for shelters, we have provided a number of dining sheds, but due to paucity of space we cannot put up enough for all the workers of all our mills. However, we are utilizing all available space for putting up such sheds.

For creches at our mills and for provision for physical culture, recreation and amusement and other welfare work activities, please see my notes under other sub-heads of head V—Welfare.

35. It is rather difficult to give an accurate valuation of the welfare work done. It must be remembered that the work has largely been concentrated among those workpeople who come from the depressed classes. The following observations are made with diffidence as there are many forces at work which are giving an impetus to the workpeople in their desire for social reform and small but real improvement in the standard of living. All these forces have tended to create a better outlook on life. This may be gauged from the fact that the people are giving up some of their old evil customs. There is a distinct movement towards temperance and there is also a desire for the education of their children.

The results of welfare work can never be accurately measured, but such work by its very nature provides facilities for the development of personality, gives opportunities for self-expression and organization and meets certain needs of the people which perhaps would not be met if they were left to themselves.

36. The mills' educational work for their workers may be classified under four headings:—

(i) Classes conducted in the mills' premises under the direction of the mills' lady doctor:—

(a) Nursery classes to which babies of over two years of age are passed on from the creches at the mills. Here the children play as much as possible with intervals for rest, sleep and nourishment. The games are so planned as to give their little bodies sufficient exercise and at the same time serve to make them find out simple things for themselves, such as the difference between colours. A part of the daily programme comprises singing and story telling. The children are taught to observe personal cleanliness and tidiness and to do as they are told.

(b) Kindergarten classes to which children from the nursery classes pass on, on their attaining the age of four years. Here the same methods of teaching are followed as in the nursery classes, but work is more advanced. Simple outline drawing, bead work, clay modelling, paper cutting and folding and paper matting work, language word making and numerals are taught here. Attention is paid to the formation of good habits and the removal of bad ones.

In both classes the children are given a bath every day by the ayah and dressed in clean clothes provided by the mills. The number of children attending these two classes is 58 and two teachers are specially engaged for these classes.

(c) Boys from the above classes on their attaining the age of six years, are passed on to the primary classes. These classes are also open to any son or dependant of our workpeople. Such boys as used to loiter about the mills premises after bringing meals to their parents now attend these classes. The popularity of these classes is evidenced by the number on rolls having now gone up to 234. The classes were recognized by the Education Department in 1925 for the Vernacular Final Examination. Since the recognition of the classes 41 boys have been sent up for the examination, out of whom 22 passed. Three of the eight teachers engaged for these classes are scout masters and they have under their training 20 wolf cubs and 24 boy scouts at present.

(d) *Industrial class.*—Boys that have finished the courses in the Primary classes and whose ages range from 12 to 14 years are admitted to this class. Special attention is paid in this class to drawing and every effort is made to develop in the boys that sense of accuracy and proportion so necessary in all forms of handwork. Instruction is given in book-binding, thread button making, simple carpentry, tailoring and handloom weaving, and in painting in block letters. Some time is given also to the teaching of arithmetic, language and grammar. This class, which has only one teacher and nine pupils at present, is intended to serve as the nucleus of the Industrial School referred to in the last paragraph under this head.

All these classes have been started with the object of providing a graded course of physical and mental training for the sons of our workpeople nursed at our creches, so that when on reaching the factory-going age of 15 they join us, we might have a much better class of workers than we now have.

(ii) *Factory schools.*—The number of half-time boys, that is to say, boys between the ages of 12 and 15, was about 600 three years ago. For the benefit of these boys, who work in shifts, two factory schools have been carried on, factory school No. 1 for boys from our mills, Nos. 1 and 3 and factory school No. 2 for boys from our mills No. 5. These at first were managed by the Government, but about the year 1921 they were put under the charge of the municipality. The mills contribute an annual sum of Rs. 600 towards the maintenance of these schools, besides giving prizes for regular attendance and free school supplies costing in all a further sum of Rs. 600. The following statement gives the figures of enrolment and attendance, during the year ended the 30th June, 1927 :—

		Number on roll.	Average attendance.
Factory school No. I	..	174	156
Factory school No. II	..	70	47
		—	—
Total ..	..	244	203
		—	—

The buildings, in which these schools meet, are very unsatisfactory and cannot accommodate all the boys. To remedy these inconveniences the mills have since 1919 been negotiating with the municipality under whose control the schools are, to sell them the orange market for converting the building into one commodious school building. But up to date no satisfactory arrangement has been arrived at.

Only a little while back factory school No. 1 has been closed, as all the half-time boys studying there having become full-timers could not attend the school, and we do not at present require any new half-timers for our No. 1 and No. 3 mills.

(iii) *Educational work of the mills conducted outside by :—(a) The Y.M.C.A. for men workers ; (b) The mother superior and sisters of the Convent of Marie Immacule for women workers and girls.*

(a) During the year ended the 30th June, 1927, the Y.M.C.A. conducted its activities in nine bastis. Of these, eight places had night schools for the workers, full time and half time. The night schools are held for an hour and a half only, usually between 7.30 and 9 p.m., and the instruction is given in the three R's as well as in subjects of general information. The curriculum has been modified to suit the peculiar requirements of the people. The school staff consists mostly of day school teachers, a large percentage of whom have received normal training.

It has been found by experience that it is idle to expect adults of over 21 years of age to attend school at night. The chief reason is that they are too tired and are incapable of sustained mental effort. Usually they are also family men and that is the only time they spend with their wives and children ; and there are private affairs to attend to. There may be sickness in the family or some other distraction which would keep a man from coming to school. But the smallness of numbers in the various classes has tended to make the expense quite high. Perhaps this was inevitable ; for a central night school is not possible, and classes have had to be organized in different centres where the workpeople reside. This has meant engaging a large number of teachers. Other items which increase the cost per pupil are good lighting and free school supplies. The cost per pupil has worked out to Rs. 25 to Rs. 30 per year. During the year ended the 30th June, 1927, the total enrolment was 385 and the average daily attendance 260.

It is rather difficult to give an accurate valuation of the educational effort. There is no doubt that it is making a certain number of workers literate. The indirect influence of this aspect of the work can also be seen beyond the schoolroom, in such things as a desire for social reform and a small but real improvement in the standard of living.

The night school buildings differ from those of ordinary day schools in that an effort is made to make them community centres catering for the various needs of the bastis. They are used for health propaganda and dispensary work, for basti meetings and lectures, for Panchayat meetings and for bhajans, kirtans, and other entertainments organized by the people themselves. In one centre a register of births and deaths is kept in order to save the people's time in going to the police station. In many other ways each centre tries to meet the peculiar needs of its locality.

To supplement the general curriculum, occasional lectures are arranged in the schools. Some of these are illustrated with lantern slides. Debates and discussions also take place in the schools, and the pupils are encouraged to take part in these. In each centre a small library is provided. This is furnished with newspapers and books, and the millworkers are encouraged to take out books for reading.

Recently an experiment has been tried in the way of education for the adults. In all that has been said above, the basti people have been welcome to take part in debates and discussions, etc., but the new effort took the shape of meeting with the groups of workpeople in their mohallas and talking to them about subjects which interest them. There have been no organized classes, although organized meetings have been addressed by such people as Professor Robertson, Colonel Kukde, Mr. Moghe, and others. The purpose underlying these meetings has been to widen the horizon of the workers' outlook, to give them useful knowledge, and to make them better workers and better citizens.

(b) The work for the women is being conducted by the Mother Superior and Sisters of the Convent of Marie Immacule. The programme of their work is both medical and educational, and in the words of the Mother Superior, " Endeavours are being made to improve the people and their surroundings without taking them out of their social status, to make them better wives and better mothers, without creating the cravings of more elaborate civilization, to make them as happy as they can be within the means at their disposal."

Two of the sisters visit several of the bastis every day by turn and hold classes for the women and the girls. At these classes instruction is given on hygiene, sewing, cooking, moral subjects, and subjects of everyday importance. Instruction is also given on maternity matters, the relief of the sick and the sending of serious cases to hospitals.

The following figures show the average numbers of women and girls at the afternoon classes during the year ended the 30th June, 1927 :—

	Number on roll.	Average attendance.
Women .. .. .	99	73
Girls .. .. .	166	126
Total .. .. .	265	199

(iv) *Contributions to outside institutions.*—The mills also make annual contributions, as per details below, to other schools where the children of the workpeople study :—

	Rs.
Mominpura Mahomedan Primary School .. .. .	600
Sitabuldi Mahomedan Primary School .. .. .	600
Panchpaoli Depressed Class Mission School .. .. .	1,200
Itwari Gujrati School .. .. .	600
Rashtriya Kanya Shala .. .. .	240
Sitabuldi-Hansapuri Central Gujarati School .. .. .	300

In this connection I should make mention of an experiment on a small scale in mass education which I allowed Mr. A. B. Mande, an M.A. of Columbia University, to perform at our mills. The author's idea is association of letters and words with pictures, and his system of teaching might be called visual instruction. About thirty adults consisting of all illiterate people were selected to form a class, and we paid Mr. Mande Rs. 150 to buy materials to prepare his special pictures for the class. The experiment was made for an hour a day for about a fortnight in May, 1927. Mr. Mande showed the class his pictures and made the pupils repeat after him the letters and the words the pictures represented, and afterwards got them to trace the characters on slate. After the tuition was over he examined the pupils in the progress made by them both in reading and writing. Every day the result of the examination was almost nil, except in the case of two youths, who, it was afterwards found out, had attended a night school before. Disappointed with the result the author gave up the experiment.

I also put down here the ideas underlying our efforts for the education of our workers. My aim has been to make our workers not only literate but efficient workmen. For the purpose they are given a knowledge of the three R's. And to make our juvenile workers efficient citizens I have introduced scouting among them to train them to learn good habits and a spirit of social helpfulness. We have also enlisted the help of the cinema and the magic lantern in teaching our workpeople, both youths and adults. And, as I would not like to neglect the training of the bodies of our juvenile labour, I am going to have at our model village, playgrounds and gymnasia for them. Our welfare work scheme is still in its infancy, and as it progresses we shall not rest satisfied with giving our juvenile workers only secular education, but intend to give them also a professional education in a well-organized and fully equipped industrial school to be started by us so as to make them better workmen.

37. Our mills have a system of pension for such employees as have put in twenty-five years' service and wish to retire due to old age or failing health. Our low-paid workpeople are allowed pensions equal to half their average monthly earnings, subject to a maximum of Rs. 9, while for others each case is considered on its own merit, and a suitable pension is allowed, but in this case it is subject to a maximum of one-third of the employee's average monthly earnings. Temporary pensions are also given during long periods of sickness to such workers as have not completed twenty-five years of service. And in cases where workers have not completed twenty-five years of service but are certified by the mills' doctors as unfit for further service, suitable gratuities are given to such workers on their retirement. For detailed rules of our pension fund scheme, please see pages 10 to 13 of Enclosure "M" referred to in sub-head 30.

38. The Empress Mills have (i) a co-operative society for advancing money to their employees at a low rate of interest, and (ii) a co-operative stores for supply to them of the necessaries of life. Below is given a brief history of the society and of the stores.

(i) *The Empress Mills Co-operative Credit Society, Ltd.*—As most of the workers of the Empress Mills were in debt and had to pay inconceivably high rates of interest to "sowcars" and Kabuli moneylenders, the management of the mills established in October, 1921, four co-operative credit societies, one each for the employees of No. 1, 2 and 5 mills and one for the employees of No. 3 and 4 mills with a view to give to the workers much needed relief in the matter of interest charges, and incidentally to instil into their minds the ideas of thrift and mutual help. The local registrar of the co-operative credit societies evinced great interest in the matter, and rendered to the management all possible assistance in the initial stages of the formation of the societies. He deputed one of his ablest assistants to explain to the workpeople the advantages of establishing such societies and, due to his exhortations, four societies were formed as stated above, and though the membership of each of the societies exceeded the prescribed limit of 50 members, the registrar was good enough to stretch a point and register the societies as a special case. As the maintenance of four separate sets of accounts for the four societies entailed much work on the staff, and as there was bound to be considerable variation in the profits of the four societies which would have caused discontent among the shareholders of the respective societies, these four societies were amalgamated into one society in November, 1922.

The share capital of the society is of unlimited amount, and the liability of a member is limited to five times the nominal value of the share or shares held by him or her. The face value of each share is Rs. 10, and up to the 30th June, 1929, it was payable either in a lump sum or in regular monthly instalments of not less than Re. 0-8. But as the system of payment by monthly instalments entailed elaborate work on the accounts department, it was discontinued with effect from 1st July, 1929, and consequently the share capital is now payable only in a lump sum.

Only an employee of the Empress Mills who has purchased at least one share of the society is eligible for the membership of the society. The maximum number of shares a member is allowed to hold is 100. The value of shares held by a member is refunded to him in full on his resigning the membership of the society.

The affairs of the society are managed by a committee of 48 members, of whom 24 are elected each year by the general meeting and 24 are nominated by the manager of the Empress Mills, who is *ex-officio* chairman of the committee.

Loan is granted by the society to a member on the security of a promissory note signed by him and of two sureties from his fellow-members up to an amount which is not in excess of five times the value of the shares held by him. Loans are, however, granted in excess of this limit to such members of the society as are contributing to the provident fund of the mills, with due regard to the sums the members are entitled to under the rules of the mill company's provident fund.

The society charged interest to the members for loans advanced to them at the rate of 12 per cent. per annum since its establishment up to 31st March, 1926. This rate was reduced to 10½ per cent. as from 1st April, 1926, and it was further reduced to 9½ per cent. as from 1st July, 1929.

As stated above, the loan required by a member on the security of his promissory note has to be further secured by two sureties also ; and in this regard the members needing loans found considerable difficulty during the first two years of the society's existence, as will be seen from the following two extracts from the reports of the committee of management for the nine months ended 30th June, 1922, and the year ended 30th June, 1923, respectively :—

(a) " It is a matter of great regret that the members have still not fully understood the advantages of co-operation as is evidenced by the fact that some of the members having failed to get sureties, when in need of loans, were obliged to resign their membership. All members should, therefore, do their best to extend a helping hand to their fellow-member in need, of course after making proper enquiries as regards his requirements, his ability to pay back, and his good faith, and after satisfying themselves on all these points."

(b) " The committee regret to note many members still do not realize their duty towards their brother members standing in need of loans, for complaints are common in regard to the difficulty experienced in getting sureties for loans required. The committee cannot too strongly impress on all the members the importance of showing a spirit of co-operation and doing all they possibly can for their needy brother members. Any reasonable help extended to the latter will greatly popularize the society and tend to expand its business, which will be ultimately to the interests of all the members themselves."

There have, however, been no complaints since, and members freely guarantee the loans required by their needy brother members, even though some of the latter left the mills' service without settling their accounts and put the poor sureties to loss.

With a view to place the society on a firm footing and inspire confidence among the members as to the safety of the moneys invested by them in the society's shares, the managing agents of the mills sanctioned the grant of a loan to the society at a nominal rate of interest, viz., 6 per cent., and allowed the society to maintain a current account with the mills, which latter still continue to be the chief bankers of the society. In addition to this, the mills also bore the whole of the contingent expenditure of the society, viz., the cost of stationery, share registers, share certificate books and managing committee's annual reports, as also the salaries of two clerks, for the first two years and a part of these charges for the next two years, the total charges thus borne by the mills amounting to about Rs. 7,000.

In spite of rendering all these facilities to the society, it was a pretty hard task for the management of the mills to convince the workers of the mills' *bona fides* in establishing the society ; for, it has been characteristic of them to look with suspicion on any new scheme formulated by the management, however beneficial such scheme might be to the workers themselves. And they easily played into the hands of outside agitators, who always misguided the men even in regard to the measures taken by the authorities for the welfare of the workers. How far the outside agitators were successful in their evil designs, and how difficult the task of the management was, can be gauged from the following observations made in the report of the Committee of Management for the year ended the 30th June, 1923 :—

" The Committee regret to report that after the termination of the strike at the mills in December, 1922, over 400 members resigned, evidently at the instigation of some evil-disposed persons, their membership of the Society, though still continuing in the service of the mills. With a view to clear any misunderstanding existing in their minds, the chairman was good enough to personally explain, at a meeting specially convened for that purpose on the 14th January, 1923, the whole situation to the members, and assured them as to the safety of the moneys invested by them in the Society. These assurances were again repeated at the first general meeting held on the 17th February, 1923 ; and confidence was gradually re-established among the members.

Besides the above resignations, 100 members left the Society during the year on account of leaving the mills' service. The total number of resignations thus came to 519, and the capital refunded to the members, who resigned, amounted to Rs. 8,769-8-0."

The above resignations were the aftermath of a strike which took place at the mills in December, 1922, and lasted only for eight days. But the longest strike in the history of the Empress Mills was the latest one, and that came off on the 30th January, 1924, and lasted for full two months. There were at the time grave apprehensions in the minds of the management, of their previous experience of resignations



*en masse* being repeated after the termination of that strike ; but to their great amazement the result was quite otherwise, as will be seen from the extract given below from the report of the Committee of Management for the year ended the 30th June, 1924:—

“ There was a strike at the mills during February and March, 1924 ; but unlike the previous strike, it did not in the least affect the working of the Society, and there were no resignations of membership, showing the confidence the members have in the Society.”

As regards the financial standing of the Society, I may say that the Society is perfectly solvent, and its popularity is fast growing, as is evidenced by the fact that its share capital, which amounted to Rs. 21,500 at the end of June, 1922, has now increased nine times, it being Rs. 1,91,300 at the end of June, 1929, and its membership, which stood at 1,852 at the end of June, 1922, and which dwindled down to 1,290 at the end of June, 1924, is now 4,500, which works out to about 50 per cent. of the total number of workers and staff on the mills' rolls. The various reserve funds of the Society as at the 30th June, 1928, amounted to Rs. 24,600 ; and it paid to its members regularly every year dividend at the maximum statutory rate of 12 per cent. up to and including the year ended the 30th June, 1926, and at the rate of 10 per cent. and 9 per cent. for the years ended the 30th June, 1927, and 1928, respectively. The fall in the rate of dividend for these two years is accounted for by the fact that there was an abnormal increase in the capital of the Society in these years, while the income of the Society during this period comparatively suffered owing to reduction of 1½ per cent. in the rate of interest charged to members on loans advanced to them, the rate being reduced from 12 per cent. to 10½ per cent. as from the 1st April, 1926. The principal aim of the management in establishing the Society is not to pay fat dividends to the shareholders of the Society, but to advance money to its needy members at as low a rate of interest as possible ; and it is in pursuance of this policy that whenever opportunity offers the rate is reduced with due regard, of course, to the financial position and successful working of the Society. A further reduction of ½ per cent. has accordingly been made with effect from the 1st July, 1929, so that the present rate of interest is 9½ per cent.

The Society has advanced to its members up to the 30th June, 1929, which covers a period of 7½ years, loans to the extent of Rs. 18,56,400, against which it had so far to write-off as bad debt only a paltry sum of Rs. 7-2-3, which speaks volumes for the care with which loan applications are scrutinized.

Up to the 30th June, 1929, 17 of the members who had taken out loans proved defaulters, having run away without settling their accounts, which showed an aggregate amount of Rs. 920-14-6 outstanding against them. The Society recovered from the sureties concerned Rs. 913-12-3, while the balance of Rs. 7-2-3, being irrecoverable was debited to “ Bad Debts Reserve ” account as mentioned above. Of the sum recovered by the Society from the Sureties, Rs. 207-6-0 are paid or are being paid to the sureties concerned by four of the defaulters, Rs. 319-2-3 will be recovered from two of the defaulters as a result of awards granted by the registrar, while the balance of Rs. 387-4-0 is irrecoverable, and represents loss to the poor sureties.

The head accountant of the Empress Mills is the honorary auditor of the Society. His appointment is made every year with the previous sanction of the registrar as required by Section 17 of the Co-operative Societies Act. But to test the audit work done by him the registrar deputed one of the auditors of his office in August, 1926. This official examined all the books of the Society, and was quite satisfied with the way they were maintained, and the audit was done.

In conclusion, I may add that at the annual general meetings of the Society, the managing committee arrange to have most of the resolutions proposed and seconded by such of the members of the Society as are selected every year from amongst the operatives who know a little reading and writing, with a view to make them take interest in the Society's affairs. Thus the Society has some educative value also, so far as the workpeople are concerned.

(ii) *The Empress Mills Co-operative Stores, Ltd.*—The Stores are successors of the Mills' cheap grain shops, which were started in September, 1917, to afford some relief to our workers from the high cost of living then prevailing. These shops were closed as from the 1st October, 1924, on the introduction into the Mills of a system of consolidated wages and salaries. Details of our cheap grain and cloth shops and of the system of consolidated wages are given in my remarks under subhead 115 (v).

At the mills' cheap grain shops the necessaries of life could be had on presentation of the mills' credit chits given week by week on the basis of the worker's earnings, the value of the purchases made during the month being deducted on payday. This was a facility which I felt our workpeople would badly miss. In consultation with the Y.M.C.A. people, who conduct our mills' welfare work, I decided to start a Co-operative Stores of our workpeople, where the necessaries of life could be had by them

as before on presentation of the mills' credit chits, but at market rates. A co-operative stores called the Empress Mills Co-operative Stores, Ltd., was registered under the Co-operative Societies Act on 26th September, 1924. The membership of the stores is open to all employees and pensioners of the mills, to commission agents of the mills and to the secretaries and employees of the Empress Mills' welfare work. The authorized capital is Rs. 25,000, divided into 5,000 shares of Rs. 5 each. The number of shareholders in the beginning was 672, the number of shares subscribed for was 1,046, and the subscribed and paid-up capitals were Rs. 5,230 and Rs. 3,341-8-0 respectively. As at the 30th June, 1929, there were 663 members who have subscribed for 1,273 shares, and who have paid up Rs. 6,585. Subscriptions of share capital have been allowed to be paid in monthly instalments of at least 8 annas per share so as to enable the workers to become members of the stores in as large numbers as possible.

The Stores started work on the 1st October, 1924, by buying up the stock of grain, etc., left in the mills' cheap shops, worth about Rs. 54,000. In order to set the Stores on its feet the mills advanced loans to it from time to time. During the first year of its existence loans to the extent of Rs. 2,30,877-11-6 were advanced to it, and no interest was charged on the loans till June, 1926. The salaries of the manager of the Stores and of four clerks and the cost of stationery, account books, etc., aggregating about Rs. 10,800, were also borne by the mills for the first two years. And no rent was and is still being charged the Stores for the buildings it occupies in the mills' compound. Since the 1st October, 1926, the Stores has been bearing the salaries of its staff, and has since the 1st July, 1926, been maintaining a current account with the mills, the rate of interest charged by the mills on the debit balances being 5½ per cent. As a matter of concession, the mills have also been allowing the Stores the same rate of interest on any credit balances their account might have.

At the Stores our workpeople get the best of stuffs and full measure, which it is very difficult for them to get from the bazaar, particularly in view of their habit to buy on credit. And the profits that result from economical management go back to the workers themselves, of course to such as are shareholders, in the shape of 6½ per cent. dividend on shares and a further 6½ per cent. by way of rebate on purchases made during the year of over Rs. 20.

The management of the Stores was in the beginning entrusted to a committee of 7 members, 3 being workers elected by shareholders of the workers' class, 3 more being nominated by the mills and 1 by the Y.M.C.A. By a resolution of the general meeting held on 17th November, 1928, the number has been raised to 11, 5 being nominated by the mills, 1 being nominated as before by the Y.M.C.A., and 5 being elected by workers, one each from among the shareholders of the workers' class of each of our five mills.

In view of the growing popularity of the Stores among our workers, particularly the Mahars, who chiefly congregate in a locality known as Indora, it was decided by the Committee of Management early in 1927 to open a branch of the Stores at Indora for the convenience of our workpeople there. The sales at this branch approximated to Rs. 3,500 per month in the beginning, and have since gone up to Rs. 5,000 per month.

Another branch for the convenience of our workers living in Siraspeth, Utkhana and Shukerwari localities was opened at Shukerwari early in 1928, and at this shop the monthly sales approximate to Rs. 3,500.

The monthly sales at the main shops of the Stores now aggregate Rs. 30,000.

During its existence of about five years the Stores has been able to accumulate out of profits reserves aggregating Rs. 29,400 besides having been able to pay its own way all round, and distributing among the shareholders about Rs. 7,700 by way of dividends and rebates.

## VII.—Safety.

43. The necessary regulations are embodied in the Indian Factories Act and Rules, providing for the guarding of dangerous parts of machinery, and for exits in case of fire; and in my opinion, these provisions seem to ensure ample safety.

45. Most of the accidents are caused by absent-mindedness or carelessness of workers. Very few are due to heedless inattention to the rules prescribed for safety and there do occur a case or two where the accident is the result of wanton trifling with machines in motion.

46. *Accident Prevention including "Safety First" Propaganda*:—Illustrated posters and notices in big bold letters, both in English and in the Vernaculars, are put up in prominent positions in the different departments of our mills.

48. As required by the Indian Factories Act, first-aid appliances are kept by us in the different departments of our mills. As for medical relief, the question has already been discussed under subhead 24.

49. *Stringency of inspection and enforcement of Regulations.*—(i) *In industry generally.*—(ii) *In seasonal industries, and 50.—Effect upon safety of hours, health, light and working conditions generally.*—These are matters which require an outside angle of vision and as such can best be treated by factory inspectors whose province it is to administer the laws relating to the matters.

At the same time I should mention here that the Local Factory Rules, especially those providing for prevention of overcrowding, sanitary accommodation and fencing and guarding of machinery are very stringent as compared with those of the Bombay Presidency, which is the premier Presidency so far as the cotton industry is concerned. The Rules of the Bengal Government are even more lax than those of the Bombay Government. The mills in our provinces have also been saddled with the maintenance of Kata Thermometer readings so as to enable the Government to fix a standard of air movement for factories, while the Bombay Government have not enforced the maintenance of any such records. Such undue stringency of our local government puts millowners in our provinces, at a distinct disadvantage as compared with millowners in other provinces, and it is inconceivable why our province, which is industrially and commercially so far behind a major province like Bombay should have more stringent factory regulations.

### VIII.—Workmen's Compensation.

51. *Workmen's Compensation Act.*—The extent of the use of the Act and a comparison of this extent with the extent of possible claims are matters within the province of the commissioners under the Act and the factory inspectors who see to the administration of the Act. The presence of such an Act on the Statute Book is beneficial to the workers for whom it ensures compensation in case of injuries received in the course of employment and establishes better working conditions as a result of the factory owner's endeavours to minimise accidents by taking steps for the safety of the workers.

In this connection I may mention the practice at our mills in respect of accident compensation. Ever since the beginning of our mills an injured worker, if he could come to the mills, was put on very light work. If such a worker had to stay at home he was given half his usual wages for the number of days he was so absent. Even those that had got crippled as the result of the injuries sustained were kept back on work suited to their capacity. Deaths due to accidents have been very very rare at our mills, but in cases of deaths, suitable compensations were paid to the dependants of the deceased. In 1921, the scale of such compensation was fixed at Rs. 300 minimum and Rs. 1,000 maximum.

There are a number of insurance companies that undertake to cover the risk under the Workmen's Compensation Act, and looking to the gravity of the risk involved, I think no far-seeing millowner would prefer to allow the risk to remain uninsured. In fact, the millowners in Bombay have formed a Mutual Insurance Association of their own to cover their risks under the above Act. To my mind such insurance is beneficial from worker's as well as employers' point of view.

52 and 53. The Act has been applied to most of the industries and trades of the country, and no further extension in this direction appears to me necessary. It would be however, desirable to abolish the existing restriction, in respect of workmen employed in the construction, repair or demolition of buildings and bridges which allows compensation to an injured workman only when the building or the bridge in question is of a certain height or length.

To provide against a claim under the Workmen's Compensation Act by a worker being vitiated by the insolvency of an employer, I would suggest that all employers be compelled to insure their risk under the Act so that in case of insolvency of employer the worker can get his compensation from the insurer as provided for by Section 14 of the Act.

The existing scales of payment of compensation are quite reasonable.

On the subject of the suitability or otherwise of the existing conditions laid down in the Act to govern grant of compensation, I have the following remarks to make :—

(a) I would retain the waiting period of 10 days, but I recommend that when the disability extends beyond 10 days, compensation be paid for the full period of absence from work.

(b) The existing list of relatives entitled to compensation may be enlarged by adopting the list given in the Recommendations of the Seventh International Labour Conference on minimum scale of compensation.

(c) The commissioner under the Act may be empowered to demand proof of dependence from a relative or relatives claiming compensation for the death of a worker in order to enable him to determine the proportion of compensation to be paid to each of several claimants, but it may be left to his discretion to waive demand for such proof, say in the case of a widow with minor children.

(d) It would be wrong in principle to fix compensation according to the number of dependants, as it would lead to some claims being made which would otherwise have not been made.

(e) Employers should be required to include in the return to be submitted to the commissioner all accidents resulting in the injury causing the workmen to be absent from work beyond the waiting period of 10 days with a distinct remark against each case stating whether compensation was paid or not, and if paid, how much.

(f) A dependant claiming compensation may be relieved from the necessity of approaching the employer for the settlement of his claim. He may apply direct to the commissioner.

(g) The following measure should be taken to ensure that workpeople and dependants, who may have valid claims for compensation, do not lose compensation through ignorance of their right. I suggest that the time mentioned in Section 10 of the Act for putting in a claim, *viz.*, 6 months from the date of accident when the injured man puts in a claim and 6 months from the date of the death of the workman when his dependants put in a claim, should be increased to 2 years. This provision coupled with the provisions of compulsory inclusion in the Annual Return of practically all accidents, and of relieving dependants of the necessity of approaching the employer will afford sufficient protection to the illiterate and ignorant workpeople. When the Annual Return comes in the commissioner will see in what cases compensation has not been given, institute enquiries and advise the parties entitled to compensation about the claim they should put in and help them to prefer the claim.

(h) The commissioner should be empowered to call upon employers depositing insufficient compensation for fatal accidents to make a further deposit, stating in his order his reasons for considering the original deposit insufficient.

(i) Provision should be made in the Act for the suspension of distribution by the commissioner of the compensation among the dependants pending the disposal of any appeal against his decisions.

About the suitability of the provisions in the Act relating to industrial diseases, I am not in a position to say anything, as I am not aware of any industrial diseases peculiar to the textile industry.

I consider the existing machinery for the administration of the Act quite suitable. Besides the commissioner, who administers the Act, there are the factory inspectors who enquire into accidents and see that compensation is paid where it is due. If the work proves too heavy for the existing staff of factory inspectors, an addition may be made to the staff.

#### IX.—Hours of Work in Factories.

55. (i) The normal hours worked per day and per week are 10 and 60 respectively. The daily working hours are from 6-30 a.m. to 5-30 p.m. with a recess interval of one hour from 11-30 a.m. to 12-30 p.m.

(ii) The actual hours worked per day and per week in regard to most of the processes are also 10 and 60 respectively.

However, certain processes, in which work has to be carried on continuously for technical reasons, and works connected with power plants and certain other works, which have all been exempted from the provisions of Sections 21, 27 and 28 fixing periods and limiting working hours per week and per day respectively, have to be worked during mid-day recess hours and beyond working hours. But even in these cases the number of hours put in by the workers concerned does not exceed 43. The necessity for this is due to the fact that it is a practice with us to relieve them by turns and providing for the girls' rest.

and in my opinion repairs are generally taken in hand on the day preceding a fire; and only the number of hours put in by the workers employed on the day of the fire is limited to 43.

45. Most of the accidents occur on holidays also. Certain exempted works are done on holidays also. But workers. Very few are due to accidents worked in a week including overtime exceed 72. and there do occur a case or two which do not exceed one hour per day. with machines in motion.

46. Accident Prevention notices should be put up for six days a week, from Monday to Saturday, but any other day than Sunday, as prescribed by the posters and notices in big bold letters without a break for a period of ten days at the put up in prominent positions in the dh.

57. *Effect of 60 hours' restriction and (58) Effect of daily limit.*—Though the workers have now more time to look after their domestic affairs and to get recreation, there is no improvement in their indolent habits, as the accompanying statement (Enclosure "S") of absenteeism among the workers at our mills during the years 1914 to 1918 and 1924 to 1928 can show.

59. *Possibility of Reduction in Maxima.*—Please see my remarks under sub-head (115).

60. *Intervals.*—(i) It is a practice at our mills to allow the workers for about a quarter of an hour at a time to go out of the departments during working hours either for a smoke or for attending nature's calls. About 10 per cent. of the workers are allowed to go out at a time from each department. But it is our experience that the workers actually go out more than once and waste over an hour.

The regulation meal-time is the noon-day recess hour, viz., from 11.30 a.m. to 12.30 p.m., but most of the workers take their meals during working hours.

(ii) In my opinion the existing regulation is satisfactory.

(iii) *Suitability of Hours during which Factory is Working.*—Our mills work from 6.30 a.m. to 11.30 a.m., and from 12.30 p.m. to 5.30 p.m., and these hours have been fixed with due regard to the habits and conveniences of our workpeople.

(iv) Besides Sundays or holidays substituting these statutory weekly holidays, we give an extra holiday for Divali festival, half a day's holiday extra for Mohurram, and an hour and a-half's extra holiday each on Hindu Pola and Holi festivals.

61. *Day of Rest.*—This has already been discussed under Subhead (56).

As regards the suitability of the law, I consider the existing provisions quite satisfactory.

62. *Exempting Provisions and the use made of them.*—The principal statutory restrictions imposed by the Act are embodied in Sections 21, 22, 27 and 28 of the Act, which relate respectively to daily rest intervals, the weekly holiday, and limitation of working hours per week to 60 hours and per day to 11 hours. Section 29 of the Act exempts all persons holding managerial or supervising positions from the provisions of all the above sections, while the local government have, under the powers vested in them by Section 30 of the Act, exempted under certain conditions, with due regard to the requirements of the textile industry, work on urgent repairs from all the provisions of Sections 21, 22, 27 and 28 referred to above, and certain works from one or more of the provisions of these sections.

### X.—Special Questions Relating to Women, Young Adults and Children.

81. *Effect of 1922 Act on Employment.*—The most important improvement which this Act made upon the old Act of 1911 is the reducing of the daily hours of work from 12 to 10. And as in spite of the reduction in the hours of work the level of wages has practically remained the same, the new Act has not only served to make labour engaged in the textile industry more steady, but is also attracting to it labour from other industries.

82. An infant is generally defined to be a child under seven years of age, and as no child under 12 years of age can be admitted to a factory under the Indian Factories Act, I take it this question refers to the small children who bring meals to their parents or relatives, or who follow them owing to there being no one to look after them at home. This is a very grave problem for factory owners, more particularly those in the Mofussil, where the children, as a rule, accompany their mothers to the factory, in as much as they run the risk of being prosecuted for having employed children in contravention of the Act, if on the occasion of his visit to the factory an inspector found such children inside the factory building. In spite of strict supervision in this regard at our mills, these small ones sometimes manage to get into the factory building and near the machines attended to by their parents or relatives. It is particularly for preventing such children from loitering about in our mills' compound that we started for them the primary classes referred to in my remarks under subhead (36).

83. *Suitability of Regulations for Women's Work.*—Under the old Act the daily hours of work for men were 12 and those for women 11, while under the new Act the hours for both men and women are reduced to 10 per day. I have nothing to say against this, and other regulations regarding women's work in factories. I would only mention here for the sake of interest a practice obtaining at our mills for the last fifty-two years, according to which our women workers come to the mills after the men have trooped in and leave before the men are out for fear of being molested by black sheep among the men. This practice has prevented us from engaging women conjointly with men in departments where the machines must be kept running during

all the time the mills are working. As such we engage women only in departments the work in which does not hamper other processes. Even after the passing of the new Act of 1922 the women come to work half an hour later in the morning, as they used to do before. Only in the evening they leave a quarter of an hour earlier than the men instead of half an hour, as they did before. We are thus deprived of three quarters of an hour's more work which under the Act we might get from the women, but which we cannot get from them on account of the above long-standing practice.

In this connection I would say that I am of opinion that every province should have a lady doctor as factory inspector to look after the health of women workers, and more particularly to see to the administration of welfare measures like grant of maternity benefits such as our local government intends to introduce in our provinces. Some time back there was a proposal to have a lady factory inspector for our provinces, and I don't know why the proposal has not yet materialised.

84. I have nothing to say about the existing regulations for children's work. Under the Act the maximum number of hours a child, i.e., a person between the ages of 12 and 15, can put in at a factory is six. And the utmost number of hours a child can be made to work continuously is 5½. In case the total number of hours a child is employed for is 6, the child must have an interval of rest of half an hour after 4 hours' continuous work. At our mills the total number of hours a day a boy puts in is 5, in two shifts of 2½ hours each. And our boys are divided into two batches. The first batch starts work with the starting of the mills at 6.30 a.m. and leaves at 9 a.m. This batch is followed by the second batch, who work from 9 a.m. to 11.30 a.m., when the mills close for the afternoon recess of one hour. On the mills resuming work at 12.30 p.m. the boys of the second batch continue work and leave at 3 p.m., when they are followed by the boys of the first batch, who work on till the close of the mills at 5.30 p.m. And these batches change places every fortnight, the first batch working during the hours the second batch worked and *vice versa*.

All these half-timers, after work is over, are sent to the factory schools, boys of the first batch attending school in the morning and those of the second shift in the afternoon for about an hour and a-quarter.

When these half-timers have completed their 15th year we give them full timers' work and wages. Such adult children replace two half-timers each, and as at present our labour is steady and very few vacancies occur among our full-timers, we are not taking up at present new half-timers in place of those that become full-timers on completing their 15th year.

85. *Double Employment of Children.*—This is prohibited by Section 25 of the Act. The evil exists only in the Mofussil, and particularly in ginning and pressing factories. As it is the parents themselves that are responsible for such employment of their children, provision has been made in the factory rules for fining such parents, and no further action seems to me necessary.

86. *Work and Training of Young Adults : Facilities for Apprenticeship.*—All beginners at our mills are kept under men trained in the particular work for which the newcomer is taken up. Usually the period of such probation ranges from ten to twenty days, and in some cases to one month, depending upon the intelligence and the manual dexterity of the learner. If the work suits the learner he stays on and becomes a permanent employee of ours ; otherwise he leaves us within eight to ten days even without informing the head concerned.

As stated in my remarks under subhead (36) I intend to have in the near future a fully equipped industrial school for the training of our adult children.

89. *Work of Women and Children in Factories not Subject to Act*—(i) *Use by local governments of Section 2 (3) (b), and (ii) advisability of extended application.*—Section 2 (3) (b) allows local Governments to extend, by notification in the *Gazette*, application of the Act to factories simultaneously employing not less than ten persons on any one day in the year. As our local Government have, by a notification, already extended the application of the Act to such factories, I don't think any further extension of the Act, so as to make it apply to places where less than ten persons are employed on any day in the year, necessary or advisable.

## XII.—Wages.

96. A statement (enclosure " T ") sent herewith showing rates of wages of skilled and unskilled labour at our mills during the years 1913, 1918, 1920, 1924 and 1928 will serve to illustrate the movements of rates of wages.

(i) A statement (enclosure " B-1 ") showing average earnings per operative per day at our mills in pre-war and post-war periods is enclosed herewith.

(iii) Till the 30th September, 1924, our workpeople used to get, besides their wages, scarcity allowances and were also supplied grain, etc., and cloth at less than market rates. The money value of all these benefits was calculated and was added to the wages and as from the 1st October, 1924, a system of consolidated wages was introduced at our mills, which is still in force.

97. (iii) A statement (enclosure "C-1") enclosed herewith shows the rates ruling during the pre-war and post-war periods of the necessaries of life of the labour classes. A comparison of this statement with the statement of average earnings referred to in subhead (96) shows that while there has been an increase of 121 per cent. in earnings, there has been an average increase of only 34 per cent. in the prices of the necessaries of life.

102. *Basis of Payment for Overtime and Sunday Work.*—The rate fixed by the Indian Factories Act is one and a quarter of the ordinary rate. This is for both day and night overtime work, but we give a much better rate for night work, which we pay at the rate of a day's wages for four hours' work instead of eight hours' work as required by the law.

103. No standardised wages are in vogue in Nagpur.

104. I can only say that the increase in the rates of wages at our mills which compare very favourably with the rates of wages of outside workers and reduction in working hours have tended of late to establish an element of stability in our labour force.

105. *Minimum Wages Advisability and Possibility of Statutory Establishment.*—The question was broached by the Government of India, Department of Industries and Labour, in their demi-official letter No. L-1526 dated the 6th January, 1928, to the local government, in which opinion was invited on the attitude to be adopted by the Government delegates to the International Labour Conference to be held at Geneva where the question was to come up for discussion. In my D.O. letter of the 9th February, 1928, to Mr. C. M. Trivedi, the then Director of Industries of our Provinces, who had invited me to express my opinion on the subject, I had stated that in a country like India with nascent industries and with standards of life and education of the working classes radically different from those of western countries due to climatic and other causes, too many statutory restrictions might sap the growth of industries. I had also stated in my letter that if the considered opinion of employers of labour was sought to be elicited, they should be furnished with the full text of the discussion which had taken place on the subject at the International Labour Conference of 1927, which had not been sent them.

106. (i) *Extent of fining.*—In a textile concern most fines are naturally in respect of bad work turned out particularly by weavers. But unlike mills in other places, where the practice seems to be to recover from the worker to the full the value of the damage done by him by handing over the damaged piece of cloth to him and recovering from him the cost of the materials supplied to him for manufacturing the cloth, we impose small fines ranging from 2 annas to Re. 1. The amount of fines so recovered from weavers covers only about one-tenth of the loss they inflict upon the mills through bad work turned out. In a year, on an average, while the fines aggregate about Rs. 1,600 the loss incurred owing to damaged, faulty and stained cloth being sold at about 25 per cent. discount off the selling price for good cloth, comes to about Rs. 60,000. Fines are also inflicted for breaches of discipline and for damaging or destroying materials and tools, but the maximum rarely goes to Re. 1. The fines recovered under these heads in all the departments of the mills and for bad and negligent work in departments other than weaving come to hardly about Rs. 1,000 per year. The total amount of fines per year thus comes to Rs. 2,600 against annual wage bill of about Rs. 21,48,000, or 12 per cent. of the wage bill.

(ii) *Other deductions.*—In cases where in spite of repeated warnings and small fines a weaver continues to turn out bad cloth, we reduce the amount of work entrusted to him, that is to say, if he had two looms in his charge, we take back one from him and allow him to mind only one loom till such time as he shows improvement in his work. Similar punishment is inflicted on workpeople in other departments who turn out bad work. In this connection I may mention that the double Khada system according to which a worker who absented himself without leave lost two days' wages for one day's absence has long since been practically a dead letter at our mills. I would have formally announced to our workers the abolition of the system at our mills, but I have been waiting for the decision of the Millowners' Association who were going to formulate rules for the workers after discussing the findings of the Fawcett Committee with the labour leaders, which has not so far been possible, due to the prolonged strike in the Bombay mills.

(iii) We credit all unclaimed wages and fines recovered to our pension funds, so that the workpeople's money ultimately returns to them.

(iv) Dread of punishment of some sort is necessary to prevent the ordinary run of men from straying from the correct path ; and fines for bad work or bad conduct do form a fairly good corrective so long as they are proportionate to the gravity of the mistake or misdemeanour. I am, therefore of the opinion that legislation in such a matter is not desirable. If, however, it be decided to enact a law in India, I would like it to be on the lines of the English Truck Act, 1896. This Act provides for exemption in case of such establishments as in the opinion of the Secretary of State do not need the control of the Act, and I suggest that the Government of India will incorporate in their legislation a similar exemption in favour of establishments like ours where the workers are treated so leniently and generously as I have described above. I would further suggest the inclusion of a provision that the maximum of fines should not exceed 5 per cent. of the wages of the worker. The task of enforcing the provisions of the Act may be entrusted to factory inspectors.

107. (i) There is a system of monthly payments in vogue at our mills, but at our ginning and pressing factories wages are paid weekly.

(ii) Many years back the last date of payment at our mills was the 26th of the month following that for which the wages were due. It was then gradually brought forward from the 26th to the 20th and then to the 17th and now it is the 14th. Thus at present the period elapsing between the date when wages become due and the date of payment ranges from 7 to 13 days.

(iii) (a) Workers are generally in the habit of taking a day or two off immediately after pay day. A large number of them also visit grog shops and spend much of their money on drink. Looking to these habits of the workers, the system of weekly or fortnightly payments, if such a system were at all feasible, would prejudicially affect their interests much more than those of the employers ; and I think the existing system of monthly payments, which is prevalent in these Provinces and elsewhere, so far as the textile industry is concerned, seems to be the best from all points of view. It has worked very well so long and no change therein nor legislation to regulate the periods of payments seems desirable or necessary.

(b) From the details given under subhead (ii) above, it will be seen that payments to workers proper are commenced on the seventh day of the following month and completed on the fourteenth day. This delay is chiefly due to elaborate and intricate piece-work calculations that have to be made in respect of no less than 4,000 workers and is unavoidable. Beside, it does not inflict any hardship on the workers in that we have a system according to which all our employees, whose monthly earnings amount to Rs. 100 or less, are made advance payments in the shape of credit chits of one rupee each exchangeable at the Empress Mills Co-operative Stores, Ltd., for the necessities of life. Such chits are issued once a week and up to a maximum of three-fourths of the wages or salary earned up to the date of issue of chits by an employee, the total value of the chits issued being recovered from the employees on pay day. The remaining one-quarter of his earnings, against which the employee is not allowed chits, is meant to cover his contribution to the provident fund and instalments against loans borrowed from the Empress Mills Co-operative Credit Society, Ltd. As further help to workers, advances are also allowed them in cash on the eve of important festivals with due regard to their earnings, and are recovered on pay day. No interest is charged for advances whether they are in the shape of cash or chits for the necessities of life. The delay in payment from 7 to 13 days is in my opinion quite reasonable at present in the case of textile mills and more especially large mills like ours where, as already mentioned above, intricate evaluations have to be made for the piece-work, and I am not in favour of legislation fixing an intervening period.

At our mills' ginning and pressing factories, which are seasonal factories, wages are paid weekly, as already stated under subhead (i) and payments are made the next day they are due. So far as my information goes, the same practice obtains at other ginning and pressing factories also in our Provinces, as it is feasible seeing that the number of persons employed in seasonal factories is generally so small as compared with the number in textile mills. The existing practice is quite satisfactory and no question of legislation can arise in this case.

(iv) Unclaimed wages are ultimately credited to our pension fund.

108. A large majority of the ordinary class of workpeople are in debt due principally to large expenditure, which is quite out of proportion to their earnings, on weddings, funerals and religious ceremonies. With a view to save the workers from the clutches of the usurious moneylenders, the mills used to give loans on the security of sums standing to the credit of the workers in the mills' provident fund accounts, but as there was a large number of workers who could not get the benefit of this arrangement due to their not being members of the mills' provident fund, the mills established in the year 1921 a Co-operative Credit Society which has proved a boon to the workers. It advances loans to its members either on the security of the



provident fund money with the mills or of two sureties who must be members of the society. The rate of interest charged on loans was in the beginning fixed at the maximum statutory limit of 12 per cent. but it has since been gradually reduced to 9½ per cent. Out of about 8,800 workers of the mills, about 4,500 have become members of the society; and during the year ended the 30th June, 1928, 2,431 members were granted loans aggregating Rs. 5,10,224. Borrowings from outside moneylenders have, however, not completely ceased in spite of the fact that a very high rate of interest has to be paid to them; for loans can easily be obtained from them on personal security. But there is a growing tendency among the workers to take full advantage of the facilities provided by the mills as can be seen from the statistics of the society furnished in the statement (enclosure "O") :—\*

109. *Bonus and Profit-Sharing Schemes.*—No such schemes are or have been in operation at our mills. It may, however, be mentioned that in prosperous years when the mills made very large profits, and on the occasion of the mills' Golden Jubilee, the board of directors allowed bonuses to the employees.

110. (i) A statement (enclosure "U"), showing the leave taken by our workers during the calendar year 1928, is enclosed herewith.

(ii) We have rules for privilege leave, in terms of which the staff comprising the heads of departments, foremen, assistants, apprentices and the office and departmental clerks are allowed privilege leave at the rate of two days per month of active service, leave up to 10 consecutive days granted to any member of the staff in a month being counted as active service. The privilege leave can be allowed to be accumulated only up to 90 days in all, and any excess is forfeited; the idea of this rule being to compel a member in his own interest to take the leave allowed to him every three or four years.

Leave with pay for 12 days in a year is allowed to any workman whose service exceeds 20 years.

To those workers, however, who have not put in 20 years' service and who are consequently not entitled to privilege leave, leave without pay is freely granted for a reasonable period with due regard to the purpose for which the leave is required. When, however, a worker overstays the leave granted to him and fails to offer satisfactory explanation for doing so his services are dispensed with. A worker's name is also struck off the roll if he absents himself continuously for a period exceeding three months. This rule is, however, not enforced in cases of illness.

(iii) As explained in my remarks under subhead 106, the double khada system being practically a dead letter at our mills, whether a worker is absent with or without leave, not a pie of his back-lying wages is forfeited.

111. I have read in Prof. Henry Clay's recently published book entitled "Industrial Relations and other Lectures" that the difficulties in the way of insertion in public contracts of a fair wage clause have now been overcome and the clause finds its place as a matter of course in all labour contracts in England with beneficial effects for both employers and employed. But England is principally a manufacturing country, while India is principally an agricultural country. Again while industries in England are highly organized, conditions in Indian industries are just beginning to be regulated by the Government. In the circumstances I would advocate the introduction of the fair wage clause in India only when we have in India a labour office such as they have in England and trade unions in India are run on the lines of trade unions in England. I understand that one of the principal duties of the Labour Office in England is to prepare a list of approved contractors with whom contracts might be placed by the Government, railways, tramways, public utility companies, municipalities and local boards, and who have agreed to insert the fair wage clause in their contracts, and that if any of those contractors can prove to the satisfaction of the Government that payment of wages according to the fair wage clause has entailed loss on them in a particular contract, compensation will be paid to them by the Government. I should therefore be happy to accept the fair wage clause in all contracts made by our mills if Government arranged for our mills being placed on the lists of Government and public institutions named above, who should have orders to buy all their requirements only from the firms on those lists.

### XIII.—Industrial Efficiency of Workers.

112. I am sending herewith a statement (enclosure "V") giving figures of production, efficiency and spinning cost of a few of our standard counts of yarn for the years 1900, 1910, 1914, 1921, and 1928. Another statement (enclosure "W") giving similar figures in respect of a few of our standard varieties of cloth is also sent herewith. The figures relate to different epochs of our mills' life, viz., the time when the mills worked from sunrise to sunset in the absence of any statutory

\* Not printed.

restriction on the hours of work, to the time when the hours of work were restricted to 12 per day by the Indian Factories Act, 1911, and to recent times when the 1922 Act reduced the hours of work to 10 per day. They show that reduction in hours of work has not in any way improved the efficiency in our spinning department, and has effected only a slight improvement in the efficiency of our weaving department. They also show how cost has increased, due to increase in wages and other charges, and that the net result is shorter working hours and more pay for the workers, without any gain to the employers. In this connection I may remark that the increase in wages has tended to make labour stick to the textile industry, but has made it irregular in attendance; for the workers take French leave whenever they like, as what attendance they put in brings them just sufficient money to maintain themselves. Another reason why our workers, particularly the Mahars who form the majority of our workers, can afford to be irregular in attendance is that their women folk also go out to work, and in many cases there are about three to four earners in a family.

113. *Comparative efficiency of Indian and foreign Workers.*—I tried to get the necessary literature which would help me in coming to some conclusion, and I approached for the purpose the Industries and Labour Department of the Government of India, but I have not been able to get from them the sort of information I required. As for the remark that is generally made that Indian labour is very cheap, and as such India can undersell Manchester, I would say that it is true in a sense only. The wages paid to individual workers in India are comparatively much lower than those paid to workers in Lancashire, but it has to be borne in mind that on work which one Lancashire worker can do we have to employ four to five Indian workers. Again, a proper comparison of the relative efficiency of Indian and foreign workers can be made only when a fair basis has been arrived at, and for the purpose we must have figures of production turned out in India and foreign countries of identical counts spun and similar varieties of cloth made. Such statistics in regard to the working of the mills in England, America and Japan would be very interesting. In this connection I reproduce below the following figures taken from the Report of the Indian Tariff Board (Cotton Textile Industry Enquiry) 1927, which give only a very rough idea of the relative efficiency of Indian and foreign labour.

Name of country.	No. of spindles looked after by each operative.	No. of looms attended by one weaver.
United States .. ..	1,120	9
United Kingdom .. ..	540-600	4-6
Japan .. .. .	240	2½
India .. .. .	180	2

Note:—The labour employed in spinning in the foreign countries mentioned above is almost exclusively female, whereas in India it is mostly male.

114. (i) As will be seen from enclosure "B" referred to in my remarks under subhead 8, in the earlier stages of our long existence of over half a century, our labour force frequently changed, a complete turnover taking place about every 18 months. But the situation has gradually improved since and the period of complete turnover of our labour force now comes to about eight years. This should, in the ordinary course, ensure increased efficiency; for, steady and continuous attention develops in the worker skill in the particular type of work in hand and gradually increases efficiency. But, in spite of labour having become steady at our mills we have unfortunately no increase in production worth the name. I attribute this result to the seeds of dissatisfaction sown in the minds of workers by outside agitators. There is not that steady attention to work which one ought to expect from shorter working hours and better working conditions now prevailing in factories, and consequently production shows a fall in place of the expected increase.

(ii) The use of machinery as against manual labour ought to lead to increased production equally in the case of Indian and foreign workers. With increased use of machinery there ought to ensue better and more work. For instance, a vacuum stripping plant, such as we have at our mills, ensures greater comfort in the card room and the workers in a room equipped with the plant do really put in more and better work than those in a room not so equipped. Again, the introduction of automatic looms, which is so much favoured in America, is bound to yield to a weaver increased production; for a weaver in America, who used to mind 4 to 6 ordinary looms, now minds 16 to 20 automatic looms, resulting in increased wages for the man. Similarly, a system of runway tracks for haulage such as we have introduced at our mills is bound to expedite work and to add to the general efficiency of the workers.

The efficiency of workers also greatly depends on the kind and workmanship of machinery used. We had mules and throstles in our spinning department in the beginning; but, when the ring spindle was invented, we tested its possibilities and being convinced of its great utility, introduced it in our mills at a time when even Lancashire spinners were looking askance at it. Spinning production became doubled. Thus greater efficiency of the machinery does add to the efficiency of the worker in the way of enabling him to give greater production.

Many years back we had bitter experience of inefficient machinery seriously reducing output. In 1890 we were induced by Messrs. Brooks & Doxey, Textile Machinery Makers, Manchester, to try in our No. 3 mills some of their cards and preparatory spinning frames, which, they assured us, were as efficient as, though cheaper than, cards made by Mr. Elijah Ashworth, Manchester, and preparatory frames made by Messrs. Platt Bros., & Co., Ltd., Oldham, machinery of which latter makes had been in use at our No. 1 mills since many years past and which had given us uniform satisfaction. As Messrs. Brooks & Doxey's proposition was tempting, we ordered their machinery. The cards and preparatory machines supplied by them were worked under identical conditions, but, due to defective casting and poor workmanship there were very frequent breakages of parts of Brooks & Doxey's machines, the replacement of which considerably hampered work and gave much lesser output than the machines of the other makers.

As experience dictates, we have been scrapping out-of-date machinery, and any device or attachment that is reported to be adding to the efficiency of a machine is at once tried by us and adopted if found efficient. As a result of such trials we have found that loose reed looms give more production than fast reed looms. Certain modification in the ordinary looms have made faster running of the looms now possible, resulting in increased production. Some years ago we installed at our mills looms made by Messrs. Henry Livesey, Ltd., Blackburn, which, due to frequent breakages of parts give less production. The broken parts have gradually been replaced by parts made by Messrs. Platt Bros. & Co., Ltd., of Oldham, so that the old Livesey's looms at our mills have now only the sides of Livesey. The loom fitted with Hacking's Drop Box Motions made by Messrs. Hacking & Co., Ltd., of Bury, owing to the peculiar mechanism of the motions, cannot run as fast as the loom fitted with Eccles' Drop Box Motions made by Messrs. Platt Bros., or other makers.

(iii) The more efficient the drive of a mill, the more efficient will be the general working of the mills, and with a view to try and find out the most efficient drive we have three different drives at our mills. The machinery in our No. 2, 4 and 5 mills is driven by electric motors placed on shafts or direct connected to machines and getting electric power from turbo-generators. Electric power is being gradually extended to No. 1 and No. 3 mills also, but steam power is still mostly in use at these mills, the main and line shafts in No. 1 mills being gear driven, while those in No. 3 mills being rope driven. So far as efficiency is concerned, I have found no difference in the three types of drive, viz., gear drive, rope drive and electric drive; but in point of flexibility the last drive has a very great advantage over the other two types.

(iv) In a modern factory owned by a Joint Stock Company the management is dual. There is the manager of the factory who selects the best men available to work as heads of the different departments, and these heads of departments select the best workers for the work of the factory, so that the best results can be achieved. On the other hand, is the firm of managing agents, who are directly responsible to the board of directors of the company. The managing agents in India do what the managing director does in England. They see that the best raw materials and stores are purchased at the most favourable rates and that there is a continuous supply to the factory of raw materials so that the factory is always kept going. They also arrange for disposing of the manufactures of the factory in such a way that the best prices are realized. And the most important part of their duty is the financing of the business.

The manager is selected by the managing agents for his ability, not only to get the most efficient work turned out, but also to keep his labour force contented. As such, he is generally given a free hand in the internal management of the mills. And just as the manager has to keep his labour force contented, so have the managing agents to keep their selling agents, their purchasing agents and the shareholders of the company contented. It is only when an atmosphere of content prevails in all sections of the industry that it can yield the best results. As I have said in my remarks under subhead 10, due to the Empress Mills being over 500 miles away from the office of the managing agents, its mill manager is invested with much wider powers, but he always keeps the managing agents in Bombay in close touch with the mills by regularly keeping them informed of whatever is doing in Nagpur.

The efficiency of the management thus depends upon the co-ordination of the authorities, exercised by the managing agents and the factory manager, and upon the judgment of both. Correct judgment is the highest factor in efficiency; for, misjudgment might sometimes spell ruin for the concern. The efficiency of the workers depends upon the energy and zealotness of the heads of departments. While on this point, I would say that no system of standardization can create efficiency, as I know by experience. We have done our best, but we cannot get our weavers to mind on an average more than one and a half looms per weaver, while in Bombay not only is the average per weaver two looms, but a Bombay weaver produces more cloth per loom than a Nagpur weaver.

(v) Physique has much to do with the efficiency of workers, as our experience shows. The Momins (Mahomedans) and Koshtis (Hindus) who have a better physique than Mahars (low caste Hindus) are more regular in attendance and give better work as weavers. As there is plenty of labour available in Nagpur, we are now not compelled to take up labour as it comes to us, but are able to send away the man whom we find physically unfit for the job he seeks.

(vi) The health of workers plays an equally important part on their efficiency. But it is so difficult to determine from statistics with us to what extent the incidence of sickness affects the efficiency of workers. We have on our muster rolls about 8,800 workpeople, but the average daily attendance is 7,500, which is about the number we need to keep all our mills fully going. Thus we have about 1,300 or 17 per cent. surplus workers. Due to this, our production hardly suffers on account of absent men, as our surplus workers take the place of the absentees. It is practically impossible for us to say from our statement (enclosure "S") referred to in my remarks under subheads 57 and 58, of absenteeism at our mills how many absented themselves on account of sickness or other causes. Also from our statement (Enclosure "K") referred to in my remarks under subheads 24 and 25, showing the number of new and old cases treated daily at our mills' dispensaries, we cannot say if all workers that were treated were not on work. But on the basis of the figures of new cases of workpeople treated at our mills' dispensaries, given in our statement (enclosure "L") also referred to in the above two subheads, the incidence of sickness among our workpeople ranges from 1.23 to 1.46 per cent. of the average daily attendance at our mills during the last five years.

(vii) Education is the most potent factor serving to increase the efficiency of workers, and the main reasons why the efficiency of Indian labour is so much less than that of foreign workers is due to most of the Indian labourers having no knowledge even of the three R's. So far as our own activity in the direction of education is concerned, I think the number of persons who received elementary education at our factory and night schools since we started these schools would be equivalent to about 10 per cent. of our workers on roll. On what measures must be taken to impart education to workers I have given my views under subhead 36. As a matter of interest I may mention here, that the first gleams of light falling on the minds of our juvenile labour through a knowledge of letters have so dazzled them that they are often found reading books, leaving their machines unattended.

(viii) How far improvement in the standard of living affects efficiency I cannot say. I can, however, refer here to the efforts made by Europe and America to have International Conventions on labour problems lest Asiatic countries, with lower standards of living of workers might undersell them, due to lower costs of production. I might also remark that in the present condition of the homes of the Indian workers it is beneficial to their health to have their homes at some considerable distance from their places of work so that they get on the road the fresh air their dingy houses in congested localities are lacking in.

(ix) A temperate climate brightens the mind and impels men to work, and as such has some effect on the efficiency of workers. Unfortunately the climate of India is subject to such extreme variations that the Indian worker is distinctly at a disadvantage in this respect as compared to his European brother. I may also mention here the effects the manipulation of temperature for reasons of production has on the workers. The ventilating and humidifying systems at our mills have been fully described under subhead 23. But I may say here that due to the ventilating and humidifying systems at our No. 1 mills not being so up-to-date as those at our No. 3 and No. 5 mills the comparatively hot atmosphere prevailing at our No. 1 mills, disturbs the evenness of our yarns made therein and also affects our weaving production. Also the workpeople there do not feel so happy as those at our other mills.

115. *Effect on Production, of (i) Changes in working hours.*—I would like to supplement here my remarks made on this subject under subhead (112) by describing an experiment made at our mills about half a century ago. As there was a great demand for our goods which we could not meet, we wanted to increase our

production, and the late Mr. J. N. Tata, the founder of our mills, was keen on working the mills with two shifts, a day shift and a night shift, though the management was sceptical about the success of the experiment. Labour could be easily had for both shifts; only the new men had to be trained for some time. The mills were fitted up with electric lights for night work and the experiment was continued for two years. Both shifts worked for 12 hours with half an hour's rest period and the day and night shift men changed places every fortnight. The result was disastrous; for, the total production of the two shifts did not even equal that obtained by the usual day time working from sunrise to sunset. This was all due to the night shift people not taking rest during the day time as they should and loitering instead and enjoying themselves in public gardens, so that they dozed at night, leaving their machines to mind themselves. And this entailed on the mills great loss due to the waste produced being out of all proportion. Even trained men from Bombay were imported for night shift work, but with no better effect, and as the mills, instead of making profit as they used to do before, made loss, the experiment had to be abandoned.

In this connection I would mention that we have all along favoured reduction in working hours. Even when the law permitted working the mills for 12 hours, in winter when the day is short we worked only from sunrise to sunset, which meant, on an average, 10½ hours' work excluding weekly cleaning time. And we introduced the 10 hour day more than two years in advance of the provision in this regard of the Factories Act in order to keep pace with the growing tendency everywhere to reduce the hours of work of the work people so as to leave them some time for recreation of body and mind. I am in favour of a further reduction in working hours per day, but at present competition is so severe in the markets catered for by us that I cannot all alone think of making any innovation in the direction of reduced hours of work.

I may also say that we found no improvement in efficiency when the working hours were reduced to 12 by the 1911 Act, but that the introduction of the 10-hour day has improved the efficiency in the weaving department, though in the spinning department production has been smaller in proportion to the number of less hours worked than before. The reason for this is that we have been maintaining, for years past, a system of relievers in our spinning department, the workers in which department are all paid at fixed rates, so that whenever a machine tender goes out for smoking or answering calls of nature, the reliever works in his place and the machine is kept running all the time, it being stopped only for doffing purposes or repairs, etc. The relative efficiency of the spinning department for different counts of yarn is thus almost steadily maintained from year to year; and any reduction in working hours naturally brings about a proportionate reduction in production. But in our weaving department where the weavers are paid on piece-work, and in which department we have no such system as is mentioned above, weavers leave their machines less frequently than before and work more energetically for fear of loss of wages due to shorter working hours; and the result is increased production and efficiency.

I understand that in the Svadeshi mills in Bombay and the Ahmedabad Advance mills at Ahmedabad, which are also under the agency of Messrs. Tata Sons, Ltd., like our mills, and where there are more skilled workmen, weavers are able to give in 10 hours the same production that they formerly gave in 12 hours.

(ii) *Changes in other Working Conditions.*—Good light and ventilation and efficient humidification do have an effect on production. In our No. 1 mills, which is our oldest mills, and where conditions of light, ventilation and humidification compare very unfavourably with those in our other mills, though we do not suffer in production so far as the spinning department is concerned, the yarn produced there is not so uniform and even as that produced in our mills built subsequently. In the weaving department, however, deficient light, ventilation and humidification even affect production by about 5 per cent.

(iii) *Expenditure on Health and Sanitation.*—For looking after the health of our workpeople and their children and relatives we have at our mills' four dispensaries, under the charge of qualified doctors, and the expenditure under this head comes to about Rs. 20,000 a year. Full particulars of our welfare work activities can be obtained from a bound volume sent herewith, which contains reports of our welfare work from January, 1922 to June, 1927. I may, however, mention here that the total expenditure we incur annually on all our welfare work activities comes to about Rs. 1 lac. Now, as the average number of daily attendance at our mills is 7,500, the expenditure on welfare work comes to about Rs. 14 per head, or 5 per cent. of our wage bill. I am told that in England good firms spend on welfare work for their workpeople about £2 per head or 2 per cent. of their wage bill, the reason for the smaller percentage being that much welfare work is being done there by local bodies out of the taxes levied there, which are much higher than taxes here.

It is only when a severe epidemic affecting the whole of the town rages in Nagpur that attendance at our mills seriously suffers and our production is affected; for, otherwise in normal times our system of employing spare hands helps us to carry on work and not feel the absence of such workers as are ill, or have gone on leave. Of the incidence of sickness at our mills we have prepared two statements (enclosures "K" and "L") which have been appended to my remarks under sub-head (24).

(iv) *Housing*.—Please see my remarks under sub-head (16). I may add that I cannot say if what we have done for the housing of our workpeople has had any effect on the production at our mills.

(v) *Alterations in Methods of Remuneration*.—In October, 1917, seeing that as a result of the new economic conditions introduced by the World War, prices of the necessities of life had begun to rise, entailing hardship on our workpeople, we began paying them scarcity allowances on the scales mentioned in the following table:—

In force from	Percentage of scarcity allowance over pay.	Remarks.
October, 1917, to January, 1920 ..	10 per cent.	To all workers.
February, 1920, to August, 1920 ..	33½ per cent.	do.
September, 1920, to September, 1924	50 per cent.	To fixed-wage earners.
	66½ per cent.	To piece-workers.

Besides giving these scarcity allowances, we began supplying our workpeople foodstuffs at pre-war rates and cloth at specially reduced rates. We also gave them the facility of obtaining foodstuffs at our mills' shops on credit up to a limit in proportion to their earnings in exchange for chits issued by departmental heads, the cost of the supply during the month being recovered on pay-day. The system of such supply of grain and cloth at reduced rates, which was continued till September 1924, entailed on our mills an expenditure of Rs. 19.50 lacs. In October, 1924, the wages were consolidated, incorporating therein the scarcity allowances as well as the benefits accruing to the workpeople from supply of grain and cloth at reduced rates.

Other additions to the usual earnings of our workpeople are:—

(a) Monthly full attendance bonus ranging from Rs. 1½ to Rs. 3 per month given to all classes of workers except male employees on piece-work, and artisans such as blacksmiths, masons, carpenters, fitters, turners, etc. In the month of June, 1929, the number of workers, who received such bonus, was 2,699 and the amount paid them came to Rs. 4,392, which works out to about 2.5 per cent. of our total wage bill. I may mention here that a male worker becomes entitled to this bonus, only if he has attended all the working days in a month, but that in the case of female workers two day's absence during the month is condoned to enable her to qualify for the regular attendance bonus.

(b) Long Service Bonus paid as described hereafter. Till September, 1924, such workpeople as had completed 20 years' service were given a monthly increment of Rs. 1½. But as from 1st October, this bonus is being given on the following scale to those operatives whose monthly earnings do not exceed Rs. 60.

If the period of service exceeds 5 years but does not exceed 10 years Re.1 per month; 10 years but not 15 years Rs.1-8 annas per month; 15 years but not 20 years, Rs. 2 per month; 20 years Rs. 2-8. per month.

The following figures of long service bonus earned by our workpeople in June, 1929, speak for themselves:—

Scale of bonus.	No. of workpeople who earned the bonus.	Amount paid. Rs.
Re. 1-0-0	1,526	1,247
Rs. 1-8-0	1,365	1,704
.. 2-0-0	752	1,256
.. 2-8-0	556	1,169
Total ..	4,199	5,376

It will be noticed that there is a difference between the sums actually paid and the sums payable to the workers according to the scales mentioned in column 1 of the statement. The difference is accounted for by the fact that the full bonus is paid only to those workers who are present throughout the month, while others, who are absent for a day or more, receive proportionately lesser amount. I may mention that the total amount of Rs. 5,376 paid to the workers on account of long service bonus works out to 3 per cent. of our total wage bill.

Another item of encouragement we give to our workpeople is in the shape of annual prizes which I have already dealt with under sub-head 32.

These are the measures taken by us to add to the usual wages of our workpeople, but I am afraid I cannot say if all that we have done in this direction has induced in our workpeople a desire to put more energy into their work.

(vi) *Movement in wage levels.*—In my statement (enclosure "T") appended to my remarks under sub-heads 96 and 97, I have given figures of wages at our mills during the different periods of our mills' long existence. I am attaching hereto another statement (enclosure "Z") showing the numbers of piece-workers and the different departments in which they work, from which it will be seen that out of a total of 8,800 workers on roll, 45 per cent. are piece-workers and 55 per cent. are fixed wage-earners. As I have said elsewhere, increase in wages has not tended to bring about any noteworthy increase in the production.

(vii) *Legislative enactments.*—The Indian Factories Act as amended from time to time and the Workmen's Compensation Act have considerably ameliorated the condition of the workers, but I regret to say that the seeds of unrest sown in the minds of workers by evil-minded agitators have implanted in them a desire to get more and more facilities without any effort on their part to put their heart into their work and give more and better production.

(ix) *Alcohol and drugs.*—Though a visit to the grog shop, particularly on pay-day, is indulged in by our workpeople, I can safely say that the drink evil and an addiction to drugs like opium are not so prevalent among our workpeople as to attract attention and to affect the production at our mills.

116. *Possible methods of securing increased efficiency.*—To my mind the efficiency of an industrial worker depends upon three groups of factors.

Under the first group I would place (1) the climate of the worker's country; (2) his physique; (3) his dietary; (4) the sanitation of his dwelling and that of the locality in which he resides; (5) addiction to alcohol and drugs; (6) the amount of education he has received; and (7) the ideas which his education has inspired in him about the dignity of his work.

The second group would comprise (1) the sanitation of the factory where he works; (2) the longer or shorter hours of work he puts in; (3) measures adopted at the factory to reduce industrial fatigue; (4) the adequacy or inadequacy of the wages he gets; and (5) measures taken by the factory owner to help him (a) in sickness, (b) in getting primary education and technical training, and (c) in providing against the rainy day.

In the third group I would place (1) the advantages of use of machinery as against hand work; (2) the benefits of the adoption of the latest improvements in machinery such as would (a) increase output, and (b) reduce the strain of concentration by the worker on the machinery looked after by him.

How far these factors affect efficiency I have tried to explain in my remarks under sub-heads 114 and 115, and I would here make a few further remarks on labour saving appliances inasmuch as such appliances are a potent force in increasing the efficiency of an industrial worker.

Since the ring spindle replaced throstles and mules and revolutionized spinning in the nineties of the last century, there has been no invention of note in the spinning section of the textile industry. But only recently a system promising to do away with one of the preparatory processes of spinning and to make it possible to produce, from the same mixing of cotton, yarn of better quality than can be done with the ordinary spinning frame, has come into vogue in England and the Continent, and has also begun to find favour here. It is known as the High Draft System of Spinning. We, too, have taken trials of the system, and having found that the claims it makes are likely to come true, we are going to take more extensive trials with a view to replacing all our ordinary spinning frames by high draft spinning frames.

In the weaving section the one outstanding improvement, which has found great favour in America is the automatic loom. This loom is, however, looked askance at by English weavers. Even in India and especially in the South, where a few such looms have found their way, they are reported to be unsuitable for Indian conditions

of work and Indian yarns. In Bombay, a few Japanese automatic looms are being tried, but it is too early to form a definite opinion as to their successful working or otherwise, as they have only lately been introduced.

But while automatic looms and other labour saving appliances, which involve reduction in the number of workers minding machines, have met with favour in England and America, in our country the workers have expressed in unmistakable terms their resentment at even an increase in the number of spindles and looms allotted to each spinner and weaver respectively as recommended by the Textile Tariff Board, which arrangement would add to the wages of the workers, and at the same time reduce working cost. The Bombay millowners tried to carry out these recommendations, but their workers struck work in consequence, and they had to revert to the old system.

And these are the only directions in which efforts of a sort have been made in India to increase the efficiency of the workers in the textile industry. But there is a direction still absolutely untrodden by the Indian employer. I mean the application to Indian industrial conditions of the principles of scientific management as deduced from a study of industrial psychology. The study and the application of the principles of this new science are reported to have yielded, both in America and in Europe, phenomenal results. Output has been increased, there are fewer accidents in factories and lesser spoiled work, and reduction in working hours has considerably reduced absenteeism. I would like all industrialists in India to combine to bring out experts from England and America to help start an Indian Institute of Industrial Psychology and Industrial Research Board, and I wish the Labour Commission would make a strong recommendation in this direction.

#### XIV.—Trade Combinations.

117. (i) Practically all the mills of these provinces are members of the Bombay Millowners' Association; but while the membership offers them the advantage of being posted up with full information on questions vitally affecting the industry as a whole, the Mofussil Mills cannot possibly expect from that body any help worth the name in times of labour disputes or strikes, labour conditions in the City of Bombay and the industrial centres of these provinces differing so widely. The Mofussil Mills have consequently to settle their own policy with due regard to the local conditions. The establishment of a separate association for the mills of these provinces, however desirable it may be, is not practicable, looking to the comparatively small number of mills, more especially when an attempt, made some 11 years ago, to start a Chamber of Commerce which had the idea of embracing within its fold all the commercial interests of the provinces, failed owing to a poor response from the interests concerned. The only association of employers, of which our provinces can boast, is the Factory Owners' Association which has its headquarters at Khamgaon, but I am not in a position to give any information about this Association.

(ii) An organization of the employed called "The Nagpur Textile Union," with its headquarters at Nagpur, and having about 2,200 members, has been in existence since December, 1927. I am not aware of any other organization of the employed.

118. In the textile trade of the country the Bombay Millowners' Association is one of the most influential organizations of employers. It collects and circulates information and statistics of general professional interest and deliberates on it in an executive committee. It has started its own mutual insurance association to cover the liabilities of millowners under the Workmen's Compensation Act, and intends to provide similar facilities for fire insurance. This is all to the good, but it would meet a greater need if it stood aloof from individual interests and developed into a professional association, and had a general staff of expert specialists like that of the British Trades Unions Congress. Our mills would have been saved much useless litigation if the Millowners' Association, of which we are a member firm, registered trade marks and trade numbers, and the fact of such registration were marked on our manufactures. A member firm of the Association need not be compelled to get its articles registered, but if the fact of such registration were stamped on articles, the buying public would at once understand that an article not so stamped is not a guaranteed article. Incidentally such a system would improve the influence of the Association.

The general staff of the Association in collaboration with the general staffs of labour unions might work out the facts and figures of the industry. The Association might also take up research work, which might disclose new uses and new qualities of the products and new methods of diminishing costs. Thus the Association might in time develop into an independent industrial authority, and be able to impose standards of honour on its members, which would be to the benefit of the trade.



Such an Association might also be able to exercise its influence on monopolistic interests, and to bring them to a reasonable frame of mind. Forty years ago the P. and O. Co. had the monopoly of the shipping of yarn to China, and their charges were so exorbitant that the shippers combined and started a new line of steamers which compelled the P. and O. line to moderate their freight rates from Bombay to Chinese and Japanese Ports. But we have no influential association in our provinces which could compel the G.I.P. and B.N. Railways to bring down their rates. In the absence of water transport and road transport these railways have the monopoly of the carrying trade of our provinces. In theory their rates are so fixed as not to weigh on the trade and thus prove an indirect source of taxation on the consumers, but as the railways in England only lately found out there is room for reduction in rates of freight in order to help industry, which has been in a bad way since so long. It is true, there is an appeal to the Railway Board in the case of State-owned railways, but in the case of a company-owned railway there would hardly be any chance of a response. And I wish the Royal Commission on Indian Labour would see their way to recommend that the railways should consider the question of freights so as to lighten the burden on industry.

Mention of the resentment monopolies invoke in the community reminds me of the burning problem of the day, viz., the general strikes of workers, the aim whereof is to exercise pressure upon reasonable employers to get unreasonable employers to mend their ways. My distinguished father deeply resented in the evening of his days the "slur" as he took it, of his workmen associates going at the bidding of their misleaders on strike in spite of their past relations. I feel as keenly on the point; for, if other employers of labour do not come up to expectations, why should my worker friends molest me by asking me to bring pressure upon such employers, who are bound to ask me to mind my own business if I put in a word with them on behalf of their workers.

I have spoken above of the sense of honour which an Association like that of the British Trades Unions Congress is bound to develop among its member firms. If such an Association secured the confidence of the community as an independent industrial authority, picketing could be made illegal, as all peaceful persuasion would emanate from impartial authority. One month's notice between masters and men could then be insisted on; for, this notice would give the time for reference of disputes to the Association and investigation by it. With such an Association functioning strikes would become obsolete.

I would in the end say that the conflict between capital and labour cannot now be so very acute as in the olden days in that the control of industries is now in the hands of managing directors and managing agents, who have large blocks of capital of their own invested in the industries controlled by them, and their doings are keenly watched by shareholders' associations and labour unions, so that any abuse of power involves replacement of the directorate or the agency. There are black sheep in every community, and the industrial fraternity cannot be an exception to the rule, but I don't think it fair to condemn a class for the sins of a few of its members.

120. *Individual Trade Unions.*—(i) The first attempt in the direction of forming a union of workers was made by some of the local labour leaders in the year 1921, but without success. The strike of our workmen in the year 1922 encouraged them to make another attempt, but this also proved abortive. The year 1924, however, offered a unique opportunity to the leaders to carry out their object, and they could, directly as a result of the prolonged strike at our mills successfully form what was known as "The Nagpur Labour League." This league was affiliated to the All-India Trade Union Congress. But even after the establishment of the league the leaders were unable to make any headway till the end of the year 1927, when, consequent on the passing of the Indian Trades Union Act, 1926, they dissolved the league and constituted in its place the Nagpur Textile Union, which was registered under the above Act in December, 1927.

(ii) *Attitude of workers and extent of their control.*—As stated in the history of the union, out of 12,000 workers in Nagpur only 2,200 have joined the union. This latter number cannot be considered satisfactory, and is perhaps an index of the ideas about the union of the majority of workers, though those that have got themselves enrolled as members are reported to be displaying keen interest in the affairs of the union.

(iii) *Attitude of employers and relation with them.*—In this connection I give below the following extracts from the union's report for the calendar year 1928, which speak for themselves:—

"The Empress Mills authorities from the very beginning adopted a sympathetic attitude towards the Nagpur Textile Union . . . . ."

"The union has been representing individual cases of the workers to the management of the Empress Mills; and, though not always successful in the representation of such individual complaints, the union has always received a sympathetic hearing and consideration from the management of the Empress Mills."

121. *Trade Unions Act, 1926.*—(i), (ii) and (iii) In my remarks under subheads (117), (119) and (120) I have specified the extent to which the Act has been utilized in our provinces in the textile trade. As the Nagpur Textile Union, the nature of whose activities I have described under subhead (119) was registered under the Act only about two years ago, it is difficult to make any remarks on the effect the placing of the Trade Unions Act on the statute book has had on the textile industry. As for possible amendments in the Act I have the following suggestions to make.

Under Section 4 of the Act registration of trade unions is purely voluntary. In the interest and for the protection of the workpeople I think all trade unions should be compulsorily registered.

Section 18 (1) of the Act renders immune from a civil suit any act of any registered trade union or of any officer or member thereof done in contemplation of furtherance of a trade dispute. This constitutes the trade union officers' charter of liberty, but there is no provision in the Act to prevent liberty from deteriorating into license. If an office bearer of a union or a member thereof misappropriated the funds of the union, he can get off scot-free, for the Act has not prescribed any penalty for such misdemeanour. In the English Act not only does such a provision exist, but even the trustees of a union are held liable for the recovery of the union funds only up to the moneys received by them.

Section 22 prescribes that not less than one-half of the total number of officers of every recognized trade union shall be persons actually engaged or employed in an industry with which the trade union is connected. In order to enable the workpeople to have a larger share in managing their own union affairs I suggest that three-fourths of the total number of officers, etc., should be from among the employees in the trade. This suggestion, while not entirely removing any necessary help which the "outsiders" can give, will give the majority to the workpeople themselves.

There is nothing in the Act which requires a trade union to keep a record of work done at meetings of its executive committee or of the general body. This is not as it ought to be, and the absence of a regulation in the matter seems to have been felt by the chairman of the Strike Inquiry Court being held in Bombay. When the chairman asked a secretary of a trade union giving evidence before the Court why no records were kept by him of the activities of his union and when the secretary replied that the Act did not require him to keep any such records the chairman said that the absence of records was a point which went against his union. I therefore suggest that the Act might make it compulsory for every union to maintain a minute book.

In view of the experience we have of labour leaders in Bombay who could not have things all their own way in a large union starting rival unions consisting of themselves and a few adherents, I suggest that the number constituting a trade union should be fixed at at least 100.

I suggest the deletion from Sub-section 16 (1) of the words "and, political" and of the whole of Clause (e) of Sub-section 16 (2), looking to the bitter experience Bombay has had of Communists and others of their ilk prostituting the legitimate objects of trade unions to further their sinister political propaganda.

#### XIV.—Trade Combinations.

122. *Miscellaneous Questions regarding Trade Unions.*—(i) *Methods of negotiation between employers and employed,* (ii) *Results of attempts at co-operation between employers and employed to increase efficiency of production.*—Negotiations lead to co-operation only when both parties fully understand their responsibilities and when one party is not out to coerce the other party. This can be possible in India only when trade unions are composed of persons that are themselves engaged in industries and there is a Central Labour Office with its provincial branches, whose experts can guide trade unions along the right paths.

For proper functioning of trade unions I think there ought to be separate unions of separate branches of the same class of industries, e.g., there should be one union of engineers, another of those working in card rooms, etc. As conduct of unions means knowledge and understanding, the leaders thereof must not only belong to the industry which they represent, but must have fairly good education. To help in having such a class of trade union leaders the State, municipalities, and the employers associations should contribute towards the education of the workpeople. At present outsiders, who have imbibed from books good, bad, and indifferent theories

of management of industrial concerns, and who have got no practical experience of the inner working of industries, are guiding trade unions with the result that the employers have no faith in such leaders and no real co-operation between employers and employed is possible.

The so-called labour leaders in India do not at all represent labour and are out only to impose their ill-digested theories upon employers, much to the detriment of both labour and the industries.

**XV.—Industrial Disputes.**

123. *Extent of Strikes and Lock-outs.*—(i), (ii) and (iii) To the Empress Mills strike of employees was almost an unknown thing during the first four decades of their working, the relations between the employers and the employees having been harmonious and peaceful throughout this long period. But towards the end of December, 1919, a lightning strike, which was the first one in the history of the mills, took place as a result of the poison disseminated among the workpeople by ranting speeches of self-styled labour leaders, and by reports circulated among them by designing mischief-mongers, who had a hand in the strikes of the mill operatives in Bombay. The men had no tangible grievance, and after wandering about for five days returned to work unconditionally. A little delay in declaring the bonus as had been declared in previous years precipitated another strike in December, 1922. Here, again, the men's grievances were all imaginary, and the efforts of the management to bring the workers to a reasonable frame of mind having failed, a lock-out was declared. This had the desired effect; for, after eight days most of the men returned to work, and two days later the attendance became normal. The 30th January, 1924, saw the beginning of the latest strike. In this case, encouraged by designing outsiders, the men put forth unreasonable demands, such as the payment of a bonus in addition to the one already declared by the mills, eight hours of work instead of ten, and the distribution among them of a quarter of the mills earnings. Meetings were held where the men were stirred up not to return to work until all their demands had been met and the deluded workmen kept out for two months. In the end they realized that they had been fed with vain and impossible hopes by the outside agitators, and they began to return to work, the attendance being normal by the 1st April. Thus none of the strikes were due to any real grievances of the workers, who had consequently to take the only wise course of surrendering unconditionally in every case.

(iv) *Loss to industry and workers.*—The subjoined Statement gives the necessary particulars in this regard :—

		Duration of Strike.	Loss to industry. Rs.	Loss to workers. Rs.
1st Strike	.. ..	5 days.	1,65,652	16,425
2nd Strike	.. ..	9½ days.	1,16,263	39,191
3rd Strike	.. ..	60½ days.	5,74,482	2,64,651
Total	.. ..	75 days.	8,56,397	3,20,267

125. *Trades Disputes Act.*—Industrial unrest which is only a phase of the world unrest now rampant having culminated in our country in strikes in industries becoming epidemic there was a clamour from several responsible quarters for Government interference. As a first measure Government brought before the Indian Legislature a Trade Disputes Bill which is now in the statute book as the Trade Disputes Act. This Act, empowers Government to appoint a Court of Inquiry when a trade dispute is going on and to call upon the parties to the dispute to refer their differences to the Court. Such a Court has recently been appointed to enquire into the strikes in the Bombay Mills. But the award that it will give will not be binding on either of the parties to the dispute. The purpose of the Act as the framer thereof put it in the "Objects and Reasons" of the Bill is to create active public opinion, the moral pressure of which would compel the party at fault to yield. But, as matters stand at present the hope of public opinion exercising pressure on the disputants has been in vain. In the interests of the industries of the country it would be unwise to allow such a state of affairs to continue indefinitely and measures must be devised to compel die-hards and recalcitrants in industrial disputes to listen to reason. Industrialism having come to stay in the country and trades disputes having begun to assume vast proportions, neither the Government nor the community can now safely

adopt a *laissez faire* policy and active interference by both is necessary. To my mind powers for such interference should be vested in a body to be appointed by the Government on the model of the Indian Tariff Board. It should be in the nature of an *ad hoc* Reference Committee to be brought into existence when a trade dispute assumes serious proportions. Its personnel should comprise capable and experienced men selected from among capable and experienced officers of the Government of India, Departments of Industries and Labour and Commerce, and from among retired eminent legal luminaries. Such a body might be designated the Commissioners for the settlement of trades disputes. The Trades Disputes Act might be amended. It should define the constitution and powers of such a Board and also authorise the Board to start an enquiry into a trade dispute, no matter whether reference is made to it by a party concerned or not. As experience has shown that picketing which is sometimes euphemistically called peaceful persuasion is nowadays the reverse of peaceful and leads to rioting, the Board should have the power to declare picketing illegal. The findings of this Board should be deemed final and binding upon the parties to the trade dispute, and it should have the powers to inflict punishment on those refusing to give effect to its award.

126. *Attitude of Government (i) towards Trade Combinations, (ii) in connection with Industrial Disputes.*—My humble opinion is that Government should keep strictly neutral and do nothing that might be deemed to favour either capital or labour. But when an industrial dispute has gone so far that the public call upon them to look into it, they should go thoroughly into the matter, give their judgment and see to it their decision is given effect to. They should not sit tight as they have done in the case of the red flag movement in Bombay. Two courts of enquiry instituted by them have condemned the activities of the Red Flag Union, but so far the Government have not taken any action against the said union. Perhaps they may still be considering over the matter, but the delay they have made is unconscionable.

I am further of opinion that as the holding of such Court of Inquiry entail a lot of trouble and waste of time, all trade disputes should be referred to a permanent Board such as I have described in my remarks under sub-head (125), who having made a continuous study of the problems involved in trade disputes and having before them all the necessary information ready collected beforehand might give judgment on a particular question very much quicker than the ordinary Court of Inquiry.

#### XVII.—Administration.

133. *Central and Provincial Legislatures. Action and attitude on labour questions.*—I have pointed out in my remarks under sub-heads (31) and (49) the iniquities perpetrated by the passing of provincial enactments on questions concerning industrial labour. It is really inexplicable why the factory rules for one province should be more stringent than those for another province, and why there should not be one uniform set of rules for grant of maternity benefits for all provinces. And I am emphatically of opinion that legislation concerning industrial labour should as far as possible take the shape of all-India enactments.

#### APPENDIX A.

*Statement showing the principal castes of workers employed, the numbers of work-people belonging to them and the percentages these numbers form of the total number of workpeople.*

Castes.	Number on rolls.	Percentage.
1. Depressed Class Hindus :—		
Mahars .. .. .	4,795	54·02
2. High caste Hindus :—		
(a) Kunbis and Telis .. .. .	1,249	} 21·38
(b) Koshtis .. .. .	237	
(c) Gonds .. .. .	215	
(d) Marathas .. .. .	197	
3. Mahomedans .. .. .	779	8·77
4. Other castes .. .. .	1,404	15·83
Total .. .. .	8,876	100·00

## APPENDIX B (abridged).

Statement showing turnover of labour at the Empress Mills, Nagpur, since the year 1908.

Year.	Number on roll on 1st Jan.	New admissions during the year.	Total.	Number on roll on 31st Dec.	Number of hands left.	Average period in months of labour turnover.	Percentage of labour turnover.
1908 .. ..	6,322	4,200	10,522	6,401	4,121	19	64
1909 .. ..	6,401	3,724	10,125	6,001	4,124	18	69
1910 .. ..	6,001	3,067	9,068	5,902	3,166	22	54
1911 .. ..	5,902	3,019	8,921	5,622	3,299	20	59
1912 .. ..	5,622	6,365	11,987	7,810	4,177	22	53
1913 .. ..	7,810	5,525	13,335	8,114	5,221	19	64
1914 .. ..	8,114	4,691	12,805	7,985	4,820	20	60
1915 .. ..	7,985	5,161	13,146	8,072	5,074	19	63
1916 .. ..	8,072	4,387	12,459	7,333	5,126	17	70
1917 .. ..	7,333	5,020	12,353	8,252	4,101	24	50
1918 .. ..	8,252	4,165	12,417	8,489	3,928	25	46
1919 .. ..	8,489	2,690	11,179	8,234	2,945	33	36
1920 .. ..	8,234	1,899	10,133	8,140	1,193	48	24
1921 .. ..	8,140	954	9,094	8,214	880	112	11
1922 .. ..	8,214	1,639	9,853	8,651	1,202	86	14
1923 .. ..	8,651	2,023	10,674	8,916	1,758	16	19
1924 .. ..	8,916	2,904	11,820	8,432	3,388	29*	40
1925 .. ..	8,432	2,381	10,813	8,757	2,056	51	23
1926 .. ..	8,757	1,727	10,484	8,843	1,641	64	18
1927 .. ..	8,843	1,257	10,100	8,782	1,318	79	15
1928 .. ..	8,782	1,278	10,060	8,934	1,126	95	12

\* There was a strike at our mills for two months in the year 1924.

## APPENDIX C.

Statement showing the lengths of service put in by the workers of the Empress Mills as at the 30th April, 1929.

Period of service in years.	Number of workers who put in the period of service shown in the preceding column.	Percentage on total number of workers on roll.	Period of service in years.	Number of workers who put in the period of service shown in the preceding column.	Percentage on total number of workers on roll.
Under 1 year's service :	507	5.71	B. F.	8,633	97.16
1	897	10.09	26	39	0.44
2	939	10.57	27	35	0.39
3	813	9.16	28	35	0.39
4	743	8.36	29	18	0.20
5	705	7.93	30	19	0.21
6	380	4.28	31	19	0.21
7	278	3.14	32	10	0.11
8	221	2.49	33	12	0.14
9	420	4.73	34	11	0.12
10	371	4.17	35	7	0.08
11	361	4.06	36	2	0.02
12	353	3.97	37	5	0.06
13	213	2.40	38	8	0.09
14	194	2.18	39	6	0.07
15	180	2.03	40	7	0.08
16	235	2.64	41	5	0.06
17	163	1.83	42	—	—
18	118	1.33	43	8	0.09
19	138	1.55	44	1	0.01
20	71	0.80	45	2	0.02
21	75	0.84	46	2	0.02
22	66	0.74	47	—	—
23	65	0.73	48	1	0.01
24	67	0.75	49	—	—
25	60	0.68	50	—	—
			51	2	0.02
C. O.	8,633	97.16	Total	8,887	100.00

Average period of service put in by a worker :—7.89 years.

## APPENDIX J.

Statement showing the number of births recorded at the Empress Mills in connection with their Maternity Benefit Scheme for their women employees and number of infants who died within two months after birth.

Calendar Year.	Number of infants born.	Total number of infants who died within two months after birth.
1924 .. .. .	156	21
1925 .. .. .	151	24
1926 .. .. .	174	22
1927 .. .. .	197	28
1928 .. .. .	199	32
Total .. .. .	877	127
Average .. .. .	175	25

## APPENDIX " K. "

Statement showing the number of new and old cases treated at the Empress Mills' four Dispensaries during the year ending 30th June, 1928.

	Men.	Women.	Total.
No. of employees treated daily .. .. .	178	68	246
No. of employees' relatives treated daily .. .. .	35	133	168
Total No. of patients treated daily .. .. .	213	201	414
No. of cases of employees treated during the year .. .. .	55,002	21,012	76,014
No. of cases of employees' relatives treated during the year .. .. .	10,815	41,097	51,912
Total No. of cases treated during the year .. .. .	65,817	62,109	127,926

## APPENDIX "L."

Statement showing the number of new cases of various diseases treated at the Empress Mills' Dispensaries during the year 1928.

Diseases.	No. of cases treated.	Percentage on total cases treated.
Diseases caused by infection:—		
Dysentery .. .. .	139	·41
Enteric fever .. .. .	22	·06
Influenza .. .. .	848	2·49
Malaria .. .. .	773	2·27
Mumps .. .. .	22	·06
Other fevers .. .. .	1,406	4·14
Gonorrhoea .. .. .	64	·19
Syphilis .. .. .	17	·05
Soft sore .. .. .	13	·04
Tuberculosis .. .. .	—	—
Cholera .. .. .	—	—
Pneumonia .. .. .	—	—
Plague .. .. .	1	·00
Small-pox .. .. .	—	—
Rheumatic fever .. .. .	1	·01
Other infectious diseases .. .. .	—	—
Diseases due to animal parasites, viz. :—		
Round worm .. .. .	67	·20
Thread worm .. .. .	27	·08
Hook worm .. .. .	—	—
Guinea worm .. .. .	—	—
Diseases of the nervous system .. .. .		
.. .. . eye .. .. .	290	·85
.. .. . ear and nose .. .. .	945	2·78
.. .. . throat .. .. .	902	2·65
.. .. . circulatory system, piles .. .. .	504	1·48
.. .. .	41	·12
Diseases of the blood :—		
(a) Anaemia .. .. .	20	·06
(b) Debility .. .. .	84	·25
Diseases of the respiratory system .. .. .		
.. .. . teeth and gums .. .. .	1,677	4·93
.. .. .	1,054	3·10
Diseases of the digestive system :—		
Colic .. .. .	564	1·66
Constipation .. .. .	2,974	8·75
Diarrhoea .. .. .	314	·92
Nausea and vomiting .. .. .	78	·23
Indigestion .. .. .	67	·20
Dyspepsia .. .. .	521	1·53
Headache .. .. .	1,229	3·62
Other diseases of the digestive system .. .. .	425	1·25
Diseases of the skin .. .. .		
.. .. . urinary system .. .. .	7,391	21·74
.. .. . male genital organ .. .. .	169	·50
.. .. .	20	·06
All other diseases .. .. .	4,574	13·46
Injuries .. .. .	105	·31
Other surgical cases .. .. .	5,947	17·49
Obstetrical cases .. .. .	—	—
Diseases of women .. .. .	701	2·06
Total No. of new cases treated during the year .. .. .	33,996	100·00

## APPENDIX " S."

Statement showing percentage of absenteeism among the workers of the Empress Mills during the years 1914 to 1918 and 1924 to 1928.

Calendar Year.	Average No. of workers.			Percentage of absenteeism.
	Present per day.	Absent per day.	Total on roll.	
1914 .. .. .	6,788	1,305	8,093	16
1915 .. .. .	6,478	1,376	7,854	17
1916 .. .. .	6,383	1,372	7,755	18
1917 .. .. .	6,777	1,268	8,045	16
1918 .. .. .	7,073	1,415	8,488	17
Total ..	33,499	6,736	40,235	
Average ..	6,700	1,347	8,047	16.74
1924 .. .. .	7,271	1,447	8,718	17
1925 .. .. .	7,286	1,386	8,672	16
1926 .. .. .	7,478	1,393	8,871	16
1927 .. .. .	7,568	1,360	8,928	15
1928 .. .. .	7,470	1,476	8,946	16
Total ..	37,073	7,062	44,135	
Average ..	7,415	1,412	8,827	15.99



## APPENDIX "T."

Statement showing Wages of Skilled and Unskilled Workers in the Empress Mills during the years 1913, 1918, 1920, 1924, and 1928.

	Rates of wages in force during the years									
	1913.		1918.		1920.		1924.		1928.	
	Minimum Wages.	Maximum Wages.	Minimum Wages.	Maximum Wages.	Minimum Wages.	Maximum Wages.	Minimum Wages.	Maximum Wages.	Minimum Wages.	Maximum Wages.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
<i>Skilled labour.</i>										
Engineering department—										
Blacksmith :										
1st class } .. ..	30	40	33	55	60	90	77	92	77	92
2nd class } .. ..	30	40	33	66	60	90	62	77	62	77
Turner .. ..	30	40	33	55	60	90	62	92	62	92
Moulder .. ..	20	30	22	33	45	75	47	77	47	77
Tinman .. ..	20	30	22	44	45	75	47	77	47	77
Stoker or boilerman .. ..	10	15	11	16	22	30	24	32	24	32
Boiler cleaner .. ..	9	10	10	11	15	19	17	21	17	21
Oiler .. ..	10	12	11	13	18	22	20	24	20	24
Spinning department—										
Spinning piecer .. ..	8	9	10	13	15	19	15	21	15	24
Spinning doffer .. ..	7	8	9	10	12	13	14	15	14	15
Frame tenter .. ..	12	16	13	20	20	30	20	29	20	29
Reeler (winder) woman .. ..	5	10	5	11	8	17	9	17	10	17
Weaving department—										
Warper .. ..	13	20	14	26	22	40	21	38	21	38
Sizer .. ..	10	18	11	20	18	37	20	39	20	39
Weaver .. ..	15	24	13	29	20	43	22	50	22	50
Finisher .. ..	8	15	9	16	15	30	17	32	17	32
Dyeing and bleaching department—										
Turkey red dyer .. ..	8	9	10	13	13	18	15	20	15	24
Indigo dyer .. ..	9	12	13	18	18	24	20	26	20	26
Bleacher .. ..	9	11	11	16	15	22	17	24	17	26
Cloth dyer .. ..	9	12	13	18	18	24	20	26	20	26
Miscellaneous department—										
Carpenter :										
1st class } .. ..	20	30	22	36	37	60	47	62	47	62
2nd class } .. ..	9	16	11	22	22	45	39	47	39	47
Cobbler .. ..	9	16	11	22	22	45	24	47	24	47
Mason :										
1st class } .. ..	25	35	27	49	37	67	54	69	54	69
2nd class } .. ..	5	5	5	5	9	12	39	54	39	54
<i>Unskilled labour.</i>										
Messenger .. ..	6	9	7	10	—	—	—	—	—	—
Coolie (man) .. ..	9	12	10	13	13	22	15	29	15	29
Coolie (woman) .. ..	5	—	5	—	9	12	11	14	11	14
Watchman .. ..	8	15	10	22	15	37	17	39	17	39

## APPENDIX " U. "

*Statement showing Leave taken by the Workers of the Empress Mills during the calendar year, 1928.*

Aggregate period ( <i>not</i> continuous period) of leave taken during the year.	No. of workers who took leave.	Percentage on the total workers on roll.
Attendance for the full year .. ..	190	2
Aggregate period of leave ranging from :—		
1 to 11 days .. ..	781	10
12 to 21 .. ..	917	10
22 to 31 .. ..	890	10
32 to 41 .. ..	793	9
42 to 66 .. ..	1,468	17
67 to 91 .. ..	1,188	13
92 to 126 .. ..	749	8
Over 126 days .. ..	1,970	22
Average total No. of workers on roll .. ..	8,946	100

APPENDIX " V. "

Statement showing production per spindle per hour, charges per lb. up to spinning point, of Yarn and efficiency in the Spinning Department during the years 1900, 1910, 1914, 1921 and 1928.

Years.	1900.			1910.			1914.			1921.			1928.		
Average actual hours worked per day during the year, excluding weekly cleaning time.	11.86 hours.			11.60 hours.			11.28 hours.			9.79 hours.			9.74 hours.		
Count Numbers.	Production per spindle per hour.	Charges per lb.	Percentage of efficiency.	Production per spindle per hour.	Charges per lb.	Percentage of efficiency.	Production per spindle per hour.	Charges per lb.	Percentage of efficiency.	Production per spindle per hour.	Charges per lb.	Percentage of efficiency.	Production per spindle per hour.	Charges per lb.	Percentage of efficiency.
	Oz.	Pies.		Oz.	Pies.		Oz.	Pies.		Oz.	Pies.		Oz.	Pies.	
<i>Reeling Yarns—</i>															
12s .. .. .	1.257	9.588	87	1.099	11.076	86	1.143	10.922	86	1.127	20.900	87	1.105	20.740	88
20s .. .. .	.670	14.765	88	.654	16.771	83	.652	17.177	87	.647	33.647	83	.649	33.001	83
<i>Warp Yarn—</i>															
32s .. .. .	.318	28.718	92	.294	36.196	88	.360	30.370	92	.316	54.900	86	.323	53.992	84
				American Cotton.											

APPENDIX "W."

Statement showing weaving charges per piece of cloth of different sorts during the years 1900, 1910, 1914, 1921, and 1928 and figures of the efficiency of the Weaving Department in these years.

Description of cloth.	Dhoty.				Dyer's cloth.				Shirting.				Dhoty.				Dhoty.			
	Width of Loom, 32" Speed of Loom, 205 Reed, 48s Picks, 52 Warp Count { 24s 2/32s col. Weft Count, 20s Dimensions of Cloth, 28" x 7 yards				Width of Loom, 46" Speed of Loom, 190 Reed, 36s Picks, 36 Warp Count, 24s Weft Count, 20s Dimensions of Cloth, 41" x 36 yards				Width of Loom, 46" Speed of Loom, 190 Reed, 56s Picks, 52 Warp Count, 24s Weft Count, 20s Dimensions of Cloth, 35" x 22 yards				Width of Loom, 46" Speed of Loom, 190 Reed, 48s Picks, 52 Warp Count { 24s 2/32s col. Weft Count, 20s Dimensions of Cloth, 39" x 10 yards				Width of Loom, 56" Speed of Loom, 170 Reed, 48s Picks, 48 Warp Count, 24s Weft Count, 34s Dimensions of Cloth, 49" x 11 yards			
Years.	Charges per piece.																			
	Preparatory Engine and other charges.	Weaver's wages.	Total.	Efficiency Per cent.	Preparatory Engine and other charges.	Weaver's wages.	Total.	Efficiency Per cent.	Preparatory Engine and other charges.	Weaver's wages.	Total.	Efficiency Per cent.	Preparatory Engine and other charges.	Weaver's wages.	Total.	Efficiency per cent.	Preparatory Engine and other charges.	Weaver's wages.	Total.	Efficiency, per cent.
	Pics.	Pics.	Pics.		Pics.	Pics.	Pics.		Pics.	Pics.	Pics.		Pics.	Pics.	Pics.		Pics.	Pics.	Pics.	
1900 .. ..	22	7	29	—	71	34	105	—	65	33	98	—	31	14	45	—	53	21	74	62.15
1910 .. ..	29	9	38	56.09	95	39	134	63.90	91	38	129	60.16	43	17	60	62.32	53	21	74	62.15
1914 .. ..	29	10	39	61.92	96	42	138	63.26	94	40	134	61.19	44	18	62	64.34	53	23	76	66.70
1921 .. ..	62	22	84	64.36	251	89	340	68.29	205	80	285	68.10	105	36	141	65.95	103	47	150	70.30
1928 .. ..	57	24	81	65.70	232	92	324	67.30	185	85	270	67.05	97	38	135	66.30	96	50	146	68.38

## APPENDIX "Z."

Statement showing the number of piece-workers on roll (on 30th April, 1929) and the different departments in which they are employed at the Empress Mills.

Occupations.	No. of workers on roll.
Cotton pickers .. .. .	172
Drawing tenters .. .. .	161
Slubbing tenters .. .. .	46
Inter tenters .. .. .	85
Roving tenters .. .. .	159
Reelers .. .. .	686
Knotters .. .. .	12
Bundlers .. .. .	10
Winders .. .. .	448
Warpers .. .. .	65
Drawers .. .. .	55
Weavers .. .. .	2,037
Thread spinners .. .. .	13
Tenters .. .. .	8
<b>Total No. of piece-workers on roll .. ..</b>	<b>3,957</b>

	Percentage.
No. of piece-workers as per details above = 3,957 ..	45
No. of fixed-wage earners .. .. = 4,844 ..	55
<b>Total on roll .. .. = 8,801 ..</b>	<b>100</b>

## APPENDIX "B 1."

Statement showing average earnings per operative per day at the Empress Mills, Nagpur, during the pre-war and post-war periods.

Departments.	From 1st July, 1913 to 30th June, 1914.			From 1st July, 1924 to 30th June, 1925.		
	No. of operatives employed.	Average earnings per operative per day in annas.	Amount of earnings per day.	No. of operatives employed.	Average earnings per operative per day in annas.	Amount of earnings per day.
			Rs.			Rs.
(1) Spinning department—						
(a) Males .. .. .	2,063	6.064	782	2,415	11.733	1,771
(b) Females .. .. .	880	3.801	209	847	7.324	388
(c) Boys .. .. .	1,238	2.510	194	603	4.104	155
(d) Girls .. .. .	253	1.702	27	14	3.941	3
(2) Weaving department—						
(a) Males .. .. .	2,090	8.229	1,075	2,387	16.705	2,492
(b) Females .. .. .	239	3.819	57	428	6.802	182
(c) Boys .. .. .	33	1.881	4	12	3.597	3
(d) Girls .. .. .	23	2.501	4	1	2.567	—
(3) Dyeing and Bleaching Departments—						
(a) Males .. .. .	202	6.194	78	295	13.578	250
(b) Females .. .. .	134	3.137	26	135	6.693	56
(4) Other departments—						
(a) Males .. .. .	798	7.200	359	1,036	14.138	915
(b) Females .. .. .	41	3.163	8	65	7.586	31
<b>Total .. .. .</b>	<b>7,994</b>	<b>5.650</b>	<b>2,823</b>	<b>8,238</b>	<b>12.131</b>	<b>6,246</b>

## SUMMARY.—

Year.	Average earnings per operative per day. Annas.
1913-14 .. .. .	5-650
1924-25 .. .. .	12-131

Percentage of increase in the average earnings for the year 1924-25 over those for the year 1913-14 .. .. . 121

## APPENDIX "C. 1."

Comparative Statement showing rates ruling in 1914 and 1924 for necessaries of life of labour classes.

	In 1914.	In 1924.	In-crease.	Table of weights and measures.
	Rs. as. p.	Rs. as. p.	per cent.	
Grain :—				
Rice per candy ..	27 0 0	29 0 0	7	160 Paelis = 1 Candy.
Wheat per candy ..	22 0 0	25 0 0	14	" " "
Dals per candy ..	23 0 0	27 0 0	17	" " "
Salt per maund ..	3 0 0	3 12 0	25	20 Chhks = 1 Paeli 32 Paelis = 1 maund.
Chillies per maund ..	11 0 0	14 8 0	32	82 lbs. = 1 maund.
Oil per keg of 36 lbs. ..	15 0 0	12 1 6	-19	28 Chhks = 1 paeli. = 3½ lbs.
Fuel per maund ..	0 5 9	0 10 8	85	40 seers = 1 maund.
Kerosene oil per bottle ..	0 1 3	0 2 6	100	
Cloth as per details given below	2 8 6	3 0 0	16	

Percentage of average increase in 1924.. .. . 30.8

## CLOTH.

Annual requirements for a Mahar family of 4 (1 male, 1 female and 2 children). Cost on the basis of prices ruling in 1924.

	Rs. as. p.
1 pair dhoty .. .. .	6 0 0
1 fenta .. .. .	1 8 0
2 koortas, 3 coats .. .. .	9 0 0
2 saris .. .. .	8 4 0
2 cholies .. .. .	2 0 0
Cloth for children .. .. .	8 0 0
Total .. .. .	34 12 0
Say .. .. .	36 0 0
∴ Expenditure per month for clothing in 1924 would be ..	3 0 0
As cloth prices were about 16 per cent. lower in 1914 than those in 1924, expenditure per month for clothing in 1914 would be .. .. .	2 8 6

LETTER FROM SIR S. B. MEHTA, KT., C.I.E., TO R. N. BANNERJI, ESQ.,  
I.C.S., DIRECTOR OF INDUSTRIES, CENTRAL PROVINCES, NAGPUR,  
dated the 4th August, 1929.

In forwarding the enclosed replies to the draft questionnaire of the Royal Commission on Indian Labour, may I urge the importance of not losing sight of the object of the Royal Commission? That object is to discover some outlet from the present impossible inter-relations between the many factors of production. Industry is now a whole whose health everywhere is affected by the *malaise* of the remotest parts; steel workers fraternising in and helping to prolong a transport strike would be helping to prolong the interruption to their own employment, and to prevent improvement of their own condition. It has to be borne carefully in mind that the Commission has to deal not with industries but with industry, and that as said above, industry is a whole. In fact employers and employed have shown their recognition of their inter-industrial kinship by instituting employers' federations and trades unions. In the course of attempts by these bodies to regulate their mutual relations, lock-outs and strikes ensue. And as there is a soul of good even in things evil, these lock-outs and strikes, which are harmful to the healthy life of industry, have this soul of good in them that they help to discover the weak points of both employers and employed. But all well-wishers of industry should see to it that lock-outs and strikes do not become a vicious habit, as they seem to have now become. The situation has become so intensified that even arbitration boards, conciliation committees, workmen's departmental committees, or *ad hoc* reference committees have failed to bring about a reconciliation. It has been suggested that the arm of the State should enforce the awards of these committees, but to me the remedy seems worse than the disease; for, it is well known that unwilling workers who rejoin work after a strike, give very small production. The only solution of the problem seems to me to enlist goodwill all round, and as this can only be very slowly established, a beginning should be made in this direction by devising provisional measures that can find favour with both sides to the dispute. The enlisting of universal goodwill being a vast problem, it can only be gradually envisaged, the discovery and analysis of facts on which the proposals of remedy depend must take time, such remedies will not be evident, many blunders will be made in the process of determining the remedies and in the light of results and of progress of thought and machinery remedies at work will have to be unflinchingly modified. If the Commission consider this as the *main* problem, to the unravelling of which all its other researches have to be contributory, its recommendations will be all the more practical.

Both employers and employed can help the Commission in working out the problem, because they have inside knowledge of industry; for, I take it that all genuine lovers of industry are imbued with a desire to stamp out the present-day prolonged and repeated interruptions of industry, which menace not only industry, but the community feeling which alone lends worth to our civilization. To my mind employers and employed can help in the following way. The Government of India, Departments of Industry, Commerce and Labour might invite large organizations of employers and employed, like the Railway Board, the Chambers of Commerce, the millowners' associations, trade unions, labour unions, etc., to a conference to submit suggestions for the improvement of the existing tense situation. The suggestions received might then be discussed in a conference and the well-considered proposals that ensue from the conference might be placed before the Commission.

To my mind the causes of the present discontent are (1) the feeling among the workers that the factory system is unsuited to their strength and habits of mind, and (2) the disgust of the employers that the worrying problems of technique, costs and marketing has to be added the duty of suiting men to the jobs and of devising ways of reducing cost. The variegated largeness of a factory demands a co-ordination of departments, and economy of working demands a synchronizing of departments and punctuality of supply by them. These entail on the workers strenuousness of work and regularity of hours, which impose a strain on mind, body and temper. And this strain is aggravated by the incidence of slum-dwelling in large towns. And workpeople have a tendency to adapt themselves to this strain by taking French leave and strikes look lucky means of relaxation. But what most stimulates present discontent is the precariousness of factory work, which is upset by vicissitudes of trade, change of processes and of uses of products and taste of consumers. Also, workers do not appear to participate in the gains of lucky booms, while in depression they are asked to submit to lower earnings. The factory system must, therefore, grow in quantity and variety to find stable and permanent work for the labour classes.

But the factory system having come to stay among us, it must be regulated, and remedies must be found to settle the present discontent. The health of industry

is in the harmonious co-operation of all its factors, and this co-operation is interrupted by the shortage or over-supply of any factor. The need then is to determine the problem of remunerations and conditions of work. But as no factor of industry is disinterested enough or able enough to claim the settlement of questions which arise, there should be an organized collection of facts and weightment of facts. Staffs of the most brainy men that can be discovered, and who would be recognized as impartial between the various interests, might be entrusted with the task. Boards of such men should be continuous boards with experience behind them in adjudication, experts alike in creating and revising precedents, and with eminence to achieve in an unexplored field.

I put down here some remedies that suggest themselves to me. I think means should be devised to speed up the practice of the worst industry to the level of the best in the matter of conditions of work; for action in this matter by separate industries tends to pull down conditions to the level of the worst. Then earnest attention should be given to the abatement of the strenuousness of work which compels refuge in French leave and welcome of strikes. The present hours of continuous work in a factory are more than Indian physique can stand, and introduction of labour-saving machinery will be welcomed if the saving of labour be given, not in reduction of men, but in reduction of hours of work. There are also the methods of shifts which enable the employment of men for smaller number of hours and the keeping the factory at work for a larger number. Also, reserves should be systematically built up by factory owners against emergencies. And it seems to me that the board of experts I have mentioned above should be constituted into a regulating authority and should have the following powers.

The regulating authority should be given free access to the secrets of business and have the right of a comprehensive public audit of any factory. It should point out to the factory owners what they are wanting in and what they should do, and in cases where it finds that through incapacity or perversity owners will not mend their ways, it will publish their shortcomings. To the same authority should be committed the investigation of questions of the capacity of industries to sustain reserve funds and benefit funds and improvement of conditions of workers. It shall also have the power to persuade the institution of such funds where they can, but do not, exist. And on reference being made to it the same authority will recommend whether wages and conditions of work do need improvement or modification. This it will do in the interests of the community and in the light of its own studies and of the practice of other countries. Its procedure will be more informal than that of arbitrators and even Commissions, the proceedings will not be public, no witnesses or counsel or addresses would be permitted, and no precedents quoted before it would be allowed to be deemed conclusive, but will only serve as guides. The written representations of the parties to a trade dispute would be studied by it, and writers invited to separate conferences to see what they are agreeable to modify in the light of first impressions. Then the final representations would be exchanged between the contenders. This will be followed by a general conference, as a result of which a written judgment would be handed over to the parties for written suggestions to be made by them with reasons for the changes they would like to be made. The authority would consider these suggestions and then a final judgment would be published. To take account of lapse of time, judgment might be given retrospective effect.

With such a machinery, legislation might make illegal any lightning strike and any walk-out or dismissal without a month's notice, except for cause shown and approved by the authority; also picketing during strike, since the judgment of the authority provides the only legitimate "peaceful persuasion." Legislation would also confiscate all private pecuniary or other help to strikers defying the judgment of the authority and would give police help to replace those who are so defiant. Any trade union unwilling or unable to enforce compliance with the judgment of the authority would be illegal and cease to exist. The recalcitrant workmen would also lose the benefit of funds and deposits in their favour. As the authority would inevitably be local, vocational and central, reference to the central might be permitted in case of strong dissentient feeling.

With such an authority working, pressure could be brought to bear upon refractory factory owners in various ways. They would be compelled to pay their workmen one month's pay in lieu of notice. Employers in other industries would be called upon to expel from their councils men so defiant. And the public and the Government might ostracise such men.

I might say in the end that an authority with such delicate functions has to be independent of Governments and employers and employed, of elections and nominations, and its composition has to be most carefully considered.



## THE CENTRAL PROVINCES AND BERAR MINING ASSOCIATION.

## I.—Recruitment.

1. *Origin of Labour.*—Sixty to 70 per cent. imported and 30 to 40 per cent. drawn from local sources.

(i) The labour is not of a migratory nature, but is seasonal to a limited extent of 15 to 50 per cent.

(ii) Such streams of migration as exist are caused by the coming and going of recruited labour through agricultural work, other works and festivals.

(iii) No particular change.

2. *Contact with Villages.*—(i) Thirty per cent of the labour returns to its villages yearly on leave of from four to twelve weeks.

(ii) Permanent force consists of monthly paid servants varying from 10 to 15 per cent. of the total, and about 50 per cent. of the recruited labour.

3. *Methods of Recruitment.*—(i) By contractors, through their mucedams or sirdars, who get in touch with villages and districts where it is known that labour is available, and recruit them by families as far as possible.

(ii) No improvement suggested.

(iii) (a) Not desirable, (b) not required.

4. Extent and effects negligible in that wherever possible complete families are recruited.

6. Recruitment for Assam ought not to be allowed in other industrial districts or in any district where there is shortage of labour.

7. (i) Since the beginning of the industry there has been little unemployment due to shortage of work or excess of labour. Should, however, the cost of production of ore continue to increase with market prices remaining at their present low figures, the industry will no doubt have to face this question of unemployment. It is partly for this reason that the industry has applied for a reduction in railway freights on manganese ores to ports. Labour at collieries is short.

(ii) (a) Where retrenchment has become necessary, the object has been obtained by less recruitment. No dismissals have taken place except in the case of low grade mines, which have recently been compelled to close down on account of market depression. (b) and (c) Nil.

(iii) By reducing railway freights and discouraging indiscriminate taxation by local bodies.

(iv) Unnecessary and not practicable.

(v) Unnecessary.

8. (i) The average duration of employment in any one year for the whole of a labour force is 9 to 10 months continuously; the remaining two or three months are usually occupied by approximately 30 per cent. of the labour force in returning to their villages for seasonal cultivation. Normally, the bulk of these return after completion of the cultivation.

(ii) Nil.

(iii) (a) Daily labour attendance on most mines decreases by 50 per cent. on the day immediately following the weekly bazaar day; the other causes are leave, sickness, Pujas and marriages. (b) Mainly seasonal, except those noted in (a). (c) Owing to widely varying condition this cannot be ascertained, but it is undoubtedly considerable.

## II.—Staff Organization.

12. *Recruitment and Training of Supervising Staff—Superior and Subordinate.*—

(i) No special method is employed, as there is a plentiful supply of the class of men required. Applicants are appointed by mine managers, who after training them place them in grades according to the men's abilities.

(ii) Training is by daily teaching on the work by the mine manager; promotion within grades is limited by the ability of the workmen to carry additional responsibility.

13. *Relations between Staff and Rank and File.*—(i) No trouble or disputes have been experienced between labour and staff. General relations between staff and rank and file are excellent. Invariably, only one European engineer is resident at each considerable mine, and is in daily close touch with his labour force, to whom he is often general adviser and helper in various private matters apart from work affairs. Strikes have been non-existent and quarrels and disturbances between mine managers and rank and file are unknown.

14. (i) Timekeeping in the sense that it is understood in a factory as a check on unpunctuality, is impracticable and unnecessary on manganese mines. Daily

attendance registers are kept by foremen appointed for the purpose and checked by mine managers. With regard to piece-work, all measurements of excavations are made by mine managers' assistants and checked by mine managers.

(ii) Payments are made either by or in the presence of mine managers to contractors for contract work and to labourers direct in other cases.

15. *Contractors as Intermediaries.*—(i) All excavations in manganese mines or any other possible work is let out on contract. In some coal mines, both Sircari and contract work is in vogue.

(ii) In a few cases the contract is sub-let to petty contractors, who are not recognized by the employers.

### III.—Housing.

16. *Extent to which Housing is provided.*—(i) Entirely.

(iv) Nil, with exception of the labour, who do not wish to live in pucca houses and prefer to build their own kutchas huts.

18. *Nature of Accommodation provided in each Class.*—(i) Houses provided are at least equal to those that the labourers normally occupy in their villages.

(ii) Quarters now being built both for labourers and Indian staff are in every way suitable from the health point of view and compare favourably with the usual village type. They are so built that they can be cleaned cheaply and with ease.

(iii) Outside street lighting is not provided; in some cases an allowance for oil is made to the subordinate staff. A gang of sweepers is employed according to the strength of the force for the camp and also for the bungalows of the subordinate staff. Ample water is supplied for drinking purposes from wells and pumps.

20. Rent rates in various classes. No rents charged.

### IV.—Health.

23. (i) Mortality figures for the mining industry as a whole are not available. From statistics from certain mines, mortality varies from 12 to 18 per 1,000.

(ii) From the same source birth rate is given as 13 per 1,000 per annum. Infant mortality is 20 per cent.

(v) Generally speaking, the physique of workers is good.

(vi) This is not particularly noticeable in mining labour camps, as complete families are recruited as far as possible.

24. (i) Qualified medical officers and assistants with well equipped dispensaries are provided in each considerable mine.

(ii) A public vaccinator with vaccines for plague and outfits for inoculation is supplied free by Government.

(iv) Emergency maternity cases are usually treated by the qualified mine doctors. In one mining district, where three large adjacent mines form a convenient centre for the purpose, experiment is being made by employing a trained maternity nurse with assistants.

There are no women doctors actually employed, but outside women doctors are employed when necessary, and also advantage taken of women hospitals to which the companies subscribe.

25. *Extent to which Medical Facilities are utilized.*—(i) Very fair and improving year by year. (ii) Women do not take as much advantage of the facilities provided as men but it is much better now than some years ago.

26. (i) Experimental latrines have been tried on several mines, but have not been successful; having regard to the general situation of the mines and the long established habits of the workers themselves, the present arrangements are less likely to be a menace to public health than an inefficient latrine system.

(ii) Pucca wells are provided for adequate supply of water.

(iii) Masonry tanks are provided on some mines.

29. (i) All mines are free from industrial diseases.

(ii) There are occasional outbreaks of cholera and malaria, dysentery and other intestinal diseases usually occur during the rainy season.

30. (iii) Difficulties arising from non-acceptability of western medicines are not great, and are much less than some years ago. They can only be overcome by demonstration, persuasion and successful result of treatment, which is being accomplished.

There is no paucity of medical men and the finance arranged by the mining companies is sufficient.

31. There is no scheme in existence at present. The Central Province and Berar Mining Association consider that if the scheme of maternity benefits now before the Central Provinces Government is introduced, the benefits under it should not be available to any woman who has not regularly resided in a mine camp for at least 12 months, and that maternity benefits should not commence until three weeks before child birth or extend beyond three weeks after child birth.

#### V.—Welfare (other than Health and Housing, but including Education).

34. (i) Shelters and creches have been provided by some employers. Provision for refreshments is unnecessary, as the workers who live close to the mines take their meals and refreshments in their own houses.

(ii) Areas are set aside on most mines for games for the labourers and staff, the necessary equipment being supplied by the companies. Occasional visits are received from variety entertainers and performances arranged by subscriptions, given either by contractors or the resident mine manager.

At some of the larger festivals, largesse is distributed by most companies to the workmen.

37. *Desirability and Possibility of Provision for Old Age and Premature Retirement.*—Not practicable for mining.

38. *Co-operation.*—Not practicable for mining.

39. *Possibility and Desirability of a Statutory Miners' Welfare Fund.*—Not practicable for mining.

#### VI.—Education.

40. (i) Elementary schools are provided for children of school age living in mine camps and are used approximately by 50 per cent. of the children living in camp, and also by children from closely adjacent villages.

#### VIII.—Workmen's Compensation.

51. (iv) Availability and use of insurance facilities are reduced by high premiums charged. Value from workers' point of view is that they would receive the payments to which they are entitled.

(v) Compulsory insurance would impose too heavy a burden on an already very depressed industry, and having regard to the fact that all claims have been met, we think compulsory insurance is not desirable.

#### IX.—Hours.

##### B.—Mines.

63. *Hours worked per day and per week* :—

(i) 6½ to 9 hours per day and 39 to 54 hours per week, according to class of work.

(ii) Ditto ; overtime not worked.

64. 6 days per week.

66. *Possibility of reducing maxima.*—Unnecessary.

67. *Suitability of the law relating to shifts.*—No alteration suggested.

68. *Possibility of introducing an effective daily limitation.*—Unnecessary.

69. *Intervals.*—

(i) No restriction on labour for taking intervals for fatigue.

(ii) No restriction on labour for taking intervals for meals.

(iii) Paid holidays, none except to monthly paid men. Unpaid vary from 18 days and upwards according to local festivals.

70. *Day of rest.*—Bazaar day weekly.

## X.—Special Questions relating to Women, Young Adults and Children.

### B.—Mines.

90. *Effect of Act of 1923.*—Appears to provide suitable provision for a difficult subject.

91. *Exclusion of women* :—

(i) Suitable.

(ii) The exclusion of women from underground working has increased costs. Any extension of regulations to exclude women from opencast mines would be disastrous to manganese mining industry. The women on the mines form a large percentage of the labour force, and are in all cases employed on work suitable to them and not suitable to men.

(iii) Would be disastrous to workers for reasons given in (ii). Usually work is by families and income of joint families would be reduced. Moreover, men object to engaging in any work which entails leaving their women folk elsewhere.

(iv) Sufficient consideration has not been given to manganese mines, and the period laid down to withdraw from coal mines is none too slow.

### XII.—Wages.

96. Prevailing rates of wages (time and piece) and average earnings :—

(i) Unskilled daily wage	Men	As. 7 to	As. 12	per day.
	Women	" 4 to	" 6	"
Skilled labour	Men	" 12 to	Rs. 2	"
Contract labour	Men	" 10 to	" 3	"
do.	Women	" 5 to	As. 12	"

(ii) Average earnings As. 7 for men and As. 4 for women.

97. (i) There was in manganese mines an increase of approximately 25 per cent. from 1914 to 1919, and from 1919 to 1927 there has been a further increase of 25 per cent. In coal industry in this period wages have increased even more.

100. Approximately 30 to 80 per cent. of the workers are paid through the contractors, and this payment through contractors represents approximately 30 to 80 per cent. of the monthly payment to workers.

Regarding the effect, this arrangement has proved generally satisfactory.

104. The effect of any increase in the scale of wages tends to give poorer labour attendance.

105. (i) Working conditions on the different mines vary so widely that we consider the statutory establishment of minimum wages would be not only inadvisable but utterly impracticable.

107. *Periods of wage-payment (day, week or month).* (i) Per month to monthly paid employees, and per week to all others.

(ii) In the case of monthly servants from 2 to 10 days, and in the case of weekly payments one day.

(iii) (a) Unnecessary. (b) Unnecessary.

(iv) The total sum involved is infinitesimal.

108. (ii) In the mining camps, among coolies recruited by the companies' indebtedness is the general rule and is considerable. The cause appears to be the ingrained improvident character of the coolie aggravated by customary expenses at times of marriage, death and festivals. Among the causes most certainly is not the low level of wages. The contractor is forced by circumstances to advance money to coolies. On these advances no interest is charged, and most of these have finally to be written off as bad debts. Workers are also in the habit of borrowing from each other, and on these loans high rates of interest are paid.

109. (i) One month's wages by way of a bonus is given by most manganese companies to all monthly paid servants. Bonus is also paid on production (outputs) and on the quality of ore won. The effect has been satisfactory to all concerned.

110. (i) In addition to the usual holidays for festivals of about 20 days per year, workers also enjoy a holiday of about three weeks.

111. *Desirability of Fair Wages Clause in public contracts.*—On account of varying conditions in the different concerns, this is not possible.

**XIII.—Industrial Efficiency of Workers.**

112. *Comparative changes in efficiency of Indian workers in recent years.*—Employment has been stabilized on the larger manganese mines, and there has been an improvement in the efficiency of miners. No noticeable change in coal mines.

113. *Comparative efficiency of Indian and foreign workers.*—No data available.

**XV.—Industrial Disputes.**

123. Strikes and lock-outs are unknown.

**XVI.—Law of Master and Servant.**

127. The effect of the repeal of the Workman's Breach of Contract Act has been to loosen the hold of the employer over his recruited labour, and has created a tendency among labourers of taking advances from employers without any idea of fulfilling their own obligations. When the Workman's Breach of Contract Act was in force, on satisfying a Criminal Court of their bona fides, the employers could seek the help of criminal law to bring back absconding labour with advances. It is impossible to recover any money from absconding labour by means of civil law.

128. *Types of contract commonly in use.*—Annual agreement on one-anna stamp.

129. (i) Resort to civil law is ineffective:

(ii) Criminal law is not available.

**XVII.—Administration.**

133. *Central and provincial legislatures.*—The action and attitude appear to be the early enforcement of labour conditions in conformity with international conventions. It is the opinion of this Association that this tends to hurry the pace of progress, and that more real progress would be made if a more gradual advance was attempted having fuller regard to local susceptibilities and traditions.

Mrs. ANASUYABAI KALE, M.L.C., WOMEN'S EDUCATIONAL CONFERENCE, C.P. BRANCH, NAGPUR.

**I.—Recruitment.**

*Housing Condition and its Effect on Recruitment.*—This problem is not as acute in our province as in Bombay or Calcutta, because though the huts that the labourers occupy are comparatively small, still they have at least one hut to one individual family, and besides they have open space outside which is also used by them. The conditions in this respect are certainly far better than those in the overcrowded chawls of Bombay, where open space is almost an impossibility. As to the sanitary conditions, they are so used to them that they do not feel the necessity of any change, and there being sufficient sunlight and fresh air in the labourers, bastis, the ill-effects of lack of sanitary arrangement are not immediately felt. Here, also, conditions can favourably be contrasted with those in Bombay. In this way one of the chief causes why labour becomes migrative and non-permanent does not exist in the Central Provinces.

Secondly, the effect of such ample room for the houses of labourers is witnessed in the fact that the labourers live in these bastis with families and not singly. Had they to leave their families at their native villages, as for instance, the Bombay labourers are required to do, they would have run away to their villages very often. The following figures show clearly how labourers in the Central Province do live with families and not singly :—

Towns in Central Provinces	Males.	Females.
Nagpur .. .. .	77,905	67,287
Barhanpur .. .. .	18,885	17,050
Akola .. .. .	20,718	17,145

From these figures it is plain that the number of males and females is nearly the same. Contrast with this the state of things in Bombay, where for every 1,000 males there are only 525 females. In Karachi there are 600 females to every 1,000 males. Similar is the proportion even at Ahmedabad. Fortunately no such disparity exists in our towns. The question regarding the moral effects on workers of such disparity does not arise at all.

As regards overcrowding in towns where the industries are chiefly located, the findings of the census report, 1921, run as follows:—"It would appear that the question is not one which arouses public interest. From the figures given, it appears that the number of houses exceeds the number of families; indeed, from the sanitary point of view, it is probable that there is much more danger to the public health arising from imperfect facilities for drainage, breeding-grounds for mosquitoes found in stagnant water, impure water supply, than there is from too great pressure of humanity on space." We attach comparative figures below:—

Town.	No. of families per house.
Amraoti .. .. .	1.05
Buldana .. .. .	.92
Malkapur .. .. .	.93

The second column shows the maximum that is reached in the most densely populated parts of the towns. The average, therefore, is much lower.

*Figures for other Provinces.*

Town.	Number of persons living in each room.			Total.
	5 and less.	6-9.	10-19. 20 and above.	
Bombay	687,217	236,783	115,731	31,578
				1,071,309

For one-room tenements.

Place.	Percentage in all tenements.	Percentage of persons out of total population.	Proportion of occupants.
Bombay .. .. .	70	66	4.03
Dongri .. .. .	92	91	4.17
Scori .. .. .	96	96	5.05
Ahmedabad .. .. .	55	52	3.39

There are 58 tenements each of a single room where 8 and more than 8 families stay per room. There are 658 tenements where 3 families live in each room. In Mandvi in 1911 the average number of persons per room was 15.07.

We heave a sigh of relief when we look to local conditions. In the first place, in the Central Provinces we do not talk at all of tenements but only of houses. Similarly, we do not collect figures of occupants per room, because obviously there has been no complaint of such overcrowding till now. Even the smallest labourer generally lives in a separate hut with his family.

From the above comparative survey it will be plain that so far as the number of houses and amount of open space are concerned, the Central Provinces has a decided advantage, and therefore labourers need not be supposed to have any disinclination for town life, as is the case in Bombay. Our mills, therefore, rarely complain of the migrative tendency amongst labourers.

The second cause of such a tendency is, as indicated above, insufficiency of wages. Though to all appearances the wages of labourers are considerably low, that does not deter them from making a permanent home in the city, probably because their earnings in the village are as low, if not lower still. We shall deal with the question of wages later, where we shall advocate an increased minimum wage. But for the present we can say that the standard of wages which prevails to-day does not affect the permanency of labour.

### III.—Housing.

We had had an occasion to refer to this question previously. About 40 per cent. (according to the Empress Mills) of the huts are owned by the labourers. Only a slight proportion live in houses supplied by the millowners. The need, however, of other Government, municipal or employers' help is not yet so keenly felt in our province. Secondly, as far as space and fresh air are concerned, we have very little cause to complain. But as regards the construction of these huts, ventilation, sanitation, etc., much improvement is needed. In the labour localities there is hardly any drainage system at all. The waste water is allowed to have its own course, and very often it flows across the roads or accumulates in small ponds, thus making worthy home for the breeding of the germs of every kind of disease. In addition, there is other filth all around the house. The roads are roads on sufferance only. The lights hardly do their function at all. The hut itself is hardly 8 ft. by 10 ft.

Furniture is out of question. The entrance is hardly 4 ft. in height, windows are rare, bathroom is not seen at all. Water taps are scanty. This in general is the kind of locality inhabited by the labourers. A welcome move has recently been taken up by the management of the Empress Mills, by which many of the disabilities referred to above will considerably be removed, and it will be a happy day when the other millowners will follow suit.

#### IV.—Health.

Death-rate among the labour localities in Nagpur :—

Name.	1925.	Year.	1926.
Ganeshpeth .. .. .	63·83		75·23
Mangalwari .. .. .	47·68		65·16
Khadau .. .. .	42·58		55·21
Beriapura .. .. .	71·49		75·57

From the above figures it is clear that the death-rate in the labour localities is incomparably high, being more than twice the average of the whole province.

The infant mortality amongst the labourers must necessarily be higher than the average. One thing is certain that the infants are not properly taken care of for want of substantial maternity benefit, and as a result the health of the infants in the womb suffer considerably. After the birth also the mother is overpressed with financial and other difficulties, and consequently the child rarely receives proper nourishment and care. Amidst such hardships it really is hard for it to continue to live, and hence the appalling infant mortality.

Coming to the health of the adult workers, both male and female, it is apparently far from satisfactory, and we think that one of the causes of general inefficiency is this general debility of the workers. A side issue of this inefficiency problem may be traced to the conditions in the infancy of a labourer's child. We have referred to this fact elsewhere, namely, that the mothers have to give small doses of opium to their infants when they are left at home. It is alleged that the want of mental capacity and lack of any kind of initiative on the part of an average labourer is due to this early opium poisoning. Since the adult workers are the grown-up infants of the labourers themselves, there is no reason to doubt the above allegation.

It is found by bitter experience that at the time of any epidemic it is the workers who have to pay the biggest toll. This plainly is due to the general debility of the workers on account of which even though they are somehow able to do their routine work there is no staying power in them and they cannot fight against such diseases.

With regard to labourers' latrines, bath rooms, etc., there are no arrangements whatsoever. The labourers from times immemorial have been doing without them. So much so, that in the model bastis of the Empress Mills at Indora (Nagpur) separate bathrooms that were built for them have in many cases been turned into store rooms. It is not so much the fault of the ignorant labourers. It is the duty of the intelligent public to teach them the common precepts of hygiene and sanitation.

*Medical Facilities.*—Out of 98 perennial factories only 13 maintain any dispensaries. The medical facilities therefore are extremely meagre. As regards private medical assistance in Nagpur the Sisters of Charity visit the labour localities from house to house and distribute common medicines. Some welfare centres also have been opened by the Red Cross. In the labour localities the need of either permanent or itinerant dispensaries is much felt. The employers, on an average, are indifferent to this. In all in the year 1926 the total number of labourers employed was about 25,550,000 yearly out of which medical aid by factory dispensaries was given to 186,634 yearly. It comes to not even one in 100 receiving medical aid of any kind. It will be seen therefore that much improvement is necessary in this respect.

In addition to these inadequate facilities we have received complaints that whenever medicines are given they are often adulterated. Persons suffering from serious illnesses have of course to take recourse to other doctors. It seems therefore, that stricter supervision is necessary over all these kinds of dispensaries.

The general tendency of the workers is in favour of Indian medicines. We cannot say whether this is due to lack of proper facilities or lack of confidence in European medicines. Women in general are shy of taking advantage of these facilities. They are far more conservative by temperament and therefore cannot take to a foreign system of medicine as easily as the men can.

In this connection we do advocate a properly organized Ayurvedic or Unani system of medicine. In the first place, the medicines are much more cheap than the costly foreign drugs and generally more effective too. The simple ingredients used in our medicines are more familiar to these workers. The present allopathic medicines being too dear are out of the reach of their thin purse.

### V.—Welfare.

Welfare centres have been opened by employers only in one instance in Nagpur in the cotton industry namely, the Empress mills. They have got a scheme the management of which has been given to the Y.M.C.A. and to the Sisters of Charity.

In some of the other labour localities welfare centres for women have been opened. Baby shows are held every year and competitive prizes distributed. Some factories make provision for creches.

The Y.M.C.A. maintain a dispensary of their own as well as some schools. The Sisters teach children and women the 3 R's, sewing and cooking, and also lectures are given on principles of health and hygiene. In addition to this the Sisters visit every home and give some common medicines. There is no separate scheme of instruction for the adult women besides what has been done by the Sisters. There are two night schools for half-timers and some children of the workers are taught in the mill schools. The management of the mills have started co-operative stores with its branches spread in different localities. Label tickets are issued to workers which are accepted in lieu of actual cash at the stores. This indeed is a very good scheme.

There are no adequate arrangements for dining sheds. The workers may be seen gathering in any convenient corner and helping themselves with their Chota Hazari. Similarly, also there are no rest houses.

The work of the Empress mills with regard to the welfare scheme is indeed praiseworthy, but more still remains to be done. It was with this view that in the last session of the local legislature, a bill providing all such facilities was introduced. But the same has been postponed in view of the Whitley Commission's visit. We do hope that the Commission gives due attention to this subject and recommends to the Government to pass legislation making it obligatory on the millowners to provide such necessity to the workers as dining sheds, latrines, etc., and ready food at cost price. In our opinion these necessities ought to be provided by the millowners, because after all it is sweat of the labourers which is responsible for the pile which they make. In this connection what the trade unions can do is to organize welfare centres in other ways thereby providing the necessities enumerated above.

As regards sickness insurance and old age pensions, no employers have started any except the solitary Empress mills. It is often retorted by the millowners that the mill hands are not willing to co-operate in any such scheme by contributing a certain percentage towards the fund. The objection is no doubt true. But the reasons behind this lack of enthusiasm on the part of the labourers are worthy of notice. In a nutshell, they may be said to be in want of surplus money. The wages that they actually get are hardly sufficient to make both ends meet. Their inability to contribute is misunderstood as aversion. When the labourers put the best part of their life in the mill service, is it not obligatory on the part of the millowners to make provision for sickness and old age? So, unless the labourers are well paid, it is futile to expect any co-operation from them. In the absence of that we think that the burden of a permanent fund ought to be borne by the millowners.

### VI.—Education.

In Nagpur, the Municipality has decided to make primary education compulsory. The depressed classes missions have started 4 night schools where mill hands may get access if they so desire. The Empress mills give an annual contribution to the D.C. Mission. Besides this the Y.M.C.A. manage about 8 schools for the benefit of the workers. There is one peculiarity about these schools, namely their comparatively small attendance. The reasons behind this need not be enumerated in detail. The main cause perhaps is that these children fetch some money and as such the parents do not desire to send them to schools. Another reason perhaps may be that these children again relapse into illiteracy for want of continuous instruction.

*Factory Schools.*—There were 8 factory schools out of which 2 were closed down in 1927. The Nagpur schools attached to the Empress mills and managed by the Municipality give elementary education to half-time boy workers, but unfortunately the attendance is too low. Out of 300 boys on the roll only 80 attend regularly. In other factories in the Province the same tale is repeated. The small boys and half-time girl workers have recently been provided for, by separate classes in the Empress mills.

In the mining areas also the children of the operatives can secure education through schools attached to their establishments at Kaneri, Mehakali, and at Chhindwara such schools exist. In many places however, the miners' children have to depend on district council schools in the near vicinity if any.

On the whole it may be said that the parents of children are far from being keen on the education of their children. This may be because of the illiteracy and the constant economic stress on the family on account of which they think it better for



their wards to receive a few annas a day than instruction in the three R's. We would like to suggest therefore that more stress ought to be laid on adult education. As regards vocational and industrial schools, Nagpur, Amraoti, Chanda, Akola, and Jubbulpore have them. Carpentry, blacksmithy, weaving, shoemaking are the chief subjects taught. Besides these there are little facilities for higher technical and industrial education. But students from the civil and mechanical engineering schools are sent for higher education outside the province to such institutions as Victoria Jubilee Technical Institute, Bombay. There is, however, a conflict of opinion as to the real need of technically educated persons. The local government appointed a committee in the year 1920, and its terse finding is that the demand for higher technical training was not sufficient.

We strongly advocate a bold policy of compulsory education along with a definite scheme of adult education amongst the mill workers. Part of the expenses of such a scheme may rightly be borne by the employers.

#### X.—Special question relating to women and children.

Where men and women are jointly employed as is the case in almost all cotton factories, some facilities to avoid the rush of men and women together should be given. It is the practice in the Empress mills to admit women to work half an hour later than men and to allow them to go home half an hour earlier. It is advisable that this practice should be compulsorily extended to all the mills. As regards the general hours of work per week of the women, there should be a kind of distinction between women having small children and those not having any. We are obliged to make this suggestion because sufficient arrangement has not been made and is not likely to be made in the near future for creches that would suffice. Secondly it must be remembered that women have to come from a long way off. Women who are not able to take advantage of creches have to leave their tiny babies at home from early morning to late in the evening. In the absence of any elderly person to look after them, they are given opium and then left in the hands of the bigger children. Even when women go home they have to attend to household duties and they hardly find time to look after their babies. The effect of all these circumstances, including bad housing, is to be seen in the appalling infant mortality amongst the labourers. If we compare figures in different Nagpur localities, we find that the mill going population suffers most in this respect, the ratio of infant mortality per 1,000 being :—Brahmins, 228·19; Kunbis, 392·79; Mahars, 365·58; Naharathas, 450·17.

The figures speak for themselves. The infants that survive in spite of their high mortality suffer in health for want of proper care and nourishment. The harm that is done to them in their childhood is indeed irreparable. It is a common fact that the death-rate in industrial towns is much more than in the open villages. Mill hands are generally village dwellers who migrate to the cities for livelihood, and if from amongst these so many infants die and if so many lose their vigour of childhood, the general loss to the manhood of the whole country is unimaginable. It should be the first duty of every statesman—official or non-official, capitalist or labourite, to try to devise means to put a complete stop to this appalling state of affairs. As the mother is the first person who can take proper care of the child, we have suggested above that she should be given more time to attend to her child. In view of the facts stated above, we propose that the working hours of women be reduced to eight hours per day so that they may have some breathing time. In addition to the creches, some centres ought to be established in the labour localities supervised by one or more trained nurses. These ought to accommodate babies as well as toddlers, so that the mothers will be spared the trouble of carrying their babies a long way to the mills, and will be able to attend to their respective duties with freer mind.

*Maternity Benefit.*—The necessity of a scheme of maternity benefit cannot be over-rated. If at any time in a woman's life utmost care is to be taken of her mental and physical health, it is at the time of child birth, a few weeks before and after, because on that depends the well-being of the infants and therefore of future manhood. But unfortunately we have been neglecting this aspect of the question. It is exactly at this period of a female mill labourer's life, that she is obsessed on all sides by various difficulties. She is obviously unable to put in her usual quota of work. The mill owner cannot continue to pay her full wages without receiving a due return from her. As long as she possibly can, she works hard and overstrains herself nearly always. But a time comes when she had to be discharged from her work and then her condition is more pitiable still. With the meagre wages that she earns throughout the year her financial position is far from such as would enable her to continue without work and she finds it nothing short of a herculean task to make both ends meet. In the ordinary time she works all the week long, now she is perforced to remain at home and starvation stares her in the face. But she cannot help it and remember

she has a second life within her to look after. She can afford to starve even herself, but not the little offspring to be. What is she to do? Worry and worry alone. Thus her physical health is sure to be undermined for want of even ordinary food, then what to talk of proper nourishment and rest which is so essential at this period? Secondly she has untold mental anxiety which saps her energy to the very core. Thus when she is little better than a physical and mental wreck, she gives birth to a child. The circumstances after the childbirth are if possible still worse. Scarcely a month passes before she has to resume her work in the mills. The consequences of such early resumption of hard work upon her general health need not be described. Gradually in this way at each succeeding delivery her vitality together with that of the babies is being destroyed. In view of the above facts there is a general demand that some sort of maternity benefit should be made compulsory. It may fall into two categories. They are (1) those which restrict the employment of pregnant women by prescribing proper rest periods at intervals and (2) those which grant benefits and medical services. Both these are mainly intended to safeguard the health of working mothers by assuring them adequate rest and freedom from pecuniary anxieties during the periods in question and their aim is to reduce infant mortality, by provisions to secure the health of the child when the mother returns to her work. We need not go further into details as a Maternity Benefit Bill has already been introduced in the local legislature. As to the attempts of certain humanitarian mill owners in this province to give such benefits on their own private account, it is to be noticed, that only 5 out of 98 perennial factories give them. Consequently, it may be presumed that in the remaining factories women are discharged on account of advanced pregnancy, and secondly no adequate safeguard exists which guarantees work to them when they want to rejoin. We had questions in the local legislature as to whether women are really discharged because of pregnancy. Government had no hesitation in answering in the affirmative. This leaves no doubt as to the deplorable state of things. We earnestly hope therefore that the Maternity Benefit Bill which is in the running will have an easy sail.

*Re children and young adults.*—The minimum age of a child should be 12, as it is. But there are many practical difficulties in the way. For instance the child being an immediate source of income, parents cannot resist the temptation of hiding the age of their respective children. In the grant of medical certificates to these children the conditions may not be as satisfactory as desired. The main difficulty is due to the fact that the compulsory registration of birth does not yet obtain in many parts of the province. We therefore suggest that registration of births should be made compulsory in order to facilitate the present law regarding children. The maximum age of the child should be 15, after which he may be classed as a young adult.

*Young Adults.*—It should be laid down by law that these should be treated as regular apprentices. They should be so trained as to increase their efficiency in handling the machinery. Of course the aim ought not to be to make them mukadams only. They will be required to do the ordinary work but far more efficiently. This seems to us the only solution of the problem of inefficiency. It is between the ages of 15 and 17 that the mental and physical development of the workers take place. They must not suffer permanently from the effects of overwork. For this reason, we propose that there should be some restrictions on their hours of work. In no case should they be given more coolie work. The aim of legislation with regard to these young adults should be to train them for skilled labour. The owners and managers of mills may object to such reforms, but we can do nothing more than to assure them, but they would be more than compensated by the increased efficiency of these young persons. If at all, the actual work suffers somewhat in this period of training, at the most some restrictions may be enforced as regards to the future employment of these trained workers.

## XII.—Wages.

The best indication of the insufficiency of wages can be obtained if one visits the different labour localities in the province. Their dwellings are low, their clothes are tattered, their food is coarsest. They cannot even get the necessities of life much less, therefore, other conveniences and comforts. In other words, their low wages are reflected in the lowest standard of their living. If we look at the figures of the average wages of an unskilled labourer during the past few years we see that the wages have definitely decreased, while to all appearances the cost of living has gone up.

Year.	<i>Monthly Wages.</i>					Males.	Females.
1925	..	..	..	..	..	17	10
1926	..	..	..	..	..	16	10
1927	..	..	..	..	..	15	9
1928	..	..	..	..	..	15	9

These figures are taken from Government Report on Factories.

Let us go into details in connection with the family budget according to the Government enquiries. The average family consists of 1.47 men, 1.47 women, .78 male children and .61 female children in all making 4.33. Here is a rough estimate of a family of four members, 1 male, 1 female and 2 children.

	Rs.
Rice .. .. .	6 per month.
Wheat.. .. .	6 ..
Dal and vegetable .. .. .	5 ..
Fuel .. .. .	2 ..
Spices, including vegetable oil .. .. .	4 ..
Lighting .. .. .	1 ..
House rent .. .. .	1 ..
	<hr/>
Total .. .. .	25 ..

The conclusion that we arrive at is that if the man and woman both work for 80 days in a month without absenting themselves, they can barely manage to exist, but must go without:—(1) Clothes; (2) pan, bidi, tea, etc.; (3) without religious ceremonies; (4) other social functions; (5) amusements; (6) education; (7) medicine; (8) maternity; (9) saving for odd times.

But as many of the details above are essential to life (even for an unskilled labourer) we have no hesitation in saying that they are underpaid, and therefore underfed. The Nagpur labourers generally cannot afford to use milk, the percentage expenditure being only .93 per cent. of his average earnings. When it is considered that the skilled and better paid workers must on the whole be using the greater per cent. of this, it goes without saying that the average mill hand rarely sees milk for days together. Of course, the Indian labourer in general stands no comparison with his fellow worker in other countries in the matter of consuming nourishing food. Here are certain figures which tell their tale:—

	In America.	In Nagpur.
	lb.	lbs.
Fruits .. .. .	200	0
Milk .. .. .	500	6
Vegetables .. .. .	420	18
Sugar .. .. .	63	4

The diet of the Indian worker is thus seen to be far less in quantity than that of the world labourer in general and the quality of the food he eats is the lowest that can be imagined. The Central Provinces Government made certain enquiries during the year 1926-27 into the cost of living of industrial labourers at two places, in Nagpur and Jubbulpore. The conclusion they arrived at is that from between 64 to 75 per cent. of the labourer's income is spent on food articles. Consequently the underpaid labourers (lower unskilled) have to supplement their earnings by debt and begging. No statistics of the debt have yet been prepared, but it is obvious that the very existence of the labourers depends upon debts. When we visited certain labour localities in Nagpur we came across not a single instance amongst them where there was not a huge burden of debt. In addition to this, some deduction has to be made from their already meagre income because of certain percentages that the jobber necessarily claims from them. In our enquiries, we were sorry to find that almost every labourer has to give a definite sum to the jobber, not only at the time of securing service, but even month by month. If they hesitate in paying this, they are discharged under some pretext or other. Of course it is very difficult to prove this state of affairs, because the labourers are naturally extremely afraid to disclose this. We are sorry we have to include this general indictment against jobbers in this our memorandum, but it is done with the honest desire of improving the lot of poor labourers. As a side issue of the present enquiry, we may suggest the following remedy, to put a stop to the practice. In the first place recruitment of labourers should not be in the hands of the jobbers. Secondly the supervision work that they are given should constantly be changed, so that no batch of workers remain under the same jobber for any considerable length of time. The details of this can be worked out in conjunction with millowners.

Begging is not as rare as one thinks it to be on the surface of it. Leaving the millhands out of consideration, we may cite the instance of scavengers, of whom quite a lot do this begging business. Before concluding our observations with regard to the underpayment of labourers, we should like to emphasise two important consequences, namely, general inefficiency of the labouring class, possessing no energy, vigour or initiative of any kind, their mental faculty being completely buried beneath the constant worry and anxiety of how to make both ends meet. Secondly, their gradual physical deterioration. The Municipal Health Report of Nagpur of 1928 gives about 40 per cent. of deaths as due to general debility, which means

nothing less than that at least so much per cent. of population is underfed, and consequently lacks in bodily vigour, and any resisting power to disease. It is indeed very difficult to say which is the cause and which is the effect, inefficiency of work, or inefficiency of wages. Before leaving aside all discussion, the fact remains that the average industrial labourer is at present decidedly underpaid.

#### *General Suggestion.*

One particular, that we want to emphasise, is the absolute prohibition of night work for women, since it is injurious to their health, dangerous to their morality and leads to a neglect of family duty, and duties towards children. An exception to the above prohibition in favour of ginning factories is often claimed. If after deep deliberation such exception is granted, proper safeguards for the women's health and morality must first be guaranteed.

It seems that there is no adequate inspection arrangement. District and Government inspectors no doubt visit the factories and submit their report but to our mind Government ought to appoint non-official visitors, both male and female, on the lines of the jail visitors, in all factories, because it is there that the health of the workers, especially of women and children, is likely to be affected most.

#### *General.*

Before we conclude, we would make a few suggestions of a general character. In other places we have advocated extended educational facilities to the workers employed in the mills, factories and mines. But we would like that they should not be confined to initiation into the three R's. The chief aim should be to enable the worker not only to take an intelligent interest in the work before him, but to get adequate knowledge of his rights, privileges and responsibilities. In short the object of the education should be to make him a useful self-respecting unit of society. Then it is futile to expect increased efficiency in a worker, unless his standard of living is raised. Higher standard of living will furnish him with an additional incentive to put forth his best effort. If the efficiency of the worker is to be maintained at a fairly high level, greater attention than hitherto ought to be paid to the improvement of his health. For this purpose provision ought to be made for sports and games. There should be also a system of compulsory medical examination of all workers at frequent and regular intervals. It should be possible to eliminate the wholly unfit or misfits. Co-operation should be encouraged among the workers and the advantage of co-operative system should be brought home to them, by practical teaching and demonstration.

### THE FACTORY OWNERS' ASSOCIATION, CENTRAL PROVINCES AND BERAR, KHAMGAON (BERAR).

#### I.—Recruitment.

1. (i) Forty per cent. of labour is imported and 60 per cent. drawn from local sources. The labour is generally not of a migratory nature, but seasonal to the extent of 40 per cent.

(ii) Causes of migration are surplus labour, more pay or wages

(iii) *Changes in recent years* :—Local men have learnt work requiring skill : importation of skilled labour is therefore reduced recently. Besides, more than sufficient labour is available owing to general unemployment due to trade and industrial depression.

2. (i) Percentage of labour coming from villages is 25 ; average duration of their service is four months in a year. This class of labour returns to the respective villages once and soon after the season is over and they find agricultural work there.

(ii) Permanent force consists of fully paid servants to the extent of five to seven per cent.

3. (i) Skilled labour is partly recruited from amongst those at the door and partly by sending for them from different provinces and places. The unskilled labour generally comes to the industrial centres to reside in the beginning of the season. In case this and the local labour fall short of the demand, head-men are sent in villages in the neighbourhood for recruitment.

(ii) No improvements can be suggested.

- (iii) *Public employment agencies.*—(a) *Desirability of establishing.*—Not desirable.  
 (b) *Possibility of practical schemes.*—Not needed.

6. *Recruitment for Assam.*—This must be checked as there is already a shortage of labour in this province.

7. *Unemployment*—(i) *Extent of character.*—In the season, labour finds enough work, in fact, the demand for labour is greater than the supply; the labourers return to their abode soon after the season is over and take up to agricultural or other work incidental to or connected with it.

(ii) *Extent to which caused by*—(a) *Retrenchment or dismissals.*—Necessity for these does not arise in the season.

(b) *Voluntary retirement.* (c) *Other causes.*—Do not arise for the same reason.

(iii) *Possible methods of alleviating and remedying distress.*—The recent introduction of terminal taxation by the local bodies has increased the cost of production; in order to alleviate and remedy the distress, the railway freights as well as the indiscriminate taxation by local bodies ought to be reduced.

(iv) *Unemployment insurance.*—Both unnecessary and undesirable.

(v) *Application of International Conventions relating to unemployment.*—Absolutely unnecessary.

8. (i) *Average duration of employment.*—In any one year it is about four months. The remaining period of eight months is occupied by the labour force in returning to their villages for other work. Generally these people return back after the completion of the field work.

(iii) *Absenteeism.*—(a) Approximately 10 per cent. in the weekly paid staff alone and this is due to the employment in some other more paying work and two per cent. in the monthly paid one for the same reason. There is, as a rule, no absenteeism for reasons other than those stated above in the seasonal factories since the labourers are generally fully aware that the season is the only period when they must earn as much money as possible as will enable them to maintain themselves in the event of their failure to get any employment in the slack seasons.

## II.—Staff Organisation.

12. (ii) *Facilities for training and promotion of workmen.*—Intelligent men and labourers generally take training under the experienced and skilled men and workers, and if they are found competent, they are promoted both in pay and in position.

15. (i) *Extent and character of work given on contract.*—(a) The pressing of bales, filling in of bojas are works invariably given by contracts. (b) Stocking of kapas and ginning the same is done in some places by contracts. The approximate percentage of contracts is 95 per cent. and 10 per cent. respectively for (a) and (b).

(ii) *Extent of sub-contracting.*—Approximately 2 per cent.

(iii) *Control exercised over working conditions.*—Specific provisions are put in the contracts rendering it obligatory on the part of the contractor or sub-contractor to employ labour and to make them work in accordance with the provisions of the Act.

(iv) *Effects.*—The work is facilitated and it is also found satisfactory.

## III.—Housing.

16. *Extent to which housing is provided.*—(i) *By employers.*—About two per cent.

(iii) *By private landlords.*—About 28 per cent.

(iv) *By workers themselves.*—About 70 per cent.

17. *Facilities for acquisition of land for workers' houses.*—Separate plots are allotted in files by private landlords and by the municipal committees on a fixed rent and the labourers erect their huts thereon.

18. *Nature of accommodation provided in each class.*—(i) *In relation to workers' demands.*—No demand. The owners provide accommodation of their own accord to facilitate their work.

(ii) *In relation to best type from health point of view.*—It is healthy in the houses provided by the employer and in the huts or houses of their own; but the same is not the case in respect of labourers in the dingy quarters of the town.

(iii) *Provision made for lighting, conservancy and water supply.*—Satisfactory in the case of 18 (i) and inadequate in case 18 (ii) above.

19. *Utilisation by workers of accommodation available.*—To the full extent.

20. *Rent rates in various classes.*—In the case of (16) (i) above, no rents are charged; in the case of (16) (iii) rent rates vary from 8 annas to Rs. 5 per month according to the class of accommodation selected by the workers.

#### IV.—Health.

23. No separate figures of birth-rate, mortality and infant mortality of workers are available; however, the following are approximate figures based on the past experience.

(i) *Figures of mortality.*—Twenty per 1,000 of the total labour.

(ii) *Birth rate and infant mortality.*—Birth rate is 5 per cent. and infant mortality 2 per cent.

*Methods of registration.*—Municipal committees register births and deaths in their areas; in villages and small towns, registration is done by the village officials and sanitation panchayat committees, respectively.

(iv) *Dietary.*—Usual diet is Jawar, pulses, vegetables and oils; monthly cost varies from Rs. 6 to Rs. 15.

(v) *Physique.*—Good and well built.

24. Women doctors are not available, and therefore hardly employed in small industrial towns. Trained midwives and dais are generally employed in the public dispensaries to which factories contribute their quota of contribution and the labourers both male and female, are asked to take their full advantage. Certain appliances and Ayurvedic medicines and English ones are however kept in well managed factories. Recent activities of the Red Cross Society are appreciated; they should therefore be encouraged specially on Ayurvedic lines.

25. *Extent to which medical facilities are utilised*—(i) *Generally.*—50 per cent. approximately; the rest prefer their own old ways, which are to a very slight extent connected with the Ayurvedic system.

(ii) *By women.* 25 per cent. approximately; women do not like to take as much advantage as is provided for them; but the employment of trained dais seem to work better.

28. (i) *Control of temperature in factories.*—There is absolutely no necessity of any control of temperature in cotton ginning and pressing and other seasonal and small factories, which are themselves airy and well-ventilated.

If any control is exercised these industries which are in bud now will cripple down. A Bill to regulate temperature was introduced in 1926 in the Legislative Assembly, but it was not passed. A copy of representation on that Bill is herewith enclosed. (Annexure I.)\*

(ii) *Control of humidification in cotton mills.*—Reports so far received are satisfactory.

30. *Sickness insurance—Suitability of International Labour Convention.*—Not at all suitable and necessary.

(ii) *Possibility of introducing other systems.*—No other systems are possible at this stage of general depression in trade and in industry.

(iii) *How to meet difficulties arising from non-acceptability of Western medicines, paucity of medical men, migration of labour, finance.*—Ayurvedic and Unani systems should be introduced in place of Western medicines, men trained in them and the systems financed by the Government to the extent of 60 per cent., and by local bodies and employers to the extent of 20 per cent. each.

31. *Maternity benefits.*—No schemes exist in seasonal factories, and any legislation introduced to cover these factories will fail to have its desired effect.

(ii) A Bill in this respect introduced in the Central Legislature in 1925 met with failure. In the C.P. Legislative Council it is referred to the select committee. (A copy of the representation on the C.P. Bill is herewith enclosed.) (Annexure II.)\*

(iii) No possibility of any legislation of the types referred to above, for reasons stated in the representation. Report of Select Committee is awaited with interest.

\* Not printed.

### V.—Welfare (other than Health and Housing, but including Education).

#### 32. *Extent of welfare work.*

(i) *By employers.*—No necessity arises in the factories which are seasonal, *i.e.*, working intermittently on an average for four months. In perennial factories some sort of welfare work is done.

(ii) *By other agencies.*—Municipal committees and Red Cross Society; baby shows are annually held to educate mothers.

33. In all big industrial centres, a branch of the Red Cross Society is maintained wherein Health Visitors have been appointed to look after the welfare of the public in general, and of the labour class in particular.

34. (i) *Provision for refreshments, shelters and creches.*—Temporary sheds are erected for a certain class of workers in big and well-managed factories. No creche is maintained as infants are not allowed in the ginning factory under section (19-A) of the Indian Factories Act 1911, as modified.

35. *Results achieved.*—Death rate of infants is reduced by the activities of the Red Cross Society; workers in general are encouraged to build up a strong constitution owing to wrestling matches, and communal feelings are soothed.

37. *Desirability and possibility of provision for old age and premature retirement.*—Not at all desirable and positively impossible in the case of factories working for a season only.

### VII.—Safety.

43. *Existing regulations in factories, mines, railways and docks.*—*Factories.*—Quite adequate.

45. Majority of accidents are due to the negligence on the part of workers.

46. *Accident prevention.*—Attempts are always made to act up to the provisions of Factories Act, and the rules thereunder in this respect and in other directions possible, such as instructions to the workers of the dangers of machinery, constant supervision and incorporation of the necessary clauses in the contracts, if any, in this respect.

48. *First aid and medical relief.*—Certain appliances are kept in big and well-managed factories, and medical aid is sought for from the municipal dispensaries or from private ones at the cost of the employer generally.

49. *Stringency of inspection and enforcement of regulations.*—The inspecting staff enforces one regulation at one time and the other at another time; thus greater stringency is observed in recent years, thereby causing unnecessary and frequent troubles and expenses to the management without doing any good in reality to the employees.

### VIII.—Workmen's Compensation.

#### 51. *Workmen's Compensation Act*

(i) *Extent of use.*—It is fully utilized.

(ii) *Comparison with extent of possible claims.*—To the full extent as far as it is known.

(iii) *Effect on industry.*—Workers are generally not fully aware of the facilities of the Act, but they think that accident will pay them and therefore they make much of the accidents, with the result that the employers have to pay more in many cases due to the disinclination of the workers to rejoin their work early, thus entailing an additional charge on the industry.

(iv) *Availability and use of insurance facilities and value from workers' point of view.*—Formation of Mutual Insurance Companies as the one in Bombay, *viz.*, the Millowners' Mutual Insurance Association, Ltd., should be encouraged by the State as the use of insurance facilities is reduced by present high premium charge; from the workers' point of view they will receive payments more regularly and immediately to which they are entitled.

(v) *Desirability of compulsory insurance by employers.*—Compulsory insurance by employers is not at all desirable at this stage, as the same would impose too heavy a burden on the already depressed industries; since all claims have been met with heretofore, the necessity for compulsory insurance does not arise.

53. *Suitability of provisions.*—The present provisions in the Act are quite adequate, and they are working satisfactorily. They therefore need no amendment.

## IX.—Hours.

### A.—Factories.

55. *Hours worked per week and per day.* (i) *Normal, i.e., as determined by custom or agreement.*—10 hours a day and 60 hours a week.

(ii) *Actual, i.e., including overtime.*—12 hours a day and 72 hours a week in cases of certain exempted workers; as regards non-exempted ones, they are as described in (i) above.

(iii) *Spreadover, i.e., relation between hours worked and hours during which worker is on call.*—The same as described in (ii) above.

56. *Days worked per week.*—Six days in the case of non-exempted workers and six and a half in the case of exempted ones.

57. *Effect of 60 hours' restriction.*

(i) *On workers.*—Generally satisfactory.

(ii) *On industry.*—Restriction entails hardship on industry and increases the labour cost, and in consequence the cost of production, owing chiefly to the disinclination of the labourers to work honestly throughout the working hours.

59. For reasons stated in 57 and 58 above, the reduction in the present maxima is entirely undesirable. Besides, the present hours of daily and weekly work afford labourers sufficient time for rest, recreation and amusement every day and every week. If the reduction is enforced it will undoubtedly tell adversely on the several industries as the cost of production would increase to an undesirable and prohibitive extent. The Indian worker has a natural tendency to steal out a portion of his legitimate hours of work by whiling away his time elsewhere; in order to keep the machinery fully attended the employers have to keep extra staff to replace these workers who are prone to leave work under one excuse or another. Reduction in the maxima is therefore deprecated.

60. *Intervals.* (i) (a) One hour's interval in the mid-day; it exceeds in case the factories work by shift system.

(b) The workers have, as a rule, no fixed timings for taking their meals as is the case in European countries, but different people have got their different timings, and as such the employer has unnecessarily to engage substitutes to suit their habits.

(ii) Under the present law, the employer has to give the workers compulsory periods of rest, and in addition to this he has also to give them further rest for his irregular habits; during these additional intervals the employer has to engage substitutes, and as such reduction of one hour's rest to half an hour, as provided for in section 21 (1) of the old Act of 1911, will be most suitable.

(iii) *Suitability of hours during which factory is working.*—If the suggestion in No. (ii) above is carried, the present practice may be found suitable. There is absolutely no necessity of any other provision in the present law.

(iv) *Number of holidays given.*—Over 20 in the seasonal and 55 in the perennial factories.

61. (i) As a matter of fact, days of rest fall generally on the weekly bazaar days which are, in many places, days other than Sundays; but very recently, the factory department of this province is taking objection to such holidays being granted in case they fall on days other than Sundays and thus disallows substitution of such weekly holidays (other than Sundays and as notified to the department) thereby causing a good deal of trouble and inconvenience not only to the employer, but to the workers as well, as they would not be able to purchase rations at rather cheaper rates on the bazaar days in the event of the grant of Sundays as regular weekly holidays whereby the management will be able to substitute Sundays for any other days of the week for its business purposes.

(ii) The law should therefore be suitably amended to provide for substitution of a substituted holiday (*i.e.*, the day other than Sunday) as termed by the department for the above purpose.



Further, the law does not permit the substitution of a weekly holiday under clause (b) of sub-section (1), section 22 of the Factories Act, if the manager has not given notice of the same previous to Sunday or the substituted holiday, whichever is earlier. The amendment should, therefore, be of such a nature as to permit the manager to substitute the weekly holiday when the occasion demands, and mere earlier notice should not debar him from substitution which is essential for business purposes.

An instance below will make the point clear: A factory, not working on any of the three days previous to Sunday, at the same time having no knowledge or possibility of its working on Sunday, receives on Saturday, Friday and Thursday sufficient stock for consumption on Sunday. The constituents in the factory also press for working the factory to finish up work on Sunday to facilitate their further transaction. In such cases, which are not uncommon in seasonal factories, and much more so in the cotton ginning and pressing factories, the management cannot work the factory on Sunday as notice was not given, or, rather notice could not be given for want of knowledge of the possibility of working on Sunday, to the inspector to that effect previous to the substituted day, which has in this case fallen earlier. With a view to avoid such occurrences, an amendment of the clause is prayed for.

Such an amendment when accepted will not only not come in the way of workers enjoying a weekly holiday, but it will facilitate business.

Besides, workers are not allowed by Government to work only for cleaning and for such other purposes on prescribed holidays in such factories where machinery is silent, and where these workers actually work less than 60 hours in a week.

The amendment of the law is prayed for so as to enable the employers to take work from labourers not later than noon in case their weekly total hours of work are below 56 hours. Such a provision is badly needed in seasonal factories which do not invariably work continuously for a week round.

62. Provisions in respect of exemption are quite adequate in the Act as amended by the Act II of 1922, and subsequently by the Act XXVI of 1926; but the Government have been too strict to grant even the necessary exemptions. The following instances will show that certain exemptions granted in certain provinces are not allowed in this province with the result that the factory management has always found it most inconvenient and troublesome, and in some cases impossible to observe the provisions of the law.

The work of persons employed in the engine room and in the boiler house is exempted in *Burma* from the provisions of Section 21, 22, 26, 27 and 28 of the Act, as this work is considered by that Government to be of preparatory or complementary nature, which must necessarily be carried on outside the limits laid down for the general working of the factories, and the work is intermittent and continuous production is necessary.

The work of boiler attendants, engine drivers and persons employed in despatching and receiving goods in all factories is also exempted in *Bengal* from the same provisions as those in *Burma*, viz., from the provisions of Sections 21, 22, 26, 27 and 28 of the Act.

In *Bombay*, exemption is granted to certain factories from the provisions of Section 35 under first proviso thereof (which was added in 1926) in respect of persons other than children employed therein for definite periods laid down in the notice in accordance with Section 36 of the said Act.

In *Bengal*, the ginning factories were exempted from the provisions of Section 22 of the Act till the end of 1925.

A recommendation by your Commission to the effect that exemptions should be granted on a more liberal scale will oblige the industries in general.

## XII.—Wages.

### 96. (i) *In industry.*

	Men.	Women.
Skilled .. ..	Rs. 2 to 3	Nil. per day.
Unskilled .. ..	As. 10 to 14.	As. 6 to 8 ..
Unskilled .. ..	Less 1 anna.	½ anna less ..
(Contract) .. ..	(of the ordinary unskilled labour).	

(ii) *In surrounding agricultural areas.*—On an average 25 per cent. less than those in the industry.

(iii) *Difference between money wages and money value of all earnings.*—No data available.

104. *Effect of wage changes on labour supply.*—With the increase in the wages, the supply increase.

105. *Minimum wages.*—In the circumstances when industries in India have not become fully self-supporting, and they have to meet keen competition as well as cut-throat one, it would neither be advisable nor possible to have any statutory establishment of minimum wages; labour is also not yet trained to the level of having even primary education, and is moreover unorganized and illiterate.

106. *Deductions.*

(i) *Extent of fining.*—Nil.

(ii) *Other deductions.*—Nil.

(iii) *Utilisation of fines.*—This does not arise.

(iv) *Desirability of legislation.*—Absolutely undesirable.

107. (i) *Periods for which wages paid.*—Days, weeks and months.

(ii) *Periods elapsing before payment.*—Daily wages are rarely paid on the days for which they relate, but they are generally paid on the bazaar days. Weekly wages are paid on weekly bazaar days. Monthly wages are generally paid after 6 days, but before 12 days of the succeeding month.

(iii) In view of the easy and regular system, no legislation is desirable.

(iv) If the wages, which amount to a negligible sum, are not claimed within a reasonable time, they automatically lapse to the management.

109. (i) After bumper seasons, the monthly paid staff is either kept in service in the slack season or some rewards or bonuses are given to the extent of one month's wage. Profit sharing schemes in the present circumstances between labour and industry are neither possible nor desirable.

110. (i) and (ii) The question of annual leave does not arise in the case of seasonal factories. 10 to 15 days' leave with full-pay is given to the monthly labour, whenever he is in need of it; sick leave with full-pay, half-pay or even without pay is granted as the occasion demands. Leave without permission is invariably treated as without-pay-leave and undue frequency in this regard results in dismissal.

(iii) *Extent of consequential loss to worker of backlying wages.*—No data available.

111. *Desirability of fair wage clause in public contracts.*—On account of varying condition, in different concerns, this is not possible.

#### XIV.—Trade Combinations.

117. (i) *Employers.*—The Factory Owners' Association, Central Provinces and Berar with its office at Khamgaon in Berar is an employers' organization established in 1922; total number of factories enrolled in this association to this date is 225, and includes 140 ginning, 75 pressing, 2 textile and 1 cement factories and 140 oil mills from the district places and districts of Amraoti, Akola, Buldana, Chanda, Chhindwara, Jubbulpore, Nagpur, Nimar, Wardha and Yeotmal. The association therefore practically represents cotton industry and oil industry in general.

There are also the Central Provinces and Berar Mining Association, Kamptee, the Central Provinces and Berar Coal Mining Association, Chhindwara, and the Katni Lime Manufacturers' Association, Katni.

In almost every cotton centre in the Central Provinces and Berar pools of ginning and pressing factories exist.

(ii) *Employed.*—The Mechanical Engineers' Association, C.P. Berar and Bombay Presidency, in Akola and some trade unions of labourers in Nagpur. Of others: Not aware.

118. *Effect of organization on industry and conditions of work generally.*—Favourable to both and relations so far are cordial.

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causing a good deal of view as the control is lost.

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on the bazaar days in not commonly in use.—Ordinary, on general stamps or one anna

whereby the management will

week for its business purposes.

(ii) The law should therefore be substituted but this law is ineffectual.

a substituted holiday (i.e., the day other

for the above purpose.

#### XVI.—Law of Master and Servant.

*of repeal of Workmen's Breach of Contract Act.*—Adverse from the

view as the control is lost.

as the

—Ordinary, on general stamps or one anna

whereby the management will

week for its business purposes.

(ii) The law should therefore be substituted but this law is ineffectual.

a substituted holiday (i.e., the day other

for the above purpose.

## XVII.—Administration.

134. *International labour organisations.*—Such conventions as suit the Indian conditions have so far been ratified. They are, as a general rule, far in advance of the conditions prevailing in India, and as such they should only be ratified in time to come as the conditions considerably improve.

(ii) From the industrial point of view, their effect is burdensome. So far as labour is concerned, it is satisfactory.

139. *Factory legislation.*

(i) *Adequacy of staff.*—Adequate.

(ii) *Uniformity of administration in different provinces.*—Not uniform. Other provinces are more lenient to the industries in their respective provinces as is described in No. 62 above. This will also be clear after perusal of factory reports of different provinces.

(iii) *Rigour and efficiency of administration.*—Rigorous and inefficient chiefly because one regulation is enforced at one time, and the other at another time as discussed in Nos. 49, 61 and 62 above.

Inspection by additional inspectors is most troublesome only because they have no real knowledge of the working conditions. Further, they hardly rely on employers; such inspections, therefore, need discouragement.

(iv) *Prosecutions and their result.*—Prosecutions are to a great extent sanctioned without any say thereon by the management, and much more so in the case of additional inspectors who hardly record their note in the inspection book kept in the factories; this results in the industry being unnecessarily burdened with the proportionately heavy fines. Inspecting staff is believed more than the management as the prosecution proceeds and the onus of proof lies solely on the managements. This state of affairs needs change.

A note on the stringency of the present Act in respect of certain provisions is herewith enclosed. (Annexure IV).

*Annexure IV (referred to in question No. 139 (iv)).**Note on the stringency of the present Act in respect of certain provisions.*

With the amendment of Sections 3, 26, 35 and 36 of the Indian Factories Act, 1911, in 1922, a radical change has occurred. Small industries employing even less than 15 persons have been brought under all the provisions of the Act; provisions of Chapters IV and V and Sections 35 and 36 of the principal Act have been withdrawn with the result that at present Chapter IV and Sections 35 and 36 of the Act are applied to "all persons who are solely employed in any place within the precincts of a factory, not being a cotton reeling room or winding room in which place no steam, water or other mechanical power or electrical power is used in aid of the manufacturing process carried on in such factory, or in which such power is used solely for the purpose of moving or working any appliances in connection with the bringing or taking of any goods into or out of the factory." Hours of work of men are to be prefixed, and register of all men and women, in addition to children, is to be kept up to date in the prescribed manner and in the prescribed form.

All these amendments have imposed a considerable hardship on the small industries in particular.

It will be a blessing on the small industries employing less than 50 persons, in case they are exempted from the provisions of Section 35 and of Section 36 in respect of the despatch of notices to Government by insertion of a clause in the Act.

As a result of the administrative difficulties in connection with Sections 26 and 35 of the Act, as amended by the Act of 1922, provisions have been made in 1926, and the local governments have now been given power to grant exemption from the provisions thereof under certain conditions. These provisions have been freely used by the Government of Bombay, Bengal and Burma (as described in No. 62 of the List of Subjects of the Commission). The C.P. Government is, however, quite opposed to granting the very necessary exemptions.

Even if these exemptions are granted, amendments of the original Sections 3 (2) and 36 of the Act will also be equally troublesome to the factory management. Re-insertion of Section 3 (2) in the principal Act or some such provision is urged upon in the Act as will exempt all persons working in the premises of the factory from the provisions of Chapter IV and of Sections 35 and 36. Such an amendment will undoubtedly reduce to a considerable extent the burden put on by the present law.

### THE PUBLIC WORKS DEPARTMENT LABOURERS.

The word labourers is used here for coolies (males and females), masons, timekeepers and mistries. There are thousands and thousands of coolies employed in this department and the mates and timekeepers are appointed to look after their work, and the mistries are appointed to look after the work of the masons. There is a very large number of coolies, mates, masons, timekeepers and mistries of 20 or 30 years' regular service in the department but they do not get any kind of bonus or pension. They have to work for nine hours a day and sometimes more than that at the time of urgent work, but they do not get overtime charges of work and no holiday is given to them. There is no sick leave. If any one fall sick, his wages are cut off and there is no certainty of work. They can be stopped from the service at any time by the officers, even if they are of 20 or 30 years' regular service.

*Daily Wages.*—There are two sections of coolies. Those below 12 years of age and those above or about 12 years. Those above 12 years get higher rates than those below. Males get 7 annas and females 4 annas a day. Those below 12 years get less than 6 annas in proportion to their age. There are no facilities for the female workers. Nothing is paid by the department at the time of their delivery, but they are marked absent and they receive no wages till they attend their work. The masons get from 10 annas to Re. 1 8 annas per day; but the masonry work is very dangerous. At the time of constructing big buildings and bridges, death occurs and coolies and masons get injured while working, but nothing is paid to them and they are marked absent till they attend work again. If death occurs their family members do not get anything. If there is a right type of officer he pays one or two months' pay, and in this way the coolies and masons are always in debt.

The rates of daily wages of mates are not fixed. Some get 9 annas and some 10 annas per day. Timekeepers and mistries get monthly pay. Timekeepers' scale is from Rs. 20 to Rs. 50 per month and mistries from Rs. 20 to 60. There is no certainty of service for these people. They may be of 20 or 30 years' regular service; they are stopped at any time and when the work establishment fund is spent they do not get any allowance, even cycle allowance. There is no provident fund nor pension. They have to supervise the work of long roads within 38 miles every day on cycle.

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## THE GOVERNMENT OF THE UNITED PROVINCES.

### PREFACE.

This report has been prepared by Mr. S. P. Shah, I.C.S., Director of Industries, United Provinces, from material available in the Secretariat, and in the offices of various departments of this Government, and from memoranda supplied by the heads of certain departments. The time allowed for its preparation did not permit of the making of any special inquiries into matters on which information was not readily available. The report does not deal, except incidentally, with questions relating to railways and mines. Information about these will be supplied by the departments of the Central Government concerned. The report is, as far as possible, a statement of matters of fact. The Government should not be understood as necessarily committed to any expression of opinion or suggestion contained in it, unless where it is made clear that this embodies their considered conclusions.

### INTRODUCTION.

#### The Province.

1. *General.*—The United Provinces stretch from the plains of Bihar on the east to the plains of the Punjab on the west and from the low mountain ranges of Central India on the south to the immense Himalayan barriers and submontane low-lying belt dividing British India from Tibet and Nepal on the north. Excluding the three Indian states (Rampur, Tehri and Benares) they cover an area of 106,000 square miles. In 1921, when the last census was taken they had a population of just over forty-five millions. (These figures compare very closely with those of the British Isles with its 120,000 square miles of area and 46 millions of population).

They form one of the major provinces of India. In population and area, they approach closely to Bengal and Madras, and in area to Bombay. They fall into four physically distinct tracts, viz., the Himalayan districts, the sub-Himalayan tract, the extensive Gangetic plain and a portion of the Vindhyan hill system of Central India. The first two are infertile and support a very sparse population. The Vindhyan plateau is almost equally infertile though better populated. The Gangetic

plain is very fertile and the density of the population per square mile rises from 512 in the west to 559 in the centre and 718 in the east. The average density of population for the whole province is greater than in any other province of India.

*Historical.*—Historically they are more important than the newer maritime provinces which since the advent of British rule have in many directions outstripped them. It was in these provinces and the adjoining portions of the provinces of Delhi, Punjab and Bihar that *vedic* culture grew up; it was here that the mighty Indo-Aryan empires of old (Maurya, Gupta and Harsha) rose to power and decayed. The founders of two great religions one of which (Buddhism) still claims the larger part of eastern and south-eastern Asia as its adherents were born in, and their early activities were confined to this area. Some of the most celebrated centres of Hindu, Jain and Buddhist pilgrimage—Benares, Prayag, Ayodhya, Muttra, Kurukshetra, Hardwar, Kapilvastu, Gaya and the Himalayan shrines—are situated in this tract. Hindu mythology locates the centre of the tract under the sway of Indo-Aryan culture in the small town of Bithur not far from Cawnpore; this is very nearly the geographical centre of the present United Provinces. During the days of Muslim rule in India, this tract was the centre of Muslim power and Islamic culture in India. Delhi, Agra, Lucknow and Deoband are easily the most renowned names in the history of Muslim rule and culture in India. Even to-day this tract has, proportionately to its size and population, the largest number of universities in India, including the two which represent the effort of the two great communities to keep alive their distinctive culture and outlook. This bird's eye view of past history has been given as it has an important bearing on the economic and industrial structure of the United Provinces and therefore on the conditions and problems of labour engaged in industry and on plantations.

#### Its industrial system.

3. *Industrial peculiarities.*—While the Gangetic plain renders the province one of the most important in India from the point of view of agriculture, it possesses some remarkable peculiarities which militate against its industrial progress. Though its natural resources are immense, they are confined to the produce of agriculture and the forests. Mineral wealth is almost non-existent. The generation of hydro-electricity by Government enterprise is only a recent development, and in the main has yet to be harnessed for the benefit of industry. Though the vast and in the eastern districts congested population furnishes immense man-power, tradition, social custom and hereditary proclivities hamper industrial progress. The landed aristocracy has been indifferent to trade and industry. Even the middle class, which in other countries has formed the backbone of industry and commerce, has been numerically and financially weaker in the United Provinces than in some other provinces; it has preferred to remain content with a livelihood derived from rents or service, and has for long tended to be disdainful not only of manual labour but also of trade and industry. Labour is comparatively immobile and trained and stable industrial labour is scarce. Except in artistic handicrafts an industrial tradition is lacking. The important large-scale industries are, in the main, in European hands. Banking is undeveloped. Mechanical engineers have still, to some extent, to be brought in from outside. The essential elements of an atmosphere favourable to industrial growth, especially indigenous enterprise—coal or other source of cheap power, minerals, even good cotton, finance, engineering skill, tradition, aptitude and incentive, trained and stable labour—are still, broadly speaking, non-existent. In addition to these internal difficulties, there are still wider factors which hamper the growth of industries in the province, e.g., the start gained by other nations and even provinces, powerful vested interests and the lack of control over tariffs and currency. The growth of industry has all the same been considerable. During the years 1922 to 1927, the number of regulated factories rose from 255 to 354 (i.e., nearly 39 per cent.) and that of factory workers from 72,545 to 88,319 (i.e., nearly 22 per cent.).

In cottage industries, especially in artistic handicrafts, the position is substantially different. Having for ages been the fountain-head of Indian culture, both Hindu and Muslim, the tradition of artistic handicraft set and developed by the court and the aristocracy is still alive. The silks, brocades, embroidery, *tarkashi* (gold and silver thread making) and brassware of Benares, the carpets of Benares and Mirzapur, the muslins, silks and fine cloths of Mau and Mubarakpur, the *jamdani* fabrics of Tanda, the prints of Azamgarh, Lucknow, Farrukhabad, Agra, Muttra and Jahan-girabad, the carved ebony work of Nagina, the wood-carving of Saharanpur, the marble and alabaster work, dyeing and printing, *durries* and carpets of Agra, the furniture of Bareilly and the artistic brassware of Moradabad—all these are still living and in certain cases prosperous cottage industries employing thousands of men, women and children. Although the capricious vicissitudes of taste have given an encouragement to some and allowed others to reach varying stages of decay, the position of the cottage industries is still strong except in the case of plain

hand-weaving of cotton. That of several artistic cottage industries has been, if viewed broadly, almost steadily improving. Perhaps in no other province of India do cottage industries still occupy such a relatively important position in the total industrial system as they do in the United Provinces and the adjoining tracts. At the 1921 census the number of cottage workers was found to be nearly two and a half million (1.43 males and 0.9 females). They were over 25 times as numerous as workers in factories. Leaving out the industries of the village artisans (pottery, shoes, agricultural implements and other simple rural needs) cottage industries produce an immense range of articles—both necessities and luxuries. Their organization is simple. Normally a small local financier advances money or material and buys and distributes the finished product. The system is suited to the condition and genius of the province, as the time devoted to such industries is often the spare time—usually seasonal—of agriculturists and their families. Hired labour is seldom employed. The most important cottage industry is textiles, over 800,000 souls being wholly or partly dependent on it. Wood-working and basket-making, metal working and leather industries come next in order of importance.

The United Provinces used to have indigo plantations, but as in Bengal and Bihar, they were driven out of the field by synthetic indigo and other dyestuffs. The tea industry was introduced in certain hill and submontane tracts, but now survives only in the *Dum* portion of the district of Dehra Dun. This is the upland part of the valley bounded by the Himalayas and the Siwalik hills. These small tea plantations of Dehra Dun are now about the only plantations that remain in the United Provinces. A few sugar plantations exist in Gorakhpur and Rohilkhand divisions, but these would be more accurately described as better-managed and bigger private sugar cane farms than as plantations. Their labour is mostly local and not imported and it lives in the adjoining villages rather than on the plantations themselves. Mechanical agricultural appliances and other forms of organized capitalistic agriculture are not, as a rule, employed, and sugar-making factories are often owned and managed by persons other than those who cultivate the sugar cane.

4. *Industrial divisions.*—The United Provinces are essentially agricultural rather than industrial and commercial. The great mass of the people are simple peasants with few interests outside their village life. Only 106 out of every thousand live in towns. The portion of the population which is engaged in professional, industrial and commercial pursuits forms but a small fraction of the whole; 767 per mille are dependent for their livelihood on agriculture and only 162 on trade and industry. The essentially agricultural character of the province is further illustrated by the fact that though the province contains a large number of towns, the urban population (a little under 3,000,000) is divided between a multitude of petty townships and a few large cities, towns of medium size being comparatively rare. The smaller towns are either themselves largely agricultural or market towns almost entirely dependent on agriculture. Even among cities there is none without a considerable agricultural interest.

Of the seven cities (i.e., towns with a population of over 100,000), two are altogether unimportant in the industrial system of the province, and four others are not so important as they might be judging from their age, historical associations and other circumstances favourable to industrialization. An individual account of the important cities and towns will be given later.

Leaving out Cawnpore the western districts of the province are far more urban and industrial than the eastern. Taking the Meerut and Gorakhpur divisions as examples, the following figures which are fairly typical will illustrate this point:—

	Percentage of population.										Number of towns.		Number of factories.					Factory population in 1928.				
	Cultivators.	Agricultural labourers.	Industry.	Trade.	Transport.	Miscellaneous.	Urban population.	Rural population.	Non-agriculturists as percentage of rural population.	5,000 to 10,000.	10,000 to 20,000.	20,000 to 50,000.	50,000 to 100,000.	Over 100,000.	Employing up to 100.	Employing 100 to 200.	Employing 200 to 300.		Employing 300 to 500.	Employing 500 to 1,000.	Employing 1,000 to 2,000.	Employing over 2,000.
Meerut ..	42	9	21	6	1	13	16	84	50	42	12	5	2	1	33	13	1	—	1	—	—	4,098
Gorakhpur	75	10	6	3	—	3	4	96	22	9	5	—	1	—	1	3	1	4	2	—	1	304

It would not, however, be correct to think regionally in connection with the industries of the province, because unlike the conditions which obtain in Europe and America, industrialization in the United Provinces goes almost *pari passu* with urbanization. Thus, while Cawnpore city has sixty-three factories and an industrial population of 32,142, the area round about Cawnpore has no industry to boast of. Owing to this tendency of industry to concentrate in the towns, such towns rather than patches of the countryside including and surrounding such towns are the units of division to be considered.

But important factories located in small unimportant towns are not unknown. It is only natural that some sugar and cotton ginning and pressing factories should be found in the rural areas ; but a glass factory in the small town of Bahjoi, a cotton mill in another similar town, Ujhani, an engineering workshop at Roorkee are examples to prove that while concentration in the towns is the rule, exceptions to it exist.

5. *Industrial towns. Cawnpore.*—Though only a few decades old, this city dominates the industrial and commercial life of the province. It is situated on the banks of the Ganges and at the junction of four important railways (the East Indian railway, the Great Indian Peninsula railway, the Bombay, Baroda and Central India railway, and the Bengal and North-Western railway) and of two Grand Trunk roads (Calcutta to Peshawar and Bombay to Lucknow), and thus commands a very favourable situation for the distributing trade ; in this respect it is, with the exception of Delhi, probably the most important in northern India. Its industrial importance is not more than about 70 years old. It was originally an emporium of the raw cotton grown in the Ganges-Jumna *doab* and in Central India, and the entrepôt from which it was sent down by river to Calcutta. The first cotton mill in northern India was established here in Lord Elgin's time (1864). The Army Department of the Government had even before that set up a tannery and harness and saddlery factory which still flourishes. Round this nucleus has grown up the modern town. In 1921, it had a population of over two lakhs and was the second city in the United Provinces. It is not only a microcosm of the organized industry of the province ; it really dominates it. It can afford to boast "*le système industrielle et commerciale des provinces unis-c'est moi.*" Nearly 19 per cent. of the factories (including most of the largest-sized) are located there ; 37 per cent. of the factory-labour employed in the province earns its livelihood by working in them. It has ten cotton mills, three woollen mills (one of which is the most famous in India), numerous tanneries and leather-working factories, some engineering workshops, and numerous oil, cotton ginning and pressing, sugar-refining, distilling, chemicals, flour, hosiery and miscellaneous factories. Numerous banks maintain branches at Cawnpore. It is the headquarters of the United Provinces Government's Department of Industries and of the boilers and factories inspectorate. The two most important chambers of commerce (the Upper India and the United Provinces Chambers) and the most important labour union (*masdar sabha*) have their offices there. It has the credit of possessing the two largest industrial syndicates in northern India embracing various industries (cotton, woollen, tanning and leather, engineering, sugar, electric supply, etc.). It has a progressive municipality and a statutory improvement trust charged with the duty of opening up congested areas, and guiding the future development of the city along modern hygienic lines. The city possesses numerous educational institutions, including the foremost institutions for agricultural and technological research and teaching in the province. It is the only city in the United Provinces with an electric or in fact any tramway. In industrial importance it eclipses all the older—though historically far more famous—cities (Benares, Lucknow, Agra, Allahabad, Bareilly) and towns.

Lucknow has a cotton mill, a paper mill and the East Indian railway workshops ; it has also a distillery, a sugar refinery and a flour mill. But the total number of factories and the strength of labour employed in them are as nothing compared with those at Cawnpore. Yet it is difficult to see why Lucknow should have lagged so far behind. It had already become British Indian territory before Cawnpore started on its industrial career. It had for nearly a century been the capital of the *nawab-wasirs* of Oudh, and was thereafter the capital of the province of Oudh. When Cawnpore was no more than an agricultural village, Lucknow was already a very important city with flourishing cottage industries. It too is situated on the banks of a river in a healthy and very fertile tract. It is only 45 miles from Cawnpore, and as regards road and railway communications, can almost rival Cawnpore. As regards cheap labour supply, it is even more favourably situated. The capital of one of the two provinces, it holds many of the United Provinces Governments departmental and secretariat offices. It has, however, been content to leave to Cawnpore the leading role in the commercial and industrial life of the United Provinces. Nevertheless, as was to be expected, its cottage industries are more important than those of Cawnpore.

That it possesses the only school of arts and crafts and the only college of music is appropriate; the situation of the technical school there is only an accident due to the fact of the railway workshops being there.

Agra, the renowned capital of some of the mighty Mogul emperors has, with the exception of four cotton mills, no large-scale industry to boast of. But in the field of cottage industries, especially in artistic handicraft, it can challenge any other town in the United Provinces. Agra durries (cotton carpets) and carpets marble, stone, and alabaster work, artistic jewellery, gold and silver embroidery, dyeing and printing and leather-working—are cottage industries which enjoy a reputation extending beyond the borders of the United Provinces.

Benares, the most important centre of Hindu pilgrimage in India, resembles Agra in many ways. Of large-scale industry it has nothing more than a medium-sized cotton spinning and weaving mill. But for varied cottage industries, it outstrips even Agra. Its silks and brocades and brassware are world-famous. It has numerous factories for the manufacture of gold and silver thread and kalabattu. Its embroidery is still famous. There are some small factories for the manufacture of aluminium ware. At Shivpur (about five miles from Benares) there are two hempling factories. It had an extensive industry in toy-making which is now decadent. Its stone work commands more than a local market. The Hindu University of Benares maintains a well-equipped engineering college and workshop. The millions of pilgrims and hundreds of tourists who visit it help to maintain a busy trade in the products of the local cottage industries.

Bareilly lies at the junction of the East Indian railway with a branch of the Rohilkhand and Kumaun railway, which places it in command of the produce of the United Provinces Government's Himalayan forests. It is therefore naturally the most important wood-working centre in the United Provinces. It possesses a rosin and turpentine factory, formerly owned and managed by the United Provinces Government but now in the hands of a private joint-stock company in which Government still hold a very large interest. The only large-scale match-making factory in the province (with a daily capacity of 1,500 gross which it is proposed to raise to about 5,000) is at Bareilly. Government had established a bobbin-making factory there, but the bobbins could not stand in competition with imported ones, and this factory is now out of the field. There is a katha-extracting factory, and within a short distance of the city a medium-sized workshop owned and managed by the Rohilkhand and Kumaun railway. The furniture industry of Bareilly supplies a large proportion of the needs of the United Provinces, but the whole of it is carried on on cottage lines, and most of the villages on the outskirts of the city also get some employment in this industry. The provincial wood-working institute and the wood technologist's office are both located there.

Allahabad (or rather Naini, a few miles from Allahabad) has two glass factories, of which only one is of importance. Allahabad has also two sugar refineries and a number of printing presses including the United Provinces Government Press. There is also a biggish flour mill. Otherwise, its industries are negligible.

The important cantonment town of Meerut—though a city—has little industrial importance, except for a roller flour mill.

Among the medium-sized towns, Moradabad, Saharanpur and Mirzapur and a few others need mention. Each has a cotton mill; and Saharanpur has also a flour mill and a tobacco factory. Each has one or more specialized cottage industries. Moradabad brassware is famous; Mirzapur has carpets, simple brassware and lac and shellac; Saharanpur goes in for woodcarving. Dehra Dun with its tea-plantations and the factories working in conjunction with them is a growing town, but its prosperity is due rather to its mild climate than to its tea industry. Jhansi and Gorakhpur have large-sized railway workshops.

Among the smaller towns, the pride of place goes to Hathras in Aligarh district. At the junction of the East Indian Railway and the Bombay, Baroda and Central India Railway, this town with a population of a little under forty thousand boasts of three cotton spinning mills some ginning and pressing factories and a small engineering workshop to serve the needs of the local mill industry.

*Other industrial areas.*—Cotton ginning and pressing factories are dotted all over the cotton growing areas of the province. There are sugar-cane crushing or refining factories at Cawnpore, Unao, Lucknow, Rosa, Pilibhit, Allahabad and in the Gorakhpur district: There are also a few rice milling factories. Cotton ginning and sugar and rice factories are "seasonal." Of the twenty-one oil mills in the province, ten are in Cawnpore city. Apart from the railway workshops at Jhansi, Lucknow, Gorakhpur and Izatnagar (near Bareilly) there are a few engineering workshops and foundries, the chief being the Empire Engineering Company at Cawnpore and the



Canal Foundry at Roorkee. Besides the two glass factories at Allahabad, there are important glass factories at Bahjoi and Balawali, and smaller glass works at Firozabad and a glass factory at Shikohabad. Cawnpore has two brushware factories and Ghazipur has a Government opium factory. Considering the forest resources, there are few saw-mills. There is one sandalwood oil extraction factory. The printing industry (with sixteen presses under the Factories Act and a labour force of about 4,000) is of some importance. Flour mills, ice factories, water and electric supply stations, dairy, bone-crushing mills—such miscellaneous factories will be found dotted all over the province. There is even one small scale but prosperous steel-rolling factory at Cawnpore. A new arrival in the industrial field is a factory for making "Hume" pipes.

6. *Centres of cottage industries.*—The location of some of the cottage industries has already been described. Hand-weaving of cotton is still the most important of these but it is gradually declining. In 1921, cotton spinning, sizing and weaving supported 820,000 souls. It has no particular location, though certain centres (Mau, Mubarakpur, Tanda, Muzaffarnagar, etc.) enjoy more than mere local renown and custom. In the hills, hand-weaving of cotton, wool and hemp is still extensively carried on, though here too the powerful competition of the mill-made product has begun to be felt, and with improved communications is bound to grow acute as time passes. The essential character of Bareilly cotton carpets and furniture, Moradabad and Benares brassware, Mirzapur carpets, Benares, Mau and Azamgarh silks, Agra marble work *zardozi*, carpets and *durries*, Cawnpore *durries* and tents, etc., as cottage industries has already been mentioned. Firozabad glass work is also carried on on cottage lines. Kanauj and Jaunpur still carry on their age-old "scented oils" industries. The manufacture of chewing tobacco is a considerable minor cottage industry at Lucknow. Mirzapur still supplies a good deal of the requirements of stone and ballast.

7. *Characteristics of cottage industries.*—The chief characteristics of cottage industries in the United Provinces are that in general they are not on a capitalistic basis and that the workers usually have a subsidiary occupation; this normally is agriculture. Though they provide a large population with their livelihood, there are few wage-earners. The worker and other members of the family irrespective of age or sex supply all the labour needed. The buying of raw materials and the disposal of the finished goods are also matters in which the whole family share. It is true that the usual agency is, in both cases, a middleman; co-operative effort has been tried but has, broadly speaking, not yielded satisfactory results. But the noteworthy point is that little hired labour is employed. Not that it is unknown, but that from the point of view of industrial wage-earning labour, the proportion is insignificant. The training up of labour is on the traditional informal apprenticeship system and is usually confined to relatives and castemen.

### The Background.

8. In an essentially agricultural province which relies for even its small factory labour (86,531 in 1928) mainly on landed or landless agriculturists, agricultural conditions must form an essential background to any picture of labour conditions. A glance at it is necessary to a correct and sympathetic understanding of the picture.

9. *Land-tenures.*—So far as the United Provinces are concerned, there are three parties to be considered, the landholder (*zamindar*), the tenant and the labourer. These three classes, however, often merge; a man may be both landholder and tenant, or both tenant and labourer, or in rarer cases landholder, tenant and labourer, in relation to different plots of land. The first is the person who pays direct to Government the land revenue assessed on the land, the tenant is the person who holds the land on a lease from, and pays rent to, a landholder. The agricultural labourer works on a tenant's or landholder's land in return for wages. Large landholders are few except in Oudh. According to an enumeration made in 1920, 203 paid revenue of Rs. 20,000 or more; the total number of those who paid Rs. 5,000 or more was 889. At the 1921 census just over 800,000 persons (including families and dependants) were returned as landholders. These figures show strikingly that though a considerable area is held by a few large landholders, especially in the province of Oudh, the province is, in the main, one of small proprietors. With each successive generation, landed property becomes further and further sub-divided, and in consequence individual shares go on getting reduced in value. The tenant—the "middle class" of agricultural economy—is the real backbone of the agricultural population; he constitutes by far the largest section of it. Including cultivating proprietors, the number of tenants, their families and dependants returned at the 1921 census was twenty-nine millions. The holdings are generally small and scattered; only in the

western districts do they, as a rule, approach considerable dimensions. Nearly all castes practise agriculture, but the *Jats* of the western districts, *Kurmis* of the central and eastern ones, and *Kachhis* in the eastern ones are the best farmers. *Brahmins* and *Thakurs* usually make poor agriculturists. The labourer is of far less economic importance; the total number in 1921 was four millions. The tenant outnumbered him by more than seven to one. (The proportion in England and Wales is 1 : 3.6). Less labour is used because the cultivator of the ordinary small holding relies for labour largely on himself and his family and comparatively little upon hirelings. Owing however to the operation of two causes (increased demand and reduced supply) the agricultural labourer's lot is improving. In 1911, thirty-seven out of every thousand labourers were also tenants; in 1921, the figure rose to sixty-six.

10. *Competition between land and industry.*—Agriculture steadily grew more and more lucrative between 1911 and 1919 especially during the war. Even though in the succeeding years the high water mark of 1919 has not been maintained, the ebb has not been considerable. But the progressively lucrative character of agriculture is not the sole explanation of the rising proportion of "landed" labourers. The holding of land (even as a tenant) confers a prized social status, and the labourer (whether agricultural or industrial) yearns for it. Hence the land-hunger which, especially in the congested portions of Oudh and the eastern districts of the province, sometimes leads to the payment of heavy premia (called *marvana* or *salami*) for securing footing as a tenant. Hence also the constant tendency of even industrial labour to go "back to the land." Such labour must, in the nature of things, be and remain unstable. Its hankering to save must affect its standard of life in the industrial centres. The problems of impermanence, excessive turnover, uneven sex-ratio and its consequences, health, medical treatment, dietary, education and "higher living" in regard to industrial labour have all to be viewed against the background of this ambition to return to the land.

Another noteworthy point is the effect which the lucrativeness of agriculture has had and is having on the recruitment of emigrant labour, especially for industry. With the exception of a slight setback in 1911, the rise in the price of agricultural produce has been progressive. During 1918 and 1919 prices flared up all of a sudden. Rents and wages were bound to rise in sympathy, but as usual prices have completely outstripped both in the race. Throughout the province, the cultivator has considerably improved his position in the last twenty years, though it is not now as good as it was in 1919. This has necessarily affected industries. Apart from a certain degree of conservatism and immobility innate in the Indian social structure, the lucrativeness of agriculture has kept labour back from migrating to the towns, even though higher wages for both industrial and domestic labour are offered in the towns. Owing to this reason the industrial centres have naturally had to rely for their permanent and semi-permanent labour in non-seasonal industries on those parts of the province in which owing to the pressure of population on land agriculture is not so lucrative as elsewhere, and much less so than labour in industry. This will be discussed in further detail in the chapter on "Recruitment"—"sources of labour." Here it will suffice to show that the eastern districts of the province—Gorakhpur, Benares and Fyzabad divisions are the most congested and are therefore the most fruitful recruiting ground for emigrant labour. It is in these districts that land-hunger is the most acute, and has prevented capital from being invested in industrial enterprises to the extent known in the western districts. The general level of wages both urban and rural is also lower in the eastern districts than elsewhere.

11. *Pressure of population on land.*—In paragraph 1 have been given figures of the density of the population per square mile in the western, the central and the eastern districts of the province. The average density is greater than in any other province of India. On paper it is less than in either England or Belgium (a country where owing to small and scattered holdings, agricultural conditions are to some extent similar). But the United Provinces have no equivalent to the large masses of people in those countries living in the towns and dependant on the professions, commerce and industry. Again, large tracts (hills, ravines and *usar* land) are infertile and sparsely populated. There are also the forests—mostly unpeopled—which cover 14,000 square miles, i.e., nearly one-eighth of the total area. Even then as compared with the British Isles, the population in the United Provinces is denser by some forty persons to the square mile.

An equal division of the land would give each cultivating family about five and a half acres. But the holdings in the western districts are larger than those in the central and these are larger than those in the eastern ones. After making an allowance for "allotment-holders" (i.e., the area held by village artisans, officials and others), it has been estimated that the average holding in the western districts is six and a

half acres ; while in the eastern, it is three to four acres (four in Gorakhpur and Basti and 3-4 in Azamgarh), and even this is more scattered than in the west. Tiny plots situated all over the home-village and adjoining villages are the normal condition in the east. Unlike the small holdings in the countries of Western Europe, small-farm agriculture in the United Provinces is, as a rule, of the "extensive" type, though intensive farming by certain agricultural castes is not unknown in the western districts.

12. *The foundation of efficiency of industrial labour.*—This fact, viz., the far greater pressure of population on land in the eastern districts leading to emigration to other parts of the province and to other provinces and countries has to be borne in mind in connection with the efficiency of industrial labour. Whatever the ultimate reasons—ethnological or climatic or both—the rural population in the west is physically superior and mentally better equipped than in the east. There is more education, capital and enterprise ; the contribution to the army is also much greater. The climate is not so highly enervating ; there is an intensely cold and dry winter ; the summer though hot is dry and not so relaxing. Unfortunately for industry it has, in the main, to rely on the eastern and central eastern districts for the recruitment of industrial labour.

13. *Alternative occupations for surplus cultivators and for industrial labour.*—The United Provinces used to have numerous cottage industries, and these used to provide alternative occupations—often of a seasonal character. But with the steady and sure competition of large scale industry helped by improved communications, these have been declining. Sugar-making and hand-weaving are the two chief cottage industries which have steadily declined in this manner. In one of the main subsidiary industries, hand-weaving, only eighteen in every 10,000 cultivators and eleven in every 10,000 field labourers are also hand-weavers. Even in smiths' work, etc., the proverbial economic self-sufficiency of the village is daily going down. The same conditions are reflected in the industrial centres. Subsidiary occupations are almost non-existent there ; even the womenfolk do little in this way besides cooking, washing, and other similar domestic work. Simple household work like plain tailoring, embroidery, crochet work, etc., is almost unknown..

14. *Health and education.*—The overwhelming majority of the rural population is used to ignorance, poverty, disease and ill-health. Only 3·7 per cent. of the population was literate even according to the low standard (capacity to read and write a simple letter) adopted at the 1921 census. Among the rural population, especially in the classes from which industrial labour is drawn, the percentage even of mere literacy is much lower. Simple vocational training—the use of carpenters' and smiths' tools—is almost non-existent. The death-rate (though lower than of five other major provinces) is about twenty-eight per mille—almost 150 per cent. more than in the United Kingdom. Serious diseases are endemic in some parts, and unceasingly take a heavy toll of life and energy. Malaria, small-pox, plague, cholera, enteric, dysentery, and tuberculosis—to mention only the leading diseases, some of which seasonally break out in an epidemic form and in some districts are almost perennially endemic, involve a huge loss of efficiency and output even when they do not prove fatal. The standard of life too is much lower. All these facts—ignorance, poverty, dirt and disease—have an important bearing on the quality and conditions of industrial labour even in the towns. The labourer's outlook is extremely narrow and produces in him an attitude to look upon his lot as one ordained by the fates and therefore not capable of much improvement by his personal exertion. Such a cramped outlook on life and fatalism help to perpetuate in the industrial centres the conditions which obtain in the rural areas and seriously handicap the reforming efforts of Government, the employers and private organizations.

15. *Caste.*—The system of caste has also an important bearing on the problems of industrial labour. Castes are to a large extent vocational and for a man of one caste to do the work normally done by other castes usually involves a sense of social degradation. Hence the recruitment of labour for industries and plantations normally tends to be confined to those castes which have for generations been engaged in the branch of industry in question or to the lower castes which have always furnished their quota for all forms of labour. It is true that the rigidity of the caste system tends to break down in the different environment of an industrial centre and that the system as a whole is getting lax. But no study of industrial labour conditions in India can yet afford to rule caste out of consideration. The castes which normally supply labour for industries and plantations have been discussed in a note (appendix I). A table showing the percentages of the labour employed in a representative cotton mill at Cawnpore has also been given.

The fact that in a particular industry different stages are still in the hands of men of different castes has an important bearing on the relations between the various groups engaged in the industry. Purely industrial questions often tend to take the form of disputes between castes or communities. These sometimes take an acute shape not warranted by the nature of the difference if viewed from a purely industrial standpoint.

### I.—Recruitment.

1. Of the three types of industries in the province only one—the western type on factory lines—relies entirely on hired labour. Cottage industries and those of the village artisan are in the main carried on by the workman's own labour and that of his family. Certain cottage industries, especially some of the artistic ones, employ a little hired labour.

Factory labour is still, generally speaking, drawn directly from the villages, and only to a small extent from the industrial towns. A large majority of the factory workmen drawn from the villages are small agriculturists, or surplus members of agricultural families; or agricultural labourers, cottage workers, or artisans, with whom agriculture is a subsidiary occupation. They are attracted to industry with difficulty, and usually retain a constant desire to go back to the land or to their village as soon as they have made a little money or the reason which led them to enter the ranks of factory labour has disappeared. The proportion of workmen of rural origin who have severed their connection with their village and with agriculture is small. These are usually skilled workers in the important centres of factory industry.

(i) The reasons which lead to migration to industrial centres are numerous, but the following are among the chief. Owing to the progressive sub-division of holdings the share of land held by the workman or his family may be too small to support them. Ejectment from the holding for various reasons may render migration necessary, especially in the congested parts of the province where the competition for land is very keen. The workman or his family may have an ambition to effect improvements in the ancestral holding or to rise, in the social scale by adding to it, and he may therefore venture out to seek his fortune abroad. A friend or relation engaged in a factory or a recruiting agent may hold out the prospect of more remunerative employment than can be had in the village. The cottage worker may find himself hard pressed by the competition of organized industry, and may either give up his hereditary occupation and confine himself to agriculture or migrate to an industrial centre and take up work in a factory doing work related to his ancestral occupation. Domestic troubles may force a man to leave home. Landless labourers, illegitimate sons and those who for various reasons are ostracized by the village society may find themselves compelled to leave home; and some of them take up work in factories. Temporary causes, like a failure of the rains or damage to the crops, may also lead to temporary migration.

Migration of four types may be considered: (1) internal migration within the province; (2) immigration into the province; (3) emigration to other provinces, and (4) emigration abroad.

(1) Every district shows some migration of this type to the nearest industrial centre, but its extent is small. The chief districts which gain from this type of migration are Cawnpore and Dehra Dun. At the 1921 census one of the particulars recorded about each person was the district of his birth. About half the population of Cawnpore city were then found to be immigrants, 5.2 per cent. from the rural parts of Cawnpore district, 24.3 per cent. from adjacent districts, and 18.3 per cent. from elsewhere. Cawnpore city had the largest immigrant element of all the cities and towns. This was almost entirely due to the opportunities for business and employment in industrial and business concerns in that city. The chief districts which send emigrants to Cawnpore are the adjoining districts of the province of Oudh and the districts of the Allahabad, Benares, and Gorakhpur divisions. A table abstracted from the last census report shows details of the immigration from various districts into Cawnpore.

Dehra Dun attracts numerous classes of immigrants, including labourers for the tea gardens, especially from the neighbouring districts. A good proportion of immigrant labourers from the neighbouring districts are seasonal and not semi-permanent immigrants. Dehra Dun does not attract many immigrants from the most eastern districts of the province. But the eastern districts of the provinces of Oudh furnish a good deal of labour for the tea gardens, and this, as is proved by the fairly high proportion of females, is semi-permanent (see following table for all classes of immigrants).

*Details of emigration from some of the United Provinces districts to Cawnpore and Dehra Dun districts, 1921.*

From districts of emigration.	To Cawnpore district.			To Dehra Dun district.		
	Males.	Females.	Per cent. of females to males.	Males.	Females.	Per cent. of females to males.
(1) Agra ..	1,400	896	57	254	221	88
(2) Farrukhabad	4,197	4,527	112.5	90	63	68.6
(3) Etawah ..	3,518	3,069	85.7	117	22	20
(4) Fatehpur ..	5,631	10,480	189	51	15	30
(5) Hamirpur ..	2,969	6,128	200	91	1	1.1
(6) Jaunpur ..	1,127	818	72.7	79	49	57
(7) Azamgarh ..	1,066	381	38	84	48	58.8
(8) Saharanpur	168	77	47	6,922	3,391	48.5
(9) Meerut ..	334	168	50	1,289	513	41.6
(10) Bijnor ..	84	57	70.5	2,585	1,187	48
(11) Garhwal ..	81	22	25	4,583	1,211	26.6
(12) Tehri State..	—	—	—	3,768	1,690	45.9
(13) Lucknow ..	3,850	3,166	78.9	547	181	37
(14) Unao ..	12,146	9,266	75	26	12	46
(15) Rae Bareli ..	4,297	2,600	65	425	254	62.5
(16) Hardoi ..	2,170	1,749	85	143	33	21.4
(17) Fyzabad ..	1,343	711	53.9	342	205	57
(18) Gonda ..	1,301	554	42.3	411	223	50
(19) Sultanpur ..	1,993	1,050	50	519	304	60
(20) Partabgarh..	2,225	1,719	85	575	423	70.2
(21) Bara Banki..	1,716	930	52.9	785	435	55

(2) Immigration into the province is small and can be ignored. At the last census only 0.9 per cent. of the population recorded their birthplace as being outside the province, and a large proportion of these were immigrants due to marriage or to military and other non-industrial service. The province does not rely upon immigrant labour for its industries or plantations.

(3) *Emigration to other provinces.*—The 1921 census showed that the number of persons born in the province who were living in the more distant parts of India (excluding adjoining districts of other provinces) was 623,000 males and 202,000 females. Of these Bengal accounted for a little over 40 per cent., Bihar 14.5 per cent., Bombay a little under 14 per cent., the Central Provinces a little over 12 per cent., Assam a little under 10 per cent., and Burma a little under 9 per cent. Emigration is chiefly from the Gorakhpur and Benares divisions and from the adjoining districts of the province. Emigration of industrial or plantation labour is almost entirely to Bengal, Bihar and Orissa. Assam and Bombay.

Miss Broughton calculated on the basis of the 1921 census figures that 19.8 per cent. of skilled and 11.5 per cent. of unskilled workers in the Bengal factories were immigrants from the United Provinces, the actual figures being about 36,000 skilled and 68,000 unskilled labourers. Emigration to the mines of Bihar and Orissa accounts for a small fraction of total emigration, only 981 skilled and 1,056 unskilled workers when the census was taken. In the Tata works at Jamshedpur, 1,312 skilled (14.2 per cent. of the total) and 240 unskilled workers were United Provinces men. The emigration of labour to Assam is controlled by Act VI of 1901. Recruitment is permitted from the four divisions of Gorakhpur, Benares, Fyzabad and Jhansi, and from three districts of the Allahabad division. The average annual emigration for the last ten years has been about 4,000. The emigrant labour for Assam either goes to the tea gardens, or takes to miscellaneous employment. No statistics are available to show the extent of migration of industrial workmen to Bombay, but it is a well-known fact that a good deal of the labour employed in the textile mills of Bombay is drawn from the United Provinces. Some mill localities in Bombay are named after the localities in the United Provinces from which the workers originally emigrated to work in the Bombay mills.

(4) Since the enactment of the Indian Emigration Act of 1922 the emigration of unskilled labour to foreign countries is controlled. Hence emigration to the colonies has been considerably curtailed. During the decade 1901 to 1911 such emigration from the United Provinces amounted to about 180,000. The extent of it from 1911 to 1921 is not known. United Provinces men rarely go to Ceylon, but the eastern districts of the province send emigrants to the Malay countries. The proportion of labourers among such emigrants is, however, small. They are more usually petty tradesmen, pedlars, watchmen, and so forth.

(ii) The chief districts from which emigration takes place are Gorakhpur, Azamgarh, Basti, Benares, Ghazipur, Ballia, Jaunpur, Mirzapur, Allahabad, Fyzabad, Sultanpur, Partabgarh, Rae Bareilly and Bara Banki. These are all among the most congested in the province. The important centres which attract these emigrants are the industrial towns, chiefly Cawnpore, the Dehra Dun district, the coal mines and iron and steel works of Bihar and Orissa, Calcutta and its environs, Assam, Burma, Bombay, the Central Provinces and the Malay colonies and states.

The general causes which lead to emigration have already been described. Those which give rise to particular streams of migration are difficult to define. Local labour is sometimes not suitable for a particular type of work, and this fact often leads to migration from the nearest most suitable area. This is the reason why the immigrant tea garden labour in Dehra Dun district is to a large extent drawn from the eastern districts of Oudh but very little from the still more congested easternmost districts of the province. The successful career abroad of a pioneer emigrant sets an example which many others follow when circumstances compel them to leave their ancestral homes. A case is known in which an emigrant made a large fortune in Burma and thus brought about—in some cases assisted—emigration to that province on a considerable scale. In another case a pioneer emigrant to a coalmine near Nagpur gave rise to a stream of migration from his district first to coal and other mines in the Central Provinces and thereafter to those of Bihar and Orissa. The presence of relations and friends, especially if successful, in a particular centre is perhaps the most powerful cause of migration to the centre. The relation between the hereditary occupation and the work offering elsewhere is probably the next most important. Thus the high wages offered in the textile mills of Bombay caused the emigration of many weaving families from Benares, Azamgarh and the adjoining districts. Next in importance is perhaps the system adopted for recruitment. Organized recruitment such as is in operation for the supply of labour for the tea gardens and railways of Assam gives rise to systematic emigration in a way not otherwise possible.

(iii) The important post-war changes affecting migration are (1) the stoppage of fresh recruitment for the Army and the return of demobilised Army men, (2) the influenza epidemic of 1918–19, (3) the ebb of industrial prosperity since 1921–22, (4) the increased severity of the competition which cottage industries encounter from organized industry, (5) the remunerative character of agriculture, (6) the non-co-operation and other political and politico-economic movements, (7) the growth of trade unionism, (8) various forms of labour legislation, (9) steadily improving road and railway communications, especially the growth of motor traffic serving centres away from the railways, (10) the agrarian legislation of 1922 for the province of Oudh and of 1926 for the province of Agra, (11) the construction of a big canal system, (12) the legislation of 1922 for controlling emigration abroad, and (13) increased mechanization.

Some of these changes were favourable and some unfavourable to the migration of labour to industry and plantations. The stoppage of fresh recruitment for the Army and the return of demobilised men closed one great avenue of remunerative occupation, and enabled industries and plantations which had been to some extent starved for labour during the war to recoup themselves. On the other hand, the influenza epidemic swept away almost three million souls. This, combined with the industrial and commercial prosperity which was a characteristic feature of the few years immediately following the close of the war, pushed up the wages of all forms of labour, including industrial and factory labour. Since 1922, however, industries have not been as prosperous as they were during and after the war, and this and labour troubles have given some set-back to the desire to migrate to industrial centres; while the remunerative character of agriculture has provided an additional incentive to cultivating the ancestral holding. Some cottage industrialists, especially weavers, have had to choose between reversion to agriculture and emigration. The non-co-operation movement, which drew much of its strength from economic unrest and distress, gave rise to numerous influences adverse to migration to industrial centres and plantations. The *kisan sabha* (tenants' union) movement aimed at increasing the rights of the tenants as against their landlords. The bias imparted by the non-co-operation and subsequent politico-economic movements in favour of hand-spun and hand-woven cloth operated, though only temporarily, against the Indian mills; but in so far as these movements favoured the products of indigenous

industry in opposition to imported goods they supported Indian industries, including those organized on factory lines, and thus proved favourable to the migration of labour. The emotional forces generated led to a few attempts on the part of emigrants (e.g., Assam labourers) to return home and also to the birth of trade unionism in some places and its acceleration in others. Steady improvement in the conditions of work, the rise in wages, and various types of welfare work and improved communications kept the stream of emigration flowing. The agrarian legislation both in Oudh and Agra whereby tenancies at will were largely replaced by tenancies for the lifetime of the tenant, and the construction of the Sarada canal to serve the needs of a large agricultural tract, lying chiefly in Oudh, have made the cultivation of land more attractive and may have reduced migration. The construction work of this canal and the work in progress at New Delhi both provided a good deal of employment to labour from the adjoining tracts. The progressive though slow mechanization of industry has gradually enabled it to be carried on with fewer men, and has, therefore, weakened the demand for factory labour. The far stricter control exercised since the passing of the Indian Emigration Act of 1922 has proved an effective check on emigration abroad. The repatriation of Indians from South Africa has not affected this province much, because few United Provinces men had emigrated to South Africa.

The precise influence of each of these factors cannot be assessed. It is an undoubted fact that the emigration of labourers abroad has been lessened. The number of factories and of operatives engaged in them have both risen. Hence it seems safe to assume that on the balance the influence of the various recent changes has been favourable to the migration of industrial labour within the province.

(i) *Extent and frequency of return* and (ii) *Extent of permanent labour force*.—While no statistics on this subject are available, it is a common complaint of employers against factory labour in general, especially unskilled labour, that being agricultural and rural at heart it does not settle down permanently to factory work in the towns, and that this causes great loss to the national industrial efficiency. But the problem arises seriously only in the case of the large industrial towns, as in other cases the labour is drawn from the immediate neighbourhood. Even Lucknow relies largely on such labour. Cawnpore is the town which is affected most by the internal migration of labour and, therefore, by the problem of the return of immigrant labourers. Figures relating to one important mill there show that in a particular year out of an average labour force of 2,129, 936 persons returned to their village. But as the labour "turnover" is not known, the frequency of return per individual employed cannot be deduced. This mill has a well-organized labour settlement, and is, therefore, likely to have a larger proportion of stable labour than others. The average duration of employment in it has been reported to be a little under nine years. The figure is somewhat doubtful, as the average was taken only of "permanent employees."

Generally speaking, the skilled worker, who has more or less severed his connection with his ancestral home and who has no ancestral holding, becomes reconciled to his new life, and his descendants rarely think of going back to the land. On the other hand, the unskilled labourer who has not cut himself adrift from his village ties is the least stable element of factory labour. Between these two extreme types the extent and frequency of return depend on various other considerations, e.g., sickness, "social events" in the family or among relations or friends, seasonal agricultural work, general industrial and labour conditions, conditions of life in the town and of work in the factory, the presence or absence of the family, the cost of the journey home and back and so on. If the workman lives in his ancestral home in the town or a neighbouring village, or has found a home in one of the few organized labour settlements, the chances are that he will stay on indefinitely.

The problem hardly arises in the case of labour employed in unorganized and cottage industries, or in seasonal industries so far as the general body of workmen is concerned. The workmen are mainly drawn from the neighbourhood and a large proportion are members of agricultural families who must go back to carry out the seasonal agricultural operations. This need is known to the employers of such men and their return to the village does not cause much unexpected disturbance. If factory work has to go on simultaneously with agricultural operations requiring much labour, substitutes are sometimes left or are found, or labour is hired or relations and friends are requested to carry on the agricultural work.

While the general proportion of female to total emigrant labourers is not known, some figures are available in respect of (a) immigrant labour largely intended for the tea plantations of Dehra Dun, and (b) labour emigrating to Assam. For the former the table on page 141 may be seen. The tea plantations of Dehra Dun import some of their labour from Oudh districts; the proportion of females to males among all immigrants, including tea garden immigrants, was found at the 1921 census to be 51 per cent. Labourers emigrating to Assam generally leave their families behind;

the proportion of females accompanying such emigrants has been reported to be less than one-fourth. On the other hand the expense and trouble of return severely restrict the desire of such workmen to come back frequently.

3. (i) Except for Assam there is no organized system for the recruitment of labourers or for controlling it. The methods followed are in the main on the traditional lines.

Mill hands are mainly recruited at the mill gate. When additional men are needed, the fact is communicated to the men already employed and they bring in their relations, friends or acquaintances. The usual agency employed for this purpose is that of the lower supervising staff (jamadars and sardars). Sometimes a jamadar or reliable workman or sardar is sent out on a recruiting campaign, but though this system was in great vogue in the very early days, it is rarely resorted to now. Recruitment through the agency of such "jobbers" is usually on the basis of remuneration per recruit. The system in operation in seasonal industries and on the tea plantations of Dehra Dun is essentially similar, though the sardar plays a more important part at the commencement of the season. If the workman is recruited from a far-off place, it is usual to pay for his journey to the industrial centre concerned.

Labour for the mines of the neighbouring provinces is usually recruited through the agency of sardars, who get a commission besides their salary.

Labour for Assam is recruited under Act VI of 1901, through the agency of licensed garden sardars. Labourers already engaged in the tea gardens come back and hold themselves up as examples to the people of a local area in which they have relations or friends. Previous to departure the recruits are registered by a local agent appointed under the Act.

(ii) *Possible Improvements.*—Mr. S. H. Fremantle, I.C.S., reported in 1906 on the supply of labour for United Provinces industries, especially those conducted on factory lines. His report contains some suggestions for an improvement of recruiting methods. But the conditions then prevailing are no longer in existence. There is no general complaint about the shortage of labour for provincial industries.

(iii) *Desirability of establishing public employment agencies and possibility of practical schemes.*—While in theory, public employment agencies should be able to assist recruitment, this Government's view, as communicated to the Government of India in December, 1921, was that in the present circumstances the sardar system of recruitment was on the whole free from abuse and was preferable to any other. In November, 1928, they again replied to the Government of India, that no appreciable change had taken place in the industrial and labour conditions of the province, and that some form of the sardari system of recruitment carried on by the industries concerned themselves promised the best results. In their opinion no useful purpose would be served by any action on the lines of Article 2 of the Draft Convention, proposed by the International Labour Conference.

4. No statistics are available to show the extent to which family life is disturbed by labourers having to leave their families behind when they migrate in search of work. In the case of the plantations and of migration to the smaller industrial towns the problem hardly arises. Cawnpore is about the only town where it exists to any considerable extent in connection with internal migration. The general sex ratio of that city as ascertained at the 1921 census was about six females to ten males. Among the labouring classes the proportion of females is probably smaller, but precise information is not available. In the organized labour settlements there is much less disturbance of family life than in the bastis. In the case of emigration to distant industrial centres like Bombay and Calcutta, disturbance of family life is a normal feature. Miss Broughton found the proportion of women to men among the United Provinces labourers in Bombay to be 11 to 89.

The workman who has left his family behind often clubs together with other workers, generally preferring relations, caste men, friends or men from his own village or town. Denied the comforts of a regular family life, the temptation to him to seek diversion after the day's work by resorting to drink or drugs or to the bazaar is greater. His life becomes monotonous and unattractive. If he falls ill, he often lacks proper care unless he has a friend or a relation to look after him. The desire to return home becomes a hindrance to sustained and efficient work. He has to remit home a portion—often a large portion—of his earnings and in consequence has to deny himself luxuries and even necessities. His real earnings are reduced by the necessity of keeping up two households. Owing to the prevalence of the joint family system among Hindus, and to some extent among Musalmans, especially in the rural areas, his wife and children are, generally speaking, looked after by his relations at home, but even so the effect on family life of these lengthy separations cannot at the best be desirable, while in some cases they lead to definite harm.



A detailed account of the legislation on the subject of recruitment for Assam previous to the Assam Labour and Emigration Act (VI of 1901) is given in Appendix A of the report of the Assam Labour Enquiry Committee, 1906. The evils prevalent under the old system of recruitment through contractors are referred to in paragraph 48 of that report. A notification in 1907 finally put a stop to all recruitment by means of contractors in this province. Since then cases of irregular recruitment have been rare : but the effect of former evils still remains in the form of a prejudice among the public generally against recruitment for Assam.

6. (i) The question of retention of control was examined by this Government in 1927. In their opinion the maintenance of some form of control over the recruitment of labour for Assam was still necessary. They considered that the sardari system of recruitment had worked satisfactorily in these provinces. As a result of the recommendation made in paragraph 508 of the Report of the Royal Commission on Indian Agriculture, the question was examined afresh. This Government replied to the Government of India that they were not convinced that the time was ripe for a removal of all restrictions on the recruitment of labour for Assam. In connection with a proposed revision of the Assam Labour and Emigration Act they replied to the Government of India giving their opinion about the directions in which existing restrictions might be relaxed. These were that sardari recruitment need not be restricted as now to certain areas, that recruitment by recruiters (other than sardars) under proper safeguards might be reintroduced and that the restrictions should be confined to the recruitment of labour for tea gardens and need not apply to that for railways, mines, etc.

(ii) *Administration of the present System.*—In this province the Director of Land Records and Inspector-General of Registration is also the Superintendent of Emigration. District magistrates and such full-powered magistrates as are nominated in this behalf by district magistrates are appointed as district superintendents of emigration. They are empowered to grant licences to "local agents" under the provisions of Section 64 of the Act.

In each recruiting district or other prescribed local area there is a "local agent" licensed under Section 64 to supervise the recruiting work of the "garden sardars." The Assam Labour Board supervises the work of such local agents. A local agent has to keep two registers—one containing the names, etc., of the recruiting garden sardars, who must be persons employed on the estates for which they are recruiting, and the other the names and other particulars of the labourers recruited and their dependants. Entries in the latter register are submitted monthly to the district magistrate. Magistrate and certain police officers can require a local agent to produce the recruit or his dependant before them. If an objection is made to the emigration of any person by any one claiming to stand in the relation of husband, wife, parent, or lawful guardian to the emigrant, the local agent is bound to report it for the orders of the magistrate. In the case of a woman emigrant unaccompanied by her husband, or lawful guardian three days must elapse before she can leave or be removed. There are detailed provisions to ensure suitable accommodation for the labourers recruited and their correct identification and to prevent fraud about wages and conditions of service and other misconduct on the part of the recruiting garden sardars.

In practice at the present time recruitment for Assam in this province is almost all conducted by one association, the Tea Districts Labour Association. Its operations in the province are directed by a European agent, with headquarters at Allahabad. Under him there are local agents at various places.

(iii) *Composition and Working of the Assam Labour Board.*—It is assumed that the Government of India will deal with this subject. Members of the Board occasionally visit the province to discuss matters connected with the administration of the Act, but its activities are mostly in Bengal and Assam.

(iv) and (v) Apart from the matters referred to in their correspondence with the Government of India, this Government have no fault to find with the existing system, except that in their opinion the present complicated Act might well be re-drafted and brought up to date. The demand for a relaxation of the present restrictions comes from Assam, and from those who think that as few restrictions as possible should be placed on any movement of surplus labour from the congested parts of the province. There is no popular demand for the removal of the restrictions ; while the land-holding and politically-minded classes are not in favour of encouraging emigration to Assam, for various reasons, of which the undoubted abuses of the past, before the introduction of the present Act, are one of the chief.

7. *Unemployment.*—(i) This Government have no information as to the extent of industrial unemployment. The number of persons employed in factories is still a small fraction of the total population and the number of skilled workers is smaller still. Hence it can safely be said that the general problem of unemployment is

negligible. The opinion expressed in October, 1928, by one of the Chambers of Commerce was that "there is no industrial unemployment in a general sense, nor can it be said that unemployment occurs sporadically among particular classes of workers or is a permanent feature of any of the industries of the province." The views of the other Chamber, the Director of Industries and the Chief Inspector of Factories were similar. On the other hand, some leaders of industrial labour held that some unemployment existed, especially among dismissed or discharged men. They could give no precise figures but agreed that unemployment did not exist on a large scale.

In cottage industries the position is even more satisfactory. It is true that some of these have been losing ground steadily. The numbers of persons engaged in cottage industries, including their dependants, as ascertained at the 1901, 1911 and 1921 censuses were 6·24, 5·83 and 5·10 millions respectively. The cottage industries which have been affected most are hand-weaving, certain classes of artistic work on cloth (e.g., *chikan*, *sardozi*, *kinkhab*), country tanning and some minor artistic industries. But the men employed in such industries are not in the main wage-earners. They often have agriculture as a main or subsidiary occupation, and they or other members of their families can, and do take to general labour, and some migrate to the towns as industrial or domestic labourers. Temporary unemployment does exist to some extent among cottage workers, but the system in vogue whereby industrial work alternates with agricultural work, mitigates to a considerable extent the hardships of temporary unemployment. The Indian social system also to some extent helps men to tide over difficulties arising from unemployment. In the case of famine there is acute unemployment among large sections of the population owing to a failure of the crops; but the measures for dealing with famine have long been standardized and codified and hardly come within the scope of this memorandum.

(ii) *Extent to which unemployment is caused by retrenchment or dismissals or by voluntary retirement or by other causes.*—On this subject no information is available. Some labour leaders hold that dismissed and discharged men have difficulty in finding new employment. But the fact that the numbers of factories and of factory operatives have both been steadily rising and that only a small proportion are skilled workers permanently settled in the industrial centres goes to show that the number of men lacking employment from such causes cannot be large. Apart from the retrenchment recently introduced in the railway workshops no important retrenchments have occurred as far as is known to this Government.

(iii) *Possible methods of alleviating and remedying distress.*—This Government have no suggestions to offer on this point.

(iv) *Unemployment insurance.*—This subject has not been considered by this Government. But, judging from the facts ascertained in connection with certain proposed schemes (labour bureaux and sickness insurance) it appears unlikely that unemployment insurance is needed, or is practicable in the present stage of industrial development of the province.

(v) *Application of International Conventions relating to unemployment.*—Paragraph 3 (iii) may please be seen.

8. (i) and (ii) Labour turnover has not been investigated by this Government. All factories do not keep the detailed information which would be necessary in order to calculate it for the various classes of labour employed in any particular factory. The Government are unable to do more than quote a few instances brought to their notice but not tested or examined by them.

A certain mill at Cawnpore reported that the average duration of employment among "permanent employees" in it was 8·87 years. In the opinion of the Chief Inspector of Factories this figure is fairly representative of factories which provide housing accommodation for large numbers of their employees, and thus enjoy the benefit of a comparatively stable labour force.

The Chief Inspector of Factories found that casual employment in the larger and organized factories varies from 2 to 5 per cent. An important government factory however definitely stated to him that they employed approximately 17 per cent. casual labour. In the seasonal factories, particularly ginneries and cotton presses, a large proportion, sometimes even more than half, is casual. The employees normally work a few days and then either return home or pass on to other factories doing similar works.

*Absenteeism.*—Apart from what has been stated in section (2) of this chapter this Government have no information relating to this problem. It is not unusual for men especially unskilled workers, to go on authorized leave and either to overstay it or fail to return altogether. Unauthorized absence is sometimes countenanced or condoned, especially if the man is a skilled worker and has satisfactory antecedents and can

explain the reasons which led him to go away or to overstay his leave. Chief among the reasons for absenteeism are sickness, "social events," or agricultural or other similar work at home. Unskilled labourers from neighbouring villages account for the largest extent of absenteeism from factories. But statistical information on the extent and the various forms of absenteeism among the various classes of labour and on the time and wages lost thereby is not available.

9. *Value of the Apprentices Act.*—Since the enactment of this law, circumstances have materially changed. Numerous orphanages are now maintained by the public at various important centres. They are usually communal or sectarian or denominational. Almost all of them maintain classes for imparting elementary general education and industrial training of some sort. Many receive grants-in-aid from Government for both types of general classes. Under the standing orders of Government, magistrates transfer to orphanages such orphans as are produced before them or come to their notice. Owing to these developments the Act has remained a dead letter. In 1922, when the Government of India took up for consideration the question of its repeal, it was found that few employers were aware of its existence on the Statute Book. No objection was raised to its repeal, as far as is known.

## II.—Staff Organization.

11. There is no clear cut and stereotyped system for the selection of the managing staff. It is possible, however, to examine and analyse the methods by which such staff is in practice recruited. The following examples are intended to illustrate the methods in common use :—

(a) In proprietary concerns (as distinct from joint-stock companies and state undertakings) management is undertaken by the proprietor himself or entrusted to some near relation of his. He is usually a non-technical man.

(b) In the case of joint-stock companies there is great diversity. In small companies the management is on lines similar to those in proprietary concerns. The manager is generally some relation or friend of the director who has the largest holding or influence. There is no free recruitment according to merit.

(c) In the bigger joint-stock companies there are two systems. Some companies have a managing director or secretary, whilst others have managing agents, appointed under a resolution of the shareholders for a long number of years and entrusted with full administrative and financial powers. The board of directors exercises only a general supervision over the work of the managing agents. The managing agents are generally a private limited liability company or a proprietary concern. The managing staff of the factory is appointed by the managing agents. Frequently the manager is a member of the managing agent's firm. Where this is not the case, or is not possible owing to the technical nature of the work, various methods of selection are adopted. The commonest amongst these is selection by negotiation from outside—either from another firm or from abroad. The appointment is made under an agreement for a fixed number of years but terminable after stipulated notice at any time. In order to give the manager an interest in the financial results of the company's working, it is usual to give him a percentage of profits in addition to his salary. When there are no managing agents it is usual for a managing director or secretary to perform the managerial duties directly under the board of directors. The recruitment of such officers is restricted to members of the board and the appointment is usually for a long period under an agreement similar to that with managing agents.

(d) Another method of selecting managers, prevailing mostly in big and organized concerns, is to appoint a junior officer either from outside or by promotion from the lower staff as an "understudy." In course of time the understudy replaces this superior officer.

(e) Recruitment by promotion of departmental heads or lower staff in consideration of long or specially meritorious service is also common.

(f) In state undertakings (e.g., the state railways) the system of competitive examinations for the recruitment of the superior staff is being adopted. The appointments thus made to the superior services are usually of an All-India nature.

### 12. *Recruitment and training of subordinate supervising staff.* (i) *Methods in force.*

(a) *For recruitment.*—The systems in common use are :—(1) In the majority of cases the subordinate supervising staff is recruited from intelligent and literate operatives. Those who show initiative, tact and capacity for controlling men get preference.

(2) In state railways and ordnance factories apprentices with suitable educational qualifications are given practical training combined with theoretical instruction. No guarantee of engagement on completion of apprenticeship is given, but as a rule many of the apprentices are absorbed. At first they are given ordinary workmen's jobs but are in due course promoted to foremen's positions.

(3) *Appointment by direct negotiation with men of rival concerns.*—Senior workmen aspiring for more responsible posts often secure such promotion in rival concerns.

(b) *For training.*—In addition to the methods in force for the training of the subordinate supervising staff in the railways and ordnance factories, there are a few colleges and a number of industrial and technical schools in the province which undertake this work. Most of these are government institutions. The Engineering College of the Benares Hindu University and the Technological Institute, Cawnpore, are important institutions of "college" status. The former imparts training in mechanical and electrical engineering, and the latter in general applied chemistry and in the technology of oils, sugar and tanning and leather-making. The more important industries in which training is given in the schools are engineering, wood-working, dyeing and bleaching, spinning and weaving, and leather-working. As a rule, there are instructional workshops of varying importance attached to the schools, but training in these has to be supplemented by practical apprenticeship (usually consecutive but sometimes concurrent) in regular commercial factories or workshops.

(ii) *Facilities for the training and promotion of workmen.*—The majority of workmen are drawn from the agricultural classes among which the percentage of literacy is very low. Training of the regular type is therefore usually out of the question. Moreover, family obligations and financial difficulties put a limit on the time and money which the workman can spare for his training.

Opportunities for the training of workmen are practically non-existent in the factories. The available facilities, whether provided by employers, by Government, or by other agencies, will be discussed in some detail in Chapters V and VI. Such facilities as are available for the workmen may be summarised as follows :—

(a) For those already employed in factories or workshops :—(1) The commonest method is personal study and help from colleagues and supervisors.

(2) Next in importance is the system of evening classes or part-time courses. The Government Technical schools at Lucknow, Gorakhpur and Jhansi run such classes, designed primarily for workmen of the local railway workshops. The training commences with general education in reading, writing, and arithmetic, and extends over five or six years, drawing and the rudiments of engineering being taught towards the end. The Government Textile school at Cawnpore has courses for the apprentices and workmen of the local cotton mills.

(3) The railway workshops have another system of training. They enrol lower grade apprentices on rates of pay different from those of the higher grade apprentices intended for foremen's jobs. The low grade apprentices have to attend the workshops like regular workmen and do not get time for attending a day school. They depend on evening classes for such further educational or technical training as is desired.

(b) For those not already employed some of the Government technical and industrial schools provide facilities for the training of boys who wish later on to become skilled workmen. Special artisan courses are available in a number of schools under the Department of Industries for training in smithy, moulding, oil-engine driving, carpentry, spinning and weaving, dyeing and block-printing, manufacture of leather goods, litho-printing and block-making.

(c) There are also many schools—Government and private—which conduct classes for the benefit of boys and young adults intended for some cottage industries, e.g., weaving, carpentry, cabinet-making, metal-working, brassware, embroidery, leather-working, tailoring, etc.

13. (i) (a) *Relations between the managing staff and workmen.*—The difference in the relations between the managing staff and workmen which exist in different concerns and at different industrial centres can, on analysis, be traced to certain well-defined circumstances, the more important amongst which are :—(1) size of the unit, (2) methods of recruitment of the managing staff, (3) nature and extent of welfare work, (4) political conditions, and (5) racial differences.

(1) As a rule relations are satisfactory where the managing staff comes in personal contact with the operatives. In very large concerns such close personal contact becomes almost a physical impossibility. Hence labour disputes are usually confined to big concerns. With the exception of the railway workshops and certain big mills few concerns in the province are of very large dimensions, and broadly speaking, the relations between the managing staff and the rank and file are good.

(2) In cases where the managing staff is recruited by promotion from lower grades, the relations are generally good owing to the previous intimate association with the men. Promoted officers often consider themselves on probation and therefore generally are more tactful and avoid giving offence.

(3) The British India Corporation with their welfare work have been able to avoid serious troubles. Such work not only makes for greater popularity and better understanding but sometimes gives valuable control over the men.

(4) Owing to the rudimentary nature of political consciousness among the working classes, political issues often complicate matters which in themselves are simple, often even trivial. It should be remembered that labour has still to rely mostly on the politically minded classes for leadership and support.

(5) The alleged reasons for a number of strikes, especially in the railway workshops, were assaults by European or Anglo-Indian foremen and officers. In the existing circumstances such issues are complicated by political considerations and create undue trouble. But there are distinct signs of improvement in this respect.

(b) *Relations between subordinate supervising staff and workmen.*—The subordinate supervising staff generally consists of men drawn from lower social strata, among whom favouritism and proneness to unnecessary display of power are not uncommon. Corruption in various forms is a widespread evil.

(iii) *Works committees—their constitution, extent and achievements.*—So far as this Government are aware, there are now no such committees in the province. Some of the constituent members of the Upper India Chamber of Commerce tried them, but abandoned the experiment in 1922, as in their opinion they proved to be failures. The reason assigned for their failure was that in the absence of adequate organization the men did not always consider themselves bound by the undertakings given by their representatives, and thus the committees' work was found to be of little practical value. It is believed that the East Indian Railway has some works committees, but this Government are not acquainted with their work and value.

15. (i) The more common types of contracts are described below :—(a) *Piece work contracts.*—These are common in the weaving sections of cotton mills. It is estimated that 65 per cent. of the weaving is done in this way.

(b) *Labour contracts.*—These are given out for work, involving the employment of unskilled manual labour over which supervision is either difficult or costly. As examples may be mentioned the loading and unloading of consignments, shunting of wagons, removal of cinders and ashes, and stocking of goods in godowns.

(c) The making of *durries*, tents, tailoring and, in some concerns, dyeing are given out on contract to men who engage their own men. The actual work is done in the factory premises. The Government Postal workshops, Aligarh, are also worked on this system.

(d) *Skilled labour contracts for work done at home.*—Work under contracts of this kind is common in the boot and shoe trade of Cawnpore and Agra, the furniture trade of Bareilly, the brassware industries of Benares and Moradabad, the carpet industry of Mirzapur, etc. In fact, for artistic cottage industries this is the most common system, though it has many variants.

(ii) Sub-contracting is common in the *durrie* and tent-making industries, and in the manufacture of military and police equipment. It is very common in the building industry. Since the repeal of the Workmen's Breach of Contract Act, the supply of skilled labour from distant places is usually left to sub-contractors, but a good deal of other work is done under sub-contracts.

In addition to sub-contracts of the type discussed above, there are others in which the contractor gets different processes done by independent sub-contractors. They are common where the processes need special skill not easy to acquire without great practice. Thus, in the postal workshops, Aligarh, a contractor for the supply of locks often gets the casting, machining, engraving and finishing work done by sub-contractors. Similarly in the Agra boot and shoe trade, there are workmen who make only soles and others only the uppers, the stitching being done by the contractor himself.

(iii) To a certain extent this has already been indicated and illustrated. Where the contractors work on the employers' premises adequate control is exercised, both by the chief employers and by the factories inspection staff. But where the contractors take work out, control tends to become lax, and if work is taken home by the actual workers control becomes impossible. It is not unusual for the men and their women and children to work long hours. Considerable difficulty has been experienced in attracting boys of the artisan classes to industrial schools, even by the payment of stipends, as their parents cannot afford to lose their services at home.

(iv) Under the contract system better use is made of time. Hence a good workman should be able to earn more by working as a contractor than as a mere time-wage earner. Contract work also fosters a healthy spirit of independence and self-reliance. Several petty contractors have prospered beyond their expectations. But while the contractor himself is usually a gainer, the system has been known to lead to certain abuses. Sweating is not uncommon. The work being scattered or done in small units is not regulated by the Factories Act. The premises are not always sanitary or hygienic. But the system is well suited to the genius and economic conditions of the province, and is practised on a scale larger than one not familiar with the traditional

methods of work in the province might imagine. Work which in other countries would be done direct by the chief employer is often left to contractors, because the workmen would not put in a reasonable amount of work unless closely supervised by men directly interested in such supervision, or because it is more economical to give it out on contract rather than get it done on the premises. The fact that in spite of the steady growth of large-scale organized industry the system still persists and is vigorous shows that it has an inherent vitality rooted in the genius of the people.

### III.—Housing.

16. (i) Two statements\* are given at the end of this chapter to show the extent (so far as can be ascertained) to which employers provide housing (a) at Cawnpore and (b) in the provinces as a whole for employees in regulated factories.

Out of 338 regulated factories, 83 make some provision for the housing of the workmen and their families. Altogether about 5,400 single-room and 1,045 double-room tenements are provided by employers.

Many factories provide housing for their supervising or managing staff and for menials, but do not provide it for their workmen. Even in a congested industrial centre like Cawnpore, only about a dozen factories provide housing for their workmen. Factories situated at some distance from towns usually must, and do, provide some housing. With these exceptions the McRobertsganj, Allenganj and Juhi settlements of the British India Corporation at Cawnpore are about the only important examples of housing provided by employers for their workmen.

There is on foot an important scheme on behalf of some of the owners of factories in Cawnpore for providing housing for some 20,000 workmen and their families, but it is still under discussion.

As a rule the tea plantations of Dehra Dun provide housing for their permanent labour, most of which lives in the quarters provided. The sugarcane farms of Gorakhpur district draw their labour from the surrounding villages, which in this congested district lie within a few furlongs of each other. As a rule, therefore, these farms do not provide housing.

Workmen engaged on the execution of public works are rarely drawn from a considerable distance. Hence, housing is seldom provided except in the case of large works away from towns and villages. Such workmen as come from a distance make their own arrangements in the adjoining towns or villages. When the work under execution is at a considerable distance and housing is not available, the contractors sometimes supply material to workmen for putting up temporary huts. Wages are usually paid for the period necessary for such construction.

The railways provide quarters along the line for their traffic and engineering staff and for some of their workshop men. It is assumed that the railways will supply the details.

(ii) Except as employers, Government have not provided housing for labour.

The Improvement Trust of Cawnpore has put up some temporary housing and the Improvement Trust of Lucknow has put up a model barrack in the area set apart as an industrial area. Apart from these there is no instance known to this Government of housing provided by Government or a public agency.

(iii) Private landlords supply practically all the housing accommodation which is not provided by the employers themselves. In Cawnpore there are certain localities mainly or largely inhabited by factory operatives and their families. These are called basties or hatas. Housing in them is provided by private enterprise. The usual type is a small mud hut with a room at the back and a room or a verandah in front. The size and height vary. The usual size is 10 ft. by 8 ft. The normal height is 6 ft. to 8 ft. Normally the only outlet for ventilation is the small main door. Even such tenements are often shared by two, three and even four families, and as many as ten persons may be found as inmates. Outside Cawnpore no such concentration of labour exists, though the localities situated near large workshops or factories naturally have a large labour element, and therefore tend to reproduce some of the characteristic features of labour basties.

(iv) In the case of immigrant labour housing provided by workmen themselves is a negligible quantity, and in the main, is confined to the upper strata of the labour population, especially to those workers who have more or less severed their connection with their village. But as a large proportion of labour is recruited locally, workmen engaged in factories in the neighbourhood can often continue to live in their ancestral homes

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\* Not printed. More detailed statements are appended to the Memorandum of the Chief Inspector of Factories.

in their villages. No statistics are available to show the extent to which different classes and types of workmen have either erected houses of their own or continue to occupy their ancestral dwellings.

17. Cawnpore and Lucknow, the two most important industrial cities, have statutory improvement trusts. These bodies are constituted under the United Provinces Town Improvement Act (VIII of 1919). They may lease or compulsorily acquire any land required for the carrying out of an improvement scheme. The provision of accommodation for any class of the inhabitants is one of the matters which may be provided for in an improvement scheme; and an improvement trust can therefore acquire land compulsorily for the building of working-class dwellings. The Cawnpore housing scheme mentioned on the preceding page depends on the compulsory acquisition of the necessary land. In places where there are no improvement trusts it is possible for the municipal or other local board to acquire land compulsorily for a housing scheme by means of the Land Acquisition Act (I of 1894). In the present state of the law, however, compulsion cannot be exercised in favour of a company or private association desiring to start a housing scheme. Up to the present, as far as the Government are aware, no special difficulty has been caused by this fact. In one Cawnpore case twenty years back the municipality acquired the land and then sold it to a concern on condition that they erected houses for their workers on it. No other case has been traced in which a company or association of individuals asked to have land acquired for it for this purpose. There are, as far as the Government are aware, no building societies or other associations which assist workmen to purchase land on which to build themselves houses.

18. A large proportion of the tenements provided by employers or private landlords are single-room, and a much smaller proportion double-room, quarters. Quarters with more than two rooms are rarely found except for the superior classes of workmen. It is difficult to generalize about them, but, broadly speaking, they fall into the following types:—

(1) Single-room huts (8 ft. by 6 ft. to 10 ft. by 8 ft.) found both in and outside Cawnpore.

(2) Single-room (8 ft. by 6 ft.) with a verandah about 4 ft. wide. Average rent Re. 1-2 annas per mensem.

(3) Same but with a small courtyard, about 8 ft. by 6 ft. Average rent Re. 1-8 annas.

(4) Single-room (9½ ft. by 8½ ft.) with a verandah about 4 ft. wide. Average rent Re. 1-8 annas per mensem.

(5) Single-room (10 ft. by 7 ft.) with a verandah about 5 ft. wide. Rent Re. 1-4 annas to Re. 1-10 annas.

(6) Single-room (10 ft. by 12 ft.) with a wider verandah. Rent Rs. 1-12 annas.

(7) Double-room. Each room 12ft. by 10 ft. A verandah in front. Sometimes also a courtyard. Rent from Rs. 3 to Rs. 4-4 annas and for special types up to Rs. 9-8 annas.

(i) Among these types the general preference of workmen is for the type which has a verandah and a courtyard. The verandah affords shelter in the hot weather and the rains, and being open on at least one side enables the worker to live a partly open-air life. The courtyard ensures privacy without the denial of fresh air and sunshine. The two together help to reproduce village conditions to some extent. But in Cawnpore building land is expensive, and except in the organized settlements, where the rents charged are seldom economic, verandahs and courtyards are rarely found among the tenements with low rents. The quarters provided for workmen employed in outlying factories sometimes have verandahs but rarely courtyards. On the tea plantations a large part of the time is spent in the open air and verandahs and courtyards are unusual.

(ii) The type found in the McRobertganj settlement of the British India Corporation is generally regarded as the most hygienic. The quarters have an open space in front and masonry drains and open spaces at the back. The standard type room is 12 ft. by 10 ft., with a height averaging 10 ft. The Corporation permit only three adults per room. The Director of Public Health reports —

"In the quarters provided by the British India Corporation there are several grades and they all generally conform to the sanitary type except those which are built back to back."

The most unhygienic type of quarter is the single-room type without a verandah or a courtyard, especially that prevailing in the basties and hatas. To ensure a little privacy the workman and his family often has to keep the small main door or the window shut and even such ventilators as are provided are often blocked up. The Director of Public Health remarks:—

"From the point of view of hygiene and health the type of accommodation provided is sufficient only when workers live singly, or when two or three males club together. When they live with their families and grown-up children, the accommodation is not sufficient."

(iii) *Provision for lighting, conservancy and water supply.*—Except in the organized settlements there are no special arrangements worth mentioning. In the British India Corporation settlements a special conservancy staff is maintained, and external lighting is provided by the Corporation.

19. Generally speaking any accommodation provided by the employers is fully utilized and to a lesser extent that provided by private landlords. The rents, if any, charged for the former are seldom economic in the direct sense, and the demand for such accommodation is therefore in excess of the supply. The "waiting list" for the British India Corporation houses shows that in at least two of their three settlements the accommodation desired by workmen far exceeds that available. Exceptional cases are, however, known in which even in Cawnpore the accommodation provided by employers is not fully utilized. In the outlying factories this is not an unusual phenomenon, when the distance from the neighbouring city, town, or villages is not very great.

20. Rents naturally vary from centre to centre. Some prevailing rates have been mentioned under (18), and in the statements at the end of this chapter. Rents in the basties of Cawnpore are slightly higher, the prevailing limits for single-room tenements being Re. 1-8 annas to Rs. 3 per mensem. Outside Cawnpore wide variation is found. At one end is Moradabad with 8 annas and at the other Naini Tal with Rs. 3 per mensem for single-room tenements. Similarly rents for two-room tenements vary from 12 annas per mensem in Moradabad to as much as Rs. 7 per mensem at Benares and Rs. 9-8 annas at Cawnpore. The normal rent at Cawnpore for such tenements is about Rs. 4 per mensem. Some factories do not charge rent. Six factories at Cawnpore provide rent-free housing. The British India Corporation provides about 300 rent-free quarters. On the tea plantations housing is, as a rule, provided free. The traffic and engineering staff of the railways normally get rent-free housing. It is a noteworthy fact that out of the 83 factories which provide housing, 57 charge no rent, but only a few of these are Cawnpore factories. Nowhere has such a serious and large-hearted effort been made to solve the problem of providing inexpensive but hygienic housing for factory labour as by some of the employers of Cawnpore. Yet nowhere is the problem of housing still so acute as in Cawnpore. If the big scheme mentioned earlier in this chapter matures, it will go a long way to improving matters there.

21. (i) *Subletting.*—In the quarters provided by private landlords both in Cawnpore and elsewhere subletting is generally prevalent and is countenanced by the landlords. Subletting is normally prohibited in the case of housing provided by employers. The prohibition is frequently evaded by asserting that the sub-tenant of a part of the tenement is a relation. Subletting of the whole tenement seldom occurs. In the case of outlying factories, the problem rarely arises.

(ii) *Occupation by tenants in other employment.*—Such occupation is sometimes authorized by the employers owning the tenement, but as a rule higher rent (often double) is charged and the tenancy is made terminable at one month's notice. Outside Cawnpore this question seldom arises.

(iii) *Eviction.*—As regards private houses, eviction rarely takes place except in the case of default in the payment of rent. When housing is provided by employers, the tenant is as a rule bound to vacate when he leaves their service or goes on strike. In the former case there is usually a surrender. In the British India Corporation's settlements eviction consequent on the termination of employment is not always enforced. The Government are not aware of any evictions having occurred for going on strike or holding views unpalatable to the employers. There have, however, been cases of eviction for misconduct, breach of the peace, and rowdiness, etc.

22. The moral effect of housing conditions on workers has not been specially studied. There is, however, no reason to hold that in this respect the province differs from other provinces.

The good effect of the provision by employers of satisfactory housing is acknowledged by some concerns. Their workmen are more contented and more healthy. They therefore do better work and are less prone to strike or to change their employment. The fact that the provision of proper housing is to the advantage of both employers and employed is gradually being realized by employers in Cawnpore and is partly responsible for the increased interest taken by them in this line of welfare work.

#### IV.—Health.

23. In this province industrial hygiene has been receiving systematic attention only from July, 1926. Previous to this there was no special arrangement for inspecting health conditions in the factories other than the general factories inspection



staff. A recommendation by the Conference of Sanitary Commissioners urging the appointment of medical officers of health for special industrial hygiene work was already under this Government's consideration when the Government of India took up the matter in pursuance of the conventions and recommendations of the International Labour Conference. The suggestion of the Washington Conference for the creation of a health service for factory inspection was examined. But it was decided that a whole-time medical inspector was necessary only in Cawnpore, and that other industrial centres could be served by the general medical officers of health. In July, 1926, medical officers of health of municipalities and some districts were appointed additional inspectors of factories within their jurisdiction. Where no medical officers of health are available the civil surgeons in charge of the districts concerned have been charged with the duty of factory inspection. These officers inspect the general sanitation, ventilation, lighting, humidity, temperature, water supply, and sanitary conveniences, and also arrangements for safety, means of escape, hours of work, rest, holidays, and the employment of women and children in the factories. In 1927 model bye-laws for regulating the construction and alteration of factories were approved by Government. These, however, have to be adopted and then enforced by the municipal and district boards before they become operative.

Owing to the strong inclination of the workman to cling to his habits even when his environment has changed and to the migratory nature of a large proportion of industrial labour the reforming efforts of Government, public bodies, local boards and employers are slow to bear fruit, and the incentive to action for the improvement of the conditions under which industrial workers live and work is weakened. The Director of Public Health has urged that wherever possible separate areas should be set apart to serve as settlements for industrial labour similar to the one reserved by the municipality of Lucknow for industrial concerns. The director thinks that if such areas are set apart it will to some extent be possible for employers, private capitalists and the workers themselves (individually or co-operatively) to provide sanitary housing accommodation and for the Department of Public Health to control, both by educative propaganda and by segregation, certain diseases and abuses (e.g., tuberculosis, venereal diseases, alcoholism) which usually follow in the wake of industrial development on factory lines. This proposal has not been examined in detail by this Government.

(i) No statistics relating to the health of industrial workmen are available. The question of requiring factories to supply statistics relating to the health of their workmen was considered, but was dropped as impracticable, as most men live away from the factories, and the management cannot therefore remain in sufficiently close touch. With few exceptions, e.g., the British India Corporation, employers have not kept such statistics. But statistics have been collected for certain parts of the city of Cawnpore where factory operatives and their families form a large proportion of the population. The following table shows (a) the approximate percentage of factory population in the city and in a few of the labour quarters and (b) average mortality in each of them for the period 1921 to 1928 :—

City as a whole.	Gwaltoli.	Khalasi lines.	Raipurwa.	Colonelganj.	British India Corporation's settlements.
(a) 40 per cent.	60 per cent.	90 per cent.	70 per cent.	50 per cent.	90 to 95 per cent.
(b) 46·32.	75·29	65·96	54·43	46·44	34·58

This table shows that leaving out Colonelganj the figures of mortality in the other three labour quarters are higher than the average for the municipality. If it could be assumed that mortality among the other sections of the population living in these was the same as the average for the municipality, the figures of average mortality among the factory population in the four above-mentioned parts of the city would be about 95, 68, 58, and 46·5 per mille respectively; but such an assumption would not be reliable. The British India Corporation's settlements are mainly inhabited by the workmen employed in the Corporation's factories and their dependents. The average mortality in these settlements was only 34·58 per mille, i.e., a little under the average mortality of all towns of the province.

The significance of the above figures will be better appreciated in the light of the following table of average mortality for the last five years for various areas :—

Province as a whole.	Rural areas.	Urban areas.	Municipal areas.	Cawnpore.	Lucknow.	Agra.	Allahabad.
24.83	23.95	37.13	38.51	47.22	39.76	43.19	31.54

*Note.*—Benares has been left out as owing to the sanctity which Hindus attach to that city many of them go to Benares to spend their last days and die, and thus average mortality there is abnormally high.

Tuberculosis is also far more prevalent among the industrial workers (especially females) of Cawnpore. In spite of stricter *parda* for women the average and general mortality from phthisis for the city of Lucknow for the years 1925 to 1928 was 4.55. The corresponding Cawnpore figure was 4.67. The figures of mortality from other respiratory diseases were 1.8 and 3.4 respectively. In the quarters largely inhabited by the factory population of Cawnpore the death-rate due to tuberculosis among females is known to have risen as high as 8.8 per mille.

(ii) The table below shows for the province and for certain industrial towns the average (a) birth-rate and (b) infant mortality (per thousand children born before they reach the age of one year) for the last seven years :—

Province as a whole.	Cawnpore.	Lucknow.	Allahabad.	Benares.	Agra.	Hathras.
(a) 34.98	38.14	47.68	44.19	50.26	61.03	54.71
(b) 172.81	433.43	282.08	244.03	270.17	205.47	269.24

Cawnpore has always been notorious for very high infant mortality. The ratios of general mortality for the city as a whole and for its labour localities indicates that in the latter infant mortality is higher.

(iii) *Working conditions.*—(a) *At work places.*—This Government have not formulated their views on this question and content themselves with quoting certain opinions. The Chief Inspector of Factories finds working conditions in the larger and well-organized factories to be fairly good. He adds that in the smaller concerns there is scope for improvement. The report of Mr. Tom Shaw, M.P., contains the following statement : " Taking the factories from a point of view of height of rooms, space and ventilation, they are at least equal to the factories of Europe." Cawnpore factories are not believed to be behind the factories in other parts of India. It is therefore reasonable to deduce that this statement is substantially applicable to the conditions of work there. On the other hand the Public Health Department does not consider the working conditions to be satisfactory. The Director states that the average cotton mill is not equipped with all the modern devices for the health and comfort of the workers.

(b) *At home.*—Factory operatives seldom work at home. So far as living conditions are concerned, they are unsatisfactory except in such organized settlements as those of the British India Corporation.

As regards cottage industries a large proportion of the work is done by workmen in their own homes. In the case of some of the artistic cottage industries or where costly raw material is used, it is a common practice to employ men for work in small factories. Such factories very rarely use mechanical power. There is no noise and vibration to rack the nerves nor smoke, vapour, or fumes to foul the air. Generally speaking, ventilation and lighting are good, particularly if, as is usually the case, the houses where the work is done are at some distance from the congested parts of the towns. The weaving of silk, cotton, and durries, carpet-making and dyeing and printing require long and well-lighted sheds and rooms. Such work is often done in the open street or lane. Working conditions in other cottage industries are essentially similar.

(iv) The Department of Public Health deputed an officer to make special enquiries about the workers' dietary. Owing to shortness of time he could not collect detailed information for more than about 200 labourers. His conclusions are given in his memorandum.

The conclusions of a social worker who is also an economist were almost identical. Some officers of the Department of Industries observed workmen taking their mid-day meals near factory gates. They found that the usual meal consisted of bread and salt and a vegetable, usually potato. The Department of Public Health has worked out a table of quantity, cost and caloric value of the diet which a man doing hard work should take in the hot and cold weathers, but no attempt has so far been made to ascertain how far the actual dietary of workmen and their families compares with the minimum and the ideal dietaries. It is believed that the actual dietary is particularly deficient in fat and carbohydrates. The minimum monthly cost worked out by that department at the rates then prevailing came to about Rs. 4-8 annas to Rs. 5 per person per mensem. Considering that the size of the average family as ascertained at the census was between four and a half and five persons, and that the size of the working man's family is probably larger, it is not difficult to see that the cost of the dietary as worked out by the Department of Public Health would in many cases be beyond the means of the average working man. The Director of Public Health is definitely of opinion that "diet is frequently insufficient and as a rule ill-balanced." While this Government have not specially considered this question, they believe that his opinion is substantially correct: but they have no definite material which would enable them to institute a comparison between the diet available to factory workers and that available to the working population of the province as a whole.

(v) The Director of Public Health has reported as below:—

"As a rule the general physique of the labourer is poor and this view is shared by the employers. In Messrs. Cooper, Allen's factory and the New Electric Power House only did my Assistant Director come across some men with fine physique and the managers were of opinion that they were well above the general average. The general feeling of some millowners is that labourers keep good health for about ten months after joining, after which they show signs of break down and unless they take rest they are seldom found satisfactory after this period."

On the other hand, it has been found that the average duration of employment is very much longer than ten months. In a certain Cawnpore mill, an average duration of 8.87 years has been reported.

(vi) Owing to the difficulty and expense of taking their families with them, many workmen leave their females behind and either live alone or club together with fellow workers. Hence in the industrial towns the numerical disparity between the sexes is normally the greatest. The following statement shows the number of females per thousand males:—

Province as a whole.	Cawnpore.	Lucknow.	Allahabad.	Benares.	Agra.	Hathras.	Bareilly.	Saharanpur.	Moradabad.
909	670	778	778	870	784	770	817	722	844

The proportion of males to females between the ages of fifteen and forty in Cawnpore and Lucknow were 627 and 710 respectively, although Lucknow being an important military station had a large male population of soldiers and camp followers and ranks second only to Cawnpore as regards the number of men employed in factories. It is true that considerable disparity of sex-ratio exists among many other strata of the population of Cawnpore. Men engaged in public, private or domestic service or doing small business on their own tend to leave their womenfolk behind. There is a larger proportion of men visiting the city for business or in search of employment, etc. But it is reasonable to hold that among the working classes the numerical disparity between the sexes is greater than the average for the city as a whole.

As regards the effects of the disparity of sex-ratio, the Director of Public Health says:—

"Beyond giving a general opinion that there is a good deal of venereal disease among the labourers it is difficult to give statistics to prove the statement. From the hospital records it is not possible to find out the details as it is difficult to sort out the labourers from the general population. The hospital statistics supplied by the British

India Corporation for their own colony show that the incidence is not high, but this is probably because the colony is well under supervision and intermixing of families is not so common. The opinion is, however, held that venereal diseases are very prevalent in the bastis because, due to paucity of living quarters, it is common for two-families to share a single room and also to shelter adult relations of either sex."

To venereal diseases mentioned by him should be added other evils such as sexual immorality and promiscuity of marital relationships. Though the census statistics fail to furnish reliable information about the number of prostitutes, it is believed to be large. Unseemly squabbles about women and litigation and fighting involving the use of physical force and other crimes are a characteristic feature of life in the *bastis*.

24. (i) Many of the larger and a few of the smaller concerns maintain dispensaries. None maintains a hospital.

Generally speaking industrial concerns which provide settlements or housing for their employees maintain a dispensary in conjunction with their settlement or colony or coolie lines. Some concerns have special arrangements with doctors and with public or private dispensaries for the treatment of their employees. When no special dispensary provided by the employers is available, the men have recourse to the public dispensaries and hospitals. Almost invariably treatment and the supply of medicines are both gratuitous. A few illustrations have been given below, but the list does not pretend to be exhaustive.

The British India Corporation maintain nine dispensaries (including two specially meant for females), four creches and two "baby welcomes"—all in charge of qualified persons. The facilities available in the British India Corporation's settlements are reported to be particularly good. Including the welfare staff four doctors, five visiting nurses, eight matrons, and twelve midwives are employed to look after the health and medical treatment of the men in the settlements and their families. In the year ending June, 1928, 143,000 ordinary and 303 maternity cases were treated by their various institutions. The railways have dispensaries attached to their main workshops and to important junction stations. The Elgin Mills, Cawnpore, the cotton mill at Benares, the spinning mill at Moradabad, the Army clothing factory at Shahjahanpur, the glass factories at Balawali and Naini, the sugar factory at Rosa, some of the sugar factories in Gorakhpur district and some of the tea plantations in Dehra Dun district maintain dispensaries.

(ii) Government have made no special provision for industrial workers as such. But they maintain a number of hospitals and dispensaries, mostly through the local boards to whom grants are made for the purpose. The important ones are staffed by Government servants of the Indian and provincial medical services. At each district headquarter there is a *sadr* hospital. Almost every tahsil headquarter and some important towns which are not administrative headquarters have got dispensaries. The Dufferin Fund, a private organization aided by grants from Government and local bodies, maintains female hospitals at the most important towns. At the close of 1927 the province had in all 583 dispensaries, including 53 maintained by the railways and 134 private but aided by Government. In these hospitals and dispensaries treatment is free, and broadly speaking even medicines are provided free. A table is given below, showing the number of Government, local boards and private (aided and unaided) dispensaries in the chief industrial districts :—

Name of district.	Government.	Local boards.	Private aided.	Private unaided.	Total.
Cawnpore .. ..	—	10	1	—	11
Aligarh .. ..	—	11	2	—	13
Agra .. ..	3	15	—	1	19
Allahabad .. ..	—	14	4	—	18
Lucknow .. ..	2	6	3	—	11
Bareilly .. ..	—	7	3	—	10
Gorakhpur .. ..	—	12	1	—	13
Benares .. ..	—	4	2	—	6
Dehra Dun .. ..	—	10	4	—	14
Moradabad .. ..	—	13	1	—	14
Saharanpur .. ..	1	7	2	—	10

The municipality of Cawnpore has three dispensaries in those parts of the town where industrial labour forms a fair proportion of the total population, viz., Nawabganj, Colonelganj and Gwaltoli.

Besides these dispensaries, the Lady Chelmsford Maternity and Child Welfare League maintains a number of centres for child welfare and the treatment of maternity cases. Like the Dufferin Fund the League is in theory a private organization, but it is mainly financed by grants from Government and is in some measure under official supervision. These centres are more or less confined to the bigger towns.

Besides these Government and the local bodies give grants to some private dispensaries. The local boards have since the introduction of the reforms been maintaining or aiding a number of *ayurvedic* and *unani* dispensaries; grants-in-aid are also sometimes given to homeopathic and other similar dispensaries.

(iii) The female hospitals maintained by the Dufferin Fund and the centres maintained by the Lady Chelmsford Maternity and Child Welfare League have already been mentioned. Besides these, a few hospitals and some dispensaries have been established by philanthropists, missions and private bodies and individuals. Private medical practitioners also maintain a certain number of dispensaries, but they usually charge fees both for treatment and for supplying medicines which elsewhere are generally supplied free. There is no special private hospital or dispensary for workmen as such, but as in the case of Government institutions such private dispensaries and hospitals as supply treatment and medicines free are utilized by workmen and their families.

25. (i) The average workman's attitude towards hospitals and dispensaries and welfare work on modern Western lines is a fairly faithful reflection of that of the lower strata of society, especially of the rural population. They are ignorant and prejudiced against European medicine. They often have more faith in the indigenous systems—sometimes in sheer quackery, though they are prepared to attach more value to European surgical methods than to European curative medicine. There is a very noteworthy prejudice against "indoor" treatment, not only among the patients but also among their relations and friends. Isolation from friends during illness is contrary to the custom of the country. There are at times complaints that inside the hospital the treatment meted out, especially by the lower and menial staff, is discouraging. Corruption too is alleged to be to some extent prevalent. Medicines if not supplied free are costly. The orthodox patient (both Hindu and Muslim) is always suspicious both of the medicines and the diet. The net result is that in the towns the available facilities are fairly freely utilized if they are gratuitous. But in the more backward areas they are not. Owing to the co-existence of other medical systems and a certain amount of quackery and for other reasons the treatment prescribed is not always consistently followed.

But there are distinct signs of a gradual change in this respect. The orthodox sentiment against Western medicines has very perceptibly relaxed. In the towns the practitioners of the indigenous systems have lost a good deal of ground and are still losing it. The further extension of medical facilities to the rural areas which Government have attempted to foster by giving subsidies to medical practitioners who settle down to practice in such areas and to district boards for establishing new dispensaries will gradually help to break down the prejudice still further.

(ii) *By women.*—As a rule they have an even stronger prejudice against Western medicine and medical treatment, and the general objections felt against treatment as indoor patients are felt more strongly by women than by men. Female hospitals maintained by missions are somewhat more popular than others. The Lady Chelmsford League's maternity and child welfare centres are still very few. Women rarely go even to female hospitals for confinement unless there is some complication. Qualified midwives are not utilized to the full extent possible. For general complaints women often prefer to consult elderly women in their neighbourhood and sometimes even quacks. The pressure of domestic and other work prevents systematic and consistent treatment. While the extent to which women operatives utilize the available medical facilities is undoubtedly smaller than in the case of men, the same change as is noticeable among men is coming over women also; only it is a little more gradual. The special female dispensaries for women workers which are a feature of the British India Corporation's settlements at Cawnpore are exceptionally popular.

26. (i) (a) The United Provinces factory rules make provision for the construction, the type and the number of latrines required in proportion to the number of workers. Where a water-borne sewage system exists, the latrines have to be connected with it. Separate latrines have to be provided for women. So far as is known there is only one factory which has latrines on the septic tank system. The use of water-flushed latrines has made little advance, as in most towns the municipal water supply is none too sufficient. Exemptions have been granted from the provisions of Section 13 but have been confined to tea factories, as their labour is used to village condition.

No exemption is granted without a special inquiry to ensure that insanitation and pollution would not result. The Chief Inspector of Factories commented as below on the latrines available in seasonal factories, mostly ginneries :—

"Latrines have been built to comply with the rules and not with a view to their being a convenience. . . . In many cases they are not used at all."

The general consensus of opinion of officers of the Department of Public Health is that "in the smaller concerns (some of which employ even up to 400 men) arrangements for water supply and conservancy are neither adequate nor satisfactory. In one or two instances this neglect was particularly marked. In the larger concerns the arrangements are satisfactory." On the other hand, the Chief Inspector of Factories finds sanitary arrangements "generally satisfactory," though his reports mention warnings occasionally given to managers in order to ensure their being kept in order. The difference of opinion between these officers is not great, and is probably due to a difference in the standards of achievement expected by them. This Government have not examined the question and are unable to formulate their conclusions.

(ii) (b) Generally speaking workmen use the none too numerous municipal public latrines, but numbers use the drains and open spaces in and around the inhabited sites. The condition in which municipal latrines are often kept discourages their use on an extensive scale. In the labour wards of industrial towns sanitary conditions tend to be bad, as the working classes, accustomed to the open spaces, scrub, fields, ravines and banks of tanks and streams in their villages preserve the same habits in an environment lacking such facilities. Conservancy work in such localities is poor. The result is that all round the labour bastis filth and dirt accumulate. In the organized colonies, however, latrines and urinals are provided and a special conservancy staff is maintained to keep them in tolerable order.

27. In Chapter XVII has been described the official staff available for the inspection of the regulated factories and the staff available for inspecting them from the point of view of the workmen's health. The latter staff is none too large, and has not found it possible to do a great deal, e.g., in 1928 it could only inspect thirty factories (in eight districts) out of a total number of 338 working factories.

No such special staff is available for the unorganized and cottage industries and plantations. The "health" problems of labour engaged in them are handled by the staffs of the revenue, police, public health and medical departments as parts of the problems of health of the general population.

There are no boards of health in this province corresponding to those which have been set up at Jharia and Asansol.

28. (i) There are at present no rules in force for controlling temperature in factories. On receiving certain proposals of the Government of India on this subject this Government's views were communicated to the Government of India. They found that public opinion was on the whole against the proposed Bill, and advised that an investigation by experts should precede legislation.

(ii) *Control of humidification in cotton mills*—(a) *Nature of action taken by local Governments*.—This Government's views on Mr. Maloney's report were communicated to the Government of India in 1924. In 1927 they notified rules requiring cotton mills to provide hygrometers in departments where humidification was used, and kata thermometers for taking cooling power readings and to maintain a register in the prescribed form recording the daily readings. Artificial humidification has under the new rules to cease when the reading of the hygrometer wet bulb exceeds that specified in the schedule for the corresponding dry-bulb reading. The use of live steam for artificial humidification has been prohibited when the dry-bulb temperature of the department exceeds 85°. The Chief Inspector of Factories was instructed to make further inquiries and proposals for the introduction of rules, experimental or otherwise. He carried out an investigation in 1928 in various cotton mills in order to obtain data. His conclusion was that the standards proposed by Mr. Maloney would provide comfortable working conditions, but that owing to the high temperatures obtaining outside during the hot weather in this province it would be necessary to instal expensive central cooling plants, which in the then existing condition of the textile industry he considered financially impracticable. This Government forwarded the Chief Inspector of Factories' report to the Government of India, adding that the views expressed in the report were not necessarily their own.

(b) *Results*.—The rules have brought about an improvement of the working conditions in several mills, especially in the weaving sheds. The Chief Inspector of Factories finds the humidification rules suitable.

29. To provide for disinfection as a precaution against anthrax Section 28 A was added to the Factories Act, but no rules have yet been framed by the Governor-General in Council. Section 19 B prohibits the employment of women and children in certain processes of lead manufacture and regulates it in processes involving the

use of lead compounds. The Chief Inspector of Factories has reported that anthrax has not been heard of as an occupational disease in this province and that no case of lead or arsenic poisoning has come to light. So far as the Government factories in this province are concerned, no case of disease due to the handling of white lead has come to this Government's notice.

30. *Sickness Insurance*—(i) *Suitability of International Labour Convention*.—A committee appointed by this Government under the chairmanship of the Director of Industries examined this question early in 1929. Its report and this Government's views have been communicated to the Government of India. Owing mainly to the great administrative difficulties and expense involved in the working of any scheme of sickness insurance, this Government did not consider the convention suitable for adoption in this province in the present circumstances. They suggested small-scale experiments in the Government factories, which in this province employ 25 per cent. of the total labour force employed in factories.

(ii) *Possibility of introducing other systems*.—The above committee suggested that "contributory" provident funds would be an easier and more practical and economical solution, as provident funds would enable the workmen concerned to meet financial difficulties due to sickness, accidents, unemployment, "social events" (e.g., marriages, births and deaths in the family or among relatives and friends) and even old age. The Government did not accept this view mainly on the ground that the protection given in cases of sickness would not in ordinary cases be nearly as large as it would be under an insurance scheme. The latter would also have the further advantage of increasing general medical facilities and popularizing medical treatment.

31. *Maternity Benefits*.—(i) In 1924 a special inquiry was made by the Chief Inspector of Factories in connection with Mr. Joshi's Bill. It was then ascertained that the East Indian Railway's oil mills at Manauri had a system of payment to expectant mothers before and after childbirth during absence from work and that one factory used to give a month's full pay and five others (four being British India Corporation concerns) fourteen days' full wages in such cases. Besides these benefits, the Manauri oil mills maintain a hospital including a maternity section, and the British India Corporation provide free medical attendance and medicines for maternity cases in the dispensaries attached to its settlements, and grants as much leave without pay as is necessary. In the year ending June, 1928, a little over three hundred maternity cases were treated in the medical, health and other institutions of the Corporation.

(ii) No provincial legislation has been undertaken in this province.

(iii) Provincial legislation is possible. But the number of women operatives in regulated factories is very small, both absolutely and as a proportion. They are frequently engaged by the day. A large proportion of women operatives are employed in seasonal factories which would find it inconvenient to employ expectant mothers, and would therefore tend to refrain from employing them. This risk would be present, though on a smaller scale, in the case of perennial factories also. Many factories do not employ women at all; of the ninety-two factories from which inquiries were made in 1924, fifty-five, i.e., 60 per cent., were reported to have no women operatives.

On the other hand, the Director of Public Health urges that in the interests both of expectant mothers and of the babies legislation should be undertaken to enable such women to stay away from work for ten days before and twenty days after confinement without losing employment or wages. He says that in spite of three maternity and child welfare centres in Cawnpore the rate of infantile mortality there still continues to be the highest in the province, and he attributes this fact partly to the necessity felt by expectant women workers to remain at work as long and to return to it as early as possible, with resultant injury to their own and to their babies' health. This Government have not decided that the advantages of providing maternity benefits by legislation would outweigh the disadvantages, including the risk of keeping a considerable number of such women out of employment which they might otherwise secure. They have so far considered it expedient to refrain from legislation at the present stage of industrial development in the province.

#### V.—Other Welfare (including Education).

32. In 1926 the Government of India desired information about welfare work to be collected. The Department of Industries made a special inquiry. The facts as then ascertained are substantially true today except that in certain directions welfare work has developed.

(i) *Welfare work by Employers*.—In this field the pride of place for work on organized lines goes to the British India Corporation. They were pioneers, and the example set by them is now to some extent being copied by other large employers of

labour. But they are still far ahead. The Corporation's welfare work pamphlet (1928) starts with the statement that this work is "a frank and practical recognition of our responsibility for the welfare of the many thousands of people who co-operate in the productive activities of this corporation. It represents a settled policy of 25 years' standing . . ." The Corporation have aimed at "providing suitable dwellings and a wholesome atmosphere, promoting happy home life and the social well-being of all," and the fostering of a "healthy and intelligent industrial population" based on the "solid foundations of good-will and the spirit of co-operation." The housing accommodation provided and health work carried on in the British India Corporation settlements have been described in Chapters III and IV. Other welfare work will be described under various heads. Messrs. Begg, Sutherland & Company, another important industrial syndicate, have recently inaugurated an extension of their welfare work. The railways, two of which are managed by the State, have also taken steps to promote the welfare of their employees, but it is assumed that details of the work done will be furnished to the Commission by the railway department. There are a few other isolated instances of factories with some welfare work. But, broadly speaking, and with these honourable exceptions, employers as a class have not risen to their opportunities.

(ii) *By other Agencies.*—Apart from a few schools maintained by Arya Samajist and Christian missionaries and the work done by some missionary bodies for imparting industrial training to some of the lower strata of the population, especially criminal tribes, and the dispensary, the reading room and the newspaper maintained and the lectures, etc., occasionally organized by the Mazdur Sabha, Cawnpore, welfare work done by other agencies for workpeople as such is negligible.

33. The British India Corporation employ a full-time salaried welfare superintendent and a trained staff consisting of four doctors, five nurses, eight matrons, eight compounders, about a dozen midwives, 19 teachers and two sergeant patrols. Including the conseryancy establishment the total staff consists of 147 paid whole-time workers. Messrs. Begg, Sutherland & Company have recently engaged the services of a superintendent to organize welfare work for their employees. Some concerns employ teachers and a few have dispensaries in charge of qualified staff.

34. (a) (i) Except for the "tiffin" rooms for the use of European and Anglo-Indian employees of the railways no facilities for taking meals in the factory premises are known to be available. Generally speaking, workmen bring or buy on the spot their own food and take their refreshments wherever they find a little shade.

The British India Corporation have four creches and two "baby welcomes" in charge of trained workers. Two other mills at Cawnpore also provide creches. So far as is known there are no other concerns which provide them.

(ii) Some of the concerns which provide housing accommodation for their workmen provide some facilities for recreation. The open spaces left for the employees' children can be used by employees. The British India Corporation provide fairly extensive facilities for recreation, including playgrounds for Indian and European games, seven covered wrestling pits, two community halls and rooms for indoor games. Some sports clubs have been organized and these are helped with grants-in-aid. Boys' clubs and scout troops have also been organized. Weekly cinema shows and occasional dramatic and musical entertainments are also held. Messrs. Begg, Sutherland & Company also have undertaken similar work though on a smaller scale. Apart from the railway institutes the railways maintain or subsidize some sports clubs. The East Indian railway has a cinema car and a band for their employees in general.

(iii) *Other Activities*—(1) *Instruction.*—Two reading rooms are kept by the British India Corporation and one by the glass factory at Bahjoi. Lectures are frequently got up in the British India Corporation settlements and are sometimes illustrated with lantern slides.

(2) *Thrift and Saving.*—The British India Corporation have in some cases granted pensions to old workers and widows. They maintain a provident fund, a superannuation fund, three co-operative societies and a home for widows. A cloth shop is also maintained where their employees can purchase cloth at wholesale rates. At times of scarcity foodstuffs have been sold at specially low rates.

In another concern an experiment with a "savings bonus" was tried, but has not been reported to be successful. A few other concerns have co-operative societies. The railways maintain provident funds for their permanent staff. But, so far as is known, there is no other provision elsewhere for thrift or saving.

(3) *Social Organisation.*—The credit for the only attempt to build up something like corporate life goes to the British India Corporation. They have set up *sadr panchayats* (committees of five members) in each of their three settlements. All the main communities are represented on these *panchayats*. They try such cases as arise in the settlements and act as advisers and sometimes arbitrators.



(b) In the field of welfare work Government and the local boards have confined themselves to the provision of educational facilities, but with a few important exceptions, no special arrangements have been made for industrial labourers as such. The Department of Industries' system of technical and industrial education is, to a large extent, intended for the benefit of the artisan classes, but these do not take as much advantage of the facilities afforded as they might. In certain local areas primary education has been made compulsory and in such places the children of the working classes have to attend primary schools. But owing to various reasons the working classes do not appreciate the benefits of education for their children, especially when their going to school involves the loss to their families of their earnings, however small. Government used to maintain two factory schools but one was closed last year and the other recently. Two factory schools receive grants-in-aid from Government but the total annual expenditure on this account is only about Rs. 800. The Department of Public Instruction launched a scheme for adult education, in collaboration with the Co-operative Department, but no such school has so far been opened in an area inhabited by an urban industrial population. There are also 334 special schools for adults, about half the number being maintained by local bodies and the rest being private. Two missionary bodies (the Ayrā Samaj and the Salvation Army) maintain a few schools for workmen's children.

36. A statement is given at the end of this chapter showing the educational facilities provided in conjunction with factories, so far as could be ascertained by the Chief Inspector of Factories. Only about 15 concerns provide facilities for the education of workmen or their children. Seven of these 15 have schools for the children employed in the factories, three (including two glass factories) have night schools for adults and 14 have schools for employees' children. Among concerns providing educational facilities the foremost place easily goes to the British India Corporation. In 1928 they had four day schools for boys and girls, two night schools and two industrial classes for employees and their families, the average daily attendance in July, 1928, in the various types of schools being 394, 118 and 38 respectively. They had also a training school for dais (midwives), the average daily attendance in July 1928 being 55 (cent. per cent. of enrolment).

In, addition to these factory schools, the East Indian and the Great Indian Peninsula railways have schools at important centres (including in the case of the East Indian Railway a hill station) for the children of their European and Anglo-Indian employees. The Bengal and North-Western Railway contribute towards the expense of Anglo-vernacular education for their employees' children; the Rohilkhand and Kumaun Railway also give certain facilities. In this case also it is assumed that details will be furnished to the Commission by the Railway Department.

Apart from various schemes for the training of apprentices and the two industrial classes kept by the British India Corporation in conjunction with their settlements no facilities for industrial education are believed to be provided by employers.

(i) Apart from the British India Corporation's two night schools with an enrolment of 162 and with an average daily attendance of 118 in July, 1928, and from the night schools maintained by the glass factories at Bahjoi and Balawali no other facilities provided by employers for the education of adult workers are known to exist.

(ii) So far as is known there are eight such schools provided for half-time workers in the factories. Three of them are at Cawnpore and the rest at other centres.

(iii) Fourteen industrial concerns have schools attached to them for workmen's children. There used to be two such schools attached to Government of India factories and maintained by this Government, but one was closed in July, 1929. The school attached to the United Mills, Agra, receives a grant-in-aid from Government.

(iv) Remarks showing the extent to which these facilities are used have been given in the statement. Some of these schools are utilized by workmen for the education of their children not employed in the factories concerned. But the experience of the Department of Industries has been that boys of the artisan class do not fully utilize such facilities as are available. The tendency on the part of parents and guardians to exploit children's work in order to supplement the family's earnings is noticeable in the factory schools also. One of them is at present closed and in a majority of them attendance is poor. The schools for half-timers and for adults must on the whole be put down as not very successful.

38. There are in the province about a hundred co-operative societies designed to serve the needs of artisans. It is not known to what extent they attract artisans who work for wages. It is probable that a very large proportion of the members are cottage industrialists rather than wage-earners engaged in cottage industries.

As regards labour employed in the plantations, the Registrar of Co-operative Societies reports that only two co-operative societies have been formed, both in

Dehra Dun district. Even these are not exclusively intended for tea-garden labourers but have a proportion of such labourers as members. One society was in a decaying condition and has recently been reorganized. It has at present only 15 members. The other society has an enrolment of 30, about three-fourths being tea-garden labourers. It is reported to be working satisfactorily.

A few co-operative societies have been organized for the special benefit of factory operatives. There are at present six such societies. As these represent practically all that the co-operative movement has so far been able to achieve among this class of workers, a description of each society has been given below.

(i) *The "Lalimii" Co-operative Society, Cawnpore.*—This is the oldest of all and is the parent of two other recently formed co-operative societies for the benefit of the employees of the British India Corporation. Including skilled and unskilled labourers and some clerical staff it has a total membership of 511. The society only provides cheap and easy credit. No member is advanced a loan exceeding five times the nominal value of the shares held by him. The amount outstanding against members is nearly Rs. 33,000. Its present condition is believed to be on the whole satisfactory.

(ii) and (iii) *Kakomi and Hazari Co-operative Societies.*—These were recently started to serve the needs of the employees of two other constituent members of the British India Corporation. To a certain extent they have drawn their membership from the older parent society, the "Lalimii." These societies also confine themselves to the provision of credit.

(iv) *The Harness and Saddlery Factory Co-operative Society.*—Membership is open to all employees, including clerks of the Government Harness and Saddlery Factory, Cawnpore. Enrolment is about 700. The total amount outstanding against members is about Rs. 36,000. In this case also the upper limit for loans to be advanced to members is five times the nominal value of shares held by the borrower. This society not only supplies credit but also runs a cloth store, where sales are made on credit as well as for cash. Its condition has been reported to be fairly satisfactory.

(v) *Bahjoi Glass-workers' Co-operative Society.*—The members of this society are all workmen employed in the factory and residing in the adjoining villages. Part of the working capital consists of deposits made by the owners and some employees of the factory. The society confines itself to the provision of credit.

(vi) *Mazdur Sabha Co-operative Society, Cawnpore.*—This society is a branch of the Mazdur Sabha. The members are all employees in the various industrial concerns of Cawnpore and number 115. It is purely a credit society. The amount outstanding against members is about Rs. 3,000. This society is believed not to be in a prosperous condition owing to various reasons.

There is also a society for Christian clerks employed in various Cawnpore firms. The enrolment is 33. But it can hardly be called a co-operative society for industrial labour.

Considering the number of employees in the various regulated factories of Cawnpore the aggregate membership of the various co-operative societies in that city is a small fraction. Outside Cawnpore there is hardly any co-operative movement to speak of among industrial labourers. The difficulties in their case are greater than in the case of agriculturists' societies. It can therefore be said that while the co-operative movement has, to a small extent, spread in Cawnpore, it has failed to make an effective appeal elsewhere, and even in Cawnpore its condition is by no means flourishing.

Statement of educational facilities provided by employers.

Names of factories.	Place.	Whether educational facilities are provided for—			The extent to which these facilities are used.	Remarks.
		Adult workers.	Children working in the factory.	Workmen's children.		
1. *The Agra United Mills, Limited	Agra ..	No. ..	Yes .. ..	Yes ..	—	*The school at present is closed and government grant is awaited.
2. Tribeni Desi Sugar Works ..	Naini ..	No ..	Children not employed.	Yes ..	—	
3. Indian Bobbin Compnay.. ..	Clutterbuckganj.	No. ..	Do. ..	Yes ..	—	
4. Rosin and Turpentine Factory, Clutterbuckganj.	Do. ..	No ..	Do. ..	Yes ..	—	
5. East Indian Railway Electric Power House.	Moghalsarai	No. ..	Do. ..	Yes ..	A very limited number take advantage of the school.	
6. Ganga Glass Works .. ..	Balawali ..	A night class.	A night class ..	A day school	These are availed of to the full only by workmen's children; otherwise the response is poor.	
7. Elgin Mills Company, Limited ..	Cawnpore ..	No ..	Yes .. ..	Yes ..	Well attended.	
8. British India Corporation, Limited	Do. ..	Yes ..	Yes .. ..	Yes ..	Very largely used and appreciated by their employees and their families.	

Statement of educational facilities provided by employers.—Continued.

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Names of factories.	Place.	Whether educational facilities are provided for—			The extent to which these facilities are used.	Remarks.
		Adult Workers.	Children working in the factory.	Workmen's children.		
9. Harness and Saddlery Factory ..	Cawnpore ..	No ..	Yes .. ..	Yes ..	Full advantage of the facilities provided is taken by the workers. Attendance for children working in the factory is compulsory.	
10. Forest Research Institute ..	Dehra Dun	No. ..	No .. ..	Yes ..	Take full advantage of the educational opportunities afforded.	
11. Partabpur Sugar Factory ..	Mairwa ..	No ..	Children not employed.	Yes ..	To a great extent.	
12. United Provinces Glass Works, Limited.	Bahjoi ..	A night school.	A night school	—	Not well utilized by workmen.	
13. Moradabad Spinning and Weaving Mills Company, Limited.	Moradabad	No ..	—	Yes ..	A great number of workmen's children attend.	
14. Rosa Sugar Works and Distillery	Rosa ..	No ..	Yes .. ..	Yes ..	About 20 children attend daily.	
15. Army Clothing Factory .. ..	Shahjahanpur	No ..	Yes .. ..	Yes ..	The total number on the roll is 71. But it is not attended by children employed in the factory.	
16. Great Indian Peninsula Railway..	Jhansi ..	Details	not known			

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## VI.—Education.

40. *Facilities for general education in industrial areas.*—(i) *Of children not in employment.*—Some of these facilities have been described in (32) (ii), (34) (b) and (36). Apart from them industrial areas enjoy only such facilities as are provided by the local body entrusted with the local administration and by the authorities in charge of Anglo-vernacular education. Under an Act of 1919 municipalities, and under a similar (but not identical) Act of 1926 district boards, are empowered to introduce compulsion in order to bring all children between the ages of six and eleven years under primary instruction in the vernacular. At present compulsion is in force in the whole or specified parts of thirty-five municipalities and in specified parts of twenty-four district board areas. Among such municipalities are the industrially important ones of Cawnpore, Lucknow, Benares, Agra, Bareilly, Meerut, Moradabad, Aligarh and Ferozabad. The municipality of Cawnpore was the first in the field with its scheme for compulsory free primary education. In selected parts of that municipality compulsion has been in force since 1922. The earlier enactment of the legislation enabling municipalities to introduce compulsion and the fact that factories and cottage industries are chiefly located in the urban areas have combined to provide industrial areas with more extensive educational facilities than are enjoyed by the rural population. It has not however been possible to work out statistical information showing the extent of these facilities or the extent to which they are utilized. Rather less than one-half of the boys in the province between the ages of six and eleven are at present in the vernacular schools.

(ii) *Of children employed in factories.*—These have been described in (34) (b) and in (36) and in the statement at the end of chapter V. The 1919 and 1926 Acts contain provisions for preventing the utilization, whether for remuneration or otherwise, of the services of a child whose parents is required to cause him to attend a recognized primary school. The local board's special night schools for adults which are mentioned in (34) (b) can be attended by boys of twelve years and upwards. An extension of such facilities in the municipalities is under Government's consideration. The working of these schools has been reported to be inefficient, though most inspectors of schools agree that they have great potentialities for good. The night schools for adults recently established by co-operative education societies have been more favourably reported upon. But this experiment is only about a year old and has been undertaken in the rural areas. The number of such schools is still very small. From the point of view of children and young adults employed in the factories the experiment is unimportant.

41. *Facilities for industrial and vocational training.*—These have been described in some detail in (12) and in appendix II\*, and also in (34) (b) and in (36).

## VII.—Safety.

43. *Existing regulations.*—(i) *In factories.*—These are laid down in chapter III of the Indian Factories Act and in the rules framed by this Government thereunder. The rules will be found on pages 8 to 12 (rules 34 to 52) under the heads—Fencing and guarding of machinery, special rules for fencing in textile factories, special rules for fencing in ginning factories, and rules for the protection of persons attending to machinery and boilers.

All boilers in use in the province are inspected once a year by the staff of the Chief Inspector of Factories and Boilers to determine the safe working pressure. When first registered they are hydraulically and steam tested, and such tests are periodically repeated. A special note on boilers inspection has been appended to chapter XVII (Administration).

The use of electrical energy in factories and elsewhere is governed by the Indian Electricity Act and the rules thereunder.

(ii) *Mines, railways and docks.*—These will be dealt with by the Central Government departments concerned with them and need not be referred to in this memorandum.

44. *Incidence of accidents.*—(i) *In factories (including railway workshops).*—A statement\* at the end of this chapter gives the number of accidents in regulated factories grouped by industries for five years. It will be seen that it is highest in the railway workshops which account for about 80 per cent. of the total. But it should be pointed out that railway workshops are among the best guarded and fenced factories in the province, and that the incidence of fatal accidents in them is lower than in other factories. To some extent the high incidence of accidents in them is only apparent, and is due to liberal treatment in regard to leave of absence on account of trivial accidents. In 1928 the Great Indian Peninsula Railway workshops at Jhansi accounted for nearly 53 per cent. of the total number of accidents in the province; these workshops are as well fenced and guarded as any in the province, and the bulk of the accidents were unconnected with the machinery.

\* Not printed.

Next after the railway workshops come textile and engineering factories. In the remaining factories the incidence is negligible. Accidents to operatives from boilers are practically speaking unknown.

The following two statements illustrate the above points :—

(a) *Incidence of accidents per hundred employees in regulated factories.*

Incidence of accidents.	1924.	1925.	1926.	1927.	1928.
	Per cent.	Per cent.	Per cent.	Per cent.	Per cent.
(1) Railway workshops	4·68	7·36	7·05	5·26	*6·95
(2) Textile ..	0·37	0·42	0·45	0·29	0·4
(3) Engineering (excluding railway workshops).	0·74	1·42	1·32	1·14	0·73
(4) All the rest ..	0·29	0·34	0·34	0·35	0·48
(5) Average for all industries.	1·17	1·77	1·94	1·39	1·86

\* If the figures for railways are split up, the figure for the Great Indian Peninsula Railway is 17·92 per cent. and for others 3·2 per cent.

(b) *Total number of accidents—fatal, serious and minor.*

	1924.			1925.			1926.			1927.			1928.		
	Fatal.	Serious.	Minor.	Fatal.	Serious.	Minor.	Fatal.	Serious.	Minor.	Fatal.	Serious.	Minor.	Fatal.	Serious.	Minor.
(1) Railway workshops.	43	654	—	62	1,080	3	87	1,271	4	44	932	4	102	1,193	
(2) Other factories.	12	44	153	20	69	170	9	54	213	10	37	199	22	76	214
Total ..	12	87	807	20	131	1,250	12	141	1,484	14	81	1,131	26	178	1,407

The incidence of accidents has (with the exception of 1927) been rising since 1925, the exact figures for 1924 to 1928 being 1·17, 1·77, 1·94, 1·39 and 1·86. This is probably due to the fact that the growth of the operative's mechanical sense and his education have not kept pace with the increasing complexity of the plant and the processes. On the other hand, the guarding and fencing of machinery have shown steady improvement for several years past and it is difficult to lay the responsibility for the enhanced incidence solely on the abovementioned reason.

(iii) *In mines, railways and docks.*—This will be dealt with by the Central Government departments.

45. *Causes.*—A classification of accidents for the last five years has been given at the end of this chapter, and shows that the largest proportion were those due to the use of hand-tools, and after that those caused by falling weights. Those due to workmen falling and to the handling of miscellaneous machinery come next in the order of numerical importance. But accidents due to the handling of machinery as a whole and especially of machine tools are fewer than might be expected, and in 1928 accounted for only about 20 per cent. of the number of accidents.

The causes of accidents are numerous. The average Indian workman has little idea of the dangers attendant on machinery. His training is negligible. His environment is unmechanical. His traditional dress sometimes exposes him to risk. He often takes shortcuts or undue risks because he does not realize their danger. Only a small proportion of workmen in a factory are literate and can therefore understand, even if they care to, the meaning of safety instructions and posters. Instances have come to the factory inspection staff's notice in which guards were removed for the cleaning or repairing of machinery but were not replaced, with the result that the repairers or their co-workers were injured. There is also in the average worker a certain degree of carelessness and heedlessness. Thus, of the five men killed as a

result of accidents due to careless replacing of belting, four were experienced beltmen ; familiarity with the danger bred in them a contempt for it, and they took undue risks. Unauthorized handling of machines often takes place. Thus an oilman attempted to replace belting, though this was no part of his duty, and got entangled and killed. Lighting is on the whole as good as might be wished, and fencing and guarding are reasonably adequate and are gradually improving.

46. *Accident prevention.*—The provisions in the Act and the rules have already been described. These are enforced within the limits permitted by the meagre staff available for the inspection of factories. Since the introduction of the Workmen's Compensation Act the employers' interest in the provision of guards and fencing has also been stimulated and they have generally been found willing to comply with such orders for the efficient guarding and fencing of machinery as are issued by the factories inspecting staff. The cleaning of machinery in motion by women and children was prohibited by the Amending Act of March, 1926, and can under the same Act be prohibited in the case of men ; but in this province such prohibition applies only to the cleaning of machines in motion with rags or cotton waste held in the hand.

In 1926-27 "safety-first" posters were put up in most of the railway workshops and the number of accidents went down from 1,361 in 1926 to 980 in 1927. But the novelty soon wore out and in 1928 the men took little notice of the posters. The number of accidents in 1928 rose to 1,299. This figure is very little lower than that of 1926. It only remains to add that the posters have not been changed since they were first put up.

In factories other than railway workshops no "safety-first" posters have been adopted. But notices in English, Hindi and Urdu prohibiting the cleaning of machinery in motion have for a number of years back been put up in many of the larger concerns. Notices of caution against electric shocks have also been put up where electrical machinery is in use.

Apart from these posters and notices and the advice offered by the factories inspection staff, no specific "safety" propaganda has been undertaken. No lectures or demonstrations or cinema shows or other forms of instruction and training of workmen in the avoidance of accidents have, so far as this Government are aware, been undertaken by the employers or by associations of the employees or by other bodies or persons.

47. *Accidents in non-regulated establishments.*—No information is available.

48. *First-aid and medical relief.*—Under rule 77 all factories employing 500 or more persons have to provide first-aid appliances and sterilized dressings and to keep them readily available during working hours. Many factories which are not bound by this rule also provide these facilities, but the exact number is not known.

Most of the larger factories maintain dispensaries and employ a resident or visiting medical man. The exact number of such factories is not known.

49. The following tables show the frequency of factory inspections, the majority being by the Chief Inspector of Factories himself :—

—	1924.	1925.	1926.	1927.	1928.
Number of working factories ..	257	276	313	332	358
Number of inspections by—					
(i) Chief Inspector of Factories ..	} 306	346	410	288	337
(ii) His staff .. .. .			150	115	183
(iii) Others .. .. .			*—	36	76
Total .. .. .	306	382	636	502	612
Number of factories inspected—					
(i) Once .. .. .	179	155	120	179	180
(ii) Twice .. .. .	35	54	65	74	100
(iii) Thrice .. .. .	5	17	46	25	23
(iv) More than three times ..	5	13	49	13	20
Number uninspected .. .. .	33	37	33	41	15

\* No reports received.

Considering the meagre staff available for the inspection of factories, and the increasing pressure of administration work, the frequency of inspections is in this Government's opinion as good as could reasonably be expected. Where the staff is so small and factories so scattered the difficulty of making a surprise inspection is naturally great. In the matter of stringency of inspection and enforcement of the regulations, the work of the staff has been satisfactory.

50. The effects of hours of work, health, light and other working conditions on safety can be deduced *a priori*. But no investigation has been undertaken to ascertain the extent of agreement between such *a priori* conclusions and the actual facts.

*Classification of Accidents.*

Nature of accident.	Total number of accidents.				
	*1924.	*1925.	1926.	1927.	1928.
<i>Textiles.</i>					
Scutchers .. .. .	—	—	4	—	7
Carding .. .. .	—	—	14	21	16
Spinning .. .. .	—	—	5	2	9
Weaving .. .. .	—	—	6	2	11
Cleaning machinery in motion .. .. .	—	—	16	13	19
Miscellaneous .. .. .	—	—	71	42	40
Total .. .. .	96	104	116	80	102
<i>All other factories.</i>					
Machine tools .. .. .	—	—	60	44	61
Rolling stock on lines .. .. .	—	—	12	5	14
Mill gearing, shafting, etc. .. .. .	—	—	5	8	2
Belts .. .. .	—	—	12	9	15
Miscellaneous machinery .. .. .	—	—	94	71	145
Cranes, hoists and winches .. .. .	—	—	18	12	12
Falling weights .. .. .	—	—	293	189	289
Persons falling .. .. .	—	—	98	59	98
Tools in use .. .. .	—	—	473	354	386
Drowning .. .. .	—	—	1	—	1
Molten metal .. .. .	—	—	1	10	12
Scalds .. .. .	—	—	12	17	20
Electricity .. .. .	—	—	5	7	7
Burns .. .. .	—	—	91	77	99
Miscellaneous .. .. .	—	—	346	284	348
Total .. .. .	810	1,297	1,521	1,146	1,509
Grand total .. .. .	906	1,401	1,637	1,226	1,611
Accidents per hundred persons employed	1.17	1.77	1.94	1.39	1.86

\* There was no classification in 1924 and 1925. Hence only totals are given.

**VIII.—Workmen's Compensation.**

51. *Workmen's Compensation Act.*—(i) The administration of the Act has given rise to little difficulty and the apprehensions about its smooth working which were felt at the time of its passing have proved unfounded. Its use is extending. In this province the number of compensation cases and the amounts paid as compensation have both been rising ever since the law came into force. The number of accidents as reported in the Chief Inspector of Factories' report and their incidence have both, with the exception of 1927, been rising (see statement). It is also remarkable that few cases have been dismissed, and that the proportion of contested cases is small.

(ii) Statistics are not collected regarding all cases of compensation paid under the Act, but only for the more important classes of workers, i.e., those in factories, railways, tramways, mines and docks.



The ratio of the number of claims for compensation including settlements out of court to the number of accidents is not high and seems to have become comparatively stationary. In regulated factories alone the number of fatal and serious accidents in 1928 was 204. A certain proportion of accidents classed as minor, but involving a disablement of over ten days, should be added to this figure, but the exact number cannot be ascertained. Yet the total number of claims including applications for the registration of settlements out of court in respect of accidents for which compensation could be claimed—these include accidents in establishments other than the regulated factories—was only 113. In a certain number of cases, mostly minor accidents, compensation is paid by the employers without any reference to a Commissioner. Complete statistics of such cases are not available. Hence the proportion of actual claims to possible ones cannot be precisely stated, but from the figures cited above it is reasonable to assume that in the case of a considerable proportion of accidents compensation though claimable is for various reasons not claimed. The great majority of workmen, even skilled ones, are illiterate, ignorant and unorganized. The existence of the law is often not known to the victim of the accidents or their dependants. There are few organized unions manned by a well-informed staff who can take up their cause and fight it out if need be. Lack of means handicaps the filing of claims. Inertia and a tendency to fatalism stand in the way of claims being advanced. When injured, the workman often has to or prefers to go back to his village for treatment, and even if he knows he can claim compensation he often forgets all about it, or on recovery prefers to remain quiet. Hence, on the whole, the workmen in many areas have been slow to realize and slower still to utilize the benefits which the law confers on them. In respect of minor disablements in particular, the number of claims made is still very far short of possible claims. But the Act is steadily getting more and more widely known and more and more utilized.

(iii) The total amounts paid as compensation—roughly Rs. 10,000, Rs. 20,400, Rs. 41,000 and Rs. 46,000 in 1925, 1926, 1927 and 1928, respectively—are a trifle compared with the aggregate value of the turnovers of industrial concerns affected by the Compensation Act. The number of claims made is not large. The proportion of contested cases, i.e., the extent of real litigation, has been insignificant. Hence in spite of the apprehensions felt by employers when the Bill was on the anvil, the actual adverse effect on industry is negligible.

On the other hand, the Act has appreciably helped to introduce more effective fencing and guarding of machinery, better lighting, "safety first" propaganda and the provision of first aid and medical relief.

On the whole, therefore, the Act has not only enabled compensation to be claimed with ease, cheapness and expedition, but has indirectly helped to humanize the conditions of work, without imposing an appreciable burden on industry. No responsible assertion to the contrary has so far come to this Government's notice. Even when the Board of Industries, whose non-official members represent mostly the employers' interests, resisted the proposal to extend the scope of the Act to other occupations, it was not asserted that the Act had handicapped industry.

(iv) *Availability and use of insurance facilities and value from workers' point of view.*—Such facilities are available. At Cawnpore there is an agency of an insurance company specializing in manufacturers' and employers' liability. Some other insurance companies and associations also undertake such business. There is no "mutual" assurance association such as has been set up by the Bombay Millowners' Association.

The extent to which the available insurance facilities are utilized is still small. Only about 12 per cent. of the regulated factories (44 out of 373) take out insurance. These factories employ 25.6 per cent. of the total number of employees in regulated factories. Cawnpore is naturally a little more advanced in this respect. Eighteen out of its sixty-four factories (employing 55 per cent. of the factory labour) protect themselves by such insurance. The figures are however, variable from year to year.

52. On a reference by the Government of India the desirability of extending the Act to organized but not hazardous industries and to the manufacture of explosives, including country gunpowder was considered by this Government. They advised caution so as not to handicap industry. They suggested the extension of the Act to certain occupations.

*Possibility of providing against the insolvency of employers.*—The Government recently considered the matter and informed the Government of India that in their opinion the province was not sufficiently advanced to warrant the introduction of compulsory insurance.

53. *Suitability of provisions relating to—(i) Scales of compensation, (ii) Conditions governing its grant and (v) Certain other matters.*—The Government have recently submitted their detailed views on all these questions to the Government of India in answer to the enquiry mentioned above.

(iii) *Industrial diseases.*—The provision in the law about diseases in respect of which compensation can be claimed is elastic, and the list can be added to by the Government of India. As a result of a question in the Council, the liability of workmen engaged in the blowing of glass in glass factories to tuberculosis was investigated. The incidence of tuberculosis in such factories was not found to be heavy, and no action was therefore recommended. This Government have no additions to suggest to the existing list and no alteration of the procedure and the *onus probandi*.

(iv) *Machinery of administration.*—This province has no special commissioner for the administration of this Act. District magistrates are *ex-officio* commissioners. The compilation of the annual report is done by the Director of Industries.

*Statement showing details about workmen's compensation.*

Year.	Total daily average number of persons employed in regulated factories.	Accidents.				Incidence of accidents as a percentage of column 2.	Proceedings before Commissioners for Workmen's Compensation Act.				Registration of agreements.
		Fatal.	Serious.	Minor.	Total.		New cases filed including those received by transfer.	Non-convicted.	Dismissed.	Compensation awarded.	
1	2	3	4	5	6	7	8	9	10	11	12
1922 ..	72,545	6	85	750	851	1.03	—	—	—	—	—
1923 ..	73,906	8	108	598	714	0.9	—	—	—	—	—
1924 ..	77,202	12	87	807	906	1.2	—	—	—	—	—
1925 ..	78,942	20	131	1,250	1,401	1.8	15	13	1	10,003	13
1926 ..	85,517	12	141	1,484	1,637	1.9	44	40	1	20,428	12
1927 ..	88,319	14	81	1,131	1,226	1.4	85	72	1	41,288	11
1928 ..	86,531	26	178	1,407	1,611	1.9	103	86	1	46,267	10

### IX.—Hours.

#### A.—Factories.

55. (i) The upper limit is fixed by the Factories Act at 60 per week and eleven per day. The normal working hours as determined by custom or agreement vary in different industries. Government factories usually work seven to eight and a half hours per day, with a half holiday on Saturday. "Continuous process" factories work three shifts of eight hours each for all the seven days of the week. Textile, oil, engineering and miscellaneous factories work a ten-hour day for six days a week. The following table shows the percentages of factories according to their weekly working periods during the last three years :—

Year.	Not more than 48 hours per week.	Not more than 54 hours per week.	Above 54 hours per week.
1926 .. ..	16.89 per cent.	6.49 per cent.	76.62 per cent.
1927 .. ..	14.15 ..	8.31 ..	77.54 ..
1928 .. ..	16.87 ..	6.62 ..	76.51 ..

A statement has been given at the end of this chapter showing by districts the percentage of factories which worked more than 54 hours per week in 1928. The remarks column shows the predominant factory industry of the district and thus indicates the industries in which the weekly working period exceeds fifty-four hours.

(ii) Overtime is generally understood to mean work of over eleven hours per day or sixty per week. This can only be permitted as a special exemption under section 30 of the Act. Extra remuneration at  $1\frac{1}{2}$  the usual proportionate rate must, as laid down by the Act, be paid for all overtime work.

But actual working periods do not always correspond with the periods nominally fixed by the factories. To give an instance, printing presses fix their working period at ten hours per day but seldom work more than eight. If the actual working time

exceeds eight, the men receive extra payment, this being a mutual trade arrangement but not compulsory under the Act. The ten hours' working day is fixed in order to avoid the necessity of having to notify the change in working hours when there is pressure of work.

(iii) *Spreadover*.—So far as can be ascertained this phenomenon is confined to running repair sheds on the railway, water-works and glass factories using the Japanese type of furnace. No statistical information is available to show its extent.

56. The factories Act regulates the period of work for the workmen, but not for the plant which can go on working without a break. But custom has fixed certain working periods. Government factories and railway workshops work  $5\frac{1}{2}$  days per week, Saturday being taken as a half holiday. "Continuous process" factories work seven days a week. Other factories generally work six days per week.

57. (i) No information is available to show how the average workman has utilized the longer leisure hours given him by the Factories Act. A small proportion of unskilled labour has utilized it in order to make a little more money, but no statistics are available. Opportunities for intellectual improvement and amenities for enjoyment are still few, though gradually increasing.

On the other hand, supervision over labour has had to be stricter, and there is less loitering than before. The piece-worker's efficiency and application have to a slight extent improved, as he has to apply himself more closely without impairing the quality of his work in order to earn the same wage by a day's work as before.

(ii) Prior to the limitation by the Factories (Amendment) Act of 1922 of the maximum weekly working period to sixty hours, only textile factories were limited to twelve hours per day, or seventy-two per week, but other factories were not restricted at all. Hence comparison is only possible in the case of textile factories, and even in respect of them a comparison is not always possible owing to the variation of the other factors (*e.g.*, the efficiency of machines and of men and the class of goods made). But the following figures, relating to the waste mule spinning department of one of the Cawnpore mills in which machinery was not changed during the years 1921 to 1925, are of some interest:—

Year	1921	1922	1923	1924	1925
Production (in 1,000 lbs.)	68.2	67.9	53.5	57.3	56.9

(The management say that the number of men employed remained practically constant.) These figures indicate that the drop in production was a little more than proportionate to the reduction of the working period.

On the other hand, the Chief Inspector of Factories, impression of employers' opinion in general is that the sixty hours' restriction has not affected production to any considerable extent.

This Government have not investigated this question, and are unable to say whether, and to what extent, production has been affected by the sixty hours' restriction.

58. This Government are unable to say what the effect of the daily limit has been. It is likely to be similar to the effect of the weekly restriction.

59. In this Government's opinion a further reduction of working hours is not now possible without curtailing production, and incidentally the earnings of the piece-worker, who in the textile mills forms a very considerable proportion of the employees. There is also the risk of labour troubles to consider, as the piece-workers would demand higher rates and the time-workers would resent a reduction of wages which would probably have to be adopted by the employers if production is curtailed as a result of a further reduction of the maxima.

60. In factories working ten hours per day, a mid-day interval of one hour is given, usually after the first five hours of continuous work. Sometimes, however, it is given after the first six hours, this being the maximum permitted by the Act for continuous work. Other divisions of the total working time are in vogue, but they are in the nature of exceptions. Sometimes even the same factory changes its division of the working time from five and five to six and four or to other intermediate proportions according to the season of the year. As an alternative, the law provides for two intervals of half an hour each in place of one interval of one hour. Although a demand on the part of workmen for two such intervals in place of one is not unknown, the general preference is for the full one hour's interval. From the point of view of the mid-day meal time, the provisions of the law appear to this Government to be satisfactory. As regards their suitability from the point of view of fatigue, no investigation into this difficult technical subject has so far been undertaken.

61. Section 22 prescribes Sunday or a substituted day within three days of Sunday as a compulsory day of rest; thus ten days is the limit of continuous work. In practice the day of rest usually observed is Sunday. But when a public holiday is coming off during a week, it is usual to utilize that holiday as a substituted holiday for a Sunday. In this Government's opinion the law on the subject is suitable.

62. Exemptions under sections 30(1) are granted by the local Government for certain classes of work, *s.g.*, in "continuous process" factories, and in glass, paper, rice, tea, dyeing and bleaching, opium, dairy, cotton-ginning and similar factories. In each case conditions are prescribed with regard to the compulsory periods of rest and holidays. In the case of these exemptions the period of validity is not limited. But the exemptions are examined from time to time and are curtailed or cancelled when necessary. All exemptions issued in 1924 and 1926 were completely overhauled in 1928, and several of them were curtailed and a few were entirely cancelled.

Exemptions under section 30(2) are granted for limited periods. They are expressly intended to enable the factories to cope with an exceptional press of work. They used to be somewhat freely given, but have now been considerably restricted as will appear from the following statement:—

Year	1924	1925	1926	1927	1928
Number of exemptions granted	17	11	3	4	1

To give examples, an exemption was granted to an engineering workshop in order to enable it to fabricate in time the material needed for a railway bridge. Similarly, an exemption was granted to a paper mill in order to enable it to comply with the terms of its contract to supply paper to the Government.

#### B.—Mines.

*General.*—The greater part of this province consists of an alluvial plain totally lacking in minerals of any sort. The hill districts are undeveloped, and in many parts are even inaccessible. A few districts lying south of the Jumna contain some of the outspurs of the central Indian or Vindhyan hill-system. The few regulated mines that exist in the province are all confined to this area, *i.e.*, to the districts of Agra and Jhansi and the southern parts of the districts of Mirzapur, Hamirpur and Banda. The regulated mines number thirty-nine. They are concerned with stone (unspecified) steatite, sandstone, gravel and fireclay. There are a number of smaller mines not under the Act; these, too, yield various types of stone, slate, ballast, stone metal for roadmaking, gravel, *kanhar* and sand. The only valuable mineral found though on a negligible scale is gold; in 1928 gold-washing gave employment to only fifteen persons. Mining gives employment to only about 6,000 persons. In 1928, 2,108 persons were engaged in regulated mines and 3,977 in unregulated mines. In the regulated mines, women workers were about one-third of the total and children only about 5½ per cent. In the unregulated mines, the percentages of men, women and children were eighty-one, eleven and eight respectively.

63 to 72. *Hours per day and per week, etc.*—As regards the unregulated mines, no investigation has been undertaken, and no information on this subject is available. It is, however, believed that they do not exceed eight. For regulated mines, the Chief Inspector of Mines will, it is expected, report on these matters.

#### D.—Other Establishments.

78 and 79. *Hours per day and per week. Days per week*—(a) *Plantations.*—No regular investigation has been undertaken. But a special enquiry was made into the conditions of work on the tea gardens of Dehra Dun, the tea gardens and fruit orchards of Kumaun and the sugar plantations of Gorakhpur in connection with the preparation of this memorandum. It has been reported that the normal working period at Dehra Dun is about eight hours, but the labourer has to be "on call" for nine hours (6.30 a.m. to 5.30 p.m., with two hours' interval between noon and 2 p.m.). Normally Sunday is taken as a holiday, but when there is pressure of work it goes on on Sundays also. In such cases they pay extra for such work, though new men are ordinarily not engaged. The normal weekly period of work is forty-eight to fifty-four hours, but it sometimes goes up to sixty-three. Tea gardens work is to some extent seasonal. In Kumaun the daily working period is nine hours per day and a few holidays, mostly religious festival days, are observed. On the big private sugarcane farms in Gorakhpur district, the labourer normally works seven hours a day for about three hundred days in the year. The normal weekly period of work varies between forty-eight and fifty-six. As at Dehra Dun, Sundays are observed as holidays on some farms.

It will thus be seen that the normal daily working period varies between seven and nine, eight being a fair average. Overtime work is exceptional except when pressure of work necessitates the non-observance of the customary holidays. For such overtime extra payment is normally made. It should, however, be noted that there is considerable variety in the system followed not only at different centres but even in the same centre.

(b) *Docks*.—This province has no seaboard. With just a few exceptions its rivers are not navigable; only portions of the Ganges and of the Gogra are used by small passenger and cargo steamers. Landing places used by steam and row-boat ferries and by flat-bottomed boats used for the transport of timber, firewood, building-stone, stone ballast, grain, etc., are scattered all over. The labour engaged on the transport or transhipment of goods is, broadly speaking, casual and is usually employed on the piece-wage system. The total number of men so employed is very small.

(c) *Other industrial establishments*.—Under this heading it will be convenient to deal with a few of the most important and typical cottage industries.

Hand-weaving is easily the most important cottage industry. But, broadly speaking, it is non-capitalistic. Normally the entire family share in the work and little hired labour is employed. There are, however, exceptions, e.g., at Benares, Shahjahanpur and Mau which have some weaving establishments on a capitalistic basis. Hired labour normally works eight to nine hours per day throughout the year and few holidays except some religious festivals are observed. It is not unusual, when demand is keen, to put in up to ten hours, and in rare cases even up to fourteen. The normal weekly working period (all the seven days of the week) is between fifty-six and sixty-three hours. Preparatory processes are usually done by women and sometimes even the weaving is done by them.

The case of the Benares silk and brocade and other artistic fabrics industry is similar. The normal working time is seven hours a day, but when the demand for goods is keen, as it is during the marriage or the tourist seasons, the period goes up to ten or even fourteen hours. But in the case of this industry also little hired labour is ordinarily employed. The weaver and his family do all the work, including the buying of the raw materials and the sale of the finished goods.

At Moradabad hired labour is engaged on a larger scale than in many cottage industries, but payment is ordinarily by the piece and not by time. Allowing a half holiday on Fridays, the normal weekly working time is sixty-five hours, i.e., ten hours per day.

In the leather-working establishments at Cawnpore and Agra most of the work is done by hand. Leaving out a few concerns, little machinery is used except for sewing and pressing, and the application of mechanical power is rare. At Agra, Friday is often observed as a holiday, and the normal working day is of eight hours. But at Cawnpore it is nine hours, and no regular holiday is observed though certain festivals are. When, however, work is done for piece-wages, and especially if it is taken home, the normal period of work is ten to twelve hours.

The carpet-making industry of Agra has a normal working period of eight to nine hours a day; Sunday is often observed as a holiday. Though no special enquiry about the hours of work in the Mirzapur carpet industry was made, the customary period of work there also is in all probability not materially different.

The conditions of work in the *durrie*-making industry of Cawnpore, Agra and Bareilly are substantially the same. But when wages are paid by the piece, it is not unusual at the height of the busy season to put in ten or even up to fourteen hours per day.

The carpentry and furniture-making industry of Bareilly has a normal working period of eight hours per day in the smaller establishments; for piece-wages nine to ten hours is normal. Holidays are seldom observed.

The working period in the Farrukhabad, Lucknow, Muttra, Agra and Bulandshahr printing industry is essentially the same.

*Conclusions*.—Leaving out busy seasons and bearing in mind that a good deal of the work in cottage industries is done on the piece-wage system and that as a rule few such industries employ hired labour, it would be fairly correct to say that the normal daily and weekly working periods are eight to nine and forty-eight to fifty-four respectively for time-wages and ten to twelve and sixty to seventy-two respectively when wages are paid by the piece. On the average the number of working days in a year varies between 275 and 300. But it is necessary to emphasize that it is rare to find fixed hours of work or a fixed number of working days per week or year. There is great diversity in the practice prevalent at the various centres and even in the different establishments. The figures cited above are little more than approximate averages.

The work however is done under circumstances so different from those in power factories that the contrast may be pointed out here. There is none of the noise, vibration and stuffiness which characterize the average power factory. There is

nothing to rack the nerves or fatigue the mind. A good deal of the work is done in the open—in the courtyard of the worker's house or even in the public street or lane. There is no discipline to observe. Rest and recreation are taken whenever the need is felt. Contact with the home and the familiar surroundings is seldom interrupted. The usual amenities of social life are not disturbed. The training of apprentices (members of the family or relatives and castemen) goes on along with the regular work. The temptations to drink or to sexual irregularities which affect the factory worker in towns like Cawnpore are almost entirely absent. These are weighty considerations which should not be lost sight of when balancing the working period in cottage industries against that in power and other factories for organized mass-production.

80. *Desirability of regulation.*—The Superintendent of Census Operations, 1921, remarked that the carpet-making industry of Mirzapur appeared to him to be carried on under "the most ideal conditions," the management financing the purchase of raw materials, controlling the designs and marketing the product and the craftsman taking the work home and doing it with the help of his family in his own time.

Though all cottage industries are not so organized, these remarks are fairly applicable to cottage industries in general. Plain cotton-weaving has to face the serious and ever-increasing competition of the power mills. The industry is steadily going down and the men whose ancestors have been engaged in it for generations have to work harder and harder in order to eke out a subsistence. This is an economic necessity due to maladjustment between the old conditions and the new, though the latter have been in operation for some decades. To some extent this is true also of plain silk-weaving, of the metal utensils industry and of those artistic crafts of which the products are no longer as fashionable as they used to be. In the case of all such industries where the hours of work exceed the normal eight to nine, an attempt to restrict them will only lead to a more serious evil, viz., reduction of earnings. The industries concerned cannot bear any such reduction. The piece-wage system and the generally non-capitalistic character of many cottage industries and the conditions under which they are carried on provide some measure of automatic regulation. Lastly, the administrative difficulties of enforcing any such regulation would be immense, and the cost to the industry and the State, the inconvenience to the men engaged and the scope for corruption so great, that in this Government's opinion an attempt to regulate the working hours must be set down as impracticable.

*Statement showing percentage of factories by districts which worked more than fifty-four hours per week in 1928.*

District.	Total number of factories.	Per-centage.	Predominant industry.
Agra .. ..	26	70·8	Cotton spinning and ginning and pressing.
Aligarh .. .	34	94·1	Do. Do.
Allahabad ..	26	50·0	Printing, glass and sugar-refining.
Bahraich .. .	4	100·0	Rice-hulling and oil-pressing.
Banda .. ..	2	50·0	Cotton ginning and pressing.
Bara Banki ..	2	50·0	Manufacture and repair of small cane-crushing mills.
Bareilly* ..	8	41·0	Matches, rosin and turpentine, wood-working.
Benares .. .	15	92·86	Cotton spinning and weaving, aluminium-ware, hemp-baling.
Bijnor .. ..	1	100·0	Glass works.
Budaun .. .	3	100·0	Cotton spinning, cotton ginning and pressing.
Bulandshahr	13	92·31	Cotton ginning and pressing.
Cawnpore ..	64	82·26	Cotton and wool spinning and weaving, leather, engineering and oil-pressing.
Dehra Dun ..	16	68·75	Tea.
Etah .. ..	5	100·0	Cotton ginning and pressing.
Etawah .. .	8	100·0	Do.
Farrukhabad	4	100·0	Do.
Fatehpur ..	1	100·0	Do.
Fyzabad .. .	4	50·0	Rice-hulling and lime grinding.
Ghazipur ..	2	50·0	Government opium factory.
Gonda .. ..	1	100·0	Railway running shed.
Gorakhpur* ..	12	75·0	Sugar.

\* *Note.*—The railway workshops at these places have not been mentioned in this statement.

Statement showing percentage of factories by districts which worked more than fifty-four hours per week in 1928.—*contd.*

District.	Total number of factories.	Percentage.	Predominant industry.
Hamirpur ..	1	100·0	Cotton ginning.
Hardoi ..	1	100·0	Do.
Jhansi* ..	8	83·3	Do.
Kheri ..	1	100·0	Sugar.
Lucknow* ..	27	44·4	Cotton spinning, paper, printing.
Mainpuri ..	3	100·0	Cotton ginning and pressing.
Meerut ..	4	100·0	Do.
Mirzapur ..	1	100·0	Cotton spinning and weaving.
Moradabad ..	8	100·0	Cotton spinning, cotton ginning and pressing.
Muttra ..	9	100·0	Cotton ginning and pressing
Naini Tal ..	3	33·3	Cotton ginning and pressing and oil pressing.
Pilibhit ..	2	100·0	Sugar and oil-pressing.
Saharanpur ..	15	53·3	Cotton ginning and pressing, tobacco.
Shahjahanpur ..	4	75·0	Sugar including distillery, army clothing.
Unao ..	2	100·0	

\* NOTE.—The railway workshops at these places have not been mentioned in this statement.

### X.—Special Questions relating to Women, Young Adults and Children.

#### A.—Factories.

81. *Effect of 1922 Act on Employment—(i) Of women.*—A statement has been given at the end of this chapter showing the number of women and children employed in regulated factories and also the proportions of women and children to the total number of factory operatives in each of the last ten years, 1919-1928. It will be seen that the percentages have been declining. The statement should, however, be read in the light of the following remarks.

A certain number of factories not regulated by the old Factories Act came under the new Act in 1923. These smaller factories employing between twenty and fifty persons employ a large number of women. Many of them are tea factories and a few are small ginning factories. In the tea factories in particular women form a large proportion of the operatives, and almost the entire work of cleaning the manufactured tea is done by them. In ginning factories also women form a large proportion of the workers. In 1926 the number of women employed in the smaller tea factories alone was a little over 800. This is fairly typical. If the number of women employed in these factories which were not regulated before the 1922 Act is excluded, and if at the same time it is remembered that the total number of factory operatives has been rising from year to year, the extent of the drop in the number of women employed since the amending Act of 1922 came into force will be better appreciated. During the period 1919-1922 the average number of women employees was 6,138; the average for the six succeeding years was 6,033. The percentage of women operatives to the total number of factory operatives was 8·81 in the first period; in the second period it fell to 6·94. These figures should be read in the light of the note at the foot of the statement appended. Besides this, allowance should be made for the fact that, to a certain extent, the restrictions placed on child labour encouraged a larger employment of women on jobs which formerly used to be done by children, though this effect cannot be assessed in statistical terms. If, however, women and children are grouped together, the average went down by 9·48 per cent. (*viz.*, from 8,372 in the first period to 7,578 in the second), in spite of the fact that the total number of factory operatives rose considerably.

(ii) *Of young adults.*—This class has not been specifically defined in the Act. Section 19 B refers to persons under eighteen years of age and prohibits their employment as well as that of women in certain processes. The Act defines children as persons between twelve and fifteen years of age. Young adults may, therefore, broadly speaking, be taken to be those between fifteen and eighteen.

No separate statistics are available for this group. In the reports on the working of factories young adults are grouped with adults.

(iii) *Of children.*—The statement appended shows that the number of children has gone down from an average of 2,234 for the four years 1919-1922 to an average of 1,545 for the six succeeding years. The proportion of child operatives to the total number of factory operatives went down from an average of 3·21 per cent. in the first period to an average of 1·89 per cent. in the succeeding one.

*Other effects.*—No information is available as to the other effects of the restrictions placed by the 1922 Act on the employment of women. As the chief restriction was the prohibition of employment of women at night in ginning factories—a majority of the women are employed in such factories—it is safe to assume that it has enabled a good proportion of the women operatives to look after their homes more than they might otherwise have done.

The prohibition of the employment of children under twelve has not yielded as satisfactory results as it would have done if facilities for education had been concurrently expanded and compulsion been introduced. Certain progressive municipalities have introduced compulsion, but in many of them it is in force only in selected portions. Where compulsion is in force in selected portions, the children of factory employees tend to be left out of its scope, as the wards largely inhabited by factory labour are usually backward, and therefore considered unsuitable for the application of compulsion. To a certain extent, therefore, children prohibited from working in the factories have either helped in domestic work or been employed in non-factory work or have idled away their time. Complaints have been made that children who are left derelict and those living with relations other than parents are apt to develop vagabond habits through lack of occupation. It cannot, however, be denied that the prohibition has to a certain extent helped the cause of education among the children of factory operatives.

82. The Factories Act gives the inspector the power to prohibit the admission to factories of children who cannot by reason of their age be lawfully employed therein and whose presence involves danger to them or injury to their health.

In practice infants are not permitted in the factory proper unless they are kept in special creches. There are only about half a dozen such creches in the province, all in Cawnpore. In some factories, notably cotton-ginning and tea factories, women workers are allowed to bring their infants and young children into the factory compound, but not into the factory buildings. Ginning factories employ many women on the cleaning of the cotton bolls (*kapas*) and the tea factories employ them on the cleaning of manufactured tea. Both these processes are carried out in a separate shed or in the compound, and no machinery is used for such processes.

83. *Suitability of Regulations for Women's Work and (84) Affecting Children.*—This Government have no modifications to suggest.

85. Double employment of children has been prohibited by the Act, and, so far as this Government are aware, does not occur. No prosecution has been instituted within the last five years for a breach of this provision of the law.

86. *Work and Training of Young Adults.*—The law (Section 19 B) prohibits their employment in certain processes, and regulates it in certain other processes. The prohibition and the regulation are both enforced. In other respects the work of young adults does not differ from that of other adults.

No facilities for their training other than those mentioned in Chapters II, V, and VI are available. So far as this Government are aware, no factory maintains special classes for their training. They pick up their work from the older and experienced operatives who are sometimes their relations or friends.

87. *Extent of "Blind Alley" Employment.*—This question has hardly been examined. Where such a very high proportion of labour generally is unskilled or semi-skilled there can be very few occupations followed by children or young adults which handicap them from earning an average working man's wage in later life. No precise information is available.

88. *Comparative Merits of the Double and Single-shift Systems as Affecting the Health of Women, Young Adults and Children.*—This problem has not been studied. The law prohibits the employment of women and children at night. Textile factories usually adopt two shifts of children of five hours each, different boys working on the morning and the afternoon shifts. In this case there is no difference between one shift and the other as regards their health.

The employment of young adults on night shifts does occur, but as no separate statistics are maintained for this group, the extent of such employment is not known.

89. *Work of Women and Children in unregulated Factories.*—(i) *Use by local Governments of Section 2 (3) (b).*—Only one factory (the East Indian Railway's oil mill at Manauri) has been notified under this section. For many years past there has been no addition or alteration.

The Manauri factory employs 354 persons, of whom 191 are women and 4 children. They are both employed on the cleaning of oil seeds. The conditions of work are among the best in the province. The factory maintains a hospital including a maternity section and gives maternity benefits.

(ii) *Advisability of extended application.*—This Government have not considered this question and are unable to formulate their views thereon. In this connection their views as to the desirability of regulating cottage industries may be seen (*vide* below).



## C.—Other Establishments.

92. *Need for Regulation.*—For this Government's view the remarks on (80) may be seen. They consider it impracticable to regulate the work of women and children, or even of men, in cottage industries.

*Statement showing the Number of Women and Children Employed in Regulated Factoris.*

—	1919.	1920.	1921.	1922.	1923.	1924.	1925.	1926.	1927.	1928.
(i) Total number of working factories.	215	218	218	245	240	257	276	319	332	338
(ii) Total factory labour ..	66,906	69,947	69,172	72,545	73,906	77,202	78,942	85,517	88,319	86,531
(iii) Number of women ..	6,367	6,423	5,714	6,026	5,555*	5,446*	5,638*	6,645	6,567	6,343
(iii) (a) Average of (iii) for certain years.	6,138			6,033						
(iv) Percentage of (iii) to (ii) ..	9.54	9.18	8.26	8.31	7.52	7.06	7.14	7.77	7.44	7.33
(iv) (a) Average of (iv) for certain years.	8.81				7.88. But, as explained in note below, 8.94 has been taken as the average for this period.					
(v) Number of children ..	2,402	2,581	2,189	1,765	1,571	1,379	1,368	1,770	1,606	1,076
(v) (a) Average of (v) for certain years.	2,234				1,545					
(vi) Percentage of (v) to (ii) ..	3.59	3.69	3.16	2.43	2.13	1.78	2.36	2.07	1.82	1.24
(vi) (a) Average of (vi) for certain years.	3.21				1.88					

*Note.*—The big jump from 5,638 [column (iii)] in 1925 to 6,645 in 1926 is, to a large extent, unreal. The smaller tea factories had claimed that they were not factories under the 1922 Act. This claim was allowed in the beginning. When it was examined afresh, it was decided in 1926 to bring such factories under the 1922 Act. The number of women employed in such factories in 1926 and in 1927 was found to be about 800. Hence the figures under 1923, 1924 and 1925 should be raised by some such figure in order to get an idea of the number of women operatives in establishments of the class which are now registered as factories in each of those years. But as tea and ginning factories employ a larger proportion of women than other factories do, and as few ginning factories were brought under regulation by the 1922 Act, it will give a better idea of the effect of the 1922 Act on the extent of woman's employment if 800 is deducted from the figures for 1926, 1927 and 1928 and a percentage of women operatives then taken. If this be done the average percentages of women employees in factories (other than the newly regulated tea factories), works out at 8.81 and 6.94 for the periods 1919-1922 and 1923-1928 respectively.

A more accurate idea of the extent of the effect of the 1922 Act on women's employment could be given if it were possible to ascertain the percentage of women operatives to the total number of operatives in regulated ginning factories up to 1922 and the percentage of women operatives to the total number of operatives in ginning factories employing fifty or more persons in the period 1923-1928. The margin of error now left is the female labour in the ginning factories brought under regulation by the 1922 Act. Their number is small and hence this can be ignored.

## XII.—Wages.

96. *Prevailing Rates of Wages and Earnings.*—(i) *In factories.*—For the reasons stated in Chapter XVIII (paragraph 143) below, the information available to the Government on the subject of wages in registered factories has been very meagre. There has never been any comprehensive or scientific investigation made of the subject in this province, and the time allotted for the preparation of this memorandum did not permit the undertaking of a special enquiry. A careful examination of the available figures has shown that the information collected in the past about rates of wages can only be regarded as unreliable, and that there is hardly any information at all either about average earnings or the difference between money wages and the money value of all earnings in the case of industrial labour. This is particularly so in the case of skilled labour. Some figures are available to show rates for agricultural labour, and for unskilled labour which are fairly reliable and which illustrate the trend of wages in recent years. The chief inspector of factories usually makes some reference to wages in his annual report, and publishes therein a brief statement showing "average monthly wages" (for the whole province) of various classes of skilled and unskilled industrial labour. After considering the method by which these averages have been calculated, and testing certain items individually, the Government have decided that they contain so many possible sources of error that no conclusions of value could be based on them. The chief inspector of factories has not sufficient staff to verify in detail the information which he receives, although he satisfies himself as far as possible that the figures are *prima facie* reasonable. The designations of the various types of employment do not always have a uniform meaning. An engine-driver, for example, may be an employee of very different importance in a small factory in the country and in a big mill in Cawnpore. Hence the reported wages for certain classes of employees vary within wide limits. Allowances also have to be made for the seasonal character of certain industries. These

may pay higher rates of wages for the season during which they work than are paid by factories working all the year round. No information is available about the numbers of employees employed on various rates, and without this reliable average rates cannot be obtained, even for men on monthly rates of pay; while the piece wage system practised in the province is a complicated one from which it is difficult to arrive at piece-work earnings which would be generally accepted as correct. A statement is given at the end of the chapter showing the rates given by the chief inspector as average rates for the province for workshop coolies (unskilled) for the years from 1919 to 1928, and some comparable figures for 1913 and 1914. Even these are not reliable for all purposes, but they give some indication of the way in which wages have moved. Some figures relating to prices are given in Statement III. More detailed information about wages will no doubt be given in the evidence of employers' associations and of trade unions.

*In Cottage Industries.*—Wages and earnings of cottage workers vary from centre to centre and industry to industry. Provincial averages are not available. A few specific examples can be quoted. At Benares the average daily earnings of a skilled worker vary from 8 annas to Rs. 2, according to his capacity, the industry in which he is engaged, its prosperity and the season. At Agra, skilled workmen engaged in the boot and shoe industry earn from Re. 1 to Re. 1-8 annas per day. In the carpet industry these wages vary from Re. 1 to 12 annas for boys. The general level of wages for cottage weavers has not been ascertained. But special enquiries made gave variations of from 8 annas for silk weavers in the towns to 4 annas and 5 annas in the villages.

*In the Tea Industry.*—In the tea plantations of Dehra Dun the average monthly earnings of a man are about Rs. 12-8 annas per mensem. The daily wage is proportionately a little higher. Men get about 8 annas, women 4 to 6 annas and boys and girls 3 to 5 annas.

It should, however, be noted that labour on the plantations is in many ways akin to agricultural labour, and that wages are, therefore, similar to those for agricultural work, and, further, such workmen get many concessions by way of fuel, grazing, medical treatment and even housing accommodation. The monetary value of these has not been taken into calculation in the cash wages stated above.

*On Sugar Cane Farms.*—The rates of wages paid by sugar cane farms and the sugar mills of the Gorakhpur district naturally reflect the average local level for general unskilled and agricultural labour, which in that district was found to be among the lowest in the province.

*In the Public Works Department.*—The following figures have been supplied by the Public Works Department and furnish useful information about the daily rates prevailing in 1914, 1920 and 1929:—

Class of workman.	1914.			1920.			1929.		
	Rs.	a.	p.	Rs.	a.	p.	Rs.	a.	p.
Mason .. ..	0	8	0	1	0	0	1	2	6
Carpenter .. ..	0	8	6	1	1	0	1	5	3
Blacksmith .. ..	0	9	6	1	3	0	1	5	3
Painter .. ..	0	10	0	1	4	0	1	2	6
Bhisti .. ..	0	5	0	0	10	0	0	12	0
Beldar .. ..	0	3	9	0	7	6	0	8	3
Coolie .. ..	0	2	9	0	5	6	0	6	3
Hammerman .. ..	0	8	3	1	0	0	0	12	0
Thatcher .. ..	0	5	6	0	11	0	0	15	0

The Irrigation Department has reported similar rates.

97. *Movements in recent Years.*—Broadly speaking, there were three critical periods in recent years during which wages rose. During the latter part of the war, prices began to rise and wages, though always lagging behind, tended to follow suit. Following upon the failure of the rains in 1918 and the havoc wrought by the influenza epidemic of 1918-19 (which took a toll of 2·8 million lives in this province) wages rose sharply. The two or three years after the termination of the war saw an industrial boom, which pushed wages up at a time when the boom itself was subsiding. Since 1922-23 the general wage-level has been comparatively stationary with a slight tendency to decline. The best real index is furnished by the common workshop coolie's wage. This reached its zenith in 1921-22 and has been very slowly declining. Though the working period in regulated factories was reduced to 60 hours per week by the 1922 Act, the restriction, broadly speaking, only affected the earnings of piece-work earners, especially weavers. The other classes mostly managed to hold the position which they had already won for themselves.

In the case of cottage industries it is difficult to give figures to define or describe the recent changes in the wage-levels. As cottage industries are largely rural and as in their case movements of agricultural wages exercise a direct and immediate influence, an indication can be obtained from the changes in the wages for unskilled and skilled rural labour (e.g., carpenters and blacksmiths). Between 1916 and 1928 wages for unskilled rural labour rose by 50 per cent., those for agricultural labour rose by 60 per cent., and the wages of carpenters and blacksmiths rose by 80 per cent and 70 per cent. respectively. It is noteworthy that the wages of the coolies employed at the railway goods sheds rose by 48 per cent. between 1916 and 1928; this gives a fair indication of the rise in the unskilled factory labourer's wage. The figures for the following districts (arranged in order of importance as judged by the number of factories) are of some importance as they give an indication of the extent of the rise in the wages for skilled and unskilled labour in the factory and cottage industries of those districts:—

District.	Comparison of rates of wages in 1916 and 1928, showing the increase as percentage of the 1916 wages.		
	For general unskilled labour (rural).	For rural skilled labour.	
		Carpenters.	Blacksmiths.
(i) Cawnpore .. .. .	64	143	124
(ii) Aligarh .. .. .	67	121	71
(iii) Agra .. .. .	54	121	50
(iv) Saharanpur .. .. .	33	78	78
(v) Allahabad .. .. .	90	140	100
(vi) Lucknow .. .. .	60	71	60
(vii) Gorakhpur .. .. .	29	48	19
(viii) Dehra Dun .. .. .	78	33	33
(ix) Benares .. .. .	55	135	108
(x) Bareilly .. .. .	45	54	—
(xi) Moradabad .. .. .	50	77	82

(For the factors affecting the variation in the rise between different districts the 1928 census of rural wages should be consulted.)

98. *Amounts sent to Villages.*—No accurate information on this subject is available. The census reports furnish some figures, especially for those districts from which emigration of labour on a considerable scale takes place. But these figures include ordinary trade remittances, and even though such remittances are not believed to form a large proportion of the total, the figures do not give a precise idea of the savings sent home by emigrant labourers.

A special enquiry in the case of an important cotton mill at Cawnpore in which wages are paid fortnightly has, however, yielded a little information. During a particular fortnight 3·8 per cent. of the wages received by workmen was remitted by money orders through the post office attached to that mill (viz., Rs. 700 out of Rs. 18,500). The proportion of remittances by employees other than workmen and by outsiders was not, however, known. It is also very probable that some money was sent home by workmen through friends and relatives and through other post offices. These figures, therefore, give little idea of the real proportion of wages sent home. Estimates have been prepared of the average savings sent home by workers on the tea plantations of Dehra Dun. As these have not yet been carefully scrutinized they have not been incorporated in this report.

99. *Payment in Kind and Allied Problems.*—In the regulated factories, payment in kind is almost unknown. In cottage industries it is believed to be exceptional. In 1924 a special inquiry was made and the chief inspector of factories reported that in only three out of the 257 factories working in that year could he ascertain the prevalence of the system of part-payment of wages in kind. Two of these three had reported to him that the acceptance of wages in kind was voluntary.

The practice of compelling a workman to accept a portion of the material damaged by him in the course of manufacture at cost price, or sometimes at market rates, is an allied but different question.

At the last rural wage census (1928) it was found that even for purely agricultural labour payment in kind was being gradually replaced by cash wages.

101. *Method of fixing Wages*—(i) *By negotiated agreements*.—This method is practically unknown. In some factories the workman has to sign a printed document with a counterfoil containing the rules and conditions of work, but so far as can be ascertained, it does not specify the rate of wage mutually agreed upon.

(ii) *By other means*.—There are no labour employment agencies or exchanges. Most workmen are engaged at the factory gate or brought in by friends and relatives among the workmen, or by jobbers or supervisors who fix the wage to be expected by the recruit. The agreements are almost invariably verbal and no written evidence is maintained to prove the wage thus agreed upon. Changes of wages are usually regulated by the schedules maintained by the management. It is noteworthy that disputes about rates or about wages due are almost unknown.

103. *Extent of Standardization*.—Little information is available about the rates for various classes of work paid by various factories. Broadly speaking, the system on which wages are regulated lacks standardization. Wages vary not only according to the individual workman's skill, industry and experience, but also from concern to concern and industry to industry. Such standardization as exists is, generally speaking, confined to (1) the wages of unskilled and semi-skilled labourers and of some forms of skilled labour, (2) the schedules current in a particular concern for piece wage earners (e.g., weavers, spinners), and (3) the minimum wage which many factories offer for each class of work.

*Note*.—This minimum wage is different from that referred to in paragraph 105; the latter is based on the cost of subsistence in tolerable comfort.

104. *Effect of Wage Changes on Labour Supply*.—Within certain limits wage changes do not appreciably affect labour supply. Unskilled and semi-skilled labour can be had in plenty; a slight reduction does not, therefore, affect the supply to the same extent as in theory it might do. Secondly, for various reasons, labour is not as mobile as it is in other countries. Intelligence about employment available elsewhere is disorganized and meagre. In certain industries (e.g., paper-making) the number of units is small and, therefore, migration to or from one unit when wages are reduced or increased in another is not an easy matter. Lastly, there is a certain amount of floating labour which enables the employer to reduce wages without seriously affecting labour supply. This has actually happened twice in the case of the paper mills at Lucknow.

Beyond certain limits, however, wage changes are bound to affect labour supply, but owing to various reasons the adjustment between wage changes and labour supply is less direct than in many other countries.

105. *Minimum Wages*.—This Government's views were recently communicated to the Government of India on this subject. For various reasons they considered it impracticable and inadvisable to establish and maintain minimum wages by legislation, especially in unorganized and cottage industries.

106. *Deductions*—(i) *Extent of fining*.—No systematic information on this subject from year to year is available. In response to an enquiry from the Government of India in 1926, some information was collected. The chief inspector of factories found that the practice of imposing fines for various reasons was prevalent in a large proportion of the regulated factories. Fines could be classified as (i) disciplinary and (2) compensatory. For persistent default the usual penalty was dismissal. A variant of the cash fine was the system prevalent in many weaving mills whereby the workman had to buy the whole or a portion of the cloth damaged by him. To such fine, however, there was a maximum limit. The chief inspector also found that this system of fine was more popular than cash fines. A few of the facts then ascertained are given below; no further information is available.

In 1924 the chief inspector of factories had found that the number of factories in which fines had been imposed did not exceed 58 per cent.; the proportions in the succeeding years are not known. In response to the enquiry made in 1926, the Bengal and North-Western Railway reported that in their workshops at Gorakhpur, the aggregate amount of fines imposed during a period of six months amounted to a little under 0.05 per cent. of the total wage bill (viz., Rs. 209 out of Rs. 3,52,000). A cotton-ginning and pressing factory reported that in that factory the annual aggregate rarely exceeded Rs. 7. An important cotton mill at Cawnpore, reported that few fines were imposed for disobedience or indiscipline and that their aggregate did not exceed a few rupees a year. It added that the maximum fine imposed on an individual worker during a fortnight did not exceed 3 annas, and that the quantity of cloth which workmen had to buy compulsorily on account of damage in the process of manufacture did not exceed 0.003 per cent. of the total out-turn of the weaving sheds. An important cotton mill replied that in its spinning department the fine rarely exceeded one day's pay for a serious breach of the rules, and that for very bad work the fine was 2 to 4 annas. Another big cotton mill reported that it had a regular system for fines, viz. (1) 4 annas to Re. 1 for disobedience, spitting on the

walls and uncleanness, (2) 4 annas to Rs. 5 for damage and breakage. In that mill the number of weavers who had to buy damaged cloth was reported to be 1 per cent. and the value of cloth so bought to average 10 per cent. of the wage. In another mill the number of weavers so fined was reported to be about 20 to 25 per cent. and the average value of the cloth bought under such compulsion about 5 to 6 per cent. of the workmen's wage. The position as summed up by the Upper India Chamber of Commerce in respect of the interests represented by it was as follows:— (i) The maximum number of workmen fined in any period did not exceed 3 per cent; (ii) compensatory deductions did not perhaps exceed 0.25 per cent. of the wages earned.

In a glass factory, fines amounted to 0.2 per cent. of the wage bill. On the railways there is a regular system for fines.

(ii) *Other Deductions.*—Apart from the compensatory fines discussed above, no other deductions are known to be in force. Subscriptions to clubs, dispensaries, etc., are voluntary, but outside the few settlements that exist there are few clubs of workmen in existence.

(iii) *Utilisation of Fines.*—Some concerns utilize the receipts from fines for welfare work or for granting a bonus, but in a majority of them the fines are kept by the employers. Detailed information in respect of all concerns is not available but a few illustrations can be given. The East Indian and the Bengal and North-Western Railways and the British India Corporation utilize them for general welfare work. A glass factory utilizes them towards the maintenance of a dispensary. A cotton mill at Cawnpore sets apart 20 per cent. for the medical treatment of the workmen and 80 per cent. for the bonus fund.

(iv) *Desirability of Legislation.*—On this subject this Government consulted the various interests involved and also a few administrative officers. The opinions received were found to be divided along the usual lines. The enquiries made by the Government satisfied them that while the practice of fining workmen was general, there was no indication that it was abused, except perhaps by some of the smaller manufacturers whose employees were not villagers. Further, most of the larger firms were found to employ fines for the benefit of the operatives themselves in various ways. This Government's view was that there was no reason for recommending that the employer should be legally debarred from fining undisciplined, defaulting or destructive workers and they informed the Government of India accordingly. During the two years that have since elapsed, no reasons have come to this Government's notice for revising their opinion and recommendation.

107. *Periods of Wage Payment.*—(i) *Periods for which wages paid.*—In response to a reference by the Government of India in 1924, the Chief Inspector of Factories made inquiries during the time at his disposal. He found that (1) about 43 per cent. of the factories paid all their employees monthly, (2) about 30 per cent. of the factories paid all their employees fortnightly (3) no factory paid all its employees weekly (4) about 54 per cent. of the factories had several distinct classes of labourers some of whom were paid monthly, some weekly, some fortnightly and some daily, (5) in some cotton mills the office staff was paid monthly, operatives fortnightly, and a few casual labourers daily. Statement II at the end of this chapter sets forth in greater details the results of his enquiries.

As regards cottage industries the piece-wage is generally paid on the completion of the work. Where wages are paid by time, the usual wage-period is a fortnight. In the tea plantations of Dehra Dun and the sugarcane plantations of Gorakhpur, the usual wage-period is a month. On the railways also the usual practice in the case of men in receipt of wages calculated monthly is to pay wages monthly.

(ii) *Periods elapsing before Payment.*—The last column of the statement referred to above shows the normal period after which wages are paid and the considerable diversity that prevails. Speaking broadly monthly wages in the larger establishments are paid within 10 to 15 days, and fortnightly wages within 10 days. In the smaller establishments the period does not generally exceed three days. Weekly and daily wages are in a majority of cases paid soon after they become due, the practice being fairly similar in the larger and the smaller concerns.

In the case of cottage industries it is more difficult to generalize as the diversity of practice is greater. The worker often receives some payment in advance, and the balance on completion of the job. Sometimes further advances are made while the work is still in progress. In some cases such advances take the form of interest-bearing loans, the account being continued over a long period. On the tea plantations of Dehra Dun the usual period elapsing before payment is ten days, but on the sugar cane plantations of Gorakhpur the normal practice is to pay the wage soon after it is earned.

(iii) *Desirability of Legislation.*—(a) *To regulate periods.*—This question was considered in 1925. After considering the opinions received this Government's

conclusion was that the weekly period of payment was not wanted, and that there was no other valid reason for interfering with the freedom of contract between the employer and the employee to give and receive wages at such periods as they choose or approve. They see no reason to modify the view then expressed.

(b) *To prevent delay in Payment.*—On this question too, the views of this Government were communicated to the Government of India in 1927. Public opinion as then ascertained was found to be fairly evenly balanced, but the demand for statutory regulation was found to be insignificant. Government thought the difficulty and expense of enforcing the law through the agency of a paid inspectorate would be unduly great and advised the Government of India that the proposed legislation should not be proceeded with.

(iv) *Treatment of Unclaimed Wages.*—As in the case of the utilization of fines, there is great diversity of practice in the treatment of unclaimed wages. Broadly speaking, unclaimed wages are treated as lapsed after a fixed period. This period is not uniform. The period of limitation under the general civil law is three years, but it is not known how far the practice in individual concerns accords with the civil law. On the railway and in the paper mill at Lucknow claims made within three years are admitted.

The method of disposal varies. In a great majority of cases unclaimed wages lapse to the employer and are absorbed in the general revenues of the concern. Cases are however known in which they are utilized for other purposes. Thus, the glass factory at Balawali is believed to credit them to the dispensary and clothing funds. Detailed information in respect of individual concerns is lacking.

In unorganized and cottage industries and on the plantations, the treatment of unclaimed wages is believed to be similar, but accurate information is not available.

108. *Indebtedness.*—This question has not been systematically investigated. It is believed that indebtedness is very common among factory operatives and artisans. In the case of labour employed on the plantations the problem is similar to that in the case of agriculturists and agricultural labour.

No enquiry has been made into the causes of indebtedness. A large proportion of it is due to expenditure on the acquisition or possession of land, including the incidental litigation. Social ceremonies on the occasion of marriages, births and deaths in the family involve expenditure on a scale altogether beyond the working man's means. Sickness is a frequent cause leading to indebtedness. The average labourer's mentality is such that indebtedness tends to be chronic, and to be regarded as in the nature of things. One big employer once said that the average factory operative had an innate capacity for getting into debt and remaining in it.

The moneylenders or creditors may be grouped into four classes: (a) the employer who makes a loan or a payment of wages in advance, the distinction between wages paid in advance and loans being often blurred (b) the common moneylender, sardar or chaudhri, (c) the Pathan moneylender, and (d) co-operative societies. In organized industry it is rare to come across cases of money lending or of advances by employers. But in unorganized and cottage industries it is very common—so common as to be one of the characteristic features of the system on which cottage industries employing hired labour are carried on. If wages are paid in advance, interest is sometimes charged. It is almost invariably charged on loans. The general rate of interest for such loans and advances varies between 12 and 24 per cent. per annum. On the plantations loans are very rarely made by employers, but wages are sometimes paid in advance. Factory operatives have usually to rely on the common moneylender including the pawnbroker and the sardar or chaudhri for accommodation. The workman in cottage industries as a rule also seeks and obtains such accommodation as he needs from the moneylender and pawnbroker. The rate of interest charged varies with the nature of the security (personal and collateral) and the personal relations between the parties. But, it rarely goes below 24 per cent. per annum. The usual upper limit is 75 per cent. The Pathan moneylender charges very high rates, usually 150 per cent. but in some cases even 300 per cent. His assistance is however rarely sought except when accommodation is desired for very short periods, or by industrial workmen with very little credit elsewhere. This class of moneylender is, broadly speaking, to be found only in the large towns and the villages in their neighbourhood. A few co-operative societies have been formed at Cawnpore and on the tea plantations. The wage-earning artisans engaged in village and cottage and other unorganized industries are often also agriculturists and therefore sometimes members of such agriculturists' co-operative credit societies as are available in or near their village or town. But, there are no societies for wage-earning cottage artisans as such, though there is a fair number of societies for village and cottage industrialists. Owing to the unstable character of factory labour, lack of homogeneity and the absence of permanent assets to serve as security the formation and working of credit societies for the benefit of factory labourers present

unusually difficult problems. Such co-operative societies as exist can fairly claim to have reduced indebtedness to some extent. But their number and their membership being both small, the co-operative movement can hardly be said to have touched the fringe of the problem of indebtedness among industrial and plantation labourers.

109. *Bonus and profit-sharing schemes.—Nature and effect of schemes which are or have been in operation.*—Bonus schemes are in force in several concerns. The bonus is paid for a variety of reasons including regular attendance and economical utilization of material. So far as can be ascertained annual bonus schemes are now in force in only two of the Cawnpore concerns though about half a dozen are known to have given a bonus at some period or other. A few concerns have paid an annual bonus for several years past. The annual bonus is in some respects similar to a profit-sharing scheme. It is paid out of the profits (if any) for the year and takes the form of a percentage of the total wages earned by a workman during the year. It is rarely given if no profits have been made or if profits are small. Details vary and full information is not available but a few illustrations based on information specially collected might be given. One of the cotton mills at Cawnpore pays a bonus of Rs. 2-8 annas for regular continuous attendance and of Re. 1 for attendance on all days except one. A leather-working factory gives credit in the form of a bonus for economical cutting. A sugar factory in Gorakhpur district pays bonus on a fixed sliding scale varying with the profits made, and another sugar factory and a paper mill give one on a fixed scale in years when a minimum of profit is made.

The successful working of a profit-sharing scheme pre-supposes the realization by the workmen of an identity between the various interests engaged in the concern and a conscientious effort on their part to do their best for its maximum success. The employer of labour does not feel that labour conditions in the province are such as to justify a hope that this high co-operative ideal will be realized in a substantial measure in practice. Hence, so far as can be ascertained, such schemes have not been tried and there is none in operation.

In unorganized and cottage industries and on the tea and sugar cane plantations no bonus or profit-sharing scheme is believed to be in operation.

In this connection might be mentioned the system of contributory provident funds prevalent in a few concerns, usually for the permanent staff. The railways have this system for their supervising staff though not for the lowest ranks of the labour force. One sugar factory gives its permanent employees similar benefits.

The effects of bonus schemes vary according to their character. Bonus paid for regular and continuous attendance and for economical utilization of material should lead to fairly direct and immediate results. But the annual bonus scheme is not popular with the average employer, as discontent and even trouble arise if for some reason the bonus is not paid. Opinion is divided as to whether the existence of such a scheme ensures stability of labour and conscientious work and thus helps to increase the profits and, if so, to what extent. Like a profit-sharing scheme it benefits a worker not as an individual but as a member of a large group and thus lacks the effectiveness of a direct appeal to individual self-interest. On the other hand it has been claimed that it has led both to a larger measure of stability and to good work. This Government have not so far undertaken an inquiry into this question.

110. *Annual leave.*—There is great diversity of practice in this respect. Hence, the following remarks should be treated as illustrative rather than as a general summary of the practice in the various concerns.

The railways usually give to their monthly paid staff both "casual" leave and some "privilege" leave. On the East Indian railway the introduction of a system of casual leave to workmen up to 15 days has been reported. In the factories the privilege of leave on full or part salary is normally confined to the monthly paid staff (including in some cases workmen). The period varies, but two weeks is not unusual. Piece-workers rarely get it if at all. The conditions which are imposed in some concerns on the privilege of leave on full or part salary to workmen (even where such privileges is allowed) often reduce its value considerably. To give an illustration, one factory gives ten days' leave with pay if the workman has put in uninterrupted service for one year; the number of workmen who satisfy this condition is a negligible fraction.

Leave without pay is generally allowed for varying periods. If it is wanted in connection with "social events" (e.g., marriage, sickness or death in the family or among relations) the period normally does not exceed 15 days. If the workman himself falls ill leave of absence is usually allowed, but in such cases no period is fixed.

In unorganized and cottage industries and on the plantations the practice varies. Holidays on full pay are not unknown but leave on full pay is seldom granted. As a general rule holidays on full pay are allowed on the plantations, but even there leave on full pay is not known or believed to be prevalent. Many plantations, however, give neither leave nor holidays on full or part pay. The piece-wage earner in cottage industries does not get leave or holidays on full or part salary.

(i) A considerable proportion of workmen take leave for varying periods for agricultural work, "social events," or sickness. In a certain mill it was ascertained that during a particular year, 986 men took leave to return to their villages. The normal labour force employed in that mill being a little over 2,100 the proportion of men who went on leave to the men employed was found to be nearly 47 per cent. But as the turnover of labour is not known, it is not possible to base on this a calculation of the proportion of men taking leave to the total number of individual workers employed. The peculiar circumstances of this mill give it a high proportion of stable labour. Hence it is reasonable to infer that in the case of other similar concerns the extent to which workmen go away on leave is even larger. Precise information in respect of individual concerns is not available.

(ii) The extent to which unauthorized absence is countenanced depends normally on the circumstances of each case. If a skilled worker with a reputation for regular attendance and good work absents himself he is rarely discharged unless business is very slack. But bad or indifferent workers and men who have proved to be troublesome are frequently dismissed if they are absent without authority. The character of the season, the general briskness or slackness of business and the availability of satisfactory substitutes are other important considerations affecting the employer's decision.

Leave is, generally speaking, not assisted. The railways assist their monthly paid workers by granting free passes on the home railways for journeys home. No other instance of assistance given by employers is known to this Government.

## STATEMENT I.

*Workshop coolie's average monthly wage in rupees for the whole province for the ten years 1919 to 1928, from information supplied to the Chief Inspector of Factories, and as published by him.*

Class of labour.	1919.	1920.	1921.	1922.	1923.	1924.	1925.	1926.	1927.	1928.
Coolie (workshop) ..	13	16	17	17	16	16	15	14	14	14

For the years 1913 and 1914 the following rates are given :—

	1913.	1914.
	Rs.	Rs.
Coolie or porter (male) .. ..	9	9

## STATEMENT II.

*Periods of wage-payment in the main industries of Cawnpore.*

	Period of payment.	Number of days normally elapsing before payment.
<b>A.—Cotton-spinning and weaving mills—</b>		
(1) Atherton West Mills .. ..	Fortnightly ..	10
(2) Muir Mills .. ..	Twice a month ..	10
(3) Elgin Mills .. ..	Fortnightly ..	6 to 12
(4) Cawnpore Cotton Mills .. ..	Ditto ..	15 to 18
(5) New Victoria Mills .. ..	Ditto ..	10
(6) Swadeshi Cotton Mills .. ..	Monthly ..	3 to 15
(7) Juggilal Kamalapat .. ..	Twice a month ..	10
(8) Cawnpore Textiles .. ..	Monthly ..	4 to 10
(9) Woollen Mills .. ..	Fortnightly ..	14
<b>B.—Cotton ginning and pressing factories—</b>		
(1) Juggilal Kamalapat .. ..	{ Gin workers, daily } { Others, monthly }	15
(2) Forbes .. ..		1
(3) Sriram Mahadeo .. ..		10 to 15



STATEMENT II.—*contd.**Periods of wage-payments in the main industries of Cawnpore.*

	Period of Payment.	Number of days normally elapsing before payment.
C.—Engineering— (1) Empire Engineering Company ..	Twice a month ..	10 (pay days, 10th and 25th).
D.—Brickworks— (1) Ford and Macdonald .. ..	Weekly and fortnightly.	1
E.—Flour mills— (1) Ganges Flour Mills .. ..	Monthly ..	C. 15
(2) Cawnpore Flour Mills .. ..	Ditto ..	15
F.—Printing presses— (1) Job Press .. ..	Monthly ..	15
(2) Star Press .. ..	Twice a month ..	15
G.—Sugar mills— (1) Cawnpore Sugar Mills .. ..	Monthly ..	15'
H.—Tanneries— (1) Cooper Allen's .. ..	Twice a month ..	15
(2) Halim Boot Factory .. ..	Monthly ..	15
I.—Tramways— (1) Tram-shed .. ..	Monthly ..	15
J.—Municipality .. ..	Monthly ..	15
K.—Government factories— Government Harness and Saddlery Factory.	Monthly .. ..	7 to 10

## STATEMENT III.

*Showing the prices of the main foodstuffs (expressed in terms of seers per rupee).*

Year.	Wheat.				Common rice.				Dal (arhar).			
	Jan.	Apr.	July.	Oct.	Jan.	Apr.	July.	Oct.	Jan.	Apr.	July.	Oct.
1918 .. ..	8.31	8.47	8.73	5.61	—	—	—	—	—	—	—	—
1919 .. ..	—	6.33	5.65	5.30	—	—	—	—	—	—	—	—
1920 .. ..	5.44	6.43	6.86	6.51	—	—	—	—	—	—	—	—
1921 .. ..	5.24	6.8	5.89	—	*—	9.0	4.81	4.49	*—	7.0	*—	*—
1922 .. ..	—	4.57	5.14	4.62	*—	5.10	4.13	*—	5.13	*—	*—	*—
1923 .. ..	8.2	8.1	8.2	8.6	6.3	5.13	5.9	5.11	7.10	8.2	8.6	8.0
1924 .. ..	8.11	9.6	8.12	7.14	6.7	5.10	5.11	5.4	7.15	7.13	8.6	7.11
1925 .. ..	7.11	6.12	7.4	6.15	5.13	5.4	5.4	5.9	7.14	7.12	8.3	7.2
1926 .. ..	5.14	6.14	6.11	6.13	5.9	5.6	5.1	5.0	5.12	6.6	5.5	5.1
1927 .. ..	7.1	7.6	7.12	8.0	6.2	5.8	5.4	5.11	5.4	4.6	4.12	5.0
1928 .. ..	8.8	8.3	7.6	6.6	5.12	5.14	5.8	5.7	5.0	5.0	5.13	5.8
1929 .. ..	5.12	6.15	8.0	—	5.4	5.8	5.8	—	5.2	5.5	5.13	—

\* Not available.

Note.—Where decimals are not used, seers and chhataks have been shown—sixteen chhataks = one seer.

## XIII.—Industrial Efficiency of Workers.

112-116. *Recent comparative change in efficiency of Indian workers, and other allied problems.*—There is a certain body of opinion which holds that the Indian workman's efficiency has been steadily rising. The quality of goods made in some textile mills would have been generally considered an impossibility a couple of decades back. In the chapter on "hours" reference has been made to the Chief Inspector of Factories' impression about the opinion of employers in general about the extent to which production has been curtailed as a result of the restriction or the reduction of the daily and weekly working periods in regulated factories. But the problem is both complicated and controversial. This Government have little

information on which to base their conclusions. The Raven Committee's report on the reorganization of the State Railways workshops gives certain useful data, but this Government have not examined them. Hence they do not find it possible to give an opinion on the matters mentioned under headings 95 to 99.

#### XIV.—Trade Combinations.

117. (i) Employers' associations may be registered under the Indian Companies Act by the Registrar of Joint Stock Companies to whom they then have to submit an annual statement about their financial condition: Though the province has fifteen registered trade associations, only three include among their members any large proportion of employers of labour; the rest are predominantly commercial bodies.

The Upper India Chamber of Commerce, Cawnpore, had a membership of sixty-six in 1928, representing not only the commercial but also the leading industrial interests of the province. While it has some Indian members it is predominantly European. Some Government servants, e.g., the Directors of Industries and Agriculture, are made affiliated members as a compliment. It is affiliated to the Associated Chambers of Commerce of India and Ceylon.

The United Provinces Chamber of Commerce, Cawnpore, represents Indian commercial and industrial interests. It has a total membership of one hundred and twenty-six (ninety-seven being local). Some members are also members of the Upper India Chamber of Commerce. It is affiliated to the Associated Indian Chambers of Commerce.

The Indian Sugar Producers' Association, Limited, Cawnpore, is an all-India institution with its office at Cawnpore. It was formed with the object of furthering the interests of the sugar trade and industry.

The Chambers of Commerce at Ghaziabad, Hapur, and Chandausi include a few proprietors of cotton-ginning and pressing factories. The Benares Industrial and Trade Association includes a few employers of labour, but the interests represented by them are, in the main, those of employers (who are semi-middlemen) in cottage factories. Agra, Hathras, Gorakhpur, and Etawah, though industrially of fair importance, have no local chambers.

On the whole, employers cannot be said to be at all completely organized, the only exceptions being the members of the two Cawnpore Chambers and of the Sugar Producers' Association.

(ii) The associations of employees are not all registered. Some of them are in essence "strike committees," and when there is no strike or lock-out they remain in a state of suspended animation.

The province has only five associations registered by the Registrar of Trade Unions under the Trade Unions Act, 1926. Three of these are associations of railway employees, one an association of employers of printing presses and the fifth one of employees of many of the Cawnpore industries. The last two are purely local, but the railway employees' associations include members residing outside their head-quarter towns, though they are naturally confined to the railway concerned. The East Indian Railway, which is the most important railway system in the province, has two unions covering two of the three divisions of the line in this province. The Press Employees' Union, Allahabad, embraces the entire local printing industry. The Cawnpore *masdoor sabha* is open to any employee in any of the various industries carried on there to which the Workmen's Compensation Act applies. The compact and closely knit unions confined to individual concerns or even the important sections thereof, which are a striking feature of the trade union movement in western countries, are not found here. The five unions are more like federations than unions in the strict sense. Their resources are slender and their membership comparatively small. They are thus hardly capable of undertaking united action.

Besides these five registered unions, there are a few important but unregistered associations, e.g., the Postal Employees' Union, Lucknow, the Harness and Saddlery Factory Employees' Union, Cawnpore.

Jhansi has an important union of railwaymen, but it is a branch of the central union of the employees of the Great Indian Peninsula Railway at Bombay, and is not registered in the United Provinces.

For a great province of some industrial importance, the number of associations—registered and unregistered—is small. They are all of recent growth. The oldest is only about ten years old. Their inception was due to the economic unrest following

in the wake of the war. While prices had risen greatly, wages and salaries had lagged behind, with the result that there was severe economic distress. Considerable increases had to be made at this time in the salaries of the clerical and menial employees of the Government, and it was natural that industrial labour should combine in the attempt to improve its standards of remuneration. Cawnpore labour was the first to adopt some sort of organization; the railwaymen followed suit. Some of the associations born during the period of post-war travail, and especially during the non-co-operation days, when the province in common with the rest of India experienced a strike wave, have since become dead or moribund. Organized labour forms a very small proportion of the total. If railway employees be left out of consideration, the total membership is about 4,000, whereas the number of employees in factories (excluding railway factories) is a little under 70,000. Even in Cawnpore only about 10 per cent. of the labour is organized; outside Cawnpore organization is almost non-existent. With the exception of the Bengal and North-Western Railway system Indian labour is only nominally organized, as both the East Indian Railway unions are declining and one is even moribund.

But, broadly speaking, the realization by labour of its interest in combination is gradually growing, and with the progress of literacy and higher standards of intelligence and living a growth of trade unionism may be anticipated in the future. For the present, however, it is not an important factor in the industrial system of the province.

120. (a) The *Masdoor Sabha* (labourers' association), Cawnpore, came into existence in 1919. The economic unrest of the post-war period among employees was responsible for its formation. It planned a big strike with the object of securing higher wages, bonus and other concessions, and was, to some extent, successful in achieving these aims. The exact number of members cannot be ascertained; it is however in the neighbourhood of 3,000. Its income is about Rs. 1,500 per annum. The annual subscription is 8 annas for members earning up to Rs. 30 per mensem and Re. 1 for those earning more. It was registered under the Trade Unions Act in 1928. In effect, though not in form, it is a loose federation.

For leadership the *sabha* has still to rely on outside assistance. Its president and secretary are both public workers active in provincial politics. Labour as such has no representation in the provincial Legislative Council, but the president of the *Masdoor Sabha* represents a territorial constituency, and is thus in a position to ventilate labour grievances in the Council, and occasionally does so. Though the policy of both these office-bearers is stated to be the progressive association of genuine working men with the work of the *sabha*, it cannot yet be said that even a fair proportion of guidance and control is provided by labour itself.

The *sabha* maintains a dispensary in charge of a qualified medical graduate where medical treatment and medicines are both provided free. It also maintains a reading room and a periodical called *The Masdoor* (workman).

As regards the attitude of employers the Upper India Chamber has not yet recognized the *sabha*. Among the constituent members of the chamber the only concern which recognizes the *sabha* officially is the Elgin Mills. But even though other concerns do not officially recognize it, there is at times correspondence between them and the *sabha*. The policy pursued in this respect is, however, neither uniform nor consistent. On the whole, it would be correct to say that while it has obtained some foothold, it has yet to obtain full recognition. When labour questions are considered, the *sabha* is sometimes invited by Government to express its opinion or to send a representative to serve on special committees.

(b) The Bengal and North-Western Railwaymen's Association was formed in 1920 in connection with the great strike of that year. It was registered in 1928. Employees of any department of that railway are eligible as members. During the year 1928-29 its membership rose from 5,942 to 7,502. It claims that not one member left the union during that year. Annual income and expenditure are about Rs. 1,300 to Rs. 1,400. On March 31st, 1929, it had a closing balance of Rs. 1,400.

The association claims that it has succeeded in bringing about an all-round increase of wages and even annual increments in the case of some classes of employees, and in securing the concession of an extra carriage for the use of workmen going home east of Gorakhpur on Sundays and holidays.

The union is recognized by the Bengal and North-Western Railway authorities, and this fact to a very large extent explains its popularity with railwaymen. The union realizes the value of the "recognition," and is said to try as far as possible to avoid clashes with the railway authorities. Unlike the other two railway unions, the policy and management of this association are largely controlled by the members, even though the president and secretary are both outsiders.

(c) The East Indian Railway Employees Union, Lucknow. The exigencies of a strike led to the formation of this union in 1921. After the amalgamation of the Oudh and Rohilkhand Railway with the East Indian Railway in 1925, the union shifted its office to a centre nearer Calcutta in 1927, and was replaced by the present union. It was registered in 1928. It at first included traffic men, but its membership is now confined to the employees of the workshops. At the time of registration it had a membership of nearly 3,800, which has now gone down to about 3,000.

The position of this union seems to have greatly declined. Last year no member paid his subscription. The rule that membership ceases if the subscription is not paid has not been enforced. A "general" meeting to settle this point has not yet been held. The union has about Rs. 4,000 in cash deposited with the chairman. Both he and the secretary are politicians and not railwaymen.

The union is not recognized by the railway authorities, and this fact goes far to explain the members' lack of interest in the union.

(d) The East Indian Railway Union, Moradabad. This association was formed in 1926 and was the first union in the province to get itself registered (November, 1927). Originally it was a branch of the Oudh and Rohilkhand Railwaymen's Union at Lucknow, but in July, 1926, it set itself up as an independent union under the chairmanship of Maulvi Muhammad Yaqub, M.L.A. (vice-president of the Legislative Assembly). Including clerks and the traffic staff the membership is now about 1,500. During the year 1928-29 the union's income and expenditure were about Rs. 2,200, and the closing balance was only Rs. 134.

The fact that it had over 3,000 members at the beginning of the year 1928 is significant. The large drop in membership is attributed by the management of the union to the alleged unsympathetic attitude of the railway authorities and their alleged desire to encourage *saidamand panchayats* at the expense of the union. As in the case of the other East Indian Railway Union the railway authorities do not recognize this union.

Apart from the chairman and the paid secretary the office bearers are railwaymen. The management is in their hands.

(e) The Press Employees Union, Allahabad, was registered in 1929. Other information about it is not available.

(f) The Jhansi branch of the Great Indian Peninsula Railway Union registered at Bombay has a membership of 1,090, mostly employees of the local Great Indian Peninsula Railway workshops.

119. *Nature of activities*—(i) *Employers' associations*.—The Upper India Chamber of Commerce was the first association of the kind to be formed in the province. It was registered in 1894. It is an influential body representing in the main European industrial and commercial interests. The United Provinces Chamber of Commerce is also an important body representing Indian interests. Both chambers are represented in the provincial Legislative Council, the former by two members and the latter by one. Both are represented on numerous other bodies, and are freely and frequently consulted by the local Government and the Department of Industries on a variety of economic questions. Apart from the Indian Sugar Producers' Association, Limited, Cawnpore, there is no organization of employers in a particular industry.

The objects of both the chambers are similar—the safeguarding and promoting of the interests of their members and helping in the development of the trade, commerce and industry of the province. The establishment and maintenance of uniformity in the rules and usages of trade, arbitration in the case of disputes arising out of commercial transactions, and the collection, compilation and dissemination of statistical and other information relating to industry and commerce are also among their stated objects. In practice organized representation and advice to Government, railways and public bodies on matters like trade and transport restrictions, railway freights, supply of wagons, tariffs in India and abroad, protection of industries, labour legislation, etc., have claimed the greater part of their attention. As examples of constructive work attempted may be cited the scheme to provide housing accommodation for the industrial labour of Cawnpore and a proposal (which however ultimately miscarried) to set up machinery for the settlement of trade disputes.

The Indian Sugar Producers' Association is interested in the development of the sugar trade and industry, but not much is known about its actual activities.

(ii) *Employees' associations*.—The only association which has so far taken up work outside the limited field of fighting for increased wages and similar concessions is the *mandoor sabha*. Its activities have been mentioned in para. (120), on page 187.

118. *Effect on industry and on the condition of workers generally.*—Within the limits which they have fixed for themselves, the chambers have attained a large measure of success. Numerous common grievances have been removed and many rights, benefits and concessions have been secured for the common good of the members and the general benefit of trade. They have built up for themselves an influence which secures a prompt hearing and earnest efforts to meet the wishes of the commercial and industrial interests—individual and corporate—which they represent. Through their representatives in the Provincial Council, the municipal board of Cawnpore, the Board of Industries and Industrial Loan Commissioners, various railway advisory committees, and numerous other bodies they are in a position to make their voice heard and their weight and influence felt. Though the policies and outlooks of the two chambers are not always identical, they often converge in the same direction. Their services to industry have been numerous. As examples might be cited the specially favourable railway freights which Cawnpore enjoys, the part of which the chambers took in the agitation for the removal of the excise duty on cotton goods made in the country, and the action taken by them for the supply of railway wagons for the transport of coal and other materials.

The effect of the organization of labour on industry has not so far been very marked, but it is reasonable to hold that it has to some extent helped labour to secure better wages and conditions of work and better treatment at the hands of the supervising staff. When, however, it grows more mature and establishes more points of contact with employers than exist at present, there appears to be no reason why it should not prove useful in a constructive sense, not only to labour but also to industry.

121. *Trade Union Act, 1926.*—As stated elsewhere only five unions have so far accepted registration. There are a number of unions, including one or two of some importance, which still go unregistered. The benefits conferred by the Act do not appeal to unions of recent origin. The substantial immunity from civil suits and criminal prosecution now enjoyed by registered unions under the Act was already enjoyed in practice though not by law. Though strikes and other disputes have been fairly numerous, no legal action against a union or its leaders is known to have been taken in this province. The protection of union funds from civil action for damages is a legal benefit of little practical value to unions with petty funds. From the figures given a little earlier it will be seen that none of the existing unions had or have much to fear on this score. The great inducement to the acceptance of registration was and is "recognition" by the employers. Its value is apparent from the contrast between the increasing membership of the Bengal and North-Western Railwaymen's Association which has been recognized by the railway authorities and the decadence which has reduced one of the two registered but unrecognized East Indian railway unions to a moribund condition, and is apparently fast reducing the other to the same level. The Government of India had felt and agreed that registration would facilitate recognition. In this important direction the unions feel keen disappointment. It can safely be asserted that the failure on the part of employers to recognize registered unions is seriously affecting the utility of the Act, and tends to cause unionism to grow up along unhealthy lines.

(ii) The unions which have accepted registration do not feel much the better for it except perhaps that the *Mandoor Sabha*, Cawnpore, has been enabled thereby to secure a slender foothold from which it can fight for recognition by the chambers and by their constituent members. The Act is designed to benefit more mature unions than those which have so far been formed in this province.

On the other hand, the prescribed audit of the union accounts is bound, *ipso facto*, to prove beneficial. The Registrar of Trade Unions has not yet had sufficient time to judge the extent of such benefit.

(iii) The Government have not so far recommended any amendments.

#### XV.—Industrial Disputes.

123. Since 1921, the province has had a little under four dozen strikes. It is possible that minor disputes have remained unrecorded, but so far as can be ascertained from special inquiries made, no important one has been omitted.

As was to be expected, the upsetting of the general mental balance during the non-co-operation days (1920,-1921,-1922) caused considerable labour unrest. But as regards labour disputes, the unrest was essentially economic. The prices of all the necessities of life (particularly food, drink and clothing) had risen abnormally,

while following the well-known economic law wages had lagged seriously behind. On the other hand industry was prosperous. The succeeding years have been witnessing a steady amelioration of the conditions of labour, not only as regards wages, hours and treatment in general, but also as regards its organization. An account of the important disputes since 1921 has been given below as evidence for the conclusions drawn later on.

*Important disputes, 1921.*—In 1921, there was an important strike in the railway workshops at Lucknow. About 5,000 men went on strike for the increase of their wages. The strike lasted two months and twenty days. As almost the whole labour force came out, the train service was dislocated and had to be seriously curtailed. Excitement ran high. At Gorakhpur there was a strike affecting about 500 men of the boiler and machine shops of the Bengal and North-Western Railway workshops. It lasted only a day but police assistance was needed. The alleged reason was an assault by a European foreman.

1922.—While 1921 saw five strikes, the succeeding year saw as many as eleven. The most important one was the East Indian Railwaymen's strike in February, 1922. It started from Tundla, where a European engine-driver was alleged to have assaulted an Indian fireman, and spread all over the line. To the grievance about the personal assault were tacked on other grievances about salaries, etc. It lasted 46 days and was ultimately settled with the assistance of Mr. C. F. Andrews, in whom both parties to the dispute had confidence. The men employed in the Rohilkhand and Kumaun Railway workshops near Bareilly demanded 50 per cent. increase of pay and fifteen days' leave on full pay per year. About 900 men were involved. The strike lasted twenty days but was peaceful. In the settlement they got a 10 per cent. increase of wages. About 3,500 men of the Victoria Mills, Cawnpore, remained on a four week's strike. The alleged grievance was that the payment of wages was delayed. The strike was peaceful and the men returned to work unconditionally. The Muir Mills, Cawnpore, had a strike lasting five days and involving 3,000 men. The alleged ground was the dismissal of a weaver. The strike witnessed a few scenes of rowdyism; some mistries were assaulted by the strikers, who, however, had to return unconditionally. At Agra there was a six day's strike over the bonus issue involving about 1,500 men of the cotton mills. The men's grievance was largely redressed, though not to the extent demanded by them.

1923.—1923 saw eight strikes, only two of which deserve notice. Over 3,000 men of the Bengal and North-Western Railway workshops at Gorakhpur struck work, the ground being alleged assaults by European and Anglo-Indian foremen. The strike lasted three days. The police had to be called up to clear the workshops. The demands were substantially conceded. In October, the New Victoria Mills, Cawnpore, had a strike lasting five days and involving 3,500 men, over the issue of a bonus and higher wages, but the men returned unconditionally. In December they demanded some control over management. The mills were locked out. After forty-five days the men had to return unconditionally to work.

1924.—At Cawnpore there was considerable labour unrest and agitation during the first three months of 1924, which culminated in the riots at the time of the strike in the Cawnpore Cotton Mills. The police had to fire. After remaining out for nineteen days the men (nearly 2,800) returned unconditionally to work.

1925—Labour conditions in 1925 were more settled than in 1924. But two strikes were important, one in its results and the other intrinsically. About 800 employees of the paper mills at Lucknow—the only one in the province—went out on strike for an increase in their wages. Almost the whole labour force downed tools. But the mills dismissed the major portion of the men on strike and reinstated many of the dismissed men on reduced wages and found no great difficulty in securing substitutes—facts which proved that plenty of casual and out-of-employment labour was immediately available.

Gorakhpur, too, had a serious strike involving nearly 4,000 men and lasting seventeen days in the railway workshops of the Bengal and North-Western Railway. A reduction in staff on a scale not fancied by the men and complaint about assaults were the alleged causes. From the strikers' point of view the strike was a success, as all the men (including those brought under reduction) were reinstated.

1926.—In 1926 labour conditions were still better, the only noteworthy incident being a strike by the men employed in two of the cotton-spinning mills at Hathras for a month. The men's demand for a bonus was the cause. Eventually the demand was granted and the strikers went back.

1927.—The only industrial dispute of serious magnitude in Agra took place in 1927. About 3,000 men were involved. The cotton mills there were in financial trouble, and had to close down for a few days in October for the adjustment of

accounts. The mill hands suspected insolvency. Wages had not been paid for two months and arrears were naturally demanded. When these could not be paid at once the men went out on strike for over a month. A breach of the peace was apprehended, and armed guards were posted and other police arrangements were made. No serious trouble however occurred. The arrears were paid up, the mills closed down and the men returned home peacefully.

Hathras already had a strike in 1926. In 1927 there was another. It affected the same two mills and lasted eight days. The reason was an increase in the number of working hours. A settlement was amicably brought about.

Benares too had a strike in January, 1927. The men in all the departments of the cotton mill (about 900) downed tools demanding an increase of wages. The strike lasted only a day and work was resumed on the management promising an enquiry.

Another unimportant strike of about 500 men took place in the running sheds of the East Indian Railway, Lucknow, the ground being alleged harsh treatment by the foremen. Work was resumed the same day as a result of an amicable understanding. About three months later a serious strike lasting however only a few hours took place in the carriage and wagon workshops of the East Indian Railway at Lucknow. The alleged grievances were that a European foreman had kicked the dead body of a workman killed by a shunting accident, and that compensation was not paid in that and similar cases. The precise nature of the settlement is not known.

The most important strike in 1928, took place at Cawnpore towards the close of the year; it was really the culmination of a series of labour troubles at the Elgin Mills and the Cawnpore Textiles. Alleged petty assaults by the European staff of these cotton and hosiery mills under the management of a European firm and the unpopularity of the system of compelling workmen to buy a proportion of the cloth damaged in the process of manufacture were the causes. Trouble had already raised its head in March, but had come to an end with the management's promise to look into the complaints and to allow the mazdoor sabha (labour union) to represent the men. The men too promised not to go out on strike without notice. An alleged assault led to a strike in May in most of the departments; the rest were locked out. This strike lasted about three weeks and ultimately was settled with the help of the district authorities. The alleged assault became the subject of a regular complaint in a magisterial court, but the accused was discharged. The terms of settlement were the same as in March. Trouble, however, went on brewing and later on the alleged corruption on the part of mistries furnished an additional grievance. Short-lived, but sudden strikes took place in the cold weather and when one more took place in February, 1929, the management declared a lock-out. The mills remained closed for about a fortnight, and re-opened by departments. The men had to go back almost on the management's terms. This series of strikes was serious; in the case of the main mill, the situation was at one time even critical. But no collision actually occurred between the strikers and the police deputed to protect the mill property and to keep law and order in the vicinity. The strikers' attitude towards the police also changed when they saw that the superintendent of police was personally helping in the negotiations between the parties.

1929.—1929 has been comparatively quiet. The incidents of February at Cawnpore have already been narrated. About 650 men employed in the paper mills, Lucknow, struck work for a week, demanding the usual bonus and increased wages. The strike was, however, an ordinary affair and was amicably settled.

*Conclusions.*—A few conclusions about industrial disputes can safely be drawn from the above narration. Strikes and lock-outs have taken place, but both have been few and the latter very rare. The chief causes of disputes have been both economic (demand for increased wages, bonus, reduced hours of work, compensation for accidents, better leave and bonus rules, amelioration of the conditions of work, non-reduction of staff, reinstatement of reduced or discharged men, etc.), and non-economic (favouritism or victimization of particular men, alleged harsh treatment and assaults by foremen and officers who usually in the railways and in the important industrial concerns of Cawnpore are European or Anglo-Indian). As regards bonus, the title to it was often forfeited by a single day's absence. The practice in some cotton mills whereby workmen had (and have) to buy a portion of the goods damaged by them in the process of manufacture has always acted as an irritant. No dispute had, as its origin, a difference of opinion as regards the employers' liability to undertake measures for enabling labour to live a "better life" (e.g., sanitary housing, facilities for education and entertainments, medical treatment, provision of maternity benefits, creches, etc.). They were almost entirely confined to disputes over wages, bonus, certain simple privileges and complaints regarding favouritism, victimization, harsh

treatment and assaults. Every case involving an allegation of assault or severity on the part of a European or Anglo-Indian foreman or officer tended, and still tends, to take on a racial complexion and to make settlement *pro tanto* more difficult. The employers' refusal to recognize the claim of the leaders of a labour union to represent the men has—though rarely—been one of the causes leading to a strike or helping to prolong it. Strikes have been as common in the state workshops as elsewhere, perhaps even more so; such strikes have almost invariably taken an at least partly racial turn.

The actual upshot has varied; sometimes the men won their whole case, sometimes their return to work was on the employers' terms. Only in one case could the management dismiss a large number of the strikers without upsetting the programme or encountering any other serious difficulty. The existence of a good deal of casual labour and the lack of organization have handicapped the strikers. In a few cases the men had legitimate grievances and these were redressed. Labour still has to look to non-labour leaders for guidance and support. But the most important point that emerges is the generally peaceful character, and in the great majority of cases short duration, of the strikes. Though a breach of the peace was now and then apprehended, only one such breach did in fact occur.

(iv) No record is available assessing the real loss to industry and to the workers. As all the concerns affected by industrial disputes were not likely to remain fully occupied, an estimate of loss based on mere arithmetical calculations and leaving out an assessment of the extent to which the concerns could afford to remain closed for the whole or a part of the strike period, or the men utilized such time elsewhere, would only be of questionable value and has therefore not been attempted. On the other hand, a very rough estimate of the loss in wages (a rupee per day being taken as the average for all the men involved) has been given in the last column of the statement at the end of the chapter. But it is of little real value. It is doubtful if accurate and reliable information is available at all. When moving that the Trades Disputes Bill be taken into consideration, the Honourable Sir B. N. Mitra confined himself to the number of working days lost and wages relating to the Bombay mill strikes.

124. *Conciliation and Arbitration Machinery*—(i) *Results of previous investigations.*—In 1920 the Government of India invited the local governments' opinions on the advisability of introducing legislation on the lines of the Industrial Courts Act, 1919, to settle and to prevent industrial disputes. This Government consulted the two Chambers of Commerce, the Board of Industries and some public men. The opinion obtained was almost unanimous that labour was not properly organized and that therefore no useful purpose would be served by any legislation. The Upper India Chamber then approached this Government for steps being taken for the formation of a board to settle industrial disputes. Government referred the report of the Bengal Committee on Industrial Unrest to the Director and the Board of Industries for opinion. The Board in the main approved the report and thereupon Government formulated a scheme as below and communicated it to the Upper Indian Chamber:—

(a) The Chamber to recommend to its constituent members the proposal for joint works committees.

(b) A conciliation board to be tried at Cawnpore. Composition: twenty members (five from each of the two Chambers, and ten to represent the *masdoor sabha*). Disputes to be referred to a panel from the board (*viz.*, two members and a chairman) in case one or both parties approached the Director of Industries. Each party to select a member. In case the parties could not agree about the chairman, the Director to appoint one. But in public utility services the Director to have the power to appoint a panel *suo motu*.

The Chamber did not agree. Its contention was that the *masdoor sabha* was not truly representative of labour and that it was entitled to larger representation than the United Provinces Chamber. The Government offered to consider any scheme which the Chamber might put forward. But the Chamber gave up the proposal on the ground that the proper representation of labour could not be secured. Even as regards joint works committees, its view was that they had been tried and had failed. The entire question was dropped at this stage.

Nothing in this direction was attempted till in 1924 the Government of India addressed this Government on the desirability of legislation for settling labour disputes. This proposal eventually matured into the Trades Disputes Act, 1929.

(ii) *Part played by official or non-official conciliators in the settlement of disputes.*—Public-spirited, non-official gentlemen interested in labour questions are still few and far between. Official prestige is still great. It is therefore only natural that the part played by outsiders in the settlement of disputes has in many cases been



confined to official conciliators—usually the district magistrate or a member of his staff and now and then police officers. Thus the strike in the Agra United Mills (March, 1927) was settled on the very first day by the intervention of the *hotwal* of Agra (an officer of the Police Department in immediate charge of police work in the city). The strike (May, 1928) at the Elgin Mills, Cawnpore, was, after running for nearly three weeks, settled through the agency of the district magistrate. On his advice a conciliation board was set up *ad hoc* under his own chairmanship and settled the dispute. The part played by the Superintendent of Police, Cawnpore, in helping negotiations between the Elgin and the Cawnpore Textile Mills and the strikers, and the manner in which the strikers' attitude towards the police changed as a consequence of their realization of what he was doing for them have already been mentioned. The strike at the Clutterbuckganj Saw Mills was ended as a result of the District Magistrate of Bareilly's intervention. Instances can be multiplied, but these serve to show the prestige of officials and their capacity and willingness to intervene with good effect. Speaking broadly, however, their rôle has been confined to the maintenance of law and order.

Effective intervention by non-official gentlemen has been rare. The most noteworthy instance is the successful attempt of Sir A. Chaudhri and Mr. C. F. Andrews to bring about a settlement of the great East Indian Railway strike (1922). Mr. Andrews worked in this province and collaborated with the Agent in the investigation of the alleged grievances. He enjoyed the confidence of both the parties. When a riot took place and firing had to be resorted to by the police in connection with the serious strike at the Cawnpore Cotton Mills (1924), the president of the *masdoor sabha* was approached by the district magistrate and the mill authorities. But the magistrate reported that the president's efforts were of little avail and that the men were beyond his control. Again, in connection with the Elgin Mills strike (May, 1928), the leaders of the *masdoor sabha* (especially the president) assisted the District Magistrate of Cawnpore to bring about an amicable settlement.

(iii) *Use (if any) made of Employers' and Workmen's Disputes Act, 1860.*—So far as can be ascertained, this Act has never been used.

(iv) *Joint standing machinery for the regulation of relations between employers and workpeople.*—At this Government's suggestion, some of the constituent members of the Upper India Chamber of Commerce gave a trial to joint works committees, but the ultimate view of the Chamber was that the experiment was a failure. The experiment has not, so far as can be ascertained, been revived.

The East Indian Railway authorities have tried to encourage "welfare committees" and *saidamand panchayats* (beneficial committees), but these are confined to general welfare (health, hygiene, education, etc.), and have not attempted to take the place of joint works committees. Matters relating to wages and the rights of labour have now and then been discussed, but the committees are advisory and their proposals are not binding on the authorities.

(v) *Opportunity afforded to workpeople of making representations.*—There is a general complaint that there is little direct and personal touch between the management and the workpeople, and it is alleged that things used to be different some years ago. As there are no joint works committees and as even the registered unions have, except in one case, not been recognized by the employers, opportunities for making representations are somewhat meagre. Every mill at Cawnpore keeps a petition box, into which written representations intended for the manager can be dropped. Besides, there is the usual "regular channel" through which petitions can be submitted. In exceptional cases the petitioner or complainant is permitted to have a personal interview with the manager. Though the *masdoor sabha* is not an officially recognized body, it is not unusual for representations to be made through the *sabha*. The management sometimes take action on such representations, but no uniform and invariable policy is followed.

In the state railways every worker in receipt of a monthly wage is a state servant and enjoys the usual rights attaching to state service. The medium of the unions (which though registered are not recognized) is occasionally utilized, especially by men who have been punished or discharged. Representations received through the *saidamand panchayats* have a better chance of success, but these bodies have lacked the vitality of a genuine movement rooted deep in the workmen's consciousness of their interests as a class and their own efforts to safeguard them.

125. *Trades Disputes Act, 1929.*—This Act has not yet been made use of in this province and no rules under the Act have as yet been notified by this Government. It is too early yet to judge how far it will lessen the number of industrial disputes and mitigate their effects.

### XVI.—Law of Master and Servant.

127. *Effect of the repeal of the Workmen's Breach of Contract Act.*—No serious handicap to employers has come to this Government's notice. Complaints have very occasionally been made by contractors who have to import labour from a distance, but for various reasons they have been rare. The employment of long distance labour is unusual and is now avoided as far as possible. It is generally confined to skilled workmen, normally men of some status and substance. Again, the bigger contractors can and do often give out sub-contracts to men whose control over the workmen so engaged is close and sometimes personal. Hence, no serious cases of dishonest practices have come to this Government's notice. A very important firm of building contractors of Lucknow stated that they have experienced no serious difficulty since the Act was repealed.

128 *Types of Contracts commonly in use*—(i) *in factories.*—Many factories have their own rules and in some cases the employees have to sign an agreement promising to abide by them. The rules are supposed to be explained to them, and in some factories the printed rules are put up at the gate and in each section of the factory. The rules generally relate to hours of work, time of commencement of work, absence with or without leave, the award of bonus, due notice of resignation or cessation of work, including strikes, fines for bad work or misconduct, withholding of some portion of the wages earned, an undertaking to vacate the quarters provided by the employers when the employment ceases, etc. The written contract is usually a printed document in book form with a counterfoil. One part is kept by the employee and the other by the employer. When no formal contract is executed, the employees are supposed to be bound by the verbal contract to abide by the rules. For highly skilled employees recruited in Europe, or even in India, a regular covenant is drawn up and signed by both parties. The employers bind themselves to pay them the wages agreed upon and to continue to keep them in employment for a fixed period unless there is fraud or misconduct proved in court. They sometimes also provide for other facilities, such as a free house, free medical treatment, and in the case of Europeans free return passages. The employees, on the other hand, bind themselves to work for the employer for a fixed period on fixed wages. Usually heavy penalties are provided for leaving before the expiry of the stipulated period.

(ii) *In other industries, especially in the building trade, railway works, etc.*—Contractors sometimes have to import skilled labour from some distance. Prior to the repeal of the Workmen's Breach of Contract Act they used to engage skilled workmen (e.g., stone-cutters and masons) under the Act and used to give them advances to enable them to leave home. Documentary evidence of the payment of an advance used to be secured. The workmen were liable to criminal prosecution for default. Since the repeal of this Act, the large contractors try to avoid giving advances to workmen, or even entering into civil contracts with them. As explained above, recruitment is often left to sub-contractors. Even when the sub-contractor has to make an advance, the extent and nature of his control are such that he manages to recover it. Occasionally the contract including the penalty thereunder is enforced, particularly if the workman has left before his time and taken service under a rival.

129. *Extent to which the civil and the criminal law are available and are used for enforcement.*—Apart from the cases which amount to offences like cheating, the criminal law is no longer available for the enforcement of such contracts. In fact the underlying idea of the repealing legislation of 1924 was to confine the liability of workmen in respect of such contracts to that at civil law, and thus to bring the Indian law on the subject on a par with the corresponding law in other civilized countries. No action under the criminal law has come to this Government's notice, and it is believed that it has rarely been taken if at all.

Recourse to the civil law undoubtedly presents difficulties, mainly in connection with the execution of decrees. In the case of men imported or to be imported from distant places the difficulties are greater still. A few of the reasons which in actual practice reduce the difficulties of the employers have been stated above. No statistical information on the subject is available. But it is believed that very little litigation of this nature (if any at all) has occurred, even though it is not unlikely that a fair number of breaches of such contracts by the workmen have taken place. A very important firm of building contractors who have been working at Lucknow since 1922 have reported that they have had no occasion to file any suit even though they have employed Chinese carpenters, Benares stone-cutters and other specially imported skilled workmen.

Civil suits by workmen for the recovery of their wages have here and there been filed, but the number of such cases is believed to be negligible. The *mazdoor sabha* claims that in two cases it threatened civil suits against a cotton mill at Cawnpore

which had refused to pay wages on the ground that under the mill rules the entire month's salary was to be forfeited if a workman remained absent for four or more days, and that the threat was successful.

132. *Employers' and Workmen's (Disputes) Act, 1860.*—So far as this Government are aware, the Act was rarely, if ever, utilized in the past, and is now a dead letter.

#### XVII.—Administration.

133. *Provincial legislature's action and attitude.*—Neither labour in general nor factory labour as such has any special representation in the Legislative Council of the United Provinces. Representations were received urging that as the two Chambers of Commerce between them have the right of electing three out of the hundred elected members, labour, too, should be given some special representation. The Reforms Inquiry Committee recommended in 1925 that special elective representation should be given to labour in India, though the committee added that in the existing circumstances local governments might be compelled to provide for it by nomination. When this recommendation was referred to the United Provinces Government, they informed the Government of India that public opinion in the matter was lukewarm, and was confined almost entirely to the politically minded classes. Even in Cawnpore labour was said to be apathetic. The Government said they were satisfied that the practical difficulties of creating such electorates were insuperable, and they adhered to their view previously expressed that there was no need to give separate representation to the labouring classes.

The provincial Legislative Council has evinced little interest in questions relating to industrial labour. No legislation has been undertaken. References to the problems of such labour in the budget debates are few.

No resolution specifically raising an industrial labour issue has been adopted.

Such interest as has been evinced has taken the form of occasional questions; even this has been confined to very few members. Since the election of the present president of the *Masdoor Sabha* to the Council by a general constituency such questions have been a little more frequent. To give a few examples: one set of questions inquired about the number of accidents in factories, factory inspections, employment of women and whether Government contemplated the appointment of a factory inspector; another group inquired about the numbers of factories, factory operatives, and of women and children employed, and about exemptions from the operation of the Act, etc.; a third set referred to the increasing number of accidents in the factories and inquired what steps Government intended to take in order to reduce fatal and serious ones. The number of unions, the number of working hours, welfare work affecting labour, the representation of labour and the provision of education for the children of the millworkers formed the subject-matter of a few questions. A specific grievance was occasionally ventilated, e.g., the rule alleged to be in force in two cotton mills about the forfeiture of wages and discharge as the result of four days' continuous absence, or the alleged heavy incidence of tuberculosis among glass-blowers, or the employment of police in connection with labour troubles. While these questions cover extensive ground, they do not appear to be part of a systematic and organized plan to ventilate labour grievances or arouse widespread interest in them.

135. *Relations between the Central and the United Provinces Government.*—While differences of opinion have occasionally occurred, they have been confined, in the main, to matters of detail. This Government have usually advised caution in the handling of labour questions. This is particularly true of their attitude towards the proposals to legislate about trade unions, trade disputes, and workmen's compensation.

136. *Administrative authorities.*—The following industrial matters are classified as provincial subjects, subject, in the case of heads (a), (b), (c), (d) and (g), to legislation by the Central Legislature:—

- (a) Factories.
- (b) Settlement of labour disputes.
- (c) Electricity.
- (d) Boilers.
- (e) Gas.
- (f) Smoke nuisances.
- (g) The welfare of labour, including provident funds, industrial insurance (general health and accident), and housing.

These subjects are all reserved, and in this province form part of the portfolio of the Home Member, with the exception of (c) electricity, which is in charge of the Finance Member. The development of industries, including industrial research and

technical education, is, however, a transferred subject, and forms part of the portfolio of the Minister of Education and Industries. Public Health and local self-government come under the Minister for Local Self-Government. Medical administration is also a transferred subject and comes under the Minister for Agriculture. Funds for the factory and boiler inspection staff are provided under head 37—miscellaneous departments. They amounted in the current year to Rs. 24,300 for the inspector of factories and Rs. 41,817 for the boiler inspection staff. The estimated income under this head was Rs. 60,000.

The sole agency in the province for the administration of the Indian Factories Act and the Indian Boilers Act is the Chief Inspector of Factories and Boilers. He has three assistants, but their primary duty is the inspection of boilers. They have little time to devote to their additional duty of factory inspection. The major part of the work of inspection of factories is done by the Chief Inspector himself. An assistant inspector of factories has been selected and will take up his duties shortly. A proposal to appoint an inspectress in Cawnpore was considered, but as women operatives are a small proportion of the total (between 7 and 8 per cent.) and the need for an assistant inspector was so much greater than that for an inspectress, the proposal to appoint an assistant inspector was given priority.

The factory inspection staff works under the control of the Director of Industries. The annual report and references to or from the Government are submitted or received through the Director. Control over technical matters relating to boilers is exercised by the Public Works Department and the annual report on the working of the Boilers Act is submitted to that department. In administrative matters the control is exercised by the Director of Industries.

Under Section 4(3) every district magistrate is a factory inspector *ex officio*. All officers of the Indian and the Provincial Civil Services holding charge of subdivisions of districts and all joint magistrates and deputy collectors with seven years' service are, *ex officio*, additional inspectors within the local limits of their jurisdiction for the purposes of Sections 21 to 28, 31 and 34 to 36 of the Act, and are empowered to institute prosecutions with the previous sanction of the District Magistrate of the district concerned.

In addition to the above, the three assistant directors of public health, twenty-four municipal and eighteen district medical officers of health, sixteen civil surgeons and one other medical officer are *ex officio* additional inspectors for the purposes of Sections 9 to 17, 19-A, 19-B, 20 to 28, 35 and 36. But they submit their reports to the Chief Inspector who passes the final orders.

The Workmen's Compensation Act is administered by district magistrates who are *ex officio* Commissioners under the Act. There is no Special Commissioner in the province. The annual report is compiled and submitted by the Director of Industries. The Registrar of Co-operative Societies is *ex officio* the registrar of trade unions, and of companies, which includes employers' associations. The staff of the public health and of the medical departments look after the health and the medical treatment of labour, but have few specific portions of the law to administer. District magistrates receive reports of fatal and serious accidents, and are charged with certain reporting duties when industrial disputes occur. Local boards can, within limits prescribed by the law, make bye-laws regulating the construction and working of factories.

A good deal is done direct by the local government. The setting up of a court of inquiry or board of conciliation (under the Trades Disputes Act) and the granting of certain important exemptions from the operation of specified sections of the Factories Act are among the powers exercised by the local government direct.

138. *Acquaintance of workpeople with factory legislation.*—It has already been stated that a very great majority of workpeople are altogether illiterate. Their interest in industrial employment is not permanent. Their organizations are few and are understaffed and ill-equipped. Little attempt has been made to educate them in their rights and duties under the law. When a labour dispute is brewing meetings are very frequently addressed by speakers, but the appeal is oftener to the emotions than to reason or argument. Such little educative work as is done on such occasions is not followed up with a sustained and systematic plan of training the men up to a fair degree of acquaintance with the law. The result is that very few workpeople possess even an elementary knowledge of the factory law and rules. In the course of his visits and inspections the Chief Inspector of Factories finds few workmen who even know the daily and weekly limits of working hours.

139. *Factory inspection.*—(i) *adequacy of staff.*—The staff available for the inspection of factories has been described in 136. Although the list of inspectors

*ex officio* looks formidable, such inspectors do not find it easy to devote much time to the work of factory inspection. The statement below shows the work done by each group in 1926, 1927 and 1928 :—

Year.	Chief Inspector.	His staff.	Magistrates.	Health officers.	Civil surgeons.	Total inspections.
1926 ..	410	150	55	21	—	636
1927 ..	288	115	46	43	10	502
1928 ..	337	183	56	30	*6	612

\* All the six were by one civil surgeon.

(ii) *Uniformity of administration in different provinces.*—The Factories Act applies to the whole of British India. The rules made by local Governments do not, so far as this Government are aware, materially differ. It is believed that there is not complete uniformity about the appointment of inspectors *ex officio*. Unlike some other provinces, this province has a combined inspectorate for factories and boilers. This arrangement has been found economical, and no difficulty has been experienced apart from that due to the smallness of the staff.

(iii) *Rigour and efficiency of administration.*—This Government have had no reason to hold that the administration of the law relating to factories has not, subject to the limits imposed by the size of the staff, been as efficient as could reasonably be expected. The inspection of seasonal factories especially in outlying places not easy of access has not come up to a high standard, but this was inevitable as long as the Chief Inspector of Factories was practically the only officer available for inspection duty. With the appointment of an additional inspector of factories the frequency and number of inspections are expected to improve.

It is possible that the interest of the *ex officio* inspectors could be stimulated, but the officers concerned find the work technical and uncongenial, and do not always have time to spare for such extra duties.

(iv) *Prosecutions and their result.*—Part A of the statement at the end of this chapter shows the number of prosecutions during the last five years for various breaches of the law and the rules.

The employment of workmen outside the fixed hours of work, or for longer periods than the daily maximum permitted by the Act, or of uncertified children or of women before or after the hours permitted by the law, and failure to provide adequate fencing and guarding of machinery and to keep the premises sanitary were among the most important breaches of the law leading to prosecutions.

The number of prosecutions instituted by or on the reports of inspectors other than the departmental staff used to be a fair proportion of the total, but in 1928 a very large proportion was due to the vigorous inspections made by the departmental staff (*vide* part B of the statement).

The number of prosecutions and the proportion of successful ones have, in this Government's opinion, been sufficient, but in the opinion of the Director of Industries and the Chief Inspector of Factories there has been a tendency to impose punishments insufficient to insure respect for the law. In 1925 Government issued a circular inviting attention to the matter, but little appreciable improvement is said to have resulted. In 1928 the fines imposed ranged from Rs. 2 to Rs. 125, the average being about Rs. 30. In the preceding year they ranged from Rs. 5 to Rs. 200, the average being Rs. 80. The maximum penalty allowed by the Act is in almost every case Rs. 500.

142. *Plantations and other industrial establishments.*—There are no plantations in the strict sense. The tea gardens, fruit orchards and sugar cane farms and cottage industries are not subjected to special inspections. No special staff is maintained for their supervision. Inquiries and investigations are taken up *ad hoc* if and when necessary either by the general administration staff or the staff of the department or departments concerned. Thus the incidence of tuberculosis among the glass-blowers of Ferozabad, the conditions of work of boys and girls in carpet factories and similar specific problems were recently the subject of inquiry, but not as part of a regular administrative system.

*Note on boiler inspection (by the Chief Inspector of Factories and Boilers).—*In Great Britain the agency for the inspection of boilers is provided by the insurance companies, but in India as in some European countries and Australia, the duty of inspection is undertaken by Government, through a special boilers inspectorate. The reason is the absence of adequate insurance facilities. The tradition of the country is also in favour of the Government undertaking such work.

Every boiler has to be registered before it can be used. The registration is preceded by a thorough examination of the boiler, and of its mountings, fittings and steam pipes, to determine the safe working pressure by hydraulic and steam tests. Inspection is repeated every year and tests are repeated periodically whenever the inspector considers them necessary. A boiler is not permitted to be used unless a certificate or provisional order has been issued after such annual examination.

The inspection of boilers is done primarily in the interest of the safety of the employees, but in a country like India, where the very real danger arising from the use of high pressure vessels is not sufficiently realized, it is also of great benefit to boiler owners. Of late years the benefits of the periodical inspection and the technical advice given by the inspectorate in connection with the safe working of boilers has been more appreciated by owners.

The cost of carrying out boiler inspection, unlike that of factory inspection, is met by the owners, fees being levied in accordance with a schedule based on the heating surface of the boiler. The payment of this fee which ranges from Rs. 20 to Rs. 80 per boiler, amounts in effect to an insurance premium against accidents and is probably lower than it would be if the work were done by private agency.

*Statements of Offences and of Prosecutions.*

*A.—Prosecutions.*

For breach of	1926.	1927.	1928.	Remarks.
Section 9 ..	—	—	5	Premises kept insanitary.
.. 13 ..	—	—	1	Failure to provide latrine accommodation.
.. 18 ..	—	—	6	Failure to fence or guard machinery.
.. 21 ..	—	—	1	Employing persons during the rest interval.
.. 22 ..	—	1	—	Employing persons on a Sunday.
.. 23 ..	3	—	4	Employing uncertified persons and employing them beyond the permitted hours.
.. 24 ..	—	1	2	Employing women before or after the time allowed.
.. 26 ..	—	5	23	Employing persons outside the fixed working hours.
.. 28 ..	—	1	13	Employing persons more than eleven hours.
.. 31 ..	1	—	—	For non-payment of overtime wages.
.. 33 ..	—	1	—	For not sending a notice of occupation.
.. 35 ..	—	1	3	For not maintaining the prescribed attendance register.
.. 36 ..	—	—	2	For not affixing the abstracts of Act and Rules and notice of working hours.
Rule 4 ..	—	—	2	For not maintaining an inspection book.
.. 24 ..	—	—	2	For not providing receptacles in latrines and failing to keep them in a sanitary condition.
.. 34 ..	—	1	1	} For not fencing and guarding machinery as required by these rules.
.. 35 ..	—	1	—	
.. 37 ..	—	1	—	
.. 41 ..	2	1	—	} For not keeping the attendance register up to date.
.. 57 ..	—	1	—	
.. 72 ..	—	1	—	For not reporting a serious accident to the district magistrate.
Total ..	6	16	65	
Acquittals ..	1	1	4	

B.—*Prosecutions and Prosecuting Agency.*

Year.	Number of prosecutions instituted by—	
	Chief Inspector of Factories and staff.	District Magistrates
1926 .. .. .	3	3
1927 .. .. .	6	4
1928 .. .. .	39	5

XVIII.—*Intelligence.*

143. *Existing Statistics*—(i) *Extent and use of existing statistical and other information.*—This province has no labour bureau. References relating to industrial labour are, in the main, passed on to the Director of Industries. His office is not, however, designed or equipped for dealing adequately with such references. The Chief Inspector of Boilers and Factories' office has been understaffed.

The Director of Industries is not the registrar of companies or of trade unions; this work is done by the Registrar of Co-operative Societies. The Director of Land Records is the Superintendent of Emigration, and as such collects some statistics about the migration of labour; this is, however, confined to emigration to Assam. The wages census is undertaken by him.

The preparation of this memorandum has naturally suffered from the lack of a unitary trained and experienced officer familiar with the details of labour problems.

Such statistical and other information as is available is scattered; there is no single book of reference or series of correlated books relating to labour employed in industries or on plantations. Apart from the bulletins published by the Government of India and the Bombay Government there is no organic connection between the existing sources of information; they are not the work of one office or a number of offices working in close co-ordination. Speaking broadly, there is behind them no organized plan for unifying or correlating the entire work.

The decennial census (the last was undertaken in 1921) gives information about numbers, sex, occupations, territorial distribution, migration, etc. Along with the last two decennial censuses (1911 and 1921) industrial censuses were also taken. These give information as to the number of factories of each kind and the average daily number of persons employed in them and other miscellaneous matters. But the census is not undertaken primarily for this purpose and the information is, therefore, not detailed nor exhaustive nor even systematic. A good deal of the information about industry and labour contained therein is repeated in a more systematic and detailed form in the annual reports on the working of factories in the province.

A scheme for a census of industrial wages to be taken along with the regular census was considered but was not carried through. The last wages census undertaken in 1928 by the Department of Land Records confined itself to agricultural and semi-skilled labour (carpenters and smiths) in the rural areas. The reason for departing from the previous practice of including a census of urban wages for four or five selected types of industrial labour in seven selected industrial towns was that owing to substantial industrial development statistics so narrow in scope could give no accurate idea of the movement of industrial wages.

An inquiry was, however, made at the 1921 census into the housing conditions of four cities (Cawnpore, Lucknow, Benares and Allahabad). The results of the inquiry have been utilized in connection with Chapter III.

The Director of Industries submits annually some statistics (capital, production, number of employees) relating to labour in cotton, woollen and jute mills, paper mills, and large industrial establishments. In the case of cotton and jute mills, further details relating to men, women and children are furnished.

(*Note.*—Large industrial establishments include cotton, silk, woollen and jute spinning and weaving mills, cotton ginning and baling factories, jute presses, railway and tramway workshops, paper mills, printing presses, ordnance factories, stone dressing factories, tanneries and leather works, sugar, oil, tobacco, rice, flour, and saw mills, etc.)

The same officer also submits annual statements (which contain information regarding the average number of persons employed) relating to the tea industry and to the production of minerals in mines not under the Mines Act. The former classifies workers as "garden labour" and as "outside (permanent and temporary) labour," and is submitted to the Director of Statistics. The latter gives details about workers classified as men, women and children.

Then there is the annual report on the working of the factories under the Indian Factories Act. In respect of "factory" labour, this report gives varied and valuable information, e.g., the district-wise number of factories as defined in Sections 3 (a) and of factories notified under Section 3 (b); an elaborate district-wise classification of factories, both Government owned and private, the average daily number of persons employed in each industry (district-wise) the classification being the same as in respect of the number of factories, the average daily number of persons (men, women, boys and girls) employed in all industries and in cotton spinning and weaving and jute mills, and statements relating to intervals, holidays and hours (including various exemptions), accidents, convictions under the Act and inspections by the factories inspection staff.

The letterpress of this report contains the chief inspector's comments on the growth or decline of factories and of the labour employed in them, the employment of women and children, sanitary arrangements, fencing, accidents, ventilation, lighting and water supply, health, housing, hours of work, welfare work, wages for unskilled and certain forms of skilled labour, strikes and lock-outs, industrial unrest, prosecutions and miscellaneous information. But the report is written from the point of view of the Factories Act and the duties of the factories inspectorate rather than from that of the general conditions of industrial labour. Hence it does not go into details respecting the problems of labour as such. All the same it is at present the most useful annual report for a broad study of factory labour questions from year to year.

The annual report of the Chief Inspector of Mines is more elaborate but it is of little use to the United Provinces.

Then there are the annual reports of the Registrar of Trade Unions (under the Trade Unions Act) and of the Superintendent of Emigration. The former deals with the membership, etc., of registered unions; the latter is confined to the emigration of labour, mostly to Assam.

Vital statistics are made available in the annual reports of the Inspector-General of Civil Hospitals, the Director of Public Health, and the reports of special bodies like the Dufferin Fund, Lady Chelmsford Maternity and Child Welfare League, and others. The report of the Public Health Commissioner with the Government of India is based mostly on provincial reports.

The statistical abstract for British India furnishes information in a compact and systematic form.

The reports of welfare work done and housing provided by the British India Corporation, Cawnpore, throws valuable light on some of the problems vitally affecting industrial labour in that city.

The most important subject on which the present statistical information is very meagre is wages. The annual issues of "Prices and Wages" used to contain information on wages, but the publication has been discontinued. The provincial wage census (up to the one which was taken in 1916) used to contain information about industrial wages for four or five types of industrial labour in seven selected industrial towns. But this was omitted from the last census (1928). The information about wages in the annual report on the working of factories is far too meagre; it covers only about two-thirds of an octavo page. This is a matter on which employers are not disposed to give information freely. *En passant* it should be mentioned that Mr. K. L. Datta's well-known inquiry and report on the rise of prices in India (which gives some useful wage statistics) is now altogether out of date. No inquiry about wages and hours of work such as Mr. Findlay Shirras undertook in respect of the cotton mill industry of Bombay has been attempted in the United Provinces.

(ii) *Method of collection, and* (iii) *Degree of accuracy.*—The decennial census is an elaborate undertaking in charge of a special whole-time officer. Apart from the limitations due to the necessity of having to employ semi-literate enumerators in the rural areas (though the quality is higher in the towns), there is every reason to believe that such data as are collected are fairly accurate, particularly in respect of matters not needing elaborate and difficult distinctions.

The method followed by the wage census is similar though far less elaborate. On the other hand the main agency employed—viz., the highly-trained land revenue staff called *quarungos*—ensures greater accuracy.



The annual departmental reports are based on information collected by, or supplied to, fairly trained and experienced officers. The law lays obligations on various persons to supply the prescribed information, often on prescribed forms. But the lowest ranks of the collecting agency (e.g., the village police officials in respect of vital statistics) are often altogether illiterate. Their work is not adequately supervised. Hence vital statistics are not really reliable though they are valuable for comparisons between one year and another. When information is supplied by interested parties (e.g., managers of factories) it tends to be unreliable; no supervision is exercised and no verification takes place. Where, however, the statistics are collected by a trained and experienced staff, the degree of accuracy is naturally much greater.

The important point to note is that for the collection of labour statistics no particular department of Government is responsible. The second conference of the directors of industries of the various provinces (November, 1920, bulletin No. 5. of Indian Industries and Labour, pages 58 to 62) was of opinion that each province should set up machinery for the collection of labour intelligence and statistics, but no action in this direction has so far been taken in the United Provinces.

141. *Possibility of improvement.*—There are both scope and need for the improvement of labour statistics. The chief stumbling block that stands in the way of such improvement in respect of vital statistics in the rural areas, viz., the incompetence of the lower rungs of the reporting or collecting agency does not operate in the case of industrial labour. The employers' offices are, broadly speaking, capable of handling the necessary returns and statements. The problem is rather one of getting them to disclose information than of the competence of their clerical establishments.

The most important subject on which information should be collected is that of wages—both nominal and real—for factory labour and selected types of non-factory labour. The next most important direction in which improvement is possible is the subject of hours of work.

The method and agency of collection cannot be ignored. Uniformity is very desirable. The staff should be capable of appreciating the purpose for which the information is collected, and should be selected for their competence and efficiency in the handling of statistics.

145. *Nature of special investigations conducted.*—In 1921 the Government of India asked the local governments whether they agreed to the compilation of a "cost of living" index and could make arrangements for collecting "family budgets." Opinion was invited and on the whole was in favour of compiling the index. An officer was placed on special duty. With great difficulty figures were collected, but on scrutiny only 490 budgets were found to be fairly reliable. They were then analysed; meat-eaters were separated from vegetarians and each class was divided into "families" and "single men." A table was prepared, but the special officer said it was "necessary to emphasize the warning that for various reasons the table should be taken rather as an illustration than as an accurate index number." Meanwhile the Government of India had abandoned the idea of publishing an all-India index number and suggested that the provinces should publish their own index numbers. The special officer's report was however submitted to the Government of India. No further action was taken. The province does not publish or prepare an index number.

Meanwhile the Government of India intimated that it was proposed to make an inquiry into wages in certain industries. They sent down certain forms which were sent on to certain employers. When received back these were returned to the Government of India. No record of them is available in the Director of Industries' office. No systematic plan for regularly obtaining wage statistics was evolved.

The same officer on special duty also made an inquiry into the system of collecting statistics relating to prices, i.e., "the reporting agency, the selection of markets, the commodities reported and arrangements for check and scrutiny." He selected the commodities commonly used by labourers, and his report was, to this extent, a special inquiry concerning industrial labour. As, however, the compilation of a regular periodical index number was not undertaken, this inquiry did not lead to any appreciable result. The prices of food grains are still collected by district officers and are published in the Government's weekly gazette. Representations about an increase of salaries or wages are sometimes based on them.

The same officer undertook in 1921-22 for the benefit of the Indian Fiscal Commission a special investigation into the details of "clothing and bedding" used by the family of an average lower grade mill worker. His conclusion was that the average monthly expenditure on clothes amounted to Rs. 2 and on bedding to Re. 1. (These figures are of course altogether out of date now.)

Non-official researchers have undertaken special investigations, especially into the problems of recruitment, unemployment, housing, accidents, welfare and wages. But they are not the result of an organized plan. The inquiries are disjointed and spasmodic. Nor can the statistics collected or accepted by them be regarded as trustworthy. The difficulty experienced even by the staff of the department of industries and the factories inspectorate show that the difficulty of non-official workers must be still greater and their data and conclusions *pro tanto* less dependable.

146. *Future Developments necessary.*—The directions in which the collection, compilation and presentation of statistical and other information relating to labour might be improved have already been indicated. A proposal to establish a provincial labour bureau was considered in 1921 and dropped for financial reasons. The scheme has not since been revived.

#### APPENDIX I.

##### *A Note on Caste in Relation to Labour in Industries and on the Plantations.*

The broad features of this question have been discussed in para. 15 of the introductory chapter, a little more detail is given in this note.

In cottage industries caste is still somewhat rigid. It is exceptional to come across a man taking up work which traditionally is the appropriate vocation of a caste other than the one of which he is a member. Weaving is almost entirely confined to julahas who are Muhammadans and koris who are Hindus. Tanning is the hereditary vocation of chamars. The thathera caste supplies most of the metal workers, but in Moradabad Muhammadans form a large proportion of the artisans engaged in the artistic brassware industry. Pottery making is the caste vocation of kumhars and calico-printing and dyeing that of chhipis and rangrezes. The names of all these and many other castes are themselves vocational in origin.

But in industries organized on factory lines caste has never been so rigidly observed. In the early days of factory industry the operatives inside the factory were largely men of the lower castes including the lower classes among Muhammadans. But the distinction has been gradually disappearing. Away from their villages higher caste men found the attraction of higher wages strong enough to overcome their prejudice against work involving manual labour and association at work with workmen of the lower castes. An analysis of the structure of the labour force of a mill at Cawnpore from the point of view of castes shows that 41 Hindu castes besides Muhammadans, Sikhs and Christians contributed to its labour force. Mr. Fremantle of the Indian Civil Service who studied this problem expressed his opinion in 1906 as below:—

"There is no prejudice against mill labour even among the highest castes. Further, caste has no influence whatever on wages nor on the class of work in the mill performed by each man. Brahmans and chhattris work cheek by jowl with chamars and do not find their touch polluted as they would in their villages . . . The managers whom I have consulted on the subject agree that no particular class is more efficient than another, with the general exception that Musalmans are more thorough and industrious workers than Hindus, but as they are more difficult to control, many managers prefer the latter."

But certain castes still take more kindly to factory work than others, chamars, kahars, ahirs, lohars, koris, brahmans, rajputs, lodhas, kurmis, pasis, telis, barbais, sheikhs and julahas being the chief among castes of the former type. The labour for plantations is supplied mainly by kurmis, muraos, pasis, koris, ahirs and chamars.

APPENDIX VI.

Statement showing rural wages in 1916 and 1928 for unskilled and semi-skilled labour.

Districts.	Percentage of non-agricultural population.	Cash rates of unskilled labour.		Percentage of difference.	Daily wage of carpenters.		Percentage of difference.	Daily wage of of blacksmiths.		Percentage of difference.
		1916.	1928.		1916.	1928.		1916.	1928.	
		Rs. a. p.	Rs. a. p.		Rs. a. p.	Rs. a. p.		Rs. a. p.	Rs. a. p.	
<i>Hill Tracts—</i>										
Dehra Dun (Chakrata) .. .. .	47	0 4 0	—	—	—	—	—	—	—	—
Dehra Dun (Dun) .. .. .	47	0 4 0	0 8 0	78	0 12 0	1 0 0	33	0 12 0	1 0 0	33
Almora .. .. .	8	0 4 3	0 6 0	41	0 8 0	0 12 0	50	—	0 8 0	—
Garhwal .. .. .	7	0 4 9	0 11 0	132	0 11 0	1 9 0	83	—	0 12 0	—
Naini Tal (hills) .. .. .	27	0 6 8	0 8 0	28	0 10 0	1 4 0	100	0 9 7	1 4 0	109
Average .. .. .	—	0 4 9	0 8 3	65	0 10 5	1 2 3	75	0 10 10	1 2 0	80
<i>Bundelkhand with Mirzapur—</i>										
Jhansi .. .. .	37	0 2 3	0 3 0	33	0 5 4	0 10 0	69	0 5 4	0 8 0	50
Jalaun .. .. .	28	0 2 6	0 4 6	80	0 5 3	0 8 6	62	0 5 3	0 8 6	62
Hamirpur .. .. .	27	0 2 6	0 3 6	40	0 5 0	0 8 9	75	0 5 0	0 8 6	70
Banda .. .. .	22	0 2 0	0 3 3	63	0 5 0	0 8 6	70	0 5 3	0 8 0	52
Allahabad (Bundelkhand) .. .. .	24	—	0 4 0	—	0 5 0	0 9 0	80	0 5 3	0 8 0	52
Mirzapur .. .. .	31	0 2 3	0 3 6	56	0 5 6	0 12 0	118	0 5 6	0 10 0	82
Average .. .. .	—	0 2 3	0 3 6	58	0 5 2	0 9 5	82	0 5 3	0 8 6	62
<i>North-Western Group—</i>										
Saharanpur .. .. .	42	0 3 9	0 5 0	39	0 9 0	1 0 0	78	0 9 0	1 0 0	78
Muzaffarnagar .. .. .	45	0 3 3	0 5 0	54	0 8 0	0 12 0	80	0 8 0	0 12 0	80
Meerut .. .. .	43	0 3 0	0 5 0	67	0 8 3	1 0 0	94	0 7 6	1 0 0	113
Bulandshahr .. .. .	35	0 3 3	0 5 0	54	0 7 3	0 15 0	107	0 7 0	0 12 0	71
Bijnor .. .. .	44	0 3 6	0 5 0	43	0 7 3	0 12 6	72	0 7 3	0 12 6	72
Bareilly .. .. .	32	0 2 9	0 4 0	45	0 6 6	0 10 6	64	—	0 10 6	—
Moradabad .. .. .	32	0 3 0	0 4 6	50	0 6 6	0 11 6	77	0 6 4	0 11 6	82
Naini Tal (Tarai) .. .. .	27	0 4 3	0 4 9	12	0 9 0	0 12 0	33	0 9 0	0 12 0	33
Doon (Bhabar) .. .. .	27	0 5 9	0 8 0	39	—	—	—	—	—	—
Average .. .. .	—	0 3 6	0 5 3	50	0 7 9	0 13 2	70	0 7 9	0 12 0	66
<i>West Central Group—</i>										
Aligarh .. .. .	39	0 3 0	0 5 0	67	0 7 3	1 0 0	121	0 7 0	0 12 0	71
Muttra .. .. .	41	0 3 6	0 5 0	43	0 8 3	1 0 0	94	—	1 0 0	—
Agra .. .. .	43	0 3 3	0 5 0	54	0 7 3	1 0 0	121	0 8 0	0 12 0	50
Mainpuri .. .. .	25	0 2 9	0 5 0	62	0 6 0	0 12 0	100	0 8 3	0 12 0	45
Etah .. .. .	27	0 2 9	0 4 0	45	0 7 3	0 12 0	66	0 5 9	0 12 0	109
Budaun .. .. .	26	0 2 6	0 4 0	60	0 7 0	0 12 0	71	0 6 9	0 10 0	46

APPENDIX VI—continued.

Statement showing rural wages in 1916 and 1928 for unskilled and semi-skilled labour.

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Districts.	Per-centage of non-agri-cultural popu-lation.	Cash rates of unskilled labour.		Per-centage of differ-ence.	Daily wage of carpenters.		Per-centage of differ-ence.	Daily wage of of blacksmiths.		Per-centage of differ-ence.
		1916.	1928.		1916.	1928.		1916.	1928.	
		Rs. s. p.	Rs. s. p.		Rs. s. p.	Rs. s. p.		Rs. s. p.	Rs. s. p.	
<i>West Central Group—continued.</i>										
Shahjahanpur .. .. .	30	0 2 9	0 3 6	27	0 6 3	0 9 0	44	0 6 1	0 9 0	48
Farrukhabad .. .. .	26	0 2 9	0 4 6	64	0 7 3	0 12 0	66	0 8 0	0 12 0	50
Etawah (Auraiya)	25	0 2 6	0 4 6	80	0 7 6	0 12 0	60	0 7 8	0 12 0	60
(rest of the district)	25	0 3 0	0 4 6	50	0 6 0	0 15 0	150	0 5 6	0 15 0	179
Pilibhit .. .. .	28	0 2 9	0 3 6	27	0 6 0	0 9 0	50	0 5 9	0 8 6	48
Hardoi .. .. .	20	0 2 3	0 3 6	56	0 6 0	0 11 0	63	0 6 3	0 11 0	78
Lucknow .. .. .	46	0 2 6	0 4 0	60	0 7 0	0 12 0	71	0 7 6	0 12 0	60
Average .. .. .	—	0 2 9	0 4 3	55	0 6 10	0 12 7	64	0 6 10	0 11 9	72
<i>East Central Group—</i>										
Cawnpore .. .. .	33	0 2 9	0 4 6	64	0 7 0	1 1 0	143	0 6 3	0 14 0	124
Fatehpur .. .. .	22	0 2 3	0 4 0	78	0 5 7	0 10 0	79	0 5 4	0 10 0	88
Allahabad (Doab)	24	0 2 0	0 4 0	100	0 5 0	0 12 0	140	0 5 0	0 10 0	100
(Oudh)	24	0 2 3	0 4 0	78	0 5 3	—	—	0 5 1	0 10 0	97
Unao .. .. .	20	0 2 6	0 4 0	60	0 7 3	0 12 0	66	0 6 7	0 12 0	82
Rae Bareilly	19	0 2 0	0 3 6	68	0 6 0	0 12 0	100	0 6 0	0 10 0	67
Sitapur .. .. .	20	0 2 3	0 3 0	33	0 5 9	0 10 0	74	0 5 9	0 8 0	40
Kheri .. .. .	15	0 2 3	0 3 0	33	0 6 1	0 10 0	64	0 6 1	0 9 0	48
Fyzabad .. .. .	21	0 1 9	0 3 0	71	0 5 3	0 9 0	71	0 5 3	0 8 0	52
Gonda .. .. .	23	0 2 3	0 3 3	44	0 5 0	0 10 0	100	0 5 0	0 9 0	80
Bahraich .. .. .	14	0 2 0	0 3 0	50	0 6 3	0 12 0	92	0 6 0	0 11 0	83
Sultanpur .. .. .	20	0 2 3	0 3 0	33	0 4 10	0 9 6	97	0 4 10	0 9 0	86
Partabgarh .. .. .	14	0 2 0	0 3 6	75	0 5 0	0 10 0	100	0 5 0	0 10 0	100
Barn Banki .. .. .	20	0 2 3	0 4 0	78	0 6 0	0 11 0	83	0 6 3	0 12 0	92
Average .. .. .	—	0 2 3	0 3 6	58	0 5 9	0 11 0	91	0 5 7	0 10 0	79
<i>Eastern Group—</i>										
Benares .. .. .	35	0 2 9	0 4 3	55	0 3 10	0 9 0	135	0 3 10	0 8 0	108
Jaunpur .. .. .	24	0 2 6	0 4 6	80	0 5 9	0 12 0	109	0 5 9	0 12 0	106
Ghazipur .. .. .	19	0 2 6	0 2 6	—	0 5 3	0 9 0	71	0 5 3	0 9 0	71
Ballia .. .. .	21	0 2 6	0 3 6	40	0 6 6	0 9 9	50	0 6 6	0 9 6	75
Gorakhpur .. .. .	8	0 1 9	0 2 3	29	0 5 9	0 8 6	48	0 5 3	0 6 3	19
Basti .. .. .	8	0 1 9	0 2 9	57	0 5 3	0 8 3	57	0 5 3	0 8 0	52
Azamgarh .. .. .	15	0 2 0	0 2 6	25	0 5 3	0 9 0	71	0 5 3	0 8 0	52
Average .. .. .	—	0 2 3	0 3 3	44	0 5 4	0 9 4	75	0 5 2	0 8 2	68
Average for the province	—	—	—	54	—	—	80	—	—	70

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## APPENDIX VIII.

Statement showing the number of labourers employed on the Tea Plantations.

Name of district.	Number of tea gardens.	Daily average number employed.			Total.
		Garden labour (permanent)	Outside labour.		
			Permanent.	Temporary.	
Almora .. ..	15	341	204	98	643
Dehra Dun .. ..	21	1,694	453	1,047	3,194
Garhwal .. ..	2	15	42	25	82
Total .. ..	38	2,050	699	1,170	3,919

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UNITED PROVINCES.

*Preliminary.*

In the United Provinces industrial hygiene has been receiving systematic attention only from July, 1926. Previous to this there were no arrangements for inspecting health conditions in factories. The Conference of Sanitary Commissioners in May, 1919, first urged the appointment of medical officers of health for this work. The recommendation was still under the consideration of the local government when the Government of India addressed them on the subject in April, 1921, in connection with the Conventions and Recommendations of the International Labour Conference. The suggestion of the Washington Conference for the creation of a Government health service for factory inspections was examined. It was decided, however, that at present a whole-time medical inspector was necessary only in Cawnpore, and that other towns could be served by the medical officers of health.

In July, 1926, Government formally appointed medical officers of health of municipalities as additional inspectors of the factories situated in municipal areas and the district medical officers of health for those situated outside municipalities. In districts and municipalities where no medical officers of health exist civil surgeons perform these inspections. These officers have been empowered to inspect the general sanitation, ventilation, lighting, humidity, sanitary conveniences and water supply of the factories and the arrangements for the safety of the workers, means of escape, employment of women and children, rest, holidays and hours of work. They are also authorized to inspect registers.

In 1927 bye-laws for regulating the construction and alteration of factories were approved by Government and are now being worked.

The reply to items in the list of subjects given below relates mostly to Cawnpore. Information for other centres of industry is not available.

**III.—Housing.**

16. (i) There are about 70 mills and factories in and around Cawnpore with an average of 32,617 workers per day. While a number of these have quarters for their supervizing and menial servants, only ten of the concerns have provided houses for the operatives (labourers) and even these do not provide accommodation for all the employees. The Cawnpore Woollen Mills, the North-West Tannery, Messrs. Cooper, Allen & Company and the Union Sugar Works provide quarters for about 83 to 90 per cent. of their workers. Others provide for about 10 per cent. only. Of the total labour population of 32,617 in Cawnpore, about 6,957 only may, therefore, be taken to have been provided houses by their employers. A proposal to provide housing accommodation for 20,000 operatives by the joint millowners of Cawnpore has been under consideration of the respective authorities for some years, but nothing definite has been done so far.

(ii) The bulk of about 25,660 labour population not provided with residential accommodation by their employers live in *bastis* or *hatis* belonging to private landlords. Small mud huts, with one room at the back and one room or verandah in

front, is the usual type of accommodation available. The size and height vary, being seldom more than 8 ft. by 10 ft., with height of 6 ft. to 8 ft. The only outlet for light and ventilation is the main door. These quarters are often sub-divided between two, three or four families, and as many as ten persons may be found in one of these huts. I understand worse conditions exist.

Under my instructions one of my assistant directors inspected the *mohallas* of Khalasi Lines, Gwaltoli, Colonelganj, Lachhmanpurwa and Raipurwa in Cawnpore, where most of these *bastis* are situated. The conditions are deplorable. A bad odour permeates the whole place, due to dirt, stinking drains and filth and the condition after the rains is even worse. Some attempts have been made by the municipality of Cawnpore to improve the roads and drains, but nothing short of complete rebuilding of the areas on sanitary lines can improve matters.

(iii) Very rarely accommodation is provided by the workers themselves. Possibly a few better class workers have their own houses.

18. (i) The quarters provided by the employers are generally single-roomed tenements. The size of standard rooms in the British India Corporation's settlements is 12 ft. by 10 ft., with height averaging 10 ft. The Corporation permit only three adults in such rooms.

The type of accommodation supplied is sufficient only when workers live singly or two or three males combine. When they live with their families and grown-up children the accommodation is insufficient. The better-class workers are not satisfied with the quarters which some of the mills provide.

(ii) In the quarters provided by the British India Corporation there are several grades, and they all generally conform to the sanitary type except those that are built back to back.

The private quarters provided by landlords are insanitary to the utmost limit.

19. The accommodation available in each class is fully and readily utilized by the workers.

20. Rent rates vary from Re. 1-2 to Re. 1-12 per month for small quarters and Rs. 3 to Rs. 3-8 for larger quarters. For the superior quarters it varies from Rs. 8 to Rs. 9 per month. From the tendency of the labourers to "combine" and considering their average earnings, it seems they cannot afford these rents.

21. In all the quarters provided by the employers sub-letting and occupation by tenants in other's employ is theoretically prohibited, but I understand it is not uncommon for the tenants to have outsiders in the garb of relations and hence sub-letting is frequent.

Eviction from employers' quarters as a rule takes place with the termination of employment. This is not, however, strictly enforced in the British India Corporation's settlements except when a man is definitely condemned by the *sadr panchayat* of the settlement for serious crime or breach of the peace.

#### IV.—Health.

23. (i) Except the British India Corporation no employers have kept health statistics of their workers. The statistics supplied by them compare very favourably with those for the municipal area. The following table will show the death-rates for the different industrial settlements in Cawnpore :—

*Average Mortality Figures from 1921 to 1928.*

Cawnpore Municipality.	British India Corporation's settlements.	Khalasi Lines. (a)	Raipurwa. (b)	Gwaltoli. (c)	Colonelganj. (d)
46·32	34·58	65·95	54·43	75·29	46·44

(a) Labourers 90 per cent. of the population.

(b) Labourers 70 per cent. of the population.

(c) Labourers 60 per cent. of the population.

(d) Labourers 50 per cent. of the population.

Tuberculosis is also more prevalent in these industrial *bastis*. The death-rate from this disease in the Cawnpore municipality during the years 1921 to 1924 ranged from 2·1 to 3·6. The death-rate in the different *mohallas* of the city where labour predominates is as high as 8·8 per thousand among females.

(ii) Taking the average of eight years (1921 to 1928) the rates for the *mohallas* where labour predominates are as follows :—

—	Cawnpore Municipality.	Khalasi Lines.	Rai-purwa.	Gwal-toli.	Colonel-ganj.	Lachhman purwa..
Birth-rate	37·53	57·39	35·17	51·12	43·09	36·94
Infantile mortality rate.	451·84	392·41	550·32	457·19	399·33	416·11

(iii) (a) Study was made particularly of the working conditions of the labourers in places not congenial to health, as for instance in the lime houses of the tannery, flour mills, cotton mills, oil mills and foundry, specially where fumes and dust emanate. An average cotton mill is not equipped with all the modern devices for the health and comfort of the workers.

It was found that the health of the operatives working under more unfavourable circumstances did not materially differ from those working under favourable circumstances. This can only be attributed either (i) to the workers being replaced as soon as their health breaks down or (ii) the men developing an immunity to the effects of the particular environs or circumstances. Employers as a rule were extremely reticent in furnishing information regarding (i), but one undertaking frankly admitted that they "get rid" of the men as soon as they become unfit. In the absence of statistics it is impossible to say whether the "breakdown" is due to the effects of industry.

(b) Except in the organized colonies of the British India Corporation the working conditions at the homes of labourers are very unsatisfactory.

(iv) Owing to shortness of time, details of the dietaries could not be obtained for more than a couple of hundred labourers. A worker receiving Rs. 15 per month takes *atta* three-fourths of a seer per head and *dal* one-fourth of a seer for the whole family per day. Those belonging to the eastern districts of the province take one seer of rice instead of *atta*. *Bajra* often forms the bulk of the food of many of these persons. Oil, *ghi* and vegetables are rarely taken. People of this class usually have only one meal—in the evening, parched gram and *gur* in small quantities being the diet at noon.

People receiving Rs. 15 per month or more have a little more liberal diet, with vegetables, but if they have a family the proportion becomes less.

From what my assistant director has seen he has no hesitation in saying that the diet is frequently insufficient and as a rule ill-balanced.

(v) As a rule, the general physique of the labourer is poor, and this view is shared by the employers. In Messrs. Cooper, Allen's factory and the new electric power house only did my assistant director come across some men with fine physique, and the managers were of opinion that they were well above the general average.

The general feeling of some millowners is that labourers keep good health for about ten months after joining, after which they show signs of breakdown, and unless they take rest they are seldom found satisfactory after this period.

(vi) *Effect of disturbance of sex ratio in industrial cities.*—Beyond giving a general opinion that there is a good deal of venereal diseases among the labourers it is difficult to give statistics to prove the statement. From the hospital records it is not possible to find out the details, as it is difficult to sort out the labourers from the general population. The hospital statistics supplied by the British India Corporation for their own colonies show that the incidence is not high, but this is probably because the colonies are well under supervision and intermixing of families is not so common. The opinion is however held that venereal diseases are very prevalent in the *bastis* because, due to paucity of living quarters, it is common for two families to share a single room and also to shelter adult relations of either sex.

I consider that separate blocks of family quarters (larger than the rest) should be provided for in all schemes of industrial housing. In the settlements of the British India Corporation family quarters are provided for the better class workers only. This should be carried down to the lowest workers.

24. (i) The larger concerns usually have well-equipped dispensaries in charge of medical men, either whole-time or part-time. Arrangements at the McRobertganj and Allenganj settlements of the British India Corporation are very good. Including

the welfare staff four doctors, five visiting nurses, eight matrons and about twelve *dais* are employed. In the smaller concerns there are no medical facilities, and people have recourse to the Government or municipal dispensaries.

25. Medical facilities are freely utilized both by men and women, but, as is the general practice in India, treatment is not followed consistently.

26. (a) The general consensus of opinion of the officers of this department is that in the smaller concerns (some of which employ even up to 400 men) arrangements for water supply and conservancy are neither adequate nor satisfactory. In one or two instances this neglect was particularly marked. In the larger concerns the arrangements are satisfactory.

(b) At home people either use the municipal public latrines or the drains and open spaces in and round the *bastis*. In the organized colonies latrines and urinal accommodation is provided and a regular conservancy staff is employed to keep them clean.

27. As indicated above, sanitary supervision of the mills and factories in the United Provinces commenced from the middle of 1926, and medical officers of health and assistant directors of public health are inspecting the sanitation of the premises and the health condition of workers from that time.

28. (i) Rules for the control of temperature which have recently been made by the local Government have improved the working conditions in cotton mills.

29. (i) No indication of the prevalence of strictly industrial diseases was found at any of the factories visited by my assistant director.

30. (i) There is no sickness insurance worth the name. I understand the British India Corporation have in view a scheme of non-employment and sickness insurance.

(iii) Experience at the British India Corporation's dispensaries show that the demand for western medicines is very great, and as there is no paucity of medical men in towns I do not see any difficulty.

31. (i) The British India Corporation grant two weeks' leave with pay to every expectant mother and as much leave without pay as necessary. Medical attendance, maternity wards and nursing are provided free. Other firms also grant leave with pay for varying periods.

(iii) Two weeks' leave on full wages is not sufficient, and for fear of loss of wages women workers may often return to their work sooner than is good for their own health or the health of the child. There are now three maternity centres in Cawnpore, but the infant mortality of the town continues to be the highest in the province. I consider that one month's leave on full wages should be given to every expectant mother—the leave to be taken as far as possible ten days before the anticipated date of confinement. The employers will object to this on the ground of cost. I consider that statutory provision should, therefore, be made in the Indian Factories Act to secure this benefit for women workers.

#### V.—Welfare other than Health and Housing but including Education.

32. (i) The British India Corporation are the only concern which have undertaken the welfare of their workers on an organized scale. The work of their welfare department extends to providing recreation, entertainments, cinemas, schools for boys and girls, night schools, industrial classes, midwives' training classes, health lectures and health instruction in schools, health exhibitions and home visiting by nurses.

(ii) I am not aware of the existence of any private organization for attending to the welfare of the industrial classes.

33. The British India Corporation employ a complement of trained welfare workers consisting of three doctors, four nurses, eight compounders, four midwives, twenty-five teachers and two sergeant patrols. Total staff (including conservancy establishment) consists of 147 whole-time paid workers. Messrs. Begg, Sutherland have recently engaged the services of a superintendent to organize welfare work.

I am of opinion that factory owners should be required by law to make reasonable provision for the welfare of their workers and employ paid officers for the purpose. Where a concern is not sufficiently large to have a staff of its own I recommend that several concerns should combine for the purpose, and the incidence of cost, etc., should be fixed. The official health department can co-operate more effectively in the amelioration of the health of the industrial classes through such organizations.

24. (a) The British India Corporation have introduced recreational activities through athletic, dramatic, wrestling and other clubs, scouting and libraries. Warm clothing is provided for poor babies.

(b) No other agencies have undertaken welfare for the industrial workers.



35. The results, so far as the British India Corporation's colonies are concerned, are very satisfactory. There is a fine neighbourly and sportsmanlike spirit among the workers. The statistics quoted under IV (23) (i) will demonstrate the value of such organizations.

#### VII.—Safety.

48. According to rules every concern with 500 workers or more must have first-aid appliances and medical relief, and this is usually provided. Smaller concerns do not, however, care very much for these requirements. Except in the electric power house my assistant director did not find any of the supervising staff trained in first-aid in the institutions he visited.

50. Better health, light and working conditions and hours of work interspread with suitable intervals lead to greater safety of the workers. Beyond making this general statement, however, it is not possible to say precisely the effect of the existing regulations on the safety of individuals.

#### X.—Special Questions relating to Women, Young Adults and Children.

89. *Work of Women and Children in Factories not Subject to Act.*—The present provisions of the Indian Factories Act were inadequate to deal with a case recently brought to notice. Glass bangles are manufactured on a large scale in Firozabad (Agra district). A large part of the work consisting of joining is carried on in private dwellings and in small concerns which do not come under Section 2 (3)(b) of the Indian Factories Act. Inspection by the Assistant Director of Public Health and later by the Chief Inspector of Factories revealed the working conditions to be most dangerous to the health of the workers. The municipal board was asked by this department three years ago to frame bye-laws to regulate the trade on more healthy lines, but the board did not do so. Government have now taken up the matter, and the municipality will make the bye-laws, but these matters are more expeditiously regulated by the Factories Act instead of by the Municipalities Act. I recommend that the scope of Section 2 (3) (b) of the Act be enlarged to include any trade, practice or calling which entails manufacturing processes, irrespective of the number of men employed, and the nature of the power used, and local Governments should have the power to close such works if recommendations regarding proper ventilation, lighting, health and working conditions of the operatives are not complied with.

#### XIII.—Industrial Efficiency of the Workers.

115. Better working conditions and welfare work inspire confidence among workers, keep down wages and result in ultimate economy to employers. No statistics are, however, available to the Public Health Department in the case of industrial workers to prove that expenditure on these objects has been accompanied by increase of production and economic gain to the employers. Certain statistics are not kept at all, others are not likely to be supplied, and comparison is further rendered difficult by the constant changes in methods and machinery that are being made. I believe, however, that if expenditure on health and welfare did not bring in an economic return in some form or other the British India Corporation would not be spending about Rs. 60,000 annually on these heads.

In the Sarda canal construction, where occasionally about 10,000 labourers were employed, the economic value of health arrangements has been amply demonstrated. Below is given the remark of Sir Bernard Darley, Chief Engineer in charge of the construction work:—

“It is very difficult to estimate the economic value of the malarial staff at Banbassa in rupees, annas and pies. The work that has been done has certainly enabled the working season to be extended from April 15 to, say, June 15, i.e., two months each year or ten months in five years. In other words, it will thus be possible to dispense with the services of about half the divisional staff a year earlier—a saving of probably Rs. 50,000.

“If, however, we take into account the value of delivering water one year earlier for irrigation, the monetary value of the anti-malarial work would probably run to half a crore of rupees.

“Secondly, by keeping the labour fit it has been possible to inspire confidence and good contractors have come forward to take up the work at lower rates than was deemed possible at first.

"I have gone over the estimate and putting this saving at Re. 1 to Rs. 2 per cubic feet of masonry, etc., this saving might be fairly estimated at Rs. 1,50,000. That is of course assuming that any contractors would have taken up the work at all under the adverse circumstances obtaining before the malarial staff got to work. Indeed, it is very doubtful if the Sarda canal head could have been built at all without the expert help we have received from the Public Health Department."

118. Equally important with the introduction of machinery and labour-saving devices for increasing the efficiency of workers are good housing, welfare work, better working conditions and proper dietaries. Better home comforts with reduction of alcoholism and venereal diseases will produce a definitely better corps of workers able to do more concentrated work.

#### XVII.—Administration.

139. *Factory Inspection.*—(i) *Adequacy of staff.*—The district health service fully meets the needs of industrial hygiene in the rural areas—specially in the case of outlying and seasonal factories situated in the interior. In municipalities medical officers of health are at present able to perform inspections in addition to their normal duties. For Cawnpore, however, I think it would be an advantage to have a separate and whole-time medical inspector, *under the Medical Officer of Health*, as the normal duties of the medical officer of health there are heavy.

Twenty districts of the province do not at present have a public health staff. The duty of inspecting the health conditions of industrial workers has therefore been laid on the civil surgeons. I am not aware how far these officers are able to visit factories—specially those in the interior of districts. Under the orders of Government, district medical officers of health, when appointed to these districts, are to take over this duty from the civil surgeons. The extension of the health services to these twenty districts has been held up for three years for lack of funds.

#### XVIII.—Intelligence.

143. No health statistics are at present available for industrial areas or settlements or for operatives employed in industrial concerns. In May, 1921, on a reference from the International Labour Office, Geneva, the Government of India suggested to the local Governments the desirability of keeping health statistics of industrial workers. Definite suggestions were made by me to Government but no final orders were issued.

144. I am strongly of opinion that records relating to vital statistics and general sickness of the industrial workers, periods of employment, previous employments and leave, should be kept and factory owners should be compelled by rules under the Factories Act to supply necessary information to the medical officer of health.

#### General Remarks.

*Industrial Areas and Labour Settlements.*—The municipality of Lucknow has reserved a separate area for the industrial concerns. This practice should be strongly commended as there are many advantages. The working classes can be housed close to the works, and if quarters cannot be provided by employers individually, grouping or co-operative action should be possible. Abuses arising out of alcoholism and venereal diseases, which are the accompaniment of industrial population, can also be regulated more effectively, as the labour colony will be at some distance from the towns. Educative propaganda suited to their special needs can also be more effectively done.

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IRRIGATION WORKS, UNITED PROVINCES.

The terms of reference to the Royal Commission refer chiefly to labour conditions in industrial centres and do not deal with the more or less casual labour employed on canal works in the United Provinces.

The following notes therefore merely describe labour conditions during the construction of the Sarda canal which is the largest irrigation work ever undertaken by the Government of the United Provinces.

## I.—Recruitment.

3. (i) Labour employed by the Irrigation Branch is of two kinds—skilled and unskilled.

Skilled labour is generally obtained from towns and mainly comprises masons, carpenters, blacksmiths, painters and fitters. These occupations are generally hereditary.

Unskilled labour is available in towns and villages and is recruited mainly from the following communities :—

*In the Plains*—From Beldars, Lodhas, Lunias, Chamars, Parias, Kohlis and Julahas.

*In the Hills*—From Dumras, Dutials, Sauns and Bhists.

They are inefficient labourers who will not undertake earthwork, but confine their activities to felling trees, cutting jungle and collecting boulders and shingle.

Local labour is not available in the upper reaches of the Sarda canal situated in the dense *sai* forest and all the labour employed had to be imported.

The more important recruiting areas were :—

*For the Headworks*—All the stone masons were imported from Gwalior, Bundelkhand and the Central Indian States because the local masons are the brickwork masons and the stone masons available in the Kumaun hills are very inferior workmen and migrate to the plains in November and insist on returning to the hills in March. The average number of stone masons imported annually was 300.

Between 3,000 and 4,000 unskilled labourers were also imported annually from Bundelkhand and the Central Indian States because the labourers imported from the districts adjacent to the headworks dislike working in wet foundations and moreover insist on returning home for harvesting operations which continue for about a month.

In addition to the above, about 5,000 unskilled labourers were employed from the middle of November until the end of March, when they dwindled down to about 1,000. These labourers came from the Kumaun hills and from Bareilly, Budaun and Shahjahanpur districts.

For the entire Main canal and the upper reach of the Kheri branch, situated within the *sai* forest, all the skilled and unskilled labour was recruited from the adjacent districts.

Sufficient local labour was available for all the other canals of the Sarda.

Large contractors employ agents for recruiting labourers who demand a considerable advance before leaving their homes and many of them decamp with a portion of these advances, which are very difficult to recover since the repeal of the Workmen's Breach of Contract Act. All the skilled and unskilled labour imported from Bundelkhand, Gwalior and the Central Indian States received their travelling expenses and on an average one month's pay in advance.

(ii) The existing methods of recruiting labour for canal works is as satisfactory as any method that can be devised.

(iii) Public employment agencies would be useless for supplying labour for canal works.

8. (i) Average duration of employment is seven months annually. A working day varies from 8 to 10 hours according as the labour is employed on daily or contract work.

(ii) During the sowing and harvest seasons labourers are scarce in the districts. Throughout the remainder of the year casual labourers can generally obtain work on the canals and in normal years the supply is frequently less than the demand.

## II.—Staff Organization.

10. The entire staff required for supervising and setting out works are government employees.

15. (i) Practically all canal works are given out on contract after calling for tenders in the open market.

Departmental or daily labour is employed on only those works which are not susceptible of being paid for by measurements or cannot be entrusted to contractors, for example, pumping arrangements for unwatering foundations, workmen employed in canal workshops, etc.

(ii) The approved contract agreement forbids a contractor from assigning or sub-letting a contract without the written permission of the Engineer-in-charge.

Sub-letting is rare and should not be encouraged on canal works, but the majority of the larger contractors enter into piece work agreements with their labourers for earthwork, collecting materials, moulding bricks, laying concrete, breaking ballast, etc.

(iii) As a general rule contractors employed by the Irrigation Branch are small contractors who exercise no supervision over working conditions and take no interest whatsoever in arranging for a good water supply and providing sanitary arrangements for their men.

On important works employing large labour, sanitary arrangements are made by Government and supervised by departmental officers.

(iv) The contract system is the only efficient and satisfactory method of executing works, because it is utterly impossible to supervise efficiently departmental labour employed on a large scale.

### III.—Housing.

16. (i) *By Employers.*—On large works contractors usually provide temporary huts for their imported labourers who remain on the works throughout the working season.

Larger contractors allow local labourers about a couple of days to erect their own shelters and usually pay their wages for these days.

(ii) Practically all canal works are constructed on the contract system and accommodation is not provided by Government.

(iv) Local labourers employed by smaller contractors invariably reside at home when their work is situated within about four miles of their villages. In all other cases workers build temporary grass huts on the site of the work for which they receive nothing from petty contractors.

### IV.—Health.

24. (i) *By employers.*—Canal contractors never provide medical facilities for their men.

(ii) Malaria was one of the many great difficulties encountered during the construction of the Sarda headworks and Main canal, both of which are in the submontane Tarai tract, which is one of the most malarious areas in the world. The death-rate is about 45 per mille, the infantile mortality is approximately 250 per mille, the birth-rate 36 per mille and the ratio of fever deaths to total deaths 90·5 per cent.

In April, 1921, an Assistant Director of Malariology was appointed Chief Medical Officer of the Sarda canal. Stationary hospitals were erected and maintained at large labour centres and travelling dispensaries were provided at the less important centres. All medical relief including medicines was entirely free.

In addition to free medical attention, the following anti-malarial measures were adopted :—

Systematic blood examination of all cases attending the Headworks hospital was undertaken to determine the type of infection, the sexual carriers and the effect of the different forms of treatment.

The efficacy of different laticides, such as crude oil, kerosene oil, Emprazin, cresol, Paris-green, etc., were tested in the laboratory and field ; of these, Paris-green gave the best results followed by crude oil and castor oil mixtures.

Prophylactic quinine was issued to the staff and labour during the malarious periods of the year. All the residential quarters were fumigated periodically and the swamps in the vicinity of camps were drained and oiled or treated with Paris-green.

Electric light and fans have been provided in all the quarters at the Headworks and arrangements are under consideration for making all the permanent quarters mosquito proof.

Outside the submontane area, epidemics among the canal labourers are rare and medical aid is obtained from the district dispensaries maintained by district boards, but these dispensaries are generally unpopular.

25. (i) Indian labourers are naturally averse to attending dispensaries and under no circumstances become indoor patients unless they are forced to do so or realize that this is the only hope of recovery.

During the construction of the Sarda canal the sick were rounded up by daily house-to-house visitations, and taking everything into consideration adequate use was made of the hospitals and dispensaries which were decidedly popular because the doctors were specially selected and handled the labourers tactfully and sympathetically.

26. Permanent latrines were constructed on the " kadamcha " pattern at various sites and incinerators were provided in close proximity to each set of latrines.

As the population increased, additional temporary latrines on the " trench " pattern were erected where necessary.

A sanitary inspector with an adequate staff of sweepers was employed for the conservancy of the Headworks where over 10,000 workers were concentrated during the winter months for seven working seasons (November to May).

Similar arrangements on a smaller scale were made at the sites of the other important works, for example, the Jagbura siphon and the Deoha barrage.

Labour was not concentrated to any large extent along the Main canal and branches and sanitary arrangements were considered unnecessary and unworkable.

(ii) Water-works were installed at the Sarda headworks, but the majority of the labourers preferred to drink water from the Sarda river which is snow fed and free from contamination.

Elsewhere labourers obtained drinking water from departmental or private wells; the former were disinfected periodically and during the seven years of construction no epidemic occurred among the labourers.

### XII.—Wages.

96. (ii) The prevailing rates of wages are :—

(a) *Time basis.*

Class of labourers.	Present rate per day.		Average.	Pre-war rates in plains.
	Jungle.	Plains.		
	Rs. a.	Rs. a.	Rs. a.	Rs. a. p.
Beldars (earthwork) .. .. .	0 8	0 6	0 7	0 4 0
Beldars (masonry works) .. .. .	0 10	0 8	0 9	0 6 0
Women .. .. .	—	—	0 4	0 2 6
Children .. .. .	—	—	0 3	0 1 6
Masons .. .. .	1 12	1 4	1 8	0 12 0
Carpenters .. .. .	—	—	1 4	0 12 0
Blacksmiths .. .. .	—	—	1 0	0 10 0
Mistries .. .. .	—	—	2 0	1 0 0

(b) *Piece work basis.*

Class of labourers employed.	Class of works.	Unit.	Present rates.		Pre-war rates (plains).
			Jungle with long leads and heavy masonry.	Plains with ordinary leads and ordinary masonry.	
Beldars, etc. .. .. .	Earthwork excavation only.	Per thousand cubic feet.	Rs. a. 6 4	Rs. a. 2 8	Rs. a. 1 9
Masons, ordinary .. .. .	Masonry work.	Per hundred cubic feet.	3 0	2 8	1 8
Through rate for masonry on piece work including cost of other labour employed.	—	Ditto	5 0	4 8	3 0

98. The average sum remitted by canal labourers working away from their homes is about one-third of their earnings.

100. Payments are invariably made to the contractors, who in turn pay their labourers themselves or through their agents. Workers always lose when payment is made by a contractor's agent.

102. Overtime is generally paid for at the normal hourly wage of the class of labour employed.

Sunday work is paid for at the ordinary work day rates.

103. No standardization is feasible on canal works.

104. Labour available in the open market increases or decreases with an increase or decrease in the wages paid.

105. It is my own personal opinion that minimum wages should be fixed by statute for each class of labour. There will certainly be difficulties in enforcing this in the case of casual labour employed by canal contractors, but these will be overcome gradually once the principle of a minimum living wage is conceded.

106. Fines in the strict interpretation of the word are never levied on casual canal labourers.

107. Wages are paid by the week or by the month.

(ii) Four to six days elapse before payment.

(iii) (a) and (b) Not necessary for canal labourers.

(iv) Unclaimed wages usually lapse to the employer.

In the case of departmental labour efforts are made to trace and pay the heir the unclaimed wages.

110. Leave is not countenanced for daily paid labourers.

## MR. D. W. CRIGHTON, SUPERINTENDENT, GOVERNMENT PRESS, UNITED PROVINCES.

### I.—Recruitment.

Allahabad is a large printing centre, and the largest establishment is the Government Press, employing 1,200 persons, in addition to which some 120 more are employed at branch presses in Lucknow and Naini Tal. In Allahabad there are also two important newspaper offices, a large book-printing press, a modern type foundry, and numerous medium to small commercial presses. Printing, indeed, is the largest industry in the place, and I estimate that there are about 4,000 persons directly employed.

Compared with the printing industry in western countries, a peculiarity to be noticed is that female labour is unknown, youths and boys working on processes normally undertaken by women and girls in the west.

(2) With printing playing so important a part in the life of the community, there is no dearth of suitable labour. It is principally local and in many cases all the male members of families and their near relatives are employed in the industry. There are, nevertheless, numbers who have a connection with the surrounding villages and others with agriculture. The latter are usually employed on unskilled work and take employment temporarily to relieve the family exchequer between harvests or when their labour is not required on the land, leaving their families and returning at frequent intervals until the land demands their labour.

(3) The existing method of recruitment is by direct application, and it is the practice in the Government Press to engage labour on the 1st and 15th of each month for any vacancies that may occur. Highly skilled men, particularly for new processes introduced by the extended use of modern machinery, are scarce, however, and recourse has to be made to advertising in the papers of the Presidency cities.

Recruitment is unaffected by caste restrictions, but it may be of interest to note that Muslims largely predominate, especially among operatives. In the Government Press the figures are: Muslim operatives, 695; Hindus, 329; Muslim clerks, 77; Hindus, 99. This proportion is general in Allahabad.

(7) It is impossible to give any idea of the extent of unemployment in the printing industry as there is no agency instituted either by Government, the employers, or the employed, for dealing with this subject. That there are many unemployed is evident, nevertheless, from the considerable numbers who present themselves for employment or make application by letter.

Unemployment is not so seasonal in character as it is in Great Britain (where printing is a barometer that reacts to the slightest change in the prosperity of the country), but rather represents a normally constant surplus over what the industry can employ. This is due, in a great measure, to the purposes for which printing is at present used, and does not depend on the activity or depression of other trades and industries, or on the seasons, or on the habits of the people. By that I mean that

in Great Britain commercial printers are busiest in autumn and winter on publicity printing, and book printers in summer and autumn on works of fiction and other literature, whereas in India both those classes of printing are negligible in quantity and consequently printing employment is not affected in the same way.

As to a remedy, I am of opinion that the country is not ripe for legislation introducing compulsory unemployment insurance and labour bureaux on the lines followed in Great Britain. The difference lies in the fact that India is essentially an agricultural country and could produce more than sufficient to support its population if fully developed, therefore the rural population is not compelled to seek employment in the towns; indeed, migration to the towns could be retarded and possibly urban surpluses absorbed. To introduce unemployment insurance in industry, with its undeniable evils of subsidizing the lazy and indolent, would, to my mind, merely accentuate the migration of the rural population and make the employment question a very much larger problem than it is to-day. To cope with the unemployed surplus—I believe there always will be a surplus no matter what measures are introduced—I would suggest that Government should institute centres in large industrial areas where labour could voluntarily register as unemployed, giving all essential details, and where employers could apply for labour. Obviously those centres should exchange information at stated intervals as well as report to Government. It would not be the duty of those centres to arrange for the transfer of labour from one centre to another, but they would publish lists of all demands for labour. In the event of abnormal unemployment and evident distress, Government should open test works and arrange for relief through work of a distinctly utilitarian character, as is at present done in agricultural areas in time of famine.

In this way I think Government could have its finger on the pulse of industrial life and relieve real distress at a minimum of cost without imposing any additional burden on industry, and without creating and subsidizing a class of undesirables.

8. Being a Government establishment the average length of service in the Government Press is probably greater than in private presses, still, even in the latter length of service compares favourably with that in Great Britain.

Of the numbers employed in the Government Press there are—

	33	with	30	year's	service	and	over.
	62	with	between	25	and	30	years' service.
	78	"	"	20	"	25	"
	148	"	"	15	"	20	"
	219	"	"	10	"	15	"
	289	"	"	5	"	10	"
	371	with	less	than	five	years'	service.

Absenteeism, however, is prevalent to a larger extent in India than has been my experience of labour elsewhere. During the period March to August, 1929, inclusive, the possible number of men-days was 179,431, and the number of days lost, 12,927, or an average number of persons absent from all causes of 7.2 per cent. This is due principally to illness, but there are social and other reasons. Whereas industrial workers in Great Britain generally arrange marriages to take place about the time of a holiday or are content to take a day off, in India it is common for a marriage to last a week or ten days and not only the actual participants and close relations spend this time over the festival, but also the most distantly related. Marriages in India, too, are held at definite periods of the year, and between that and the large numbers who take part a dislocation of work that is unexampled in the west is experienced.

Funerals, also, are responsible for a certain amount of absenteeism as Indians consider it a religious obligation to attend the funeral of any one in their immediate neighbourhood, whether relative or not, and among certain classes of Hindus it is a custom for a son to withdraw from society for fifteen days after the death of his father.

Another cause of absenteeism, particularly among Muslims, is the *pardah* system, as the male members of the family have to attend to such duties as taking ailing children to doctors and dispensaries and consequently have to neglect their work.

Religious pilgrimages are one more cause; and of the non-social causes one is the lack of rapid transport away from the railways and arterial roads. This is responsible for adding days to the absence of men from their work, when, to visit their village homes they have to walk many miles after getting to the nearest railway station.

There are no remedies for the social causes of absenteeism, as they are rooted in the customs of the country and only by a different attitude towards the customs by Indians themselves can a change be effected; while, of the other causes, much will depend on the growth of public conscience in matters of sanitation, preventable disease, etc., and the economic development of the country.

### III.—Housing.

16. Practically all workers, both of the Government and private presses, live in the city bazaars, under the most insanitary and unhealthy conditions imaginable. Most of them are tenants, but a larger proportion than obtains in Great Britain are either owners or co-sharers with other members of their families in the ownership of their houses. Of the workers employed in the Government Press, 396 own their houses, 158 are part-owners, and 645 are tenants.

Grants are obtainable by Government workers for the building and repair of houses under certain conditions, and those facilities are readily availed of. At the present time there are fifteen employees of the press repaying loans for those purposes. It would help to improve housing conditions generally, however, if certain specifications regarding capacity, dimensions and material, were incorporated in the agreement when a loan is granted. No control is exercised in this direction with the result that prevailing conditions are being perpetuated.

### IV.—Health.

23. The working conditions in the more important printing presses, Government and private, are good, the premises being commodious, well-ventilated, well-lit, and kept in good order. Wherever possible, electric fans and *lhas-lhas* screens are provided in the Government Press, and in one or two private presses, during the hot season, to reduce the temperature; and in one private press special structural arrangements have been made to reduce the temperature, not so much in the interests of the employees as the working of a process. Certain departments, however, cannot be fitted with the ordinary type of electric fan, and a system of blowing cool air through ducts and installing exhaust fans would be an acceptable improvement, while no means at all are available for increasing the temperature in the very cold months of December and January.

In the great majority of presses outside the scope of the Factories Act the conditions are deplorable, any small room or outhouse being considered good enough as a workroom.

If for no other reason than to improve the conditions in those presses, I am of opinion that the Factories Act should be amended to make the definition of a factory any premises wherein, or within the precincts of which, on any one day in the year, not less than ten persons are simultaneously employed and any process for, or incidental to, making, altering, repairing, ornamenting, finishing, or otherwise adapting for use, for transport, or for sale, any article or part of an article is carried on, whether any power is used in aid thereof or not. Under the present definition in Section 2, Clause (3) (a), there are presses which escape inspection because they work their machinery by hand and where there is overcrowding, no proper sanitary arrangements, insufficient drinking water, and old stables and godowns turned into workrooms.

I am also of opinion that ventilation should not be confined merely to the provision of doors and windows and special measures for particular industries, but that it should be compulsory for all factories to provide some mechanical means of agitating and circulating the air in the hot season. The still atmosphere of a crowded workroom in a temperature of 115 degrees, reeking with human sweat and other odours, can scarcely be considered conducive to good health or maximum productivity, and, though the latter consideration might be expected to appeal to most employers of labour, it is unlikely, on account of the original capital cost, that the use of air agitators will become general unless compulsion is introduced.

24. Government provide medical attendance for their servants free of charge, and there is a proposal at present under consideration to institute a separate dispensary in the Government Press for press employees. Two private presses provide free medical attendance, one of them providing a dispensary in addition. There are two public hospitals and several dispensaries, Government and charitable, in the city. Notwithstanding those facilities there is still room for enlargement, but an equal necessity is the educating of the people to the curative value of medicine and the need for taking early steps to get treatment, whether indigenous or western. Many have a positive dread of hospitals and resign themselves to any suffering rather than seek advice or, if they accept it, persevere with the treatment prescribed.

30. With regard to sickness insurance there can be no two opinions as to the benefits that would accrue to all concerned if a workable scheme could be devised to overcome the difficulties enumerated in subject IV (30) (iii).

The only scheme that suggests itself to me is one of levying a contribution from all employers coming under the Factories Act on a *per capita* basis on the average of the maximum and minimum of the number of the employees working on any one



day of the year. To make the levy equitable it could be permissible for the employer to deduct a fixed proportion of the levy from the workers. The total amount received from the levy should be added to by a like contribution by the Provincial Government and the whole administered by the Provincial Government, who would use the amount annually in the institution and extension of hospitals and dispensaries and the giving of grants to institutions of a like nature, whether privately owned by large firms, individual persons, or charitable organizations, and whether following the western or other system of medicine, provided the institution is certified by a competent body, appointed by Government, to be worked on proper lines. Every worker employed in a factory so levied would be issued with a registration card which would entitle him to free medical attendance and simple medicines at any hospital or dispensary maintained by Government or subsidized by a grant, with which the worker may choose to register. Any firm that provided hospital and dispensary facilities to its workers to the satisfaction of the competent body could be allowed to contract out, but safeguards should be taken on behalf of those employees who prefer indigenous systems. As regards workers who return to their native village when sick, a temporary relief card could be issued which would be valid at the nearest Government dispensary.

This scheme might commend itself on several grounds: insurance stamps and approved societies are unnecessary; all parties contribute to its maintenance, and Government are partly relieved of the present heavy burden of providing medical relief. It probably would not meet with the approval of all medical practitioners and chemists, still, as it would be optional for them to organize their own institutions, the opposition might be overcome.

#### V.—Welfare.

37. Government servants on the permanent establishment are entitled to superannuation pensions at the age of 55, on a non-contributory basis. There is, however, a large proportion of Government Press workers engaged on a temporary non-pensionable service for whom no provision is made. Three or four private presses give pensions at their discretion on a non-contributory basis.

The difficulty about instituting old age pensions generally is the fact that great numbers of persons from among the worker class have no idea of their proper age, and, in Government service, much depends on the doctor who examines the applicant when fixing age. This difficulty is common even among the young, although birth registration is carried out. Until this condition is improved and ages can be determined with some assurance of correctness it would result in chaos to attempt any scheme of this nature.

38. No private press in this province has so far instituted a co-operative society of any kind, but a co-operative bank was started in the Government Press in 1927, with a view to help the workers to tide over periods of financial stress, in times of marriage, death, sickness, etc., at a rate much lower than they can obtain elsewhere. The bank started under a shadow of suspicion, but two years' working have convinced the sceptics, with the result that the share capital has had to be increased from Rs. 10,000 to Rs. 15,000. The shares are of a value of Rs. 5, recoverable at the rate of Re. 1 the first month and eight annas monthly thereafter, and no employee may hold more than a hundred shares. A dividend of 6½ per cent. was declared the first year and 10 per cent. the following year, after making allowances for reserves, etc., in accordance with the Co-operative Societies Act. The society is managed by a committee appointed by the shareholders who meet monthly to allocate loans and conduct any business that may come before them.

A peculiarity of this society that may be of interest is a rule whereby Muslim members, who, on religious grounds, do not wish to accept interest on their shares, may hand over such sums to the Muslim members of the committee to meet the interest charges of poor Muslim shareholders who take loans. This rule has worked well and is appreciated.

#### VI.—Education.

40. The facilities for the education of the young who will eventually enter industry have been, until the past two or three years, practically non-existent, but now a measure of compulsory primary education has been introduced in Allahabad, among other places, and by a decade or so the position in this respect may be expected to show considerable improvement.

41. No provision has so far been made for industrial or vocational training in printing on a practical scale in this province. Classes in lithography and book-binding are conducted in the Arts and Crafts School, Lucknow, but, as the name indicates, they have been considered from an arts standpoint rather than the industrial, with the result that the school has made no mark on the industry and been of little practical value to the students. A scheme for practical technical training

in conjunction with workshop practice in the Government Press has been considered and, I believe, approved by Government, and only awaits funds for its institution. In this scheme it is proposed that the students should devote half their time to instruction and theory and the other half on actual commercial work produced under competitive conditions, so that the students may not be taught in an unreal atmosphere and acquire false values.

42. It is an essential feature of the scheme that the students should have passed a certain standard of education, as without it the training will not be beneficial, nor will the standard of labour be raised. No better example than the effect of education on improving the standard of living and industrial efficiency can be found than in the printing industry. The great majority of hand compositors in these parts are utterly ignorant of the English language, although English is the official language and forms the bulk of all printing. They know letters and word-forms only and literally "follow copy." The result is that mistakes are numerous—one has only to see a first proof to see how foul a proof can be—and more proofs have to be taken than would be the case in a European country, more readers have to be employed, and more time lost in corrections.

With the growth in wages and the demand for speedier work, hand composition is gradually giving way to machine composition. Except in rare cases hand compositors are not suitable for this work, because a mechanical composing machine operator must be able to read English quickly, accurately, and understandingly, in order to produce a high average output of the machine's capacity, consequently the men employed are of higher educational qualifications and their work is much cleaner. Although the unit piece-work rate for machine composition is half of the hand rate the operators are able to earn anything from Rs. 75 to Rs. 100 per cent. more than their contemporaries on hand composition. They are in every way more prosperous, and not only are they better clad and provided with the necessities of life, but they indulge in hitherto undoubted luxuries, such as cycles, in a much greater measure.

#### VIII.—Workmen's Compensation.

51. I am of opinion that insurance should be compulsory in those industries to which workmen's compensation applies. Admittedly it is a matter of some difficulty, but unless it is tackled in the early stages of industrialism and in organized industries, it is going to be increasingly difficult when the schedule under the Act is extended. It is of prime importance, too, that the workmen should have some guarantee that the benefits under the Act are secured to him, otherwise awards can be made of no value by "men of straw" or if a firm ceases to function. If compulsion is introduced it may safely be left to the enterprise of insurance companies to make its benefits widely known, and I see no reason why Government, through the post office, may not offer facilities in the same way as they accept life insurance. To see that insurance is actually effected, factory inspectors could be authorized to inspect the receipts for premiums paid.

53. The scales of compensation laid down in the Act are, in my opinion, adequate, except that in Schedule IV the assumed wages should not be less than Rs. 15. Unless in the case of minors, for whom special provision has been made, a wage of Rs. 15 does not seem exorbitant when one considers that in the case of temporary disablement, for example, a worker could not get more than Rs. 7-8 a month—not a sum that is likely to engender malingering.

#### IX.—Hours.

55 and 56. The normal number of hours worked in the printing industry in the United Provinces, after deducting intervals for meals, varies between 6½ and 7 hours daily on six days a week. In the Government Press the hours fixed are 8.30 a.m. to 12.30 p.m. and 1.30 p.m. to 4 p.m.

The actual hours, including overtime, but deducting intervals, are generally 8 hours daily on six days a week.

During the course of a recent discussion on a representation made by the men on the subject of their wages and certain other conditions of service, it was proposed to them that a 48 hours' week be introduced, and that the hours be so arranged as to give them a shorter day on Saturday. The first proposal was accepted and the other turned down. The representation is under the consideration of Government.

There is no system in vogue of keeping men on call longer hours than the actual working day, and these conditions apply to all workers and in private presses as well as in the Government Press.

60. The interval allowed for meals and rest, as shown above, is one hour. In exceptional circumstances, when work demands the full daily limit of 11 hours, half-hour intervals are given after five hours' work. In Allahabad, owing to the long distances that have to be traversed and no means of rapid transportation, very few men leave the precincts of the press during the interval, and either bring their food or buy it from men who are allowed entrance for this purpose.

In the Government Press holidays are granted to the industrial employees on 34 days in the year. The whole establishment is not closed down on each occasion, still they are so arranged that each community—Muslem, Hindu and Christian—enjoys 28 days in the year. All holidays are paid for to workers on fixed wages and those on task work, and, if required to work on any holiday, the hours are paid as overtime. Private presses are not so generous in the matter of holidays, though most employees enjoy holidays on the important festivals.

61. Sunday is invariably observed as a day of rest in all presses, including those publishing newspapers.

#### XII.—Wages.

96. The following table shows the average wages paid in the Government Press to various kinds of workers in the years 1909, 1919, and 1929 :—

	1909.	1919.	1929.
	Rs. a.	Rs. a.	Rs. a.
Compositors, salaried .. .. .	16 13	14 8	25 3
„ piece-workers .. .. .	16 6	9 8	33 13
Pressmen .. .. .	9 0	10 1	18 7
Machinemen .. .. .	14 7	14 10	30 5
Binders, salaried .. .. .	4 15	5 8	11 13
„ piece-workers .. .. .	9 2	10 1	17 3
Lithographers .. .. .	12 1	14 13	22 10
Type-foundry workers .. .. .	6 10	7 5	12 12
Unskilled labourers .. .. .	6 0	7 0	13 0

These figures do not include overtime payments to salaried hands, averaging an additional 15 per cent.

The figures for binders are taken over the whole number employed—boys, youths and men—of whom the greater number are boys and youths doing work invariably done by girls in England and accounts for the comparatively low pay. The men employed on bookbinding proper earn from Rs. 16 to Rs. 35 per mensem.

Of the piece-hand compositors there are—

Earning more than Rs. 60 per mensem over a period of 12 months	1
Earning not less than Rs. 56 nor more than Rs. 60	5
Ditto 51 ditto	3
Ditto 46 ditto	8
Ditto 41 ditto	21
Ditto 36 ditto	28
Ditto 31 ditto	32
Ditto 26 ditto	40
Ditto 21 ditto	11
Earning not more than Rs. 20	9

All are paid at the same rates and the differences are due solely to individual ability.

Qualified operators of mechanical composing machines earn on piece-work from Rs. 75 to Rs. 150 a month, the average being Rs. 90.

In private presses wages are slightly lower in the important establishments and considerably less in the small presses.

97. The decade 1909 to 1918 showed little or no change in the level of wages, and the figures for 1919 for piece compositors fell off owing to a considerable reduction in work as a measure of economy and an aftermath of the Great War. The considerable increase in the next decade was the result of widespread industrial unrest towards the end of 1919 and in 1920.

101. Wages are fixed by direct negotiation between the employers and the workers. Except in the large presses there are no fixed piece-rates, nor are there standard wages in any branch of the industry, consequently, in cases of monthly wages and piece-rates in small presses it is a matter for individual bargaining.

106. I am unaware of the extent of fining in private presses, but in the Government Press, with a wages bill of more than Rs. 3,00,000 a year, the average amount of fines in that period is about Rs. 90. These are inflicted for breaches of discipline. Other deductions are made for spoilage of material when caused through gross carelessness, and these again do not exceed Rs. 100 per annum.

All fines and deductions go to Government, although I am personally of opinion that fines should be placed in some fund for expenditure among the men generally.

107. The custom in the United Provinces is to pay wages monthly and the printing industry is no exception to this practice.

In the Government Press the time of the permanent establishment is made up to the last day of one month and wages paid on the first day of the succeeding month. Any adjustments are made in the following month's pay. The temporary and piece establishments are generally paid about the 10th of the succeeding month. Overtime payments are made separately about the 20th. Private presses are in the habit of paying about the 15th of the succeeding month.

I am of opinion that no legislation is necessary to regulate the periods of wage-payments as the present monthly period is well adapted to the needs of the people, who can buy their food grains in large quantities and save on the transaction, and who are more likely to save any small surplus and put it to a better purpose than would be apparent to them if the surplus was even smaller, as well as the fact that more frequent payments would increase the cost of time-keeping and disbursing staff to employers.

Legislation, however, appears desirable to prevent delay in payment, and I consider that the 10th of the following month should be the limit by which all payments should be made.

111. While I am in favour of inserting a Fair Wages Clause in all public contracts I do not see how it can be carried out until wages have been standardized, either by negotiation or by a wages board. It is certainly as much to the benefit of the employer as to the worker that such a condition should be inserted in contracts, as it protects him against the man who is enabled to undercut by paying low wages.

### XIII.—Industrial Efficiency of Workers.

113. Generally speaking the Indian worker in the printing industry is far below the standard of his British counterpart in efficiency. This is scarcely to be wondered at when one considers the handicap he starts off with in having little or no education. Without it he can only learn the rudiments of his work; he cannot study to improve himself or appreciate the possibilities of his craft; he lacks the urge of ambition based on sure knowledge. Few know anything of or care about the finer and more aesthetic side of their work—a high standard of workmanship and quality of output; indeed few trouble to learn how their own particular job affects or is affected by other operations. Similarly, there is a lack of pride on the part of those put in charge of machinery to see that it is kept more than superficially clean and in perfect order. Oiling is neglected, bolts and nuts are seldom tested, and defects in pitch allowed to develop, with the result that breakages occur and machinery requires repair oftener than is the case in western countries. In other words, the Indian printer is a wage-earner, seldom a craftsman.

114. There is no doubt that besides the want of education the Indian printer's efficiency is affected by poor physique and bad health brought about by insanitary home surroundings and malnutrition. He cannot be expected to have the stamina, energy, and alertness of the British worker on one, at most two, meals a day, with perhaps a few pice of sweetmeats thrown in, nor can he be expected to resist disease or to fight against petty ailments when he is surrounded by squalor and dirt.

116. The best possible method of securing increased efficiency is, in my opinion, a proper system of primary, secondary and technical education. Given that, I feel certain the other impediments to high efficiency such as poor physique, bad health, low standard of living, etc., will improve collaterally.

### XIV.—Trade Combinations.

117. There is no organization among the employing printers in the province. An association was mooted in 1919, when there was considerable unrest among the workers, but it never was put on a sound foundation and soon disappeared with the passing of the emergency that called it into being.

Likewise, until recently there has been no proper workers' association. One or two members of the Legislative Council, however, have interested themselves in this direction, and a union has, I understand, been formed. Whether it is to be a registered union or a union of Government servants only, or is to be both is not known, nor is it known what will be the nature of its or their activities.

#### XV.—Industrial Disputes.

123. Considerable labour unrest was experienced throughout India in 1919 and 1920, partly political but principally connected with the cost of living. Allahabad shared in this unrest and strikes occurred in the Government Press and several private presses. That in the Government Press was only partial and of short duration lasting from the 8th to the 21st April, 1920, and the workers lost approximately Rs. 2,830. In the private presses also the strikes were of short duration.

In 1927 a strike took place in a private press in Allahabad over the question of certain reductions in staff and internal rearrangements, which lasted for about ten days.

Settlements were effected in all cases by direct negotiation between individual employers and representatives of the men without recourse to any conciliation or arbitration by outside persons.

124. As previously stated, every opportunity is afforded to the workers to make representations on any grievance and deputations are also received on wage and other questions as occasion may demand. The usual procedure in the Government Press is for the men to submit their petitions to the Superintendent, who, if they relate to wage increases or other changes which he has not authority to decide, forwards them to Government for orders.

Although an admirer of the work of Joint Industrial Councils in Great Britain—of which that of the printing industry is a notable example—the scheme is impracticable until both employers and workers are organized.

Until such time as Joint Industrial Councils can be created I am of opinion that there should be trade boards on the British pattern with a neutral chairman and representatives of employees and employers.

My reason for advocating trade boards is that there is undoubted sweating of labour in many establishments, particularly small presses. The method is to employ persons who have an elementary knowledge of some particular branch and to place them on small wages or very low piece-rates. These the workers are prepared to accept until they become more expert, when they either seek work elsewhere, or, should they request higher wages, are discharged. Cut-throat prices are responsible for this state of affairs more than excessive profits, therefore it is bad for all parties in the industry.

While advocating trade boards I am not unmindful of the fact that standard minimum wages cannot be fixed in the same way as they are fixed by negotiation in Great Britain, where in the printing industry all workers serve a definite apprenticeship and consequently have an average similarity in productivity, nor am I unmindful of the danger of trade boards fixing too great a gap between the gradations of progressive pay whereby youths are jettisoned when they become eligible for men's pay. To overcome this it should be an instruction to trade boards that there should not be too great a difference between the various stages, and, further, that the stages should not be fixed on age considerations only, but that length of service in the industry should be the prime qualification for advance.

#### XVII.—Administration.

139. The sole remark I would offer under this head is that I do not consider the factory inspection staff adequate. Under the Indian Factories Act, XII of 1911, Section 4, Clauses (3) and (4), the district magistrate is an inspector and other officials may be appointed by Government as additional inspectors. The district magistrate has so many other duties to attend to that he must find the greatest difficulty to supplement, if ever, the visits of the regular factory inspectors. The additional inspectors are usually deputy magistrates, and from my experience I would confidently state that they perform the duties in a rather perfunctory manner, but more is scarcely to be expected as few can have had any factory experience or have devoted much time to the study of the subject.

Mr. R. G. D. WALTON, I.C.S. (COLLECTOR OF CAWNPORE), COMMISSIONER  
FOR WORKMEN'S COMPENSATION, CAWNPORE.

VIII.—51. (i) The Workmen's Compensation Act has been very little used by the workmen themselves in Cawnpore in spite of the large industrial population here. I give below the number of cases instituted by employees during the last five years :— 1924, nil ; 1925, nil ; 1926, 1 ; 1927, 4 ; 1928, 2 ; 1929 (up to August 31st) 9.

Out of these all the cases in 1926, 1927 and 1928 were uncontested, and of the nine cases in 1929 only three were contested. The uncontested cases were all compromised between the employer and the employee and this is the general practice in Cawnpore. The figures show that employees very rarely resort to the Act to bring pressure to bear on their employers in order to obtain compensation, but as the figures given below in paragraph 2 show the Act gives more protection to the employee than would appear from the table above as in some cases compensation under the Act is deposited with the Commissioner and in other the employer pays compensation direct to the employee. At the same time, however, from the point of view of the workman, it is clear that the Act is little used and that on the whole he is ignorant of its existence and the advantages conferred on him by it.

(ii) It is difficult to arrive at any accurate conclusion as to the extent of the use of the Act in comparison with the extent of possible claims. I give below a table showing the number of accidents which have occurred in each year during the last five years up to and including 1928 :—

Years.	Fatal.	Serious.	Minor.	Total.	Reported under the Factories Act.
1924 .. ..	5	21	105	131	—
1925 .. ..	12	54	101	167	—
1926 .. ..	5	48	117	170	—
1927 .. ..	2	26	117	145	—
1928 .. ..	8	45	106	159	—

The number of cases filed therefore as compared with the total number of accidents is negligible. But to compare them alone would be misleading. There are in addition figures available which show cases in which compensation is deposited by employers with the Commissioner under Section 8 of the Act. I give these figures below in tabular form together with the combined figures of fatal and serious accidents :—

Years.	Fatal and serious accidents.	Cases filed by workmen.	Compensation deposited by employers under Section 8, Workmen's Compensation Act.
1924 .. ..	26	—	2
1925 .. ..	66	—	7
1926 .. ..	53	1	4
1927 .. ..	28	4	7
1928 .. ..	53	2	8

It should be noted that by far the greater number of cases in which compensation is deposited are cases involving fatal accidents. If we add the total in columns two and three together as giving us the number of cases in which the Act has been

used either by the workman or the employer in the case of serious or fatal accidents we see that the use of the Act as compared with the total number of fatal and serious accidents is greater than appears at first sight though even so it is, in most years, very small. Thus in the best year, i.e., 1927 there were only eleven cases where compensation was obtained (either by workmen filing cases or by the employer depositing compensation under the Act) as against 28 cases of fatal and serious accidents. There are also figures showing cases in which employers have paid compensation direct to the workmen. I give the figures below :—

Years.	Death.	Permanent total disablement.	Permanent partial disablement.
1924 .. ..	1	—	19
1925 .. ..	1	6	51
1926 .. ..	—	7	43
1927 .. ..	—	1	35
1928 .. ..	2	8	26

But it is impossible to compare these figures with the figures of the total number of accidents given above as the classification of accidents into serious and minor does not correspond with the classification laid down in the Act. Thus a certain number of cases classified under the head "minor accidents" represent cases where the workman has been absent from duty for more than ten days and which therefore came under the Act but this number is unknown and cannot be separated from the total, while on the other hand any case in which a workman is absent from duty for 21 days or over is reckoned as a "serious" accident under the Factories Act, though it may not involve permanent total or permanent partial disablement. Leaving aside these figures, therefore, it will be seen that the use of the Act by the workman himself appears to be negligible. I think there can be no doubt that the great majority of workers are, especially in smaller factories, such as small oil mills, etc., quite unaware of the advantages which the Act confers on them. In the larger concerns run on European lines it is possible that the number who are aware of the provisions of the Act is larger. Taking the industrial population of Cawnpore all round I think that the large majority do not know of the Act and that therefore there must be many cases where they do not avail themselves of its advantages at need. This ignorance is, I think, at its greatest in the very concerns where the knowledge of the Act is essential if the workman is to get compensation at all. It is I think fairly correct to say that it is only in the case of the larger concerns run on European lines (some of which at least are covered by insurance) that compensation is voluntarily deposited by the employer or paid direct to the worker in some cases. Thus the Act does not afford the protection to the worker that it was intended to do in the very concerns where he most needs it.

(iii) I have no exact information under this head. But the addition to overhead charges caused by compulsory compensation under the Act must be so small in Cawnpore as to be negligible. Even if compensation had to be paid in every one of the cases shown in the table of accidents given in paragraph 2 it is obvious that the effect on overhead charges will be insignificant. It is possible that some smaller concerns which are run in a hand to mouth fashion might feel the payment of compensation in particular cases, but the number of such concerns must be very small. The fact that some of the large concerns run on European lines do not consider it worth while to insure shows clearly that the additional cost of the Act to industry is negligible.

(iv) Insurance facilities in Cawnpore are readily available and are used to a considerable extent. Out of 54 factories 18 or 28·12 per cent. insure their employees. These 18 factories employ 17,911 workpeople or 55·5 per cent. of the total number of employees in Cawnpore. The latter figure amounts to 32,274, and thus more than half the workpeople in Cawnpore are covered by insurance. There can be no question then but that insurance facilities are readily available here. Some of the larger concerns, however, do not consider it worth their while to cover their risks by insurance as the amounts payable in any one year in respect of compensation are negligible.

Theoretically insurance facilities should obviously be useful from the worker's point of view, as some employers who might not otherwise be able to pay an award in the case of an accident or death are enabled to do so because of the fact that they are insured. But here again, I think, it is fairly correct to say that the smaller concerns which are not run on European lines and in which employers are least awake to their duties towards their workpeople and least able to bear the cost of compensation are the very ones which do not avail themselves of insurance facilities to any great extent. It is, generally speaking, larger concerns run on European lines, which could in any case afford payment of compensation, that do use the facilities of industrial insurance.

(v) It seems fairly clear that the difficulties which would attend the application of any scheme of industrial insurance to organized industries effectively forbid compulsory insurance. The only way in which the workers can be benefited is by adding other classes of workers to Schedule II of the Act, e.g., such workers as the now numerous class employed on such occupations as paid motor-drivers and also workers employed on constructional engineering works might well be added.

52. This question is covered by the paragraph above.

53. (i) I think that the scales of compensation should be enhanced. The two lowest grades of assumed wages in Schedule IV of the Act are too low, at any rate for Cawnpore, and are obsolete. The minimum assumed wage for Cawnpore should be at least Rs. 12.

(ii) The question has been raised as to whether the list of dependants entitled to receive compensation in the case of the death of an employee is sufficiently comprehensive. I am of opinion that it might be enlarged to include widowed sisters and widowed daughters. Further question has been raised as to whether proof of dependence should be required in order to enable a relation to claim compensation. In my opinion it is better strictly to define the list of those relations who are entitled to claim compensation than to make proof of dependence necessary. Finally I think it would be wrong in principle to make compensation vary with the number of dependants. Compensation is based on the rates of wages and these in turn are based on market conditions and not on the number of children or other dependants that a particular workman may have. It would in practice be very difficult to assess the extent of dependence on the deceased workman and I think that the present method should be adhered to.

At present no period under ten days counts to qualify for compensation under the Act. It is impossible to assume how many cases there are in which a man is absent for say, a week, but gets no compensation. The figures given in the first table in paragraph 2 do not help here as "minor" accidents include any accident which involves absence from work for more than 48 hours and less than 21 days. It is impossible to say how many of these fall below the ten days' absence required under the Act. The reduction of the period of waiting of ten days would inevitably lead to an increase in the number of cases and probably to an increase in malingering but some system of dating back would meet most of the cases involving hardship.

(iii) *Industrial diseases.*—My register shows no case of such a disease having occurred in Cawnpore. The only important industrial diseases are anthrax and white lead poisoning. There is no trade involving the latter here. There has, however, been a case of anthrax in the trades such as woollen manufactures, the hide and skin trades and brushware manufacture in which it occurs, in Cawnpore.

(iv) The Commissioner for Workmen's Compensation Act in Cawnpore is the Collector. Up to the present no difficulty has arisen in the administration of the Act. This is due to the fact that the number of cases have been very small and they have all been of a simple nature. As has been remarked above most of them were settled by the parties and the cases withdrawn. If, however, the scope of the Act was largely increased and the number of cases became greater there might be difficulties. This would apply, too, if complicated cases came up for decision as the Collector is not an expert in such matters. It might therefore, be desirable to introduce a provision to enable the Commissioner to sit with assessors if he so desires to decide a particular case.

As regards the administration of awards, etc., there has been no difficulty hitherto. The prescribed registers are kept up by the ahimad of the collector's court and as the number of cases has been very small he is easily able to deal with this work. If the suggestion that provision should be made in the Act for payment of awards in instalments were largely adopted it is possible that the burden of work would become greater, but this could easily be met by appointing an extra clerk.



(v) The question as to the extent of knowledge by the worker of the benefits conferred on him by the Act has been touched on above. I think, however, from the little experience I have had of the Act and from the figures given above, such as they are, that workpeople are in many cases not aware that they can claim compensation for injuries or death. I think that to some extent this might be met by empowering the Commissioner to initiate proceedings on his own motion and also on information received. At present reports of accidents are made to the district magistrate and are filed in his office. I see no reason why the Commissioner under the Act should not be allowed to use the information thus gained by him as a district magistrate in order to protect workers. This could to some extent be secured if the Commissioner were empowered to initiate proceedings. He might then, after the lapse of a reasonable period, and after the filing of the report of an accident, call upon the employer to furnish information as to whether any compensation has been paid or not, and if not, could direct the workman to apply in his court, if he so desired. If this were considered an undesirable method of procedure there is no reason why inspectors of factories should not be authorized to prefer complaints in cases where they believe that a workman has been killed or injured in circumstances giving rise to claim for compensation where no compensation has been deposited. Inspectors of factories are often in a position to know that compensation has not been deposited, as they inspect factories frequently and so come in contact with workpeople and also because reports of accidents are sent to their office as well as to that of the district magistrate by employers. At present the Chief Inspector of Factories ordinarily draws attention of workpeople who have been injured to the Act, and in one recent case a man applied in my court as a result of such advice. I see no reason why the Chief Inspector of Factories should not be regularly empowered to do this and to report to the Commissioner if the latter was empowered to initiate proceedings on such a report or on his own knowledge that compensation had not been paid. It is in the small concerns such as small oil mills, etc., that the workpeople are most ignorant of the advantages conferred on them by the Act and where they stand most in need of protection.

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Mr. W. G. MACKAY, M.B.E., CHIEF INSPECTOR OF FACTORIES AND  
BOILERS, UNITED PROVINCES.

(Much of Mr. Mackay's memorandum is embodied in substance in the Government memorandum and is not printed here.)

#### I.—Recruitment.

3. (i) Factory labour is usually recruited at the mill gate. When additional men are required the fact is communicated to the existing employees who bring their friends or relations. Jobbers and headmen or supervisors also make known the fact in the bazaars and *bustis*. In the case of cotton ginning factories, which are seasonal, a large proportion of the work is done by a contractor, who usually collects his labour from the surrounding villages. This is all casual labour which is invariably paid off daily.

(ii) The existing system has, it is believed, worked satisfactorily in the past and no reports of shortage of labour have been received from the factories. I have no suggestions to offer.

(iii) *Public Employment Agencies*—(a) *Desirability of establishing*.—I do not think they are either necessary or desirable.

(b) *Possibility of practical scheme*.—It is doubtful whether any practical scheme which would be free from abuse is possible.

4. No statistics are available to show the extent to which family life is disturbed due to workers leaving their families behind when they migrate to industrial towns.

The statement in Appendix J shows that about two-thirds of the workers of this mill have their families with them, but this is probably due to the fact that housing is provided for a large proportion of them, in most other cases the ratio would be reversed.

The greatest disturbance occurs in the larger towns and cities. It is also much greater in the *bustis* than in organized labour settlements.

7. (i) Industrial unemployment in a general sense as understood in European countries does not exist.

A small portion of the industrial population is at times unemployed for short periods due to occasional slackness in trade in particular industries ; these, however, are soon absorbed in other concerns.

Some 10 per cent. of the labour force of this province is employed in cotton ginning and pressing factories for about four months in each year. The bulk of these are agriculturists who work in the factories to supplement their income and return to their fields and villages at the close of the season. This also applies to the majority of sugar factory employees.

The term "unemployment" can hardly be applied in these cases as the people only change from one occupation to another.

(ii) *Extent to which caused by—(a) Retrenchment or dismissals.*—The extent to which it is caused by the above reasons is believed to be very slight indeed.

(b) No definite information is available regarding the causes or extent of unemployment but the extent to which it is caused by voluntary retirement is believed to be negligible.

(c) In times of famine there is acute unemployment in the rural areas, which causes a large influx to industrial centres in search of work.

It is the practice of Government on such occasions to open relief works on which large numbers are given temporary employment to tide over their difficulties.

(iii) As stated above, no acute distress is believed to exist except in times of famine, to cope with which Government take suitable measures.

The question of unemployment is closely connected with the state of industry and trade generally.

Broadly speaking, the fostering of new industries and the expansion of existing ones would help towards this end.

(iv) *Unemployment insurance.*—This subject has not been considered, but in view of the facts ascertained in connection with the proposed sickness insurance scheme, I doubt if at the present stage of industrial development it would be practicable.

(v) *Application of international conventions relating to unemployment.*—In view of the fact that general unemployment is not yet a feature of the industrial system of this province, there does not appear to be any necessity of applying the conventions.

The transference of labour from one district to another for employment in seasonal factories has been considered.

The manufacturing season in the case of tea factories is from April to November, while that of cotton ginning and sugar factories is generally from September to March.

The interchange of labour between these industries would appear possible, but I doubt very much if it is a practical proposition as the bulk of the labour employed in these factories consists mainly of agriculturists who only work in the factories to supplement their income, and also in view of the fact that ample labour exists in the various cotton ginning centres to meet the needs of those factories.

18. (i) The following statement shows the average duration of employment for two separate classes of labour in six different industries :—

Class of Industry.	Average duration of Employment.	
	Skilled and semi-skilled labour.	Unskilled labour.
Engineering works* .. ..	3.5 years	2.25 years
Flour mills .. ..	5 ..	5.5 ..
Oil mills .. ..	10 ..	3 ..
Tanneries .. ..	7.5 ..	4.75 ..
Printing works .. ..	5.5 ..	1.5 ..
Textile factories .. ..	6.5 ..	3.75 ..

Many of the factories had not kept any records of the number of years that their workers had been in their employ, and it was with considerable difficulty that the above figures were obtained from about half a dozen of each class of factory.

The above represents the averages obtained for some fifteen thousand workers. The average duration of employment varies from over thirty years to a few months and many of the Cawnpore mills have men who have been in their employ all their

\*Excluding railway workshops.

lives. In a large Government leather factory in Cawnpore some 250 men, about 12 per cent., had nearly thirty years' service, while in a local cotton spinning mill over 85 per cent. of the workers had a minimum of twenty months' service.

(ii) Casual labour in perennial factories more or less varies from 2 to 3 per cent. of the total number of employees, but in a Government leather factory in Cawnpore it is stated to be as high as 17 per cent., which is unusual.

In seasonal factories it is very much higher, particularly so in cotton ginning and pressing factories, where anything from 50 to 75 per cent. of the labour is casual, and seldom, if ever, work in the same factory throughout the season.

(iii) *Absenteeism.* (a)—A statement of absenteeism and wages lost for two classes of workers in six different industries is attached as Appendix K.

This statement has been compiled from the monthly averages of some 18,000 workers, and is therefore fairly representative.

The average percentage of absenteeism based on the days lost compared with the possible number of working days varies from 2 to 9 per cent. in the case of skilled and semi-skilled labour, and from about 2 to 6 per cent. for unskilled labour.

A column has been included in the statement to show the percentage of the staff that on an average absent themselves during the month. For skilled and semi-skilled labour it varies from 20 to 50 per cent. of the staff while for unskilled labour it is 27 to 63 per cent.

In the case of skilled workers permission is usually obtained before absenting themselves, but in the case of unskilled labour it is frequently otherwise.

Overstaying of leave granted is a fairly usual occurrence.

The causes that lead to absenteeism are numerous. No definite statistics are available, but some of the chief causes are sickness, social events and agricultural or similar work at home.

(b) *Seasonal or otherwise.*—No statistical records relating to this are available, but it is a well-known fact that absenteeism is greater during the harvest and marriage seasons.

(c) *Time and wages lost.*—This has been indicated in Appendix K attached.

For skilled and semi-skilled workers the average number of days lost per month varied from 2 to 9 per cent., and the wages from Rs. 24 to Rs. 2,912. For unskilled workers the average varied from 2 to 6 per cent., and the wages from Rs. 14 to Rs. 364.

## II.—Staff Organization.

15. *Contractors as intermediaries.* (i) Building work and the manufacturing of tents and *durries* are mostly done by contract, also unloading consignments, hand shunting wagons, removal of cinders and ashes, the manufacture of brass buckles, studs, etc., for harness equipment, casting work in small foundries and the manufacture of locks, fittings, date stamping dies, etc., in the postal workshops, Aligarh. Also in cotton ginning and pressing factories, about 75 per cent. of the work is done by contract labour.

(ii) The extent of sub-contracting has never been investigated, the practice is, however, known to be common, particularly in the building trade and for the manufacture of locks. Frequently the main contract is parcelled out and allotted to a number of sub-contractors.

(iii) Where the work is done on the factory premises, adequate control is exercised by the chief employer and the factory inspectorate. When the work is taken out, however, no control exists, as often the work is done in the worker's home, where not infrequently he is assisted by members of his family.

(iv) *Effects of the contracting system.*—(a) *On industry.*—Is to lower the cost of production. The rates paid are frequently very low and the contractor or sub-contractor is usually the gainer.

(b) *On the worker.*—It engenders a certain amount of independence and self-reliance, and a good worker can sometimes earn a fair wage, but in most cases it is detrimental, as very low rates and sweating are not uncommon, the work too is often done in small lots in scattered uncontrolled premises which are neither sanitary or hygienic.

## IX.—Hours.

57. *Effect of the 60 hours restriction.*—(i) *On the worker.*—It has given him a shorter working day and more leisure hours for recreation, etc.

It has eliminated a certain amount of loitering and the efficiency of the piece worker particularly has improved, as he necessarily must work more steadily and quickly in order to earn his usual wage.

(ii) *On industry.*—The Act of 1922 limited the working hours of all classes of factories to 60 per week; prior to this textile factories only were limited to 12 hours per day (72 hours per week), no limit being placed on the other classes. Comparison is therefore only possible in textile factories, and even here it is not possible to be strictly accurate, as the efficiency of both machines and operatives have in many cases altered, also the class of goods manufactured.

The opinions of mill managers differ on this question, some are of opinion that the reduction to 60 hours per week has not made any considerable difference in the output of the mill, due to the fact that a good deal of the loitering which formerly existed having been eliminated by stricter supervision. Others again maintain that the production has definitely decreased as a result of the reduction in working hours. The following figures from three local mills are given in support of this latter contention:—

*Mill "A."*

*Outturn per spindle per half-year.*

		1919	1929
Waste yarn	.. ..	198.7 lb.	167.6 lb.
		1919	1928
Ordinary yarn	.. ..	736.8 hanks	717.7 hanks

*Mill "B."*

*Waste mules spinning.*

1921	.. ..	68,223 lb. production
1922	.. ..	67,961 ..
1923	.. ..	53,497 ..
1924	.. ..	57,258 ..
1925	.. ..	56,869 ..

*Mill "C."*

*Production in Weaving Department.*

Year.	Number employed in mill.	Production per loom. lb.	Production per man employed. lb.
1921	2,904	308.61	157.07
1922	2,865	320	162.28
1923	2,886	288.26	146.22

The figures for Mill "B" are probably the most accurate for comparison purposes, as it is definitely known that no change either in the machinery, or class of goods made, took place during these years.

If the production figure, 68,223 lbs., is reduced in the proportion of 12 is to 10, the resultant figure is 56,852 lb. which is practically the same as those for 1924 and 1925, but slightly greater than 1923.

The average production for the years 1923, 1924 and 1925 is 55,875, which is a reduction of 18.1 per cent. on that of 1921.

The working hours were reduced from 72 to 60 per week, which is a reduction of 16.66 per cent.

The conclusion arrived at is that the 60 hours restriction has been adverse to industry, as the production has decreased more or less in the same proportion to the reduction in working hours.

58. The effect of the daily limit will be similar to 57 above. I would like to mention, however, that though the daily limit is 11 hours per day in practice it does not usually exceed 10 hours as the factories work six days a week.

The only occasions on which it is sometimes used is when Sunday and Monday are holidays, the working hours then being increased to 11 per day or 55 hours for the week. This is however seldom done, and I think the limit might be reduced to 10 per day.

59. Reduction of working hours is possible at the cost of production. The piece-worker's earnings would be affected as he probably could not increase his efficiency sufficiently to enable him to earn the same wage as at present, which would lead to a demand for higher wages and possibly serious labour troubles as would probably also any move on the part of the employers to reduce the time-workers wages in relation to the shorter working hours.

60. *Intervals.*—(i) In factories working 10 hours a day, the mid-day interval of one hour is usually given after five hours' work, but in some cases it is arranged so that 6 hours' work is done before the interval and 4 hours after it, to allow for the meal time to be about mid-day. Other divisions of time such as 5½ and 4½ hours and 4½ and 5½ hours are also sometimes adopted to suit the starting time of the factory which is usually half an hour to an hour earlier in the summer months. Where the working hours are shorter, the periods before and after the interval are correspondingly less.

(i) (a) The suitability of the intervals in relation to fatigue has never been closely investigated, but from personal observation of men leaving the factories at the mid-day interval it would appear to be suitable, as none were noticed to be visibly fatigued.

In 1927 an analysis of the times of accidents was made with a view to ascertain whether fatigue was responsible, as it was suspected that a larger number of accidents occurred towards the latter end of the working day. The analysis however entirely disproved this. The whole day from 6 a.m. to 6 p.m. was divided into four 3-hourly periods. The greatest number of accidents occurred between 9 and 12 and the next greatest between 12 and 3, while the least occurred during the last 3 hours of the day, as will be seen by the statement below :—

	9 a.m. to 12	12 mid-day to	
6 a.m. to 9 a.m.	mid-day.	3 p.m.	3 p.m. to 6 p.m.
235	388	346	222

(i) (b) The arrangement is suitable in relation to the workers' meal time, in fact it is in view of the meal time that the factories arrange the various sub-divisions of time before and after the interval instead of balanced periods of five hours each.

(ii) The law, Section 21 of the Act, is suitable and provides for, at the request of the employees, two periods of rest of half an hour instead of one of one hour.

(iii) Yes, the hours during which the factory is working are suitable.

(iv) Government factories get all gazetted holidays, about 30 days in the year (not including Sundays). Private concerns allow a full day off on all the more important Hindu and Muhammadan festivals and a half holiday on the less important ones : these number about 14 and 7 respectively.

62. The exempting provisions under Section 30 (1) of the Act are made full use of when necessary. Although no time limit is placed on exemptions under this subsection, they are periodically examined and curtailed when the circumstances justify it. This was done last year. Those under Section 30 (2), which are of a temporary nature and intended to enable factories to deal with an exceptional press of work, have of recent years been sparingly given and only after full enquiry into the merits of each case. The number of exemptions granted under this subsection was reduced from 11 in 1925 to 1 in 1928.

## X.—Special Questions relating to Women, Young Adults and Children.

### A.—Factories.

82. Infants are not permitted in the factory proper unless they are kept in a specially provided creche. In cotton ginning and tea factories which are seasonal factories and in which over 60 per cent. of the female labour is employed, women workers are allowed to bring their infants into the compound provided they do not enter the factory building where machinery is being used.

This is allowed as it would be very difficult for the women workers to arrange for some one to look after their young children at home while they were at work. It is probably better too for the children.

Section 19 A of the Act empowers the inspector to prohibit the presence of young children in a factory.

83. The regulations for women's work are suitable except that, I think, the daily limit of 11 hours per day might be reduced to 10. The intention of the legislature in framing Sections 24 and 28 of the Act, was, it is presumed, to provide for, at the employer's option, an 11-hour day for five days and a half day (5 hours) on Saturday.

In practice however all factories working 60 hours per week, work 10 hours a day for six days. From the statement given below it will be seen that about 75 per cent. of the factories employing women work over 54 hours per week, and as very few of them work a 9½-hour day, it can safely be said that practically all of them work a 10-hour day for six days a week.

Number of factories in which the weekly hours of women are :—

Year.	Not above 38.	Above 48 but not above 54.	Above 54.
1926 .. ..	18	16	131
1927 .. ..	15	15	138
1928 .. ..	12	17	137

84. (i) The regulations for the hours of work and intervals of children are suitable. In the majority of factories children are worked between 30 and 36 hours per week, vide statement in Appendix C attached.\*

(ii) The minimum and maximum ages, twelve and fifteen years respectively, for children are suitable.

85. Double employment of children is prohibited by Section 25 of the Act. It does not occur in this province.

86. *Young Adults (presumably those between 15 and 18 years of age).*—Section 19B of the Act prohibits their employment in certain processes, and Part II of the schedule of the above section regulates their conditions of work in certain processes. A definite system of apprenticeship prevails in railway workshops where youths receive a sound training in the various manufacturing, repairing, and erecting departments of these works. The Government technical schools in the province provide training courses in engineering, wood-working, etc., and also conduct evening classes which are attended by apprentices from the railway workshops and others.

The larger factories such as cotton and woollen mills, electric power stations, harness and saddlery, boot and engineering works, also tanneries and sugar factories, all take in a certain number of apprentices for training in some particular branch of the industry.

89. (i) Only one factory has been notified under section 2 (3) (b) of the Act by the local Government.

(ii) It is not considered advisable to extend the application of this sub-section unless an adequate inspecting staff is first provided, as the object aimed at in notifying smaller premises would be defeated unless they could be frequently visited and properly controlled.

The above would, however, not apply in the case where it was considered that the conditions were obviously such that notification was necessary.

## XII.—Wages.

96. (i) *In Industry.*—A statement has been attached as Appendix L, which shows the average monthly earnings for 22 classes of labour for the past ten years.

These rates are those which have been published as average rates for the whole province in the Administration Report of this department each year and the material for their compilation is obtained from the various factories in the form of annual returns.

The accuracy of these returns is in many cases very doubtful and considerable variation often occurs between the rates of similar classes of labour in the same locality and industry. Similarly the various designations do not always have the same value, for example, an engine driver in a large mill is an employee of very different importance to his prototype in a small seasonal factory. The method of averaging adopted is also an unsound one.

It is with some diffidence therefore that the statement is given as I do not consider it to be a true index of the earnings of the various classes though it perhaps might have some value in indicating the variations in recent years.

(ii) No definite information is available regarding agricultural labour wages, but broadly speaking they are seldom if ever so high as those paid by industries.

97. (i) *Increases and Decreases.*—The only basis of comparison available is the ten-years' statement of wages which, as previously explained, is not considered accurate.

This statement shows a pronounced all-round rise in the year 1920. Fitters' wages rising from Rs. 32 to Rs. 36, blacksmiths' from Rs. 26 to Rs. 32, carpenters' from Rs. 25 to Rs. 31 and that of the workshop coolie from 13 annas to 16 annas.

\* Not printed.

Between 1920 and 1928, the advance was maintained in many cases though in 1926 there was a slight decrease in the wages of firemen, fitters, weavers, dyers and workshop coolies and in the following year there was a slight decline in some of the other classes but the wages of weavers regained their former position. The wages of the workshop coolie which reached their zenith in 1921-22 have since steadily declined.

(ii) The high cost of living prevailing in the latter years and after the termination of the war was probably the main cause of the sharp increase in 1920.

The reduction of working hours to 60 per week in 1922 does not appear to have appreciably affected the position.

(iii) The reasons for variations appear closely related to the cost of living particularly in the case of workshop coolies, i.e., unskilled labour, but here again the figure for 1914 can only be accepted with reservations as its accuracy is doubtful.

	1914.	1921.	1928.
	Rs.	Rs.	Rs.
Wage of workshop coolie .. ..	9	17	14

(iv) *Relation to Profits.*—I have no information on this point but it would appear obvious that the margin of profit expected or obtained in an industrial concern would influence both the raising or lowering of the wage rate within limits.

102. Overtime from the point of view of the Factories Act is work over 60 hours per week which is only permitted where Government have granted an exemption from section 27 of the Act.

In such cases all work over 60 hours is required by section 31 of the Act to be paid for at least at one and a quarter the normal rate. Where the normal working hours plus overtime does not exceed 60 hours per week the payment of overtime is optional, but in such cases it is usually paid at ordinary rates. When Sunday is worked in lieu of a substituted holiday the ordinary daily rate is invariably paid.

107. *Periods of wage payments.*—(iii) *Desirability of legislation*—(a) *To regulate periods.*—This was enquired into in 1925 when it was found that there was no general desire for weekly payments.

Both those who were paid monthly and fortnightly appeared to be satisfied with the respective systems, and it was considered that there was no justification for interfering with the mutual agreements arrived at between employer and employed in this respect.

(b) *To prevent delay in payment.*—This too was considered at the same time, but as the demand for statutory enforcement was not strong and in view of the expense that would be involved in enforcing the law legislation was not introduced.

Personally I consider it desirable that a maximum period should be fixed by law as I think it unreasonable that any employee should be required to wait longer than a week for wages that have been earned.

110. *Annual or other leave.*—(i) *Extent to which taken by workers.*—In Railways and in several industrial concerns ten to fifteen days' leave on full pay is allowed. This is said to be fully utilized.

No definite period is fixed for leave without pay which is frequently taken in connection with social events such as marriages, births, deaths, etc., also in the case of sickness or private affairs.

It has not been possible to obtain very much detail regarding the extent to which leave is taken by workers but from enquiries made at a large local mill employing over two thousand persons and where fairly reliable records are maintained, it was ascertained that nearly 47 per cent. of the employees on an average take leave.

This concern however has a large housing settlement and a large permanent labour force consequently the percentage is likely to be higher elsewhere. The statement of "Absenteeism" attached to chapter I gives some indication as to the extent which workers absent themselves with or without leave.

111. *Desirability of fair wage clause in public contracts.*—My experience of public contracts is very limited, but I think there would be some difficulty in deciding what is a "fair wage" and that unless a precise figure is stated the clause would be of little or no value.

#### XVI.—Law of Master and Servant.

128. *Types of contracts commonly in use.*—The superior supervising staffs in factories are usually employed under a written contract or agreement signed by both parties, in which the terms of employment, wages, leave, medical attendance, housing, etc., are stated, and in the case of imported European staff free passages both ways are invariably given.

Workmen generally do not sign any written contract. Some of the larger organized concerns have rules and terms of employment which are shown to workmen, or read to them if illiterate, when first employed, and they are required to agree to accept and abide by them.

An instance is on record however where workmen are required to sign an undertaking not to go on strike without notice.

This is exceptional and was only resorted to after a lightning strike.

In the large majority of cases there is nothing more than a verbal agreement between master and man.



**APPENDIX E.**  
*Statement of housing accommodation provided by employers.*

District.	Number of factories in the district.	Number of factories providing quarters.	Number of factory employees in the district.	Number of persons employed in factories in column 3.	Number of single quarters provided.	Number of double quarters provided.	Monthly rent of single quarters.		Monthly rent of double quarters.		Number of quarters provided free.
							From—	To—	From—	To—	
							Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	
Agra .. .. .	26	8	2,425	2,960	673	24	0 6 0	2 1 0	2 12 0	3 12 0	25
Aligarh .. .. .	34	8	4,424	1,784	61	31	—	—	—	—	88
Allahabad .. .. .	26	7	5,394	1,456	397	34	—	—	2 8 0	6 0 0	427
Bahraich .. .. .	4	1	339	144	17	50	—	—	—	—	All.
Bareilly .. .. .	8	4	1,845	1,256	261	78	—	—	—	—	All.
Benares .. .. .	15	3	2,160	1,012	92	7	1 0 0	3 0 0	2 4 0	—	194
Budaun .. .. .	3	2	637	581	75	15	—	—	7 0 0	—	15
Bulandshahr .. .. .	13	4	1,122	350	38	6	—	—	—	—	All.
Cawnpore .. .. .											All.
Dehra Dun .. .. .	16	3	1,333	398	171	121	—	—	—	—	235
									10 per cent. of salaries. Menials free.		
Etah .. .. .	5	2	695	308	26	15	—	—	—	—	All.
Etawah .. .. .	8	2	757	252	16	3	—	—	—	—	All.
Farrukhabad .. .. .	4	1	477	101	10	—	—	—	—	—	All.
Gorakhpur .. .. .	12	6	6,206	4,731	658	80	—	—	—	—	274
Hardoi .. .. .	1	1	86	86	8	—	—	—	—	—	All.
Lucknow .. .. .	27	5	1,153	4,499	105	53	—	—	—	—	All.
Mainpur .. .. .	3	1	282	157	7	2	—	—	—	—	All.
Meerut .. .. .	4	2	300	135	21	13	—	—	—	—	20
Moradabad .. .. .	8	2	1,745	566	92	60	0 12 0	0 8 0	1 8 0	3 0 0	43
Muttra .. .. .	9	2	887	300	32	7	—	—	—	—	All.
Naini Tal .. .. .	3	2	242	148	8	7	—	—	—	—	12
Pilibhit .. .. .	2	1	367	367	6	22	—	—	—	—	All.
Saharanpur .. .. .	15	1	1,433	79	13	1	—	—	—	—	All.
Shahjahanpur .. .. .	4	1	2,183	504	39	89	—	—	—	—	All.
Unao .. .. .	2	1	750	300	32	4	—	—	—	—	All.
Total .. .. .	—	—	—	—	2,858	722	—	—	—	—	1,983
Total, Less Cawnpore .. .. .	—	—	—	—	—	—	—	—	—	—	—
Add Cawnpore .. .. .	—	—	—	—	—	—	—	—	—	—	807
Grand Total .. .. .	—	—	—	—	—	—	—	—	—	—	2,790

APPENDIX F.

Statement of housing accommodation provided by employers at Cawnpore.

Name of factory and settlement.	Number of persons employed in the factory.	Number, size and average rent of tenements.									Number of tenements provided free of rent.	Number of persons occupying quarters.	Remarks.			
		Single-room tenements.			Double-room tenements.			Larger tenements.								
		Number.	Size.	Average rent.	Number.	Size.	Average rent.	Number.	Size.	Average rent.						
British India Corporation Limited.	7,585	Allenganj .. ..	816	8' x 10'	{ 1 2 1 10	74	2 x 8' x 10'	{ 8 4 4 0	4 in each.	{ Two rooms each 12' x 12' One room 8' x 6'	{ 12 0	65	2,160			
		MacRobertganj ..	656	12' x 10'	1 12	140	2 x 10' x 12'	{ 5 10 9 8	12 in each.	{ One room 21½' x 14' Two rooms each 14' x 10' One room 10½' x 6'	{ 17 0	55		2,652		
		MacRobertganj extension.	21	12' x 10'	2 8	—	—	—	—	Do. 5' x 7'	—	—			50	
		Juhi Kakomiganj ..	{ 176 8 79 46	{ 11' 8" x 9' 9' 2" x 9' 8' 3" x 9' 9' x 9'	2 0	2	Two rooms each 9' 2" x 9'	4 0	2	{ (1) 17' 6" x 9' 9' x 8' 8" 6' 5" x 11' 5" (2) 11' 7" x 10' 7" 11' 10" x 6' 9" 16' x 25'	{ 4 0	—			900	
		Juhi chaprasi quarters Lachhmanpurwa ..	12	10' 5" x 9'	2 0	—	—	—	—	—	—	—			—	200
		Deputy-kn-Faroo ..	—	—	—	{ 6 8 6	All 15' x 12'	{ 6 0 7 8 12 0	10	15' x 12' with some small supplementary rooms.	15 0	—			129	
		Cooper Allen and Company, Cawnpore Wool-len Mills.	28	10' x 9'	Free	—	—	—	—	—	—	—			28	559
		North West Tannery, Cawnpore Cotton Mills	6	10' x 10½'	Do.	—	—	—	—	—	—	—			6	
		Elgin Mills Company, Limited.	23	9½' x 10'	Do.	—	—	—	—	—	—	—			23	
		Elgin Settlement ..	9	8½' x 9'	Do.	—	—	—	—	—	—	—			9	
		Elgin Settlement ..	3,225	95	9' x 7'	1 2	14	10' x 12'	3 8	—	—	—			—	348

In the majority of cases the quarters have verandahs attached and many have private courtyards.

Jugglal Kamapat Cotton, Spinning and Weaving Mills Company, Limited.	1,675	29	16' 5" × 9' 10"	—	—	—	—	—	—	29	68	In the British India Corporation Settlements practically all have verandahs and all the single quarters and more than half the double ones have private courtyards attached.		
Union Indian Sugar Mills Company, Limited. ..	360	32	10½' × 12'	}	1	Two rooms each 10½' × 10'	5 in each.	{	Two rooms 15' × 12' Do. 15' × 11' Do. 8' × 8'	}	All		410	
		7	12' × 10'											
		9	13½' × 9½'											
		28	14' × 10'											
		41	13' × 10'											
		8	16½' × 12½'											
Cawnpore Sugar Works, Limited.	489	22	11½' × 10½'	}	5	{	2 in each.	{	Two rooms 10' × 10½' One room 13' × 10½'	}	All		308	
		8	12½' × 12'											
		1	20' × 10'											
		2	14' × 8'											
		10	11½' × 11'											
		6	14' × 12'											
W. B. Shewan and Company Jajmow Tannery .. Coolie Lines .. ..	88	—	—	}	36	Two rooms each 12' × 10'	3	{	Two rooms in each set :— 13' 6" × 10' 6" 12' × 10' 8"	}	All free of rent.	106		
		—	—										58	10' × 9½' and 8' × 9½'
Indian National Tannery	160	—	—	—	4	Two rooms each 10½' × 12'	—	—	—	—	All free	186		
Cawnpore Tannery ..	370	122	10½' × 8'	1	8	—	—	—	—	—	One	874		
Indian Brush Factory and Narain Cotton Mills.	195	29	9' × 7'	—	—	—	—	3	Four rooms each 15' × 12'	—	All	75		
Cawnpore Water-works ..	110	{	14	16' × 10'	}	4	Two rooms each 18' × 16'	2	{	(1) Two rooms each 19' × 15' Do. 19' × 10' (2) Do. 19' × 15' Do. 17' × 10'	}	All	86	
	4	18' × 12'												
Naraindas Lachhmandas Oil Mill and Foundry.	360	23	14' × 10'	2	0	3	Do. 9' × 8'	—	3	{	One room 14' × 10' Do. 10' × 10' Do. 15' × 10'	}	6	51
Johnson Ginning Mills ..	173	10	12' × 6'	—	—	—	—	—	—	—	10	10		
Total .. ..	2,593				453			61			807	9,659		
					3,107									

## APPENDIX J.

Statement of recruitment, service and contact with villages of employees of a typical Cawnpore mill.

District.	Number of employees.	Percentage of Staff.	Returned to villages during the year.		Average years service.	Number living.		Number of men living.	
			Number of men.	Number of times returned.		In settlement.	Outside.	With family.	Without family.
Agra .. .. .	6	.34	2	3	6.73	5	1	5	1
Aligarh .. .. .	8	.46	4	5	6.54	2	6	6	2
Allahabad .. .. .	25	1.40	11	18	7.99	12	13	13	12
Azamgarh .. .. .	52	2.91	27	32	7.13	39	13	23	29
Bahraich .. .. .	3	.16	1	1	7.83	1	2	3	—
Budaun .. .. .	1	.06	1	1	6.75	—	1	1	—
Banda .. .. .	9	.50	6	6	7.22	1	8	9	—
Bara Banki .. .. .	70	3.93	34	51	6.46	24	46	39	31
Bareilly .. .. .	2	.12	1	1	4.50	—	2	2	—
Basti .. .. .	1	.06	—	—	6.00	—	1	1	—
Benares .. .. .	3	.16	1	1	9.62	2	1	2	1
Bundelkhand .. .. .	7	.40	3	3	10.60	1	6	5	2
Cawnpore .. .. .	448	25.18	111	255	9.42	127	321	328	120
Etah .. .. .	4	.22	3	4	7.37	—	4	3	1
Etawah .. .. .	22	1.23	14	23	6.91	8	14	13	9
Fyzabad .. .. .	81	4.54	44	62	7.15	49	32	47	34
Fatehpur .. .. .	46	2.58	32	68	9.25	28	18	26	20
Farrukhabad .. .. .	64	3.58	40	65	8.13	15	49	38	26
Gonda .. .. .	61	3.42	31	42	6.34	36	25	33	28
Gorakhpur .. .. .	2	.12	—	—	12.87	2	—	2	—
Hamirpur .. .. .	7	.40	5	7	19.08	—	7	7	—
Hardoi .. .. .	73	4.10	38	68	7.31	42	31	44	29
Jalaun .. .. .	67	3.77	32	49	8.07	6	61	59	8
Jaunpur .. .. .	95	5.33	40	50	7.75	54	41	42	53
Jhansi .. .. .	59	3.31	22	30	7.92	3	56	51	8
Lucknow .. .. .	35	1.96	16	40	15.65	18	17	28	7
Lakhimpur .. .. .	3	.16	1	1	3.00	1	2	1	2
Mainpuri .. .. .	5	.28	3	6	12.08	—	5	4	1
Meerut .. .. .	2	.12	—	—	12.00	1	1	2	—
Mirzapur .. .. .	4	.23	3	4	9.62	2	2	3	1
Moradabad .. .. .	3	.16	1	1	7.81	2	1	1	2
Muttra .. .. .	1	.06	—	—	12.50	1	—	—	1
Orai .. .. .	1	.06	—	—	3.25	—	1	1	—
Partabgarh .. .. .	31	1.73	15	21	6.45	14	17	13	18
Pilibhit .. .. .	2	.12	1	1	4.00	—	2	2	—
Rae Bareli .. .. .	158	8.87	104	179	6.84	98	60	75	83
Shahjahanpur .. .. .	5	.28	1	1	15.18	4	1	3	2
Sitapur .. .. .	37	2.07	27	44	6.20	12	25	17	20
Sultanpur .. .. .	32	1.79	20	32	12.75	19	13	14	18
Unao .. .. .	227	12.75	163	474	7.38	106	121	113	114
From outside the Province.	18	1.02	5	12	12.1	7	11	11	7
Total .. .. .	1,780	100.00	863	1,661	8.5	742	1,038	1,090	690

APPENDIX K.

Statement of absenteeism and wages lost.

Average for—	Skilled and semi-skilled.					Unskilled.				
	Percentage of the staff who are absent for one or more days in a month.	Possible total no. of working days in the month.	Total no. of days lost due to absence.	Percentage absenteeism.	Wages lost.	Percentage of the staff who are absent for one or more days in a month.	Possible total no. of working days in the month.	Total no. of days lost due to absence.	Percentage of absenteeism.	Wages lost.
					Rs. a. p.					Rs. a. p.
Engineering works* .. ..	44 per cent.	5,000	100	2 per cent.	111 0 0	57 per cent.	4,476	98	2.2 per cent.	55 4 0
Flour mills .. ..	20 ..	1,817	39	2.1 ..	24 1 0	27 ..	802	28	3.3 ..	15 14 0
Oil mills .. ..	32 ..	2,172	94	4.3 ..	73 11 9	42 ..	1,980	112	5.7 ..	53 6 6
Tanneries .. ..	44 ..	4,366	406	9.3 ..	212 6 0	42 ..	2,077	120	5.8 ..	49 0 0
Printing presses .. ..	59 ..	3,340	191	5.7 ..	132 8 0	63 ..	765	35	4.6 ..	14 7 0
Textile factories .. ..	30 ..	53,570	3,245	6 ..	2,912 9 9	33 ..	12,499	787	6.3 ..	364 3 0

\* Excluding Railway workshops.

## APPENDIX L.

*Rates of wages printed in the annual reports for the past ten years.*

Class of labour.	Average amount per month.									
	1919.	1920.	1921.	1922.	1923.	1924.	1925.	1926.	1927.	1928.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
<b>1.—Skilled labour.</b>										
Engine driver ..	29	32	34	34	35	35	40	40	41	40
Fireman .. ..	20	24	24	26	23	25	24	23	23	23
Oilman .. ..	—	—	—	—	—	—	—	16	17	16
Fitter .. ..	32	36	39	38	38	42	44	42	42	41
Turner .. ..	—	—	—	—	—	—	—	39	42	40
Rivetter .. ..	—	—	—	—	—	—	—	28	27	29
Boilersmith ..	—	—	—	—	—	—	—	35	40	37
Blacksmith ..	26	32	34	36	36	37	35	35	36	36
Moulder .. ..	—	—	—	—	—	—	—	34	36	35
Carpenter .. ..	25	31	32	34	34	35	34	34	34	34
Mason .. ..	21	25	28	28	28	30	30	29	29	30
Compositor (printer)	—	—	—	—	—	—	—	26	26	30
Machinist (printer)	—	—	—	—	—	—	—	29	27	33
Weaver (male) ..	25	32	32	36	31	31	33	31	33	33
Spinner (male) ..	26	28	28	28	26	29	29	29	26	25
Dyer (textile) ..	15	22	23	22	23	22	23	19	17	20
Reeler (male) ..	—	—	—	—	—	—	—	23	20	20
Reeler (female) ..	—	—	—	—	—	—	—	17	16	15
<b>2.—Unskilled labour.</b>										
Coolie or opener ..	—	—	—	—	—	—	—	18	16	16
Coolie (male) on gins	—	—	—	—	—	—	—	17	14	15
Coolie (female) on gins	8	10	11	11	10	10	10	11	11	10
Coolie (workshop) ..	13	16	17	17	16	16	15	14	14	14

*Note.*—The averages are simple arithmetical means of reported rates and have not been weighted for numbers.

RAI BAHADUR BABU BRIJ LAL, B.A., DIRECTOR OF LAND RECORDS,  
UNITED PROVINCES.

#### Introductory.

The writer of this note has no connection with any "industrial undertaking" except that he is the Provincial Superintendent under Act VI of 1901, which regulates emigration to the labour districts of Assam. He has, however, never had an occasion to visit these districts and consequently does not possess first-hand information of the conditions in which labourers work there. Any views expressed are his own and are not necessarily those of the local Government.

#### I.—Origin of Labour.

3. *Methods of recruitment.*—(i) *Existing methods.*—There is no organization for recruitment of labour for industrial concerns, nor is any recruitment controlled except that for Assam. For Assam the actual labourers in employ there come back as garden sardars and recruit others by means of their own example. A new recruit is registered by the local agent, appointed under section 64 of the Assam Labour and Emigration Act, previous to departure. Whenever an adventurous labourer is out of employment and he comes in contact with a relative or friend of his who is better off outside he also goes out in search of employment there and takes any job that he can get. The needs of the mills or industrial concerns are ordinarily satisfied in this way, or in cases of shortage of labour they also send out their trusted old labourers to advertise the advantages of employment in their concern and bring in fresh recruits.

(ii) The above method of recruitment is almost an ideal one ; the only prospect of its improvement lies in a greater publicity and advertisement of the improved prospects of the labourer in any particular industry or concern. This will secure more recruits of whom there is already not much dearth. If wages, conditions of service and of home life are satisfactory, they are much more likely to continue in their new employment. Recruiting for Assam was at one time associated in many cases with abuses. Fraud and misrepresentation were frequently practised and kidnapping and abduction were by no means uncommon. Conditions of recruitment have much improved, but the comparatively small emigration to Assam from this province as compared with that to Calcutta, Bombay and other parts of India, seems to show that conditions there are not yet fully attractive. Certainly no improvement in the method of recruiting or even legislation can secure the labourer for, or keep him on work which he does not find profitable for himself.

(iii) *Desirability of establishing public employment agencies.*—They may be tried ; any agency that would add to the publicity of the better terms, if any, offered by the industries, will increase the number of recruits. But their success will depend ultimately on the terms offered by the industries ; if they are not better than what the labourer gets in his own village or nearer home, no agency can induce him to agree to them except by fraud or misrepresentation.

4. *Extent and effects of disturbance of family life.*—As already discussed under head "Contact with villages," about two-thirds of the emigrants go out without their families. In case of labourers, this is partly due to want of adequate accommodation for them at the places of their migration and partly to their old connections. Perhaps he has a house or some land or a petty investment or other property which ties him to his old home and requires a representative of his family in the village. When there is no such attachment there are the social and caste ties. He must marry his children within a highly limited circle, members whereof are either not available at his new place or they are not mutually known to each other, an ordinary acquaintance does not avail in such cases ; and he has to keep in touch with his old place. The result is that the farther off he goes out for the sake of employment, the larger is the amount that he has to spend in visiting his home and keeping his family there, and hence larger must be the difference between the wages in his village and those earned by him outside that can tempt him to stay there. The remedy lies in the supply of suitable and more extensive accommodation for them and a less centralized industrial system so that it may not be necessary to recruit large numbers from long distances.

6. *Recruitment for Assam.*—(iv) *Defects of the existing Act and system.*—The provisions of the Act dealing with labour contracts have been in abeyance in this province since 1908. In my own opinion those provisions were severe on the labourers and should be entirely repealed. I consider that no person under the age of 21 years should be allowed to be recruited for Assam unless when going there as a dependant of some person of full age. I am also of opinion that there should be a positive provision making the consent of the husband or lawful guardian, if any, of a woman compulsory before any woman is recruited. Cases of women without husbands or guardians who are willing to migrate of their own free will are few, and the fact that they have no husband or guardian can be ascertained from their village through the police or the village *panchayat*. There is no provision in the Act or the rules for the inspection of the emigration depots (i.e., accommodation provided for the intending emigrants) by the public. In my opinion there ought to be some provision for inspection by specified non-official visitors and such a depot should be open to inspection by every member of a local body in the district.

The present Act coupled with the rules in force in these provinces restricts recruitment to garden sardars only. For various reasons the employers have been anxious to be permitted to recruit through other agencies as well, i.e., through professional recruiters. If the above defects be removed a trial can be given to professional recruiters who should be residents of the district from which they are employed to recruit. They must work on behalf of a single employer or a body of employers registered as such. They should work under the same restrictions as the garden sardars and should be required to furnish a substantial security for the proper discharge of their duties with the magistrate of their district, which should be liable to forfeiture on evidence of misconduct, in addition to the ordinary liabilities of a garden sardar.

There is no provision for any inspection of the recruits in Assam, or of the conditions under which they work on the tea gardens, by any officer of the local Government from whose jurisdiction they are recruited. In my opinion some arrangement for such inspection is desirable.

It is necessary that the terms of employment on which a recruit agrees to go to Assam should be clearly understood by him, and in my opinion it would be better if these were reduced to writing in a standard form, and if it were provided that no

conditions apart from those in the standard form should be enforceable against the recruit. I think it would assist recruiting in the United Provinces if the industry was to make some definite conditions about leave at the time of recruitment; and also if the wages to be paid were clearly stated and compared favourably with those which could be earned locally by the recruit. Recruits obtained by misrepresentation are never likely to be contented; and in my opinion there is a good deal of misrepresentation at present by the garden sardars to ignorant recruits.

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Mr. G. M. HARPER, I.C.S., COLLECTOR OF GORAKHPUR

The Gorakhpur district has a total area of 4,528 square miles, and is the largest district in the plains of Northern India. It is a district which has come under development more recently than the districts further west, and from the labour point of view it is of interest as it has only comparatively recently reached a stage when it can no longer reasonably support its population. In the census of 1901, the population was 2,957,074, in 1911, 3,201,180, in 1921, 3,266,830. This last census figure showed only a slight increase owing to the influenza epidemic which prevailed in 1918. Since then the annual returns of births and deaths show a normal increase of nearly 50,000. There has been a sequence of reasonably good harvests and there can be little doubt that the total population is now quite three and a half million, with an average density over the whole district of over 800 per square mile. This density is very considerably greater in the southern tahsils, where there are no reserved forests. In the Gorakhpur tahsil, for instance, the density was already 867 in 1921.

The arable cropped area rose by 51,622 acres in six years from 1921 to 1927, when it totalled 2,161,112 acres. In that year, the proportion of culturable waste land still available in the district for cultivation was lower than in any district in the provinces with one exception. Thus no further considerable extension of the cultivated area can be expected. On this figure of cultivated area the total annual yield of grain used as foodstuff is roughly estimated at 24,410,035 maunds, and if an average of one seer per diem per individual be allowed, the quantity is sufficient for the maintenance of 2,675,043 persons only. This shows that the available agricultural resources of the district are quite inadequate to maintain the population.

Another feature of the district is that apart from agriculture it has no industries that can serve as an outlet for the surplus labour. In the last few years a number of sugar mills have been opened, but these give employment to a total number of only 3,083 labourers, and this is for a period of less than six months in the year. These sugar mills, moreover, have had the effect of practically ruining the small *deshi* sugar refinery industry, which industry used to give employment to a considerable amount of labour throughout the district. It cannot be held accordingly that an extension of these sugar factories will improve matters as regards the demand for labour. The railway workshops employ 2,765 labourers, but there is no probability of any extension of this employment, and this is the only real industrial employment in the district. For the last three years an annual exhibition has been held with a view to exploring the industrial resources of the district as well as for the improvement of agricultural methods. From the latter point of view considerable success has been achieved, but as regards the former there is no sign of any progress at all. There is capital available in the district, but the means whereby it can be exploited and utilized for industrial development have not yet been discovered. Requirements in the way of industrial products by a district of this size are enormous, but no suggestion has been put forward by the residents of the district or by the Government department of industries as to how these can be produced within the district, and so give employment to the ample labour supply which exists.

On these facts it is obvious that the needs of large surplus population are being met by means of remittances by labour employed elsewhere. Figures as regards this, however, are not easy to secure. In the all-India census of 1911 the number of residents within Gorakhpur who gave their homes as elsewhere, was 152,000, while the number of people elsewhere, who gave their residence as in Gorakhpur district, was 136,000. In the census of 1921 the number of immigrants declined to 89,236, and the number of emigrants was 131,169. The number of emigrants was thus practically the same, but there was a very large decrease in the number of immigrants. The only official emigration agency is that for the Assam recruitment



through the District Labour Association. The number of coolies so recruited has been as follows:—

1925-26 .. .. .	755
1926-27 .. .. .	627
1927-28 .. .. .	1,098
1928-29 .. .. .	1,161

These are obviously very small figures in view of what the total emigration must be. In Bansaon, one of the six tahsils of the district, it is estimated that the approximate number of emigrants is between 4,500 and 5,000, and that for 100 persons of the whole population, one seeks his livelihood outside, the proportion of male and female emigrants being approximately five to one. The female emigration is to all intents confined to the Assam tea gardens, while male emigrants go further afield in large numbers to Calcutta and Rangoon, and a considerable number are known to find their way to Siam. An indentured labour association in the adjoining district of Basti sends an occasional agent to recruit labour for other areas, but no information as to its activities is available. The fact remains that in this particular tahsil of Bansaon there is, as against a land revenue of nearly six lakhs of rupees, a payment from post offices on money orders of an equal amount, the great bulk of which consist of remittances from residents of the tahsil who have found employment elsewhere.

From all this it will be seen that the district has a very large available labour supply. The only control at present exercised over this consists in the restrictions imposed on the recruitment of labour for Assam. There is no very obvious local reason why this labour should be treated in a different way to the labour recruited for other areas. The Assam employer pays a substantial licence fee to secure certificates for his sardars without getting any corresponding advantage. There is reason to believe that during the last few years a considerable amount of labour has been recruited for Assam by agents working privately on behalf of forest contractors, but no case of abuse by these unlicensed recruiters has come to notice. The only other attempt in the district to organize labour has been by the Railwaymen's Association, which is a registered trade union. This body has exercised but little influence, and is now admittedly to all intents, dead. Its activities, such as they were, were due entirely to the influence of one individual who is no longer in the district.

The general conclusion is that though the district commands a very large labour supply, yet its experience affords no guide as to how the same could be regulated and controlled in the future.

#### THE SUPERINTENDENT, HARNESS AND SADDLERY FACTORY, CAWNPORE.

The factory comprises a tannery, curriery, saddlers' and tailors' shops, metal fitting and machine shops, smithy (complete with power hammers and drop stamp batteries), carpenters' shop, brass foundry, stores and inspection departments, etc. Appropriate modern machinery is installed in the various departments for accurate and economical production of leather and metal components. The factory is electrically driven, having its own power station of 600 k.w. capacity. Water for manufacturing purposes is obtained from the Ganges canal close by.

The value of our out-turn in the year 1927-28 was Rs. 41,00,000. Normal peacetime labour strength is 2,000 men, but during the closing years of the Great War about 4,500 men were employed.

#### I.—Recruitment.

1. (i) and (ii) No information is available as to the origin, extent and causes of migration of labour now engaged in the leather industry in Cawnpore district. The Government Harness and Saddlery Factory was established in 1862, at which date Cawnpore has been described as "a considerable centre for native tanners and leather dressers." Within recent years the migration can be described as purely local, as a considerable leather "labour market" exists in this part of the United Provinces.

2. (i) Our labour comprises low caste Hindus (*chamars*), employed in the tannery, curriery and saddlery departments, and mixed castes of Hindus and Muhammadans, employed in the metal fitting, smithy, carpentry and tailoring sections. Most of our men, probably 75 per cent., live in and about the city of Cawnpore, the remainder

live in villages on the other side of the River Ganges. Comparatively few men hail from villages considerably distant; these men take advantage of the longer holidays to visit their homes, and are granted leave on request to enable them to attend ceremonies or assist in the work of harvesting, etc., at their villages.

(ii) Our peace-time labour force can be considered as permanent. Employment has been steady and continuous in this factory for about 30 years. We employ normally approximately 2,000 men.

3. (i) Recruitment as generally understood is unnecessary, the local labour market meets easily all our demands, which latter are arranged through the medium of our labour bureau.

(ii) Only detailed improvements appear possible to us; our present methods suffice.

(iii) *Public Employment Agencies.* (a) In our experience the desirability of establishing such agencies in this district is doubtful, nor do we think the necessity arises. In this factory, where the "gang piece-work system" is chiefly employed, the gangers prefer to select and recommend their own men from the local market, of whom they have intimate knowledge.

(b) At the present stage of industrial organization we do not think there is much prospect of such an institution justifying its existence. So far as we are concerned such schemes need not be considered until our present methods prove unsatisfactory.

4. *Extent and Effects of Disturbance of Family Life.*—As affecting our labour the extent is not serious, due to the small proportion of men concerned. Generally, the effects at this date, considering the present and continually increasing development of communications, cannot be serious. It must, of course, be realized that such men have the added expense of maintaining a home near to their work and of periodic visits to their villages for attendance at ceremonies, harvesting seasons, etc.

7. *Unemployment.*—(i) Employment in this factory has been steady and continuous for many years, but this year our labour is down some 20 per cent. So far as can be seen, this reduction will be of a permanent character. A programme of army reorganization now embarked upon will result in smaller demands for our manufactures. Further, an increased proportion of army orders, normally placed with us, is being diverted to private firms.

(ii) *Extent to which caused by—(a) Retrenchment or dismissals.*—Our unemployment falls largely under this head for reasons given immediately above.

(b) *Voluntary retirement.*—In our case negligible.

(c) *Other causes.*—In our case negligible.

(iii) No scheme for *alleviating*, let alone *remedying*, distress caused by unemployment appears possible, except one involving an increased burden for Government, or for the employer, and/or contributions from workers in employment already impoverished. As situated to-day none of the parties mentioned can be expected to meet further calls and until such time as trade and industry become normal, the prevailing distress can only be partially alleviated by family and other private charity.

(iv) *Unemployment insurance.*—This appears to be the only equitable and permanently satisfactory scheme for dealing with unemployment, but for the reasons given immediately above, the time does not seem opportune for its introduction. A scheme, such as the one which has worked so successfully in England, where the worker, the employer, and State all contribute, seems to be indicated. It is admitted that many factors peculiar to this country would make the administration of the scheme much more difficult here.

(v) *Application for international conventions relating to employment.*—We have no comments under this heading, except that great caution should be observed in applying western standards to a country offering so widely different racial and religious customs. Other factors in this connection of equal importance are those of education, temperament and climate.

8. *Labour "Turnover"*—(i) *Average duration of employment.*—In our case, excluding services less than six months, this is as follows:—(a) Skilled and semi-skilled men, 9 years; (b) Unskilled men, 2.5 years.

An analysis of our "labour turnover" for the past three years gives an average annual figure of:—Skilled and semi-skilled, 40 per cent.; Unskilled, 100 per cent.

These figures do not do justice to our workers, many of whom have served for periods varying from 10 to 50 years. Many die in our service, as did their fathers before them. It is the "floating" proportion of the labour, changing twice or more in the year which makes the figures so unsatisfactory.

(ii) *Extent of casual employment.*—This is small, due to fairly even demands received yearly from the army.

(iii) *Absenteeism.*—(a) Extent of absenteeism from all causes exclusive of gazetted holidays during the year 1928–29 is as set out below :—

	Possible attendance.	Time lost.	Time lost.
	Days.	Days.	Per cent.
Skilled and semi-skilled ..	463,608	54,482	11·8
Unskilled .. .. .	96,996	8,937	9·2

Absenteeism in character takes the form of men deliberately staying away from work for one or more days often, apparently, for no valid reasons. A man in the first instance may or may not have requested leave. Causes fall under the headings of sickness, attendance to private affairs, performance of ceremonies, visits home, desire for a holiday, etc. There is, of course, a type of man who only desires sufficient money to provide himself with the bare necessities of life and when he has ensured this in any month he regards further work as wasted effort. Our attitude to absenteeism is naturally tempered according to the degree of activity in our shops. When we are working at full pressure, chronic absenteeism is checked by discharging the worst offenders, but during slack periods this evil does not assume such importance. Normally, men absent for more than 10 days without a sufficiently good reason are discharged.

(b) *Seasonal or otherwise.*—Seasonal absenteeism in a country fundamentally agricultural must be expected. However, this factory has not many men who come from very distant villages desiring to work on their lands periodically. Further causes of absenteeism are dealt with in (a) above.

(c) *Time and wages lost.*—Below is given a statement of time and wages lost during the year 1928–29 :—

	Time lost.	Time lost.	Wages lost, approximate.
	Days.	Per cent.	Rs.
Skilled and semi-skilled ..	54,482	11·8	54,482
Unskilled .. .. .	8,937	9·2	5,027

9. *Apprentices Act, 1850.*—This Act has not been of any great value to us, though the provisions of Clause 15 of the Act form part of the agreement entered into with our apprentices to tanning and currying, who are “minors”.

## II.—Staff Organisation.

12. (i) Recruitment for superior staff of foremen and assistant foremen is by advertisement and selection is made both in England and India.

The subordinate supervising staff, i.e., chargemen and supervisors, are normally technically trained Indians, selected by the Director of Ordnance Factories and Manufacture or by the superintendent of the factory. Where possible, a man is promoted from the ranks, though at present it is a very exceptional worker who can qualify for such advancement. Indian chargemen fitted by personality, education, and experience may be promoted to the posts of assistant foremen; in fact, we now have three such assistant foremen in this factory, two of whom received their technical training at the Lucknow Technical College.

(ii) The vast majority of the workmen being illiterate, it is not possible to train and promote any of their members except to the most junior supervising posts. Our only hope lies with the next generation, and we have a selected number of boys, sons of workmen attending the factory school, undergoing training as “boy artisans.” This scheme of training, dealt with elsewhere in this report, provides for elementary education, partly general and vocational in character, and three years’ intensive practical training in one of the factory departments. The scheme has not been in operation long and we have as yet no results to record, but it is hoped that these boy artisans, at present 16 in number, will provide some workers qualified for advancement to supervising posts. Concurrently, other sons of workmen, approximately 60 in number, are attending the factory school (dealt with elsewhere) most of whom will no doubt profit by the educational facilities provided and become more efficient and intelligent workers, even if they do not provide material for selection to supervising posts.

The above schemes are in their infancy; should we achieve a sufficient measure of success, more ambitious schemes are contemplated.

13. (i) Relations generally are excellent and the factory has run smoothly for many years. A lot, of course, depends upon the personality and character of the foremen in charge of the departments, which determine the degree of confidence and loyalty of the men.

(ii) From the inauguration of the factory and until 10 years ago, the system of employing "jobbers" or "contractors" was in vogue. The evils inseparable from this system had reached such a magnitude that it was superseded by gang and individual piecework. The present condition of the workers, provides a vast contrast to that obtaining under the contractor system. They are more contented, receive a fair wage and we have more and better work from them in return.

(iii) Works committees were tried some years ago with negative results. Points at issue are first referred to the head of the section for settlement, where in the majority of cases they are disposed of to the satisfaction of the men. However, in the absence of settlement at this stage, the workmen have direct access to the superintendent of the factory, where their grievances always meet with detached and impartial judgment. The men seem to prefer these methods of ventilating their complaints.

14. (i) Our system of registering and checking attendance of labour is briefly as follows:—Each man has a metal disc or "ticket" with his number stamped thereon, and he places it on a ticket board, situated near the gate office, on leaving the factory at night. On entering the following morning the man removes his own ticket from the board and places it on a similar board situated close to the department in which he works. The gate office clerk, after closing the factory gate at 7 a.m., enters up the attendance register or "acquittance roll" ascertaining by those tickets which are not removed from the gate office board the men who are absent that day. The individual section ticket boards are locked soon after the sounding of 7 a.m. whistle and the keys handed over to a representative of the local deputy assistant controller of army factory accounts. Subsequently, these boards are opened by a representative of the accounts branch and from the tickets which are missing from these boards the accounts department check the absentees and compare with the particulars already furnished by our gate office. Any discrepancy is investigated immediately. Surprise checks are also carried out by the accounts branch.

Timekeeping, by which is understood the recording of time worked by day workers (i.e., not on piece-work) is the duty of the section clerk, the records being approved by the head of the section.

With regard to piece-work, on receipt of instructions in the shops to proceed with manufacture of a store, a piece-work card is made out by the section clerk, giving particulars of the work, and stating the piece-work price which is a standard one approved by the management. This card is given to a piece-worker, or to the ganger in the case of a piece-work gang; on completion of the work, the card is certified by the head of the section as completed and forwarded to the deputy assistant controller of army factory accounts.

After checking the piece-work cards and day-work cards, the "pay roll" is compiled by the accounts department. This document is forwarded to the factory during the first week of the month, and wages are paid in accordance therewith.

(ii) The system of paying wages is briefly as follows:—The factory cashier prepares "pay slips" in duplicate on which are entered the ticket number of, and the amount of money to be paid to, each individual worker. One set of these slips is forwarded to the sections for distribution to the right individuals and the other set of slips is inserted in the wage tins in which the cashier has placed the wages due. Payment is made by the cashier, or his assistant, in the presence of the head of the section concerned who initials each entry as a man, producing the duplicate pay slip, presents himself for payment. A gazetted officer of the factory is also present when wages are being paid.

Deductions for fines, if any, are effected by the cashier and the net amount of the wage placed in the tin (wage container).

15. The "contractor system" was abolished in this factory some 10 years ago.

### III.—Housing.

16. (i) and (ii) No housing is provided for the workmen by us, but a "workmen's lines scheme" for housing about one-third of our men has been sanctioned by Government and funds allotted for execution of a portion of this scheme during the current financial year. Unfortunately, difficulties experienced in securing the site selected in the Cantonment area have so far prevented commencement of the work.

(iii) and (iv) The vast majority of our workers living in the city hire houses from private landlords. Those living in the villages outside mostly live in houses owned by their families.

17. We have powers to acquire land in the Cantonment area after paying any compensation due to owners of property concerned by such resumption. Difficulty is being experienced in securing a suitable site near the factory, but negotiations are now proceeding for one.

18. (i) and (ii) The accommodation which will be afforded by the houses we shall build for our men will be much superior to anything which they are accustomed to or would demand. Their ideas of housing and hygiene are very primitive. Particulars of the various types of houses to be built are as follows :—

Type of Quarters.	Number to be Built.	Prospective occupants.	Accommodation, each quarter.
" O "	5	Indian service mechanics on average salary of Rs. 180 per month.	1 room, 16 ft. by 14 ft.; 1 drawing room, 20 ft. by 14 ft., for every six men; 1 cook house, 16 ft. by 10 ft., for every six men; 8-ft. verandah, front and back; 1 bath room per man; 1 servant's quarter per man.
" P "	12	Superior artisans and clerks on average salary of Rs. 120 per month.	2 rooms, each 12 ft. by 14 ft.; 6 ft. verandah in front; 1 kitchen, 10 ft. by 11 ft.; covered way, 6 ft. by 10 ft.; 1 bath room, 8 ft. by 7 ft.; 1 latrine, 6 ft. by 6 ft. and compound wall.
" Q "	40	Superior artisans and clerks on average salary of Rs. 80 per month.	2 rooms, each 10 ft. by 12 ft.; 6 ft. verandah in front; 1 kitchen, 6 ft. by 6 ft.; covered way, 6 ft. by 8 ft. 1 bath room, 4 ft. by 5 ft.; 1 latrine, 4 ft. by 4 ft., and compound wall.
" R "	100	Artisans and inferior clerks on average salary of Rs. 50 per month.	1 room, 12 ft. by 10 ft.; 6 ft. verandah in front; 8 ft. verandah at back; 1 kitchen, 8 ft. by 6 ft.; 1 bath room, 5 ft. by 4 ft.; 1 latrine, 4 ft. by 4 ft., and compound wall.
" S "	340	Artisans of inferior class, single men on average pay of Rs. 30 per month.	1 room, 12 ft. by 10 ft.; 6 ft. verandah in front; 8 ft. covered verandah at back, with a kitchen 8 ft. by 6 ft. N.B.—This accommodation is for two single men.

It might be added that we are also building six " M " type quarters for our Indian chargemen, on salary of Rs. 200 to Rs. 300, and five " N " type quarters for senior supervisors, gatekeepers, Indian chemists, etc., on average salary of Rs. 180 per month.

(iii) Provision of electric lighting for individual houses of the larger type is to be made and general street lighting in the case of the blocks of the smaller houses. Conservancy provision is included in the scheme and adequate water supply will be available from a " tube well " to be sunk on the site.

20. The proposed rents for the various quarters, approved by Government, are as follows :—

Type of Quarter.	Average pay of Occupant.		Monthly Rate.	
	Rs.	a.	Rs.	a.
" Q " .. .. .	180	0	11	4
" P " .. .. .	120	0	5	10
" Q " .. .. .	80	0	2	8
" R " .. .. .	50	0	1	9
" S " .. .. .	30	0	1	0

22. We believe that the moral effects of the present housing on our workers is detrimental to their health and efficiency. We look forward to an all-round improvement when our "lines scheme" is completed.

#### V.—Welfare (other than Health and Housing, but including Education).

32. (i) The extent of our welfare work in the factory at present is confined to education of a number of workmen's children in the factory school. The school is for boys from the age of nine upwards, the subjects being taught being reading and writing (Urdu and Hindi), arithmetic, freehand drawing, and colloquial English, generally up to the standard laid down in the U.P. prospectus for lower primary schools. The extension of this work is prevented by lack of accommodation. A new school has been sanctioned by the Government of India, but the Government of the United Provinces, who are to meet part of the cost of the scheme, have not yet decided their policy in relation thereto, and the project is, therefore, held in abeyance. About 60 boys are in attendance. A tuition fee of 8 annas per month is paid by each boy.

(ii) A co-operative society, run by the workpeople, has been in existence for seven years. Its chief function is to supply loans and, to a smaller extent, provide cloth for members. This organization is dealt with under paragraph 38.

36. *Provision of Educational Facilities by Employers*—(ii) *For half-time workers.*—Our artisan boys would come under this heading as they attend the factory school for two hours per day and work six hours in the shops. These boys, as previously mentioned, are sons of workmen attending the school, specially selected for the promise they hold out of becoming fit for junior supervising posts after special training.

(iii) As stated under paragraph 32, sons of the workmen from the age of nine upwards are eligible to attend the factory school. Particulars of the education provided have already been given.

(iv) The facilities we provide are used to the fullest extent, and when our new school is built we look forward to an extension of the work.

37. *Desirability and Possibility of Provision for Old Age and Premature Retirement.*—No doubt such provision is desirable but the possibility of its being made within the next few years is rather remote. As previously stated under I (7) (iii), the scheme would have to be one involving contributions from the State, the employer and the worker himself, but in view of the burdens already borne by the first two parties and the poverty and indebtedness of the worker, it does not seem possible that any scheme can be evolved for some time yet. In the case of this factory, old workers, on giving up work owing to infirmity, receive a small gratuity from the fine fund. Unfortunately, of late years, due to the smallness of this fund, gratuities are much smaller than we should like to see. Similarly, the nearest relative of a deceased old hand receives some gratuity.

38. *Co-operation.*—This is understood to refer to the activities of a co-operative society, such as the one mentioned under paragraph 32. The Harness and Saddlery Factory Co-operative Society, Ltd., was inaugurated in 1922. The following year there were 292 members. This year there are 723 members, of whom about 525 are workmen. The share capital held by these members this year is approximately Rs. 30,000. The capital is subscribed in Rs. 10 shares payable at the rate of Re. 1 per month per share. The society has built up out of profits during its seven years' life a reserve fund of some Rs. 4,500.

The main object of the co-operative society is to free its members from debts contracted with moneylenders, to whom generally extortionate interest charges are payable. Apart from this, money is usually borrowed to enable a member to discharge his responsibilities in connection with marriage, religious, and other ceremonies, or for cultivation of his land, house repairs, etc. Any member may have credit up to three times the nominal value of the shares held by him, subject to a maximum of Rs. 500, repayable in 15 monthly instalments. The rate of interest charged is 2 pies per rupee per month, which is equivalent to 12½ per cent. per annum. During the past seven years the society has advanced by way of loans the sum of Rs. 1,78,380, approximately one-third of which was disbursed last year.

A cloth store is attached to the co-operative society, but this is as yet only working on a moderate scale. During the past four years, sales of cloth amounted to approximately Rs. 52,000.

## IX.—Hours.

## A.—Factories.

55. (i) 44½ hours per week, 7½ hours per day on 5 days, 6 hours on Saturday.  
 (ii) Overtime is not worked in the factory except occasionally in the maintenance department.  
 (iii) Our labour is not on call during non-working hours.
56. *Days worked per Week.*—Five and a half.
57. (i) and (ii) Our working hours are under 60, but in connection with this aspect of labour we find that if the working day is extended much beyond the normal length there is a considerable fall in efficiency, and we by no means secure the full advantage of any additional time worked.
60. (iv) Exclusive of Sundays and the half-day holiday on Saturdays, the workmen have 40 days per annum.

## XII.—Wages.

96. (i) Rates of pay in this factory vary from 8 annas to Rs. 3 per day, depending upon the class of labour, and in the case of skilled men upon the degree of skill they possess. The majority of our men, skilled and semi-skilled, work on a piece-work basis, either individually or in a gang. An analysis of our labour for 1928-29 gives :—Number of skilled and semi-skilled men, 1,692 ; number of unskilled men, 354.

The average unskilled workers' wage may be taken at 9 annas per day and that of the skilled and semi-skilled as Re. 1 per day. Earnings vary normally from about Rs. 12 per month to Rs. 70 per month, depending upon the class of labour and the percentage of piece-work earned. During the year 1928-29 the average monthly wage paid in this factory for skilled, semi-skilled, and unskilled labour for an average month of 23 working days was Rs. 21. In amplification of this last-named figure the following table is of interest.

Average monthly wage paid by H. and S. Factory in respect of all labour (skilled, semi-skilled, and unskilled) :—

Year.	Amount.	
	Rs.	a.
1920-21 .. .. .	18	3
1921-22 .. .. .	20	0
1922-23 .. .. .	20	2
1923-24 .. .. .	18	7
1924-25 .. .. .	19	6
1925-26 .. .. .	19	14
1926-27 .. .. .	18	12
1927-28 .. .. .	19	9
1928-29 .. .. .	21	0

It will be seen that the average wage over the past nine years is Rs. 19-8 annas.

(iii) *Difference between money wages and money value of all earnings.*—Not understood unless it is intended to refer to difference between actual time rates and piece-work earnings, in which case we advise the average piece-work earned in this factory as 30 per cent. overtime rates.

97. (i) It will be seen from the foregoing that the wages have been fairly stationary over the past few years.

(iii) No definite figures are available, but from conversation with some of our men it appears that to-day's cost of living is about 3 times that of pre-war ; in the interval, wages have been approximately doubled only.

101. Wages are fixed by mutual agreement at the time the man applies for employment. Generally speaking, we would say that daily paid men are rated according to the prevailing average for the district. Piece-workers are rated according to their skill, which determines their capacity for earning piece-work money on prices based on average skill.

102. Overtime rates of pay, laid down in Army Regulations, India, are :—Ordinary "time rates" for day shifts ; "time and a half rates" for night shifts ; work performed on Sundays is also paid at the above rates.

106. (i) Extent of fining is very small here ; in fact, is only Rs. 15 per month average for the year 1928-29, and then only for bad work. Average monthly wage payment last year was Rs. 30,000.

(iii) Fines are utilized for payment of gratuities to old and infirm workers and to dependants of old workers who die in the service.

(iv) So far as we are concerned, legislation is not justifiable.

107. (i) Wages are paid per month.

(ii) Wages are paid between 1st and 10th day of the month, for work done the previous month.

(iii) (a) An attempt was made here to pay the men twice monthly but they prefer to wait the full month. No knowledge of desirability for legislation.

(b) The period during which payment is to be made in this factory is limited under standing instructions of the Director of Ordnance Factories and Manufacture, Simla. We have no knowledge of the desirability for legislation.

(iv) Wages unclaimed are held by us for three years awaiting claimants. After this the money lapses to Government.

108. Unfortunately, indebtedness is the prevailing weakness of the workmen, the vast majority of whom are in debt and they appear to be in this state for most of their lives ; the chief function of our co-operative society is to assist workmen in this connection. This society has been fully dealt with elsewhere.

110. (ii) No reasonable leave requests are refused, but naturally the state of work in our shops determines the degree of encouragement given by us.

(iii) No loss is incurred ; if a man is on leave at the time when wages are paid, he is paid on " absentee pay day " on the 20th of the month. Failing this he receives the wages due on the following pay day.

#### XIII.—Industrial Efficiency of Workers.

112. A decided increase in efficiency in the case of our skilled men has been noticeable in recent years. This applies to all our departments and trades. A gradual but continuous improvement has taken place since the factory was changed over from the contractor system to piece-work. Higher standards called for by the army necessitated more rigid inspection and the workers have responded. Better supervision obtaining under our present organization has also had a marked influence in facilitating increased and better out-turn.

113. A few of our best men, particularly in the case of saddlers, compare very favourably with foreign workers, but the vast majority do not.

114. *Extent to which Comparisons are affected by*—... (v) *Physique*, (vi) *Health*, (vii) *Education*, (viii) *Standards of Living* and (ix) *Climate*.—These are the deciding factors influencing a comparison with foreign workers. Physique and health, affected by their dietary, standards of living, housing, etc., do not permit of their putting forth sustained manual effort and the result is most noticeable on heavy work. Education is one of the most important items and lack of it does not enable them to tackle new work without a pattern to guide them and the closest supervision. On the other hand, once they have got into the swing of repetition work (in the smithy or in the machine shop) their production and quality of work is quite good. The climate of India being what it is, has a considerable retarding influence wherever manual work is to be performed.

116. Allowing for efficient machinery, the workman can only improve by educating himself to a higher sense of his own responsibilities and to a pride in his work.

#### XIV.—Trade Combinations.

120. (i) A " labour union " was started here in 1927 but only 20 per cent. of our labour is now connected with it. The subscriptions are so small that it is very doubtful if any benefit schemes could be attempted.

(ii) Most of the workers are indifferent and extent of control by them is very little, if any.

(iii) Our attitude to any reasonable requests advanced is sympathetic.

#### XV.—Industrial Disputes.

123. No strike or lock-out has occurred in this factory during the last 10 years.



## UPPER INDIA CHAMBER OF COMMERCE, CAWNPORE.

## Introduction.

The Chamber was founded in January, 1889, and is believed to be the first Chamber of Commerce established in the interior of India. It concerns itself more particularly with the industrial and commercial interests of the United Provinces, within which area the large majority of its members have their activities. It has however, a few members operating in Behar, the Punjab, Marwar and Bhopal.

It may be said that the Chamber represents practically the whole of the major industrial interests in its area and its membership includes the majority of the Banks doing business in the area, the whole of the Railways serving the area and a very large proportion of the European and a lesser proportion of the Indian commercial interests in the area.

The industrial activities represented by the Chamber comprise cotton spinning and weaving (8), cotton spinning (2), cotton ginning and pressing (4), woollen mills (1), cloth dyeing and printing (1), (the majority of the weaving mills do their own dyeing) sugar milling and refining (6), brewing and distilling (3), electric generation and supply (1), electrical engineering (3), mechanical and civil engineering (2), brick making (2), brush making (1), chemicals (2), turpentine and rosin (1), tobacco (1), carpet making (1), dairying (1), printing and publishing (1), flour milling (1), lock works (1), paper mills (1).

The majority of these industries are carried on in Cawnpore and the information furnished in this statement relates more particularly to these industries.

The present membership of the Chamber is 71 but it must be noted that several members are interested in more than one industry. Of the 71 members 18 might be described as representing purely Indian interests in that they are individual Indians or firms under exclusively Indian proprietorship or management. Of these 18 ten are industrialists.

In close connection with the Chamber, through its membership, is the Indian Sugar Producers' Association which represents 90 per cent. of the white sugar manufacturers of India and whose office is conducted by the Chamber.

The Chamber is represented on the United Provinces Legislative Council by two members, one Indian and one European. A member of the Committee of the Chamber, himself an ex-President of the Chamber, represents the European Constituency of the United Provinces in the Legislative Assembly. The Chamber also returns 3 members to the Municipal Board of Cawnpore, and is represented on the Advisory Committees of most of the Railways serving the Province and on the various Government Boards and Committees acting in an advisory capacity to the local Government. The Chamber therefore claims to speak as a thoroughly representative body.

## I.—Recruitment.

1. In Cawnpore the labour employed in the various factories may be said to come to an extent of from 90 to 100 per cent. from the United Provinces. Of this figure from 30 to 50 per cent. is either local or comes from within a 12 mile radius.

In regard to the communal constitution of the labour force conditions vary according to the type of the industry and, in some cases, to the location of the factory.

In the textile industry the proportion of Hindus to Mahommedans may be said to be as 3 to 1. There is a sprinkling of Indian Christians.

In the leather industry the communal proportion is 2 to 1 in favour of Hindus, the bulk of the Hindus belonging to the depressed classes.

These proportions may be said to have been pretty well constant for several years.

2. Allowing for the interchange of labour between the several textile factories it may be said that the textile labour force is permanent.

In the leather and wool industries there is less interchange and the force is permanent. The same may be said of the sugar and oil industries.

Of late years there is far less contact with villages than formerly. Labour is more habituated to urban conditions and there is, perhaps, less necessity for an individual's presence in his village.

3. Recruitment is largely through mistries; the comparatively higher remuneration obtainable in the mills and factories, however, furnishes the first attraction to the labour force of Cawnpore.

This system of recruitment through mistries may have its objections. But it is exceedingly doubtful if employment agencies would be free from similar objections, while they might even introduce other evils. In any event interest of an employment agency worker would cease with his recruitment, whereas it is within the competence and to the interest of the mistry to instruct the workmen he has recruited and so improve his earning-power.

4. There cannot fail to be a certain measure of disturbance in family life ; but the extent of this is probably no greater than in western countries, and perhaps not so great, since it is understood that from 80 to 90 per cent. of the workers have their families with them.

7. The Chamber is not aware of the existence or of the extent of unemployment in Cawnpore.

The mills and factories find little difficulty in obtaining their full requirements of labour, even at times of extra pressure. Extra staffs readily revert to other methods of employment when such pressure ceases. This would go to show that there is not much real unemployment.

The conditions are not such as to require the assistance of unemployment insurance or of international conventions relating to unemployment. It is doubtful whether such measures could indeed be applied.

8. Conditions vary greatly as between different factories. There is a greater turnover in the case of cotton mills.

Instancing one such mill the number employed for over 10 years is 20 per cent. of the total labour force.

In other industries the percentage employed for from 7 to 10 years is from 40 to 50 per cent.

The proportion of those employed for less than two years varies from 7 to 50 per cent. in different industries.

If unskilled labour were omitted from the figures given above the length of service would be higher.

In regard to absenteeism it has been found extremely difficult to arrive at any precise figure but it is stated that absenteeism prevails to the approximate extent of 10 per cent. with a 10 per cent. loss of wages.

## II.—Staff Organization.

10. The Directional organization, whether consisting of Directors or Managing Agents, control the buying and selling policy and arrange for finance.

The control of the mill or factory is exercised by the directional staff through a general manager, or, in some cases, through departmental managers or superintendents, with assistants under them.

11. The directors or managing agents select the managers and/or departmental managers or superintendents.

12. (i) The selection of the senior supervising staff is also retained in the hands of the directors or managing agents. Where suitable candidates with the requisite technical qualifications are not available in the country the superior technical staff is recruited from abroad.

The subordinate supervising staff is mainly recruited from men trained in this country, whether in the mill itself or in Government Technical Institutions.

(ii) Facilities for practical training are in the mill or factory. Theoretical and a measure of practical training are obtained in Government Technical Schools. The mills encourage their workmen to join the artizan classes in these schools and the prospects of promotion of such men are obviously increased.

13. (i) Relations generally are good. There is free accessibility to the higher management for even the lowest paid worker.

(ii) In Cawnpore the term " jobber " is not used in the exclusive meaning of a person recruiting labour. Line mistries are sometimes described as jobbers but the engagement of labour is only part of their duty.

The employment of mistries for the recruitment of labour has been dealt with under Head 3.

(iii) The experiment of setting up Works Committees has been tried.

It was found to be a failure as regards its essential purpose, and where it now continues it has resolved itself into the formation of committees of mistries.

14. (i) All registers pertaining to attendance and wages are kept by special clerks under the supervision of departmental managers. In all cases they are further checked in the main office, where the amounts payable are made up.

(ii) Wages are, in almost all cases, paid directly by or under the personal supervision of the departmental managers.

15. (i) In the textile mills the only places where contractors function are in durrie and tent-making, building work, loading and unloading. In some mills no contractors are employed.

In leather works the employment of contractors is mainly confined to building works and loading and unloading.

In sugar works building work is generally done by contract. Sugar storing in godowns is also generally done by contract.

(ii) The Chamber has no information as to the extent of sub-contracting.

(iii) In the case of *intra-mural* work the same control is exercised over the contract labour as over the ordinary factory labour.

### III.—Housing.

16. (i) Out of 32,274 factory workers in Cawnpore, mills employing 14,710 provide 3,117 quarters for them. (2,603 single, 453 double and 61 large quarters.)

(ii) Government is understood to have provided no housing for factory workers.

(iii) and (iv). Figures are not available to show the extent to which housing for the labour force is provided either by landlords or by the workers themselves. It is, however, understood that a large number of workers have built their own houses.

In meeting the points under this head the Committee of the Chamber consider that it is necessary to state the attitude of employers towards the housing problem.

The attitude of employers towards the question of the housing of their industrial labour may be stated to be universally sympathetic, and, where this has been possible, individually helpful.

This attitude is based on the realization of five fundamental facts. (a) The city is densely overcrowded and, in many quarters, including principally those occupied by workers, has been, and in fact still is, insanitary. (b) On the health of the workers rests their usefulness to their employers. (c) The workers themselves are unable to provide themselves with sanitary dwellings. (d) No outside agency, whether governmental, municipal or private, has hitherto existed which was prepared to undertake the solution of the problem. (e) Experience has shown that in spite of powers possessed, the municipal authority has not been able to ensure either that degree of sanitation or the observance of regulations which is essential in the administration of workmen's settlements.

The employers, or such of them as have found it practicable, have therefore been compelled themselves to enter on large and, directly, unremunerative schemes for the provision of workmen's settlements.

In Cawnpore this undertaking was first entered on nearly forty years ago when the Cawnpore Sugar Works provided a workmen's settlement at Juh, and laid down a light tramway to convey their workers to and from their refinery. This settlement no longer exists, as the need for it disappeared when the city spread more towards the south. Some of the workers were housed closer to the refinery. About thirty years ago the Cawnpore Woollen Mills Company began the construction of a large settlement in close proximity to their mills, and Messrs. Cooper, Allen & Co., almost immediately thereafter, also built a large settlement on the nearest suitable site. Both these settlements are now vested in the British India Corporation, and are being extended. The Elgin Mills Company have a smaller settlement on a site available near the mills, but the area is restricted.

Other mills and factories were prevented from entering on similar schemes mainly by the impossibility of obtaining suitable land for their settlements at anything approaching an economic or even a reasonably uneconomic rate. Land was offered by the Cawnpore Improvement Trust at exorbitant rates, and with no undertaking for the provision of water or sanitation, while the municipality was unable to assist with these necessary requirements.

The Chamber, on behalf of employers, has for many years urged on the authorities the necessity for facilitating the acquirement of land for industrial dwellings. Representations on the subject were made to the Indian Industrial Commission in 1916 and again in 1918, and the Chamber's views were fully stated to the Local Government in 1921 in reply to a reference from the Government of India on the subject of the proper housing of the industrial classes.

In all these representations, while admitting the readiness of employers to do their fair share in the matter of housing industrial labour, the Chamber has maintained the position that this is, in normal circumstances, essentially the duty of Government or of the corporate authority, and that it is not for the employer alone to discharge this function.

This policy has been accepted by the Government of India which, in a letter dated the 18th October, 1920, enunciating its policy on the subject, stated "the onus of actually providing dwellings for his industrial labour cannot be laid upon the individual employer."

To-day it is believed that the employer, where he has not already provided his labour force with dwelling accommodation, would be prepared to co-operate in any corporate or joint scheme for the purpose.

The employer requires facilities for the acquirement of land, and for the free provision of water, lighting and sanitation and he also requires financial assistance, for he agrees with the dictum of the Government of India, stated in the letter above referred to, that "the crux of the whole position is the financial problem."

18. (i) Speaking broadly the accommodation provided is in three classes, single quarters, double quarters and larger quarters.

The tenement system of Bombay does not obtain here. Most of the quarters are single storeyed and none is more than two storeyed.

(ii) In general it may be said that the types of quarters provided have been designed to meet the demand of the workers themselves, with due regard to hygienic requirements. The ideal type of quarter has not yet been evolved.

(iii) Water, sewage and lighting mains are brought to the settlements by the municipality. Thereafter the distribution rests with the employers, and has been adequately met.

19. The accommodation provided is fully utilized.

20. Single room quarters from Rs. 1-2 annas to Rs. 2-8 annas; double room quarters from Rs. 3-4 to Rs. 12; larger quarters from Rs. 4 to Rs. 17.

21. Subletting is not permitted, and is believed to be non-existent. The relatives of employees who are tenants are, in some cases, permitted to reside in mill settlements even though in other employ. The numbers of such are limited, and they are subject to notice to quit.

A worker's claim to his quarters terminates when he leaves the service of his employer, but this rule is not strictly enforced. Eviction, in the accepted sense, is only enforced when a resident is guilty of a serious offence.

22. Housing in industrial settlements is understood to have had a beneficial moral effect on residents.

#### IV.—Health.

23. (i) Statistics are not available as to the general health conditions of the factory workers, as distinct from the rest of the population of the city.

In the case of one industrial settlement, however, it has been shown that the death rate in the settlement, averaged over a period of 24 years, was, roughly, 20 per mille less than the general death rate of the city, the mortality figures being respectively 31.99 per cent. in the settlement as against 53.44 per cent. in the city.

(iii) The working conditions in the factories are generally satisfactory, and meet the requirements of the Factories Act and Rules.

(vii) The figures given in subhead (i) above indicate clearly that improved housing has definitely lowered the death rate.

24. (i) Most employers have first aid facilities in the factories. Several have established up-to-date dispensaries under qualified medical attendants where free medicine is supplied.

In the industrial settlement free medical attendance and free medicine is supplied to the worker and his dependents. Employers also subscribe to the support of the Prince of Wales Hospital and, in some cases, to the Dufferin Hospital.

25. (i) As far as workers are concerned the medical facilities provided are fully utilized.

The facilities provided by employers appear to be fully appreciated.

(ii) In the case of one group of employers the utilization by women of the facilities afforded in the industrial settlement amounts to over 70 per cent. of the total cases treated.

26. (a) In the case of factories the provision of sanitary arrangements is fully up to and even in excess of the requirements of the Factories Act.

(b) The sanitary arrangements of the city may leave much to be desired, but there is an ample, and generally adequate, water supply, which is being improved. The consumption per head of filtered water within the municipality in 1928-29 was 36.5 gallons as against 31.2 gallons in the previous year.

28. (i) and (ii) In cotton mills the control of temperatures and humidification is carried out according to rules recently introduced.

29. (i) There is no industrial disease in the industries carried on in Cawnpore.

(ii) No general figures are available relative to the working classes, as distinct from the general population.

In one group of industrial settlements, with a population of approximately 7,000, there were, on an average of four years, 25 cases of *Kala Azar*, 5,550 cases of malaria, 4.75 of cholera and 1.25 of hookworm, treated in each year.

30. The difficulties in the way of the introduction of a system of sickness insurance appear to render such a scheme impracticable.

Not the least of these difficulties is the fact that the institution of any system of sickness insurance would render it imperative on employers to see that none but healthy persons were employed. This would lead immediately to the dismissal of many of the present workers.

In any event employers could not accept such a system unless it were made compulsory, the employee being required to contribute to it. They would also expect Government to assist in financing it.

31. Women are normally employed in the Cawnpore factories only to a very small extent, but where they are employed it is understood that maternity benefits are granted when the occasion arises.

#### V.—Welfare.

32. One group of employers has, by reason of the establishment of industrial settlements, been able to enter on a scheme of welfare work which has yielded good results.

Another group has also now entered on welfare work, and has laid down the initial lines of development.

The schemes embrace education, both juvenile and adult, recreation and physical development, co-operative stores and co-operative banks.

33. It has been found necessary to retain a whole-time paid staff of welfare officers and workers.

34. (i) Facilities are afforded in practically every mill and factory for the vending, on the premises, of refreshments. The provision of iced water is established in certain mills, and is being adopted in others.

Creches are set up in certain mills and are utilized.

(ii) and (iii) Where welfare work is progressing provision has been made for playgrounds, implements of sport, reading rooms and libraries. Troops of boy scouts have been embodied, and amateur dramatic societies set up. Annual sports are held, cinema shows given, and wrestling competitions encouraged. *Kathas* (reading of Hindu scriptures) are held, and other developments in this and similar directions are freely permitted.

35. The results are understood to be satisfactory in the direction both of establishing better relations between the employer and the employee, and of removing communal tension. The mental and physical improvements resulting cannot be accurately gauged but must necessarily exist.

It is perhaps inevitable that by some individuals these activities on the part of employers are regarded with suspicion. But on the whole the welfare work performed is accepted at its true valuation, by the employees. As the work develops, its growth and management pass more and more into the hands of the employees themselves, and this fact is being recognized by them.

36. (i) and (ii) In the case of one group of employers the following educational facilities are provided in the industrial settlements:—(a) Night schools for adults; (b) boys' schools and girls' schools; (c) technical classes.

In the case of another group a boys' school and a girls' school are maintained in the workers' settlement.

In neither case is any assistance received from Government or the municipality.

(iii) These schools are open to workers' children exclusively.

(iv) These schools are used to their full capacity, and their extension is under consideration. The average attendance represents over 80 per cent. of the enrolment.

37. Pensions or gratuities are given to deserving workers on retirement. There are, however, no established rules on this subject.

#### VI.—Education.

40. The Cawnpore municipality is carrying out more than its statutory obligations in the matter of education. Compulsory primary education has been introduced in some of the city wards, and is being extended to others.

It is understood that, save in the matter of technical schools, the question of adult education has not received as much attention as it deserves.

### VIII.—Workmen's Compensation.

51. (i) The Workmen's Compensation Act is in universal use.  
 (ii) All claims are met and, in fact, in many cases the employer does not wait for a claim to be made before taking steps for the payment of compensation.  
 (iii) It is a burden on industry but is willingly borne.  
 (iv) Insurance facilities are freely available, and in a large majority of cases are taken advantage of. From the workers' point of view the only advantage seems to be in the case of the small employer who might not otherwise be able to meet claims.  
 (v) As far as the larger industries are concerned, compulsory insurance does not seem to be either necessary or desirable.

52. The Committee of the Chamber quote paras 1 and 2 of a letter dated the 22nd April, 1929, to the United Provinces Government :—

*" No. 1. To what fresh classes of employees, if any, should the Act be extended ?*

" The Committee agree with, and desire to emphasize the opinion stated by the Government of India in para. 3 of their letter, that ' the endeavour to introduce any scheme of compulsory insurance at any rate in unorganized industries, would be attended by serious administrative difficulties.' They go further, and desire to state their view that any scheme is, for this reason, impracticable, and that therefore the extension of the Act to unorganized industries generally is not feasible.

" In regard to the specific question as to additions to Schedule II of the Act the Committee recommend that the schedule be extended to bring in :—(a) General constructional and engineering works and dam construction and road-making ; (b) motor-bus drivers and contractors and taxi-drivers.

" They further recommend that subhead (c) of head VI of the schedule be amended, so as to apply to bridges of more than 20 feet in length, in place of 50 feet as laid down.

*" No. 2. Should any provisions be introduced for securing workmen against possible loss by reason of the inability of their employer to pay any compensation that may be due ?*

" The Committee are of opinion that the workmen of employers who effect insurance are protected in this respect, and that, as regards the remainder, if it is admitted that compulsory insurance is impracticable, no provision of this nature can be suggested."

53. (i) The Committee quote para. 4 of the above mentioned letter :—

*" No. 4. Should the scales of compensation be enhanced either for the more poorly paid workmen or generally ?*

" The Committee recommend that, save in regard to the two lowest grades, the scale of compensation set out in Schedule IV is adequate, having regard to the general standard of wages in India. The present two lowest grades, giving an assumed wage of Rs. 8 and 10, should be abolished, and the lowest grade should be the third now shown, giving an assumed wage of Rs. 12 per mensem."

(ii) The Committee quote para. 5 of the above mentioned letter :—

*" No. 5. Should the awaiting period be reduced either generally or in the case of those workmen who are disabled for more than ten days, and if so, to what extent ?*

" The Committee recommend that the present waiting period of 10 days should be maintained, but that the principle of ' dating back ' be introduced, operating as follows :—(a) If the disablement, when duly certified after medical examination, does not extend beyond 20 days, there should be no ' dating back ' ; (b) but if the disablement extends beyond 20 days, but not beyond 30 days, it should be dated back to the sixth day after disablement, *v.e.*, the injured worker would not receive pay for the first five days after injury ; (c) If the disablement extends beyond 30 days it should be dated back to the actual day of disablement, *i.e.*, the injured worker would receive pay from the date of injury."

(iii) See reply under head 29 (i).

(iv) The machinery is undoubtedly regarded by the worker as cumbersome and slow moving.

### IX.—Hours.

#### A.—Factories.

55. (i) The normal custom in Cawnpore is to work a ten-hour day for six days a week.

(ii) In actual work, allowing for time men are away from their machines, it may be said that 8 to 8½ hours work only is performed.

Overtime work is not exacted—or ordinarily permitted under the Factory Rules—except in the engineering department for general maintenance.

56. In textile and most other industries a 6-day week is universal.

In the case of sugar refineries a 13-day fortnight is the rule.

57. (i) The effect on workers is in no way detrimental.

(ii) While the reduction in working hours has been accompanied by a measure of greater efficiency in the case of piece workers, it has also been accompanied by a definite loss in output, more especially in the case of men on a daily wage.

The effect on industry has certainly been adverse in competition with China and Japan, and this is more marked since this competition has, recently, been intensified.

59. Any further reduction in working hours would be most harmful to industry, until such time as the Indian worker has become more efficient.

60. (i) The existing practice in Cawnpore is a one-hour break in the middle of the day. The workers have expressed no desire for the alternative of two half-hour intervals; (a) The practice is satisfactory in relation to fatigue. It must be remembered that all workers snatch intervals during working hours for rest, relief or refreshment; (b) The interval is convenient for the meal times of such workers as indulge in a midday meal. A large number actually take their meals during working hours.

(ii) The law is regarded as suitable.

(iii) The hours are suitable.

(iv) By agreement with the workers the employers of Cawnpore generally grant 14½ holidays per year, other than Sundays, on festivals.

61. (i) The existing practice of a day of rest on Sundays is universal.

(ii) The law is considered to be suitable.

62. Exempting provisions have now been reduced to a minimum. In some cases these restrictions result in inconvenience and loss of output.

#### D.—Other Establishments.

78. There are many industrial establishments, e.g., durrie making factories, shoe factories, brick kilns, etc., which do not come within the Factories Act.

The knowledge which the Chamber has of them goes to show that it would be beneficial to have them brought under some measure of control.

### X.—Special Questions relating to Women, Young Adults and Children.

#### A.—Factories.

81. There has been a distinct reduction in the numbers of women and children employed in the Cawnpore mills and factories since the Act was amended in 1922.

82. When women are employed infants are admitted to factories. Creches are provided, where women employees are required to leave their infants.

83. The regulations are considered suitable.

84. Where children are employed the regulations are suitable. The numbers employed are, however, very small, and are decreasing. (i) *Hours*, 8 to 12, 2 to 4, as provided in the Factories Act; (ii) *Ages*, twelve to fifteen.

### XII.—Wages.

96. (i) A Statement is appended (Appendix I) giving the average actual monthly earnings of workers in the following industries carried on in Cawnpore.

(i) Textile industries.

(ii) Ginning and pressing factories.

(iii) Engineering and iron works.

(iv) Sugar works.

(v) Tanneries and leather works.

These averages do not represent the earnings in any one particular mill or factory, but are averaged as between two or more in the same industry.

(iii) There are no payments in kind, save in the case of factory guards and peons, who have clothing issued to them free, and are provided with free quarters.

In the case of workers accommodated in workmen's settlements maintained by employers the rent charged is invariably less than that at which they could obtain similar accommodation elsewhere. The difference between the two may be said to have a money value. It is difficult to state it in precise terms.

97. (i) and (ii) As between 1920 and 1928 there has been no marked increase in wages and certainly no decrease.

During the period 1919-1920, wages advanced, by reason of the high cost of living, by approximately 25 per cent. of their previous level.

(iii) Although wages have been maintained at the same level as between 1920 and 1928, commodity prices and the cost of living have fallen.

(iv) Speaking generally, while wages have been maintained at the same level as between 1920 and 1928 profits have declined, in some cases to vanishing point.

98. Since the workers have, to a large and increasing extent, severed their connection with their villages, the amounts sent by workers to villages are understood to have declined.

99. Payment in kind does not exist in Cawnpore.

100. Speaking generally, the mills and factories exercise no control over payment by contractors to their workers. But, as has been shown in the reply under head 15, contractors are employed sparingly, if at all.

101. (i) Agreements with individual workers are as a rule not entered into.

(ii) The management, in consultation with overseers, fix the wages to be paid for a certain class of work, and when a new worker is entertained he is informed of and is required to accept the wages applicable to his employment.

102. The minimum requirement laid down in the Indian Factories Act is a time and a quarter. In actual practice a higher rate, even up to double time, is paid. There is little if any overtime work.

103. There is no standardisation either of muster or of rates as between mill and mill in Cawnpore.

104. There have been no notable wage changes in the area since 1920. The wage changes of 1919-20 had no effect on the labour supply.

105. The statutory establishment of minimum wages is inadvisable and would, it is believed, be impracticable.

106. All the points under this head are covered by an extract from a letter addressed by the Chamber to the Director of Industries, United Provinces, on the 18th of January, 1927, which is quoted in Appendix 2. The position is to-day unchanged.

107. (i) (a) Monthly and (b) Fortnightly or alternatively, semi-monthly.

(ii) From 6 to 14 days.

(iii) All the points under this subhead are covered by a letter addressed by this Chamber to the Deputy Secretary to Government, Industries Department, on the 4th December, 1924, conveying the opinion of the Chamber on the Weekly Payments Bill then before the Legislative Assembly, a copy of which is attached as Appendix 3. The opinions then expressed remained unchanged today.

(iv) Wages claimed after due date for payment are paid on demand after investigation.

Wages entirely unclaimed remain available to claim for the statutory period. Thereafter they are, in nearly all cases, devoted to some form of welfare work.

109. It cannot be said that bonus and profit sharing schemes are adopted generally in Cawnpore. Bonuses are paid when profits render it possible.

110. (i) Leave is taken freely but not systematically, although figures obtained in one concern show that about half the total number of workers absent themselves for short periods on an average twice a year.

(ii) No impediments are placed in the way of workers desiring to take leave. Assistance is sometimes given to old workers with good service, but ordinarily assistance is not afforded.

(ii) Back-lying wages are in such cases paid on the workers' return.

### XIII.—Industrial Efficiency of Workers.

112. While the efficiency of the machinery has improved of recent years it cannot be said that the efficiency of the workers has improved in the same ratio.

Obviously the longer a man is at his trade the more he should improve but adaptability to changing circumstances is not an outstanding characteristic of the Indian worker.

113. As an example it may be cited that in Cawnpore the large majority of weavers in cotton textile mills attend no more than two looms, whereas in England one worker serves 4 looms. In Japan the average is one weaver to 5.5 looms.

It may be averaged, not unreasonably, that the efficiency of the Indian worker is from one-third to one-half that of his English confrere.



**XIV.—Trade Combinations.**

117. (i) Employers in Cawnpore and the vicinity are organized only through Chambers of Commerce.

118. It is recognized that properly organized and well conducted labour unions which are truly representative of, and managed by, the workers themselves, are bound to have a beneficial effect on industry.

The Chamber is, however, regretfully compelled to state that the main existing Labour Union of Cawnpore, the Mazdur Sabha, does not satisfy these essential conditions.

The effect of an ideal organization, such as is referred to, on the conditions of workers themselves should also be beneficial. But it is in this direction more than any other, perhaps, that the existing organization is believed to have failed.

The organization of employers, even by the indirect means of Chambers of Commerce, has, in every way, been beneficial not only to industry but to the workers.

120. (i) The Mazdur Sabha is understood to have been inaugurated in 1919. It is believed to have been registered in 1928.

(ii) The attitude of workers towards the Sabha is reported to employers to be generally apathetic. When strikes are in progress the membership swells.

The Chamber has little information as to the control now exercised by workers over the Sabha, but it is known that neither the President nor the Secretary has any direct connection with industry.

(iii) The attitude of employers towards the Sabha has generally been that of non-recognition, due to the facts that the large majority of their employees are not members, and that the control of the Sabha is not vested in the workers themselves.

121. (i) It is understood that the Act has been utilized to the extent that five labour unions have been registered in these Provinces.

(ii) The attitude of employers towards the Trade Unions Act may perhaps be best judged from the extract from a letter addressed by the Chamber to the United Provinces Government in November, 1924, on the Bill when it was introduced. This is attached as Appendix 4.

122. (i) In the answer under Head 13 reference has been made to the entire accessibility of workers to the management. Negotiations between employers and employed are generally, and most satisfactorily, effected by this means.

(ii) There has not been any systematic attempt to bring about co-operation between employers and employed to the end of increasing efficiency of production but individual efforts are constant within the mills to induce the worker to realize the importance to himself of improved efficiency.

**XV.—Industrial Disputes.**

123. The industries of Cawnpore were entirely free of strikes prior to 1919. In that year a concerted movement took place which resulted in practically simultaneous strikes in most of the industries.

The causes were undoubtedly economic stringency and the general wave of unrest of those times. The employers, as a body, met the representatives of the employees and a frank and free discussion ensued.

Prior to this meeting wages had in many cases been advanced and further adjustments were subsequently made, the net result of which was that in 1919 and 1920 there was a general advance of approximately 25 per cent. in wages. Other matters decided related to holidays, working hours, working conditions in factories, and bonuses.

Small sporadic strikes occurred in various industries in every year from 1921 to 1924, two of which were serious.

The years 1925-27 were free of strikes.

124. (i) In 1919, the Chamber approached the United Provinces Government with suggestions for the formation of Boards of Conciliation. The matter was taken up and proposals were put forward some of which the Chamber was unable to accept. In the event the Chamber dropped the matter as it was concluded that, in the then conditions of labour organization, it would not be possible to have labour properly represented on any such Boards.

(ii) There has not been any official action towards conciliation in settling trade disputes but officials have functioned beneficially as intermediaries in bringing about the settlement of individual disputes in the past.

(iii) The Employers and Workmen's Disputes Act, 1860, has never been used.

(iv) At one time it was hoped to be able to set up works committee but experiments in this direction failed.

(v) The entire accessibility of workers to their employers has been touched on elsewhere.

The existence of this accessibility and its free utilization must be stressed.

In times of excitement or general unrest individuals have, on occasion, preferred to take their complaints, in the first instance, to the Mazdur Sabha but even in these cases the course provided of direct resort to the employer was eventually adopted. Normally, however, the employer expects and receives the confidence of his employees in the matter of complaints.

(vi) Under existing conditions they do not appear to be applicable. Labour is not yet correctly organized.

125. The Act is not yet generally operative in these Provinces as the Provincial Rules under the Act have only just been published.

In regard to public utility companies the Act is operative and is likely to be beneficial.

126. The only point on which the employer is inclined to be critical of the attitude of Government towards industrial disputes is in regard to the ineffective measures against picketing.

#### XVI.—Law of Master and Servant.

127. The repeal of the Workmen's Breach of Contract Act has been distinctly harmful in its effect on employers importing skilled labour at the risk of considerable outlay in advances.

In the case of employers handling large engineering works in remote districts, requiring the importation of large numbers of unskilled labourers, the removal of the protection to the employer formerly afforded by the Act has also been harmful.

128. Generally there are no contracts as between workers and their employers, save in the acceptance, generally signified by signature or thumb mark, by the employee of the factory rules. Workers on the time scale are, usually, fortnightly servants. Piece-workers are also, by factory rules, employed subject to a fortnight's notice.

129. The civil law is seldom utilized by and the criminal law is now not available to the employer for the enforcement of service entered on by the employee.

The employee also seldom, if ever, utilizes the law to enforce continuance of his employment if this is threatened.

Cases of resort to the law to enforce payment of wages are very occasional.

132. It is never used.

#### XVII.—Administration.

133. The action and attitude of the Legislatures, both Central and Provincial, have generally been in the direction of benefiting the workers.

The justice of this is recognized by the employer whose only objection lies in the fact that this legislation has descended on him within recent years in a perfect spate.

138. The Provisions of Section 36 of the Indian Factories Act regarding the display of vernacular abstracts of the Act and Rules are invariably observed.

Owing to the large measure of illiteracy which obtains among factory workers this facility afforded to the workman of acquainting himself with factory legislation is less effective than was intended by the Act. But it is known that literate workers read out any notices displayed to those unable to read.

139. (i) Notwithstanding the recent provision of an Assistant Inspector of Factories the staff is inadequate, but in spite of the inadequacy of the staff the inspections under the Act have, in Cawnpore, been numerous and efficiently carried out.

(iii) It is necessary to make clear that the sane and reasonable employer welcomes factory inspection and that where inspections are carried out with proper regard to the provisions of the Act and Rules, such inspection cannot be too rigorous or efficient, from the reasonable employer's point of view.

(iv) Prosecutions are few for the reason that the provisions of the Act and the Rules are, in general, strictly observed.

## APPENDIX I.

(Head 96)—Statement showing Average Actual Monthly Earnings in Various Industries.

		Average actual monthly earnings.		
		Rs.	a.	p.
(i) (Textile Industries.)				
(A) Carding (omitting mistries)—				
(1)	Openers and scutchers .. .. .	17	9	2
(2)	Drawing frame tenters .. .. .	31	7	4
(3)	Slubbing, inter and roving tenters .. .. .	30	8	0
(4)	Doffers .. .. .	12	1	6
(5)	Grinders (carders) .. .. .	18	14	3
(B) Spinning (omitting mistries)—				
Mules.—				
(1)	Minders .. .. .	35	5	4
(2)	Piecers .. .. .	21	13	4
(3)	Doffers .. .. .	12	8	0
(4)	Bobbin-carriers.. .. .	17	11	0
Ring.—				
(1)	Minders .. .. .	18	10	6
(2)	Piecers .. .. .	17	6	1
(3)	Doffers .. .. .	12	8	9
(4)	Bobbin-carriers.. .. .	18	4	11
(C) Weaving (omitting mistries).—				
(1)	Winders .. .. .	26	6	2
(2)	Beamers or warpers .. .. .	34	15	4
(3)	Sizers .. .. .	26	0	0
(4)	Drawers or healders .. .. .	36	8	0
(5)	Weavers.. .. .	39	1	4
(6)	Folders .. .. .	17	2	7
(7)	Stampers .. .. .	18	8	5
(8)	Bundlers .. .. .	17	8	8
(9)	Balers .. .. .	18	3	6
(D) Dyeing.—				
	Dyeing men .. .. .	17	3	0
(E) Reeling.—				
(1)	Reelers male .. .. .	24	11	8
(2)	Reelers female .. .. .	18	4	5
(F) Mill Mistries or Overseers.—				
(1)	Carding :—(a) Head Mistries .. .. .	109	14	0
	(b) Line Mistries .. .. .	49	0	0
(2)	Ring :—(a) Head Mistries .. .. .	92	0	0
	(b) Line Mistries .. .. .	41	2	8
(3)	Mule :—(a) Head Mistries .. .. .	97	10	8
	(b) Line Mistries .. .. .	50	5	2
(4)	Weaving :—(a) Head Mistries .. .. .	169	10	0
	(b) Line Mistries .. .. .	86	2	8
(G) Power Department.—				
(1)	Engine mistries .. .. .	47	10	8
(2)	Firemen.. .. .	21	6	8
(3)	Coalmen.. .. .	15	12	0
(4)	Fitters .. .. .	34	10	4
(5)	Turners .. .. .	35	1	9
(6)	Blacksmiths .. .. .	28	12	3
(7)	Tinsmiths .. .. .	28	2	5
(8)	Hammer-men .. .. .	17	1	0
(9)	Carpenters .. .. .	26	14	8
(10)	Oilers (including lineshaft oilers in all departments)	17	2	0
(11)	Electricians .. .. .	77	0	10
(12)	Wiremen .. .. .	35	5	4
(13)	Switch-board attendants .. .. .	35	12	0
(14)	Mochies .. .. .	19	1	4

## APPENDIX I.—contd.

							Average actual monthly earnings.		
							Rs.	a.	p.
<b>(H) Miscellaneous.—</b>									
(1)	Gate-men	..	..	..	..	..	15	9	0
(2)	Coolies	..	..	..	..	..	15	12	0
(3)	Sweepers	..	..	..	..	..	14	0	5
(4)	Boys	..	..	..	..	..	13	10	0
<b>(ii) Ginning and Pressing Factories.</b>									
(1)	Oilers	..	..	..	..	..	14	8	0
(2)	Pressmen	..	..	..	..	..	25	0	0
(3)	Engine Mistries	..	..	..	..	..	45	0	0
(4)	Fitters	..	..	..	..	..	42	8	0
(5)	Firemen	..	..	..	..	..	18	6	0
(6)	Coalmen	..	..	..	..	..	10	9	0
(7)	Palledars	..	..	..	..	..	17	4	0
(8)	Miscellaneous coolies	..	..	..	..	..	11	6	0
(9)	Women	..	..	..	..	..	9	0	0
<b>(iii) Engineering and Iron Works.</b>									
(1)	Electricians	..	..	..	..	..	27	5	0
(2)	Firemen	..	..	..	..	..	11	8	0
(3)	Machine-men	..	..	..	..	..	14	10	0
(4)	Moulders	..	..	..	..	..	22	5	0
(5)	Turners	..	..	..	..	..	28	0	0
(6)	Fitters	..	..	..	..	..	26	8	0
(7)	Blacksmiths	..	..	..	..	..	21	11	0
(8)	Pressmen	..	..	..	..	..	11	1	0
(9)	Drop-forgers	..	..	..	..	..	29	9	0
(10)	Rivettors	..	..	..	..	..	15	6	0
(11)	Painters	..	..	..	..	..	21	0	0
(12)	Carpenters	..	..	..	..	..	24	6	0
(13)	Hammermen	..	..	..	..	..	9	11	0
(14)	Oilmen	..	..	..	..	..	14	15	0
(15)	Coolies	..	..	..	..	..	13	7	0
<b>(iv) Sugar Works.</b>									
(1)	Sugar Boilers	..	..	..	..	..	107	8	0
(2)	Panmen	..	..	..	..	..	47	0	0
(3)	Mates	..	..	..	..	..	17	12	0
(4)	Triplemen	..	..	..	..	..	11	8	0
(5)	Bagwashers	..	..	..	..	..	11	7	6
(6)	Centrifugal machinists	..	..	..	..	..	11	12	0
(7)	Liquormen	..	..	..	..	..	19	12	0
(8)	Pressmen	..	..	..	..	..	12	4	0
(9)	Engine mistries	..	..	..	..	..	50	0	0
(10)	Electricians	..	..	..	..	..	35	0	0
(11)	Turners	..	..	..	..	..	39	8	0
(12)	Fitters	..	..	..	..	..	33	5	3
(13)	Oilmen	..	..	..	..	..	17	10	0
(14)	Coolies	..	..	..	..	..	11	4	0
<b>(v) Tanneries and Leather Works.</b>									
(1)	Electricians	..	..	..	..	..	150	0	0
(2)	Machine operatives	..	..	..	..	..	30	13	0
(3)	Accoutrement makers	..	..	..	..	..	17	2	4
(4)	Saddlers	..	..	..	..	..	19	2	4
(5)	Belt makers	..	..	..	..	..	19	9	7
(6)	Cutters	..	..	..	..	..	22	0	0
(7)	Lime house fleshers	..	..	..	..	..	14	9	7
(8)	Tanners	..	..	..	..	..	13	5	0
(9)	Carriers	..	..	..	..	..	14	10	7
(10)	Shavers	..	..	..	..	..	15	2	2
(11)	Dyers	..	..	..	..	..	14	7	0
(12)	Setters	..	..	..	..	..	17	4	9
(13)	Engine mistries	..	..	..	..	..	41	5	4
(14)	Fitters	..	..	..	..	..	34	0	9
(15)	Coolies	..	..	..	..	..	12	9	3
(16)	Women	..	..	..	..	..	9	8	0
(17)	Boys	..	..	..	..	..	10	0	0

## APPENDIX II.

(Head 106).

*Extract from a letter dated 18th January, 1927, from the Upper India Chamber of Commerce, to the Director of Industries, U.P., relating to Fines.*

Government has referred to the greater need for the protection of the workman in this country, where the great mass of workmen are illiterate and ignorant and have not the assistance of strong labour unions, but these very factors operate, in this matter, as in others, against the employer in far greater degree than against the workman. Concomitant with the ignorance and illiteracy of the Indian worker are the facts that, with microscopically few exceptions, he takes no pride in his work, does just as little as he can with the minimum of trouble and effort to himself, and is entirely satisfied if his output just passes inspection and is paid for.

His ignorance, and, in many cases, his inadaptability, cause much loss to his employer in tools, machinery and material. His insanitary habits impair factory discipline and imperil his fellow workers, while the utter futility of moral suasion, and the absence of any corporate feeling or of any fear of public opinion, make it necessary for his employer to adopt methods in dealing with him which would seldom be necessary in most other countries.

These facts are abundantly borne out by the reference which my Committee have made to the manufacturing members of the Chamber in this matter. All are absolutely agreed that the abolition of the system of levying fines, when deserved, is impossible if industry is to continue, and, while some are agreed that regulation may be desirable, their own statements show that in their factories, this desirable regulation already exists and that their recommendations are in regard to cases where there is no such regulation. Such cases among the factory employers represented on this Chamber have not come to knowledge.

From the replies received it is certain that :—

(a) Every employer is compelled to inflict fines on some of his workmen on occasion and that the maximum number so punished in any period does not exceed 3 per cent. of the persons employed in that period.

(b) That deductions from wages are of two kinds :—

(1) Disciplinary fines inflicted as punishment for disobedience of orders, irregularity in attendance, uncleanness and breach of sanitary rules, and quarrelling and fighting in the factory.

(2) Compensatory deductions for damage done to tools, machinery and material. Save in certain textile mills, where a weaver spoiling a piece of cloth is required to purchase the piece at the market price, the realisations from these compensatory deductions amount to perhaps 4 annas per hundred rupees of the wages earned.

The practice of requiring the weaver to buy the cloth he spoils, and which is of recent introduction in some mills, has had a noticeable and valuable effect as a deterrent. Such cases are believed not to exceed one per cent. among the men employed, or represent more than 10 per cent. of the offender's earnings.

(3) Instances are not uncommon of workmen having been found tampering with the indicators on machines showing work output. Such cases of attempted fraud are in most cases punished with instant dismissal and the lenient punishment of a fine for such an offence is exceptional.

(c) In nearly all cases the proceeds of disciplinary fines, and in some cases even compensatory deductions are, entirely as a matter of grace, credited to some fund for the benefit of the workmen themselves, such as recreation funds, or dispensary contributions.

## APPENDIX III.

(Head 107).

*Copy of a letter from the Upper Indian Chamber of Commerce, to the Deputy Secretary to Government, United Provinces, Industries Department, Allahabad, dated the 4th December, 1924.*

Prior to receipt of your letter the members of the Chamber had been invited to state their opinion on the Bill and it may be said, succinctly, that seldom has any proposal of legislation which has come before the members of this Chamber been so entirely condemned as unnecessary, ill-advised and objectionable as has the Weekly Payments Bill.

The objection on the part of employers is not only to the purpose and the probable effects of the Bill but to the entire gratuitous aspersion on employers contained in the Statement of Objects and Reasons.

But perhaps the most important opinion on the ill-advisability of the Bill comes, not from the employer, but from the worker. An enquiry recently instituted by the Committee of the Bombay Millowners' Association in order to ascertain the views of the mill operatives of Bombay as to the desirability of introducing a system of fortnightly payment has made it clear that a very large majority of the operatives there prefer the present system which obtains in Bombay of monthly payments.

In these provinces, and particularly in Cawnpore, a system of fortnightly or semi-monthly payments has been in vogue in several of the mills and factories during the last few years. In the case of such mills the system has been introduced to meet the wishes of the workers, but it has not been found free of disadvantages.

As to how a system of weekly payments would be regarded may be judged from a communication from a welfare worker in Cawnpore who has been at pains to obtain the opinion of the workmen in the group of factories, comprising four separate industries, among the largest of their kind in Cawnpore, in which he is interested. He writes:—

"I have talked with a good number of men, especially those of the unskilled class, and without exception they prefer the wages paid fortnightly. I will give you a few of their arguments.

"They said, 'now we buy our grain and supplies fortnightly. We go to the main bazaar and buy, where we are able to get better rates than we get locally. We receive about seven rupees fortnightly. Who would go to the main bazaar with half that amount? It would mean that we would buy the weekly supply in a local bazaar at a higher rate.

'Now after we have bought our supplies for a fortnight we take the money remaining and send it to our villages, or put it away as savings. If we received the wages weekly we would spend any balance remaining on vegetables and sweets. We would save nothing.'

"As far as credit at the shopkeepers is concerned, none has any hope that the shopkeeper would make any reduction in price in view of being paid weekly instead of fortnightly."

The Indian factory owners, who are members of the Chamber, condemn the Bill strongly, and the arguments put forward by them are based on intimate knowledge of the conditions, needs and desires of their workers. These arguments are of such weight that they cannot be resisted. They state explicitly that the introduction of the system of weekly payments will not be beneficial to the workers as there would be a general tendency to spend the money received weekly on pleasures and petty and unnecessary purchases, with the result that there would be little left to purchase clothing and other necessaries. It is said, with evident knowledge, that the practice of weekly payments would tend to an increase in the already harmful habit of workmen of absenting themselves from work for a day or two after receipt of their wages.

One Indian factory owner enquires pertinently whether the Bill is the outcome of representations from actual labourers, and, if not, whether any attempt had been made before the Bill was framed to consult Labour on the subject. This owner draws from the Bill, and from the Statement of Objects, and Reasons the not unreasonable conclusion that the framer of the Bill appears to be utterly ignorant of the habits of workmen or he would not otherwise have taken it on himself to introduce the Bill.

The belief that the weekly payment of wages will get the Indian workman out of the clutches of the money lender is a fallacy. It is not the withholding of wages for a fortnight or a month which makes the workman the prey of the money lender, but rather his improvidence in the matter of marriages, funerals and domestic religious ceremonies.

There would appear to be as much malice as ignorance behind the assertion that the workman needs to be saved from the clutches of mill managers and mill agents. Labour conditions in these provinces certainly go to repudiate this wild statement very completely.

The objection to the payment of wages weekly to domestic servants will naturally be more widespread than the objection to the weekly payment of factory workers. Any such legislation can with propriety only follow the adoption by Government itself of a system of weekly payments of the salaries of all its servants from the highest to the lowest. Then would ensue a similar system by all other large employers in the country. Without these precedent steps it would be unfair in the extreme to the private employer of small means to expect him to pay his domestic staff weekly

while he was himself dependent on a monthly wage. The same objections regarding the squandering of small sums without any resultant advantages would apply to domestic servants, as are obvious in the case of factory workers, while the risks of dishonesty and pilferage would enormously increase.

This Chamber must record its strongest disapproval of the Bill in its entirety.

#### APPENDIX IV.

(Head 121).

*Extract from a letter dated 24th November, 1924, from the Upper India Chamber of Commerce, Cawnpore, to the Secretary to Government, United Provinces, Industries Department, Allahabad.*

They (the Committee of the Chamber) recognize the advisability of the introduction of legislation which will furnish a measure of protection to genuine Trade Unions. They further recognize that the provisions of the present Bill go a considerable way to meet the objections put forward by the Chamber in their letter of the 9th January, 1922, to the proposals then advanced by Government for the registration and protection of Trade Unions in India. On one point however the present Bill has, of intention, avoided an issue raised on the previous occasion, and that is the question of picketing. The Government of India's covering letter refers to this subject and indicates the reason why the Bill does not include any provisions relating to picketing. The Committee of the Chamber are however still strongly of opinion that this very important subject should be included in the Bill. They desire to reiterate the opinion conveyed in 1922, when they said :—

" My Committee desire strongly to endorse the conclusion arrived at by the Government of India that it would be most undesirable in the present stage of the labour movement to countenance picketing in any form, and that a definite responsibility should be laid on the unions or their executive committees, for the prevention of the issue of any orders authorising picketing in any form by the members of the union. The recent Hartals and the exploitation of factory labour by politicians to make political demonstration against the Government indicate another aspect of the dangers attendant on picketing and make it all the more necessary that the public, the employer, and the workman himself, should be afforded the utmost protection possible against that form of wholesale intimidation which passes under the name of ' peaceful picketing.' "

The Government of India now lay stress on the point that there is considerable force in the objections which have been advanced against the inclusion in the Bill of an embargo on picketing. It is said that the experience of the last few years has not revealed any urgent necessity for imposing a general restriction on picketing, and Government is seemingly solicitous of the good opinion of Trade Unionists who are willing to confine picketing to systematic persuasion. According to Government's present view those in whose hands picketing degenerates into intimidation can be dealt with by the ordinary criminal law. This change of opinion on the part of Government, as compared with the views stated in para. 27 of their letter of the 12th September, 1921, is the more extraordinary in that the disturbances following the recent Bombay strikes should have shown clearly that the evil effects of picketing are not prevented by the present provisions of the Indian Penal Code.

The Committee of the Chamber therefore strongly urge that the present Bill should definitely carry out the intention expressed by the Government of India in their letter No. 1344 of the 17th October, 1921, and lay a responsibility on all registered unions, or their executive committees, for the prevention of the issue of any orders authorising picketing in any form by the members of the Union.

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#### PART I.

##### *Diet of the Indian Worker.*

It has been observed that differences of climate affect the food requirement of workers. Maurel, a French physician, estimates that the number of calories necessary for a male adult weighing 55 kilograms and performing light work varies theoretically from 1,650 in hot seasons in hot climates to 2,750 in cold seasons in cold climates. Hard work has been done in India and Japan on the basis of 2,000 calories as compared with 5,000, which was the British war ration, and 3,300, which is estimated to be the average requirement of a Britisher engaged in secondary pursuits.

Much depends also upon the general standard of physical measurement. The food requirement of an average American is based, for instance, on the average body weight of 70 kilograms (154 pounds). In India we have to base our calculations on an average weight of stock. The weight of an Indian has been found among different tribes and communities to be less than 10 to 20 per cent. of the standard weight of a European. Professor Morimoto estimates that a Japanese may be fairly expected to consume only 80 per cent. of what a foreigner needs, for the average weight of a Japanese is only 13 kwan, 830 momme, to the European's 17 kwan 20 momme.

Again, the level of nitrogenous equilibrium of peoples differs. It has been found that among Eastern peoples whenever the nitrogenous element is increased there is greater increase of foecal nitrogen. No doubt, both for meat as well as for vegetable proteins, there is greater assimilation of nitrogen among Europeans than among Asiatics. In India, clinical researches tend to show that the level of protein consumption, which is sufficient for health subsistence and normal efficiency of an adult stands much lower than the same level for the European adult, being 50 to 70 per cent. of the latter's requirements. It is obvious that in the dietary there are two needs which are satisfied, viz., the nutritional, and the energy needs of the body. If in the system of diet that prevails a race depends more on carbo-hydrates than on proteins for the energy needs of the body, there is a tendency for the nitrogenous assimilation to suffer. As a result, whenever an excess of nitrogen, obtained from meat or vegetable protein is introduced into the body, its assimilation is poor and there is an increase of foecal nitrogen. This will not occur in the case of a people which depends chiefly on the protein food for the energy giving function.

*Comparison of Food Consumption.*

	Grams of protein per man per day.	Calories from all sources.
1. Standard requirement for men at moderate work in the western countries (Atwater) ..	125	3,500
2. For hard work .. .. .	150	4,500
3. British war ration .. .. .	175	4,855
4. Average man (Royal Society Food War Committee) .. .. .	100	3,390
5. Fourteen families in York (wages under 26s.), (Rowntree) .. .. .	89	2,685
6. Twelve labourers' families in New York (Wilson) .. .. .	101	2,905
7. For light work in Japan (Oshima) .. .. .	100	3,000
8. For hard work (Jinrikshaman) (Oshima) ..	158	5,050
9. Twenty middle-class families in Shantung (Adolph) .. .. .	111	3,355
10. Artizan family in Bengal .. .. .	40	2,283
11. Bengal prison diet (McCay) .. .. .	93	3,500
12. Standard military ration in Baroda (Mrs. Strong) .. .. .	86	2,400
13. Standard army ration in Baroda for followers	86	2,077
14. For muscular agricultural work in the United Provinces .. .. .	100	2,400

Chittenden's figures of the nitrogen metabolized per kilogram of body weight may be compared with Volt's, McCay's and Oshima's figures as follows :—To these have been added figures obtained at the Physiological Laboratory, Lucknow University.

Bengalies and Ooriyas (rice diet, largely) .. .. .	-116-120
Chittenden .. .. .	-120-130
Biharis and Eastern Bengalies .. .. .	-140-160
Japanese poor classes .. .. .	-177
Nepalies .. .. .	-180-250
Sikkim Bhutias .. .. .	-250
Average European .. .. .	-270
Tibetan and Bhutan Bhutias .. .. .	-350
Nepalies Bhutias .. .. .	-420*
Average European in India .. .. .	-224 (McCay)
United Provinces, peasant .. .. .	-092
United Provinces, middle class .. .. .	-140
United Provinces, factory hand .. .. .	-100

\* Castellani and Chalmers : " Manual of Tropical Medicine," p. 100.



Since the investigations of Chittenden and Hindhead the conviction gained ground that the number of calories which had formerly been considered necessary for a good working diet was much too high. Above all the quantity of proteids could be reduced to almost half that which was formerly considered indispensable. In Germany it has been estimated during the last war that the population was over-eating to the extent of 59.7 per cent. calories and 44 per cent. in protein. When rations in all the armies had to be restricted the suggestions of physiologists were carried out in practice, especially among the Germans, whose offensive power and resistance were not affected thereby.

Burridge finds from a recent survey of the peasant's diet in the United Provinces that it gave its caloric energy as 2,400, and allowing for 10 per cent. waste, as 2,160 as against 3,500 for a British workman of 67 kilogram weight working eight to nine hours per day, but the latter diet would not be suited for work in the Indian sun as is that of the Indian coolie, who is very much in the dietetic position that the non-fighting German population were during the war. He observes: "It is evident then that whenever it is easily possible for heat production to outstrip heat loss, work can be more safely and economically done at the expense of fats and carbohydrates, and the low nitrogen value of Indian diets has probably been determined through this factor. It may be that the virile race develops in a particular country because its climate makes a high nitrogenous exchange possible. The Indian ryot, according to European standard, has a low level of nutrition, which may cause fatalism but may fit him better for his actual task."\* A further and detailed investigation at the Physiological Laboratory, Lucknow University, of the basal metabolism of a peasant of the United Provinces showed that the number of calories needed was about 1,200 calories. This estimate has been reached scientifically and is reliable.†

A survey has been undertaken of the grades of workers in Cawnpore, and their dietaries and caloric energies tabulated as follows:—

(i) A working-class family of the lowest grade. Income Rs. 12 per mensem. The family consists of the worker and his wife and two children, aged eight and six.

Consumption per week.	Quantity.	Calories.
1. A mixture of wheat, gram and barley (in the proportion of 2 : 1 : 1) .. .. .	14 srs.	34,943.1
2. Arhar dal .. .. .	2 srs. 10 ch.	5,672.0
3. Vegetables .. .. .	$\frac{1}{2}$ sr.	315.6
4. Gur .. .. .	3 $\frac{1}{4}$ ch.	401.8
5. Meat‡ .. .. .	$\frac{1}{2}$ sr.	1,006.4
		42,338.9

Calories per adult worker per day .. 2,341

(ii) A working-class family of the middle grade. Income Rs. 25 per mensem. The family consists of a single adult worker.

Consumption per week.	Quantity.	Calories.
1. Wheat flour .. .. .	5 srs. 4 ch.	13,041.7
2. Rice .. .. .	14 ch.	2,916.2
3. Arhar dal .. .. .	14 ch.	2,289.0
4. Vegetables .. .. .	4 ch.	158.3
5. Ghee .. .. .	7 ch.	3,142.0
6. Oil .. .. .	$\frac{1}{2}$ ch.	112.2
7. Milk .. .. .	3 $\frac{1}{2}$ srs.	2,226.0
8. Salt .. .. .	—	—
		23,885.4

Calories per adult worker per day .. 3,412

\* Royal Commission on Agriculture, Vol. I, Part I, Evidence, page 157.

† Niant Dhan Banerjee conducted certain experiments in King George Medical College Laboratory.

‡ Meat is consumed, however, only for one or two days in a month. A meat week's diet is taken here. For ordinary days the diet yields 2,393 calories, with vegetables (which are a substitute for meat and dal) the diet yields 2,077 calories.

(iii) A working-class family of the highest grade. Income Rs. 40 per mensem. The family consists of the worker and his wife and three children aged nine, three and a-half and one.

Consumption per week.					Quantity.	Calories.
1.	Wheat flour	..	..	..	.. 14 srs.	34,739·6
2.	Rice	..	..	..	.. 3½ srs.	11,663·8
3.	Arhar dal	..	..	..	.. 2½ srs.	11,629·0
4.	Ghee	..	..	..	.. 7 ch.	3,141·6
5.	Oil	..	..	..	.. 1 ch.	448·8
6.	Meat	..	..	..	.. 12 ch.	1,509·6
7.	Vegetables	..	..	..	.. 1 sr.	631·2
8.	Salt	..	..	..	.. —	—
						59,763·6
Calories per adult worker per day ..					3,448	

(iv) A working-class family of lower middle grade. Income Rs. 18 per mensem. The family consists of the worker, his wife and two children aged seven and one and a-half.

Consumption per week.					Quantity.	Calories.
1.	Wheat flour	..	..	..	.. 7 srs.	17,389·4
2.	Rice	..	..	..	.. 3½ srs.	11,664·8
3.	Arhar dal	..	..	..	.. 1 sr. 14 ch.	3,815·0
4.	Meat	..	..	..	.. 6 ch.	754·8
5.	Vegetables	..	..	..	.. 6 ch.	237·4
6.	Ghee	..	..	..	.. 5½ ch.	2,356·9
7.	Oil	..	..	..	.. 1 ch.	224·4
8.	Salt	..	..	..	.. 7 ch.	—
						36,442·7
Calories per adult worker per day ..					2,314	

(v) A working-class family of middle grade. Income Rs. 27 per mensem. The family consists of the worker, his wife and three children aged twelve, ten and two.

Consumption per week.					Quantity.	Calories.
1.	Wheat-gram-barley flour	..	..	..	.. 10 srs. 8 ch.	26,222·7
2.	Arhar dal	..	..	..	.. 5 srs. 4 ch.	11,445·0
3.	Rice	..	..	..	.. 5 srs. 4 ch.	17,497·2
4.	Vegetables	..	..	..	.. 12 ch.	475·0
5.	Meat	..	..	..	.. 12 ch.	1,509·6
6.	Ghee	..	..	..	.. 5½ ch.	2,356·9
7.	Oil	..	..	..	.. 2 ch.	448·8
8.	Gur	..	..	..	.. 7 ch.	803·6
9.	Salt	..	..	..	.. 10½ ch.	—
						60,758·8
Calories per adult worker per day ..					2,993	

It is striking that the Indian worker in the factory not merely requires but also obtains more calories than are needed by the Indian peasant or a professional man engaged in sedentary pursuit. Thus, the calories per adult worker of the lowest grade (2,341) are much higher than the estimate of calories needed for a professional worker or a peasant calculated on the basis of a study of the latter's basal metabolism.

On the other hand, the calories which the Indian working man's diet yields hardly reach the level at which the British working man's dietetic position ordinarily stands. The following comparison is significant.

	Basal Metabolism. Calories.	Diet.
British working man .. .. .	1,700	3,500
Indian working man .. .. .	1,200	2,400

The former has a surplus of 1,800 calories to expend on bodily movement (including his work), while the latter has 1,200 calories only. A part of this difference is accounted for by lower weight, but the difference indicates not merely less stamina and more apathy but also less strenuous work, which may be forthcoming. It has been found that the expenditure of calories increases thrice when the rate of working is doubled. Both climate and physiological adjustment have fitted the Indian factory hand to work at a slower pace, and if he has to labour unremittingly and strenuously for long hours he adjusts himself by occasional idleness as well as absenteeism. There is no doubt that work under factory conditions, both in India and in England, demands similar expenditure of energy and its recoupment. It is true that the warmth of the climate does not require heat production to offset heat loss as in the western countries, but on the whole the pressure of unremitting work in standardized production in the factories cannot be maintained for long on a diet which is physiologically inadequate. This is responsible not to a small extent not merely for industrial inefficiency, but also for greater absenteeism and prevalence of disease and mortality among the factory workers in our country.

PART II.

A case for Social Insurance in India.

In India it has been alleged that a thorough going social insurance scheme is just now impracticable. The alleged reasons are: (a) there is no unemployment among the labouring classes. The following analysis of statistics about agricultural labour is trotted out in support of the hypothesis.

Provinces.	Farm servants and field labourers.		Persons living on in- come from rent and cultivating tenants.	
	1911.	1921.	1911.	1921.
Punjab .. .. .	1,192,000	1,134,000	626,000	1,008,000
United Provinces .. .. .	4,552,043	4,035,887	28,712,015	29,843,168
Bengal .. .. .	3,660,000	1,805,502	29,748,666	30,543,557

Other provinces betray the same decrease in the number of farm servants and agricultural labourers and the same increase in the number of farmers and rent-receivers. In England and Wales there are more than three hired labourers to each farmer or cultivator, whereas the proportion of hired labourers to farmers and rent-receivers in India is only one to six. The number of people supported by the preparation and supply of material substances showed a decrease of 4.3, industry 6, transport 13.8 while trade only showed an increase of 2 per cent. In industries, textiles fell down by 5.4, wood 4.9, metals 3.1, ceramics 1.1, chemical industries 3.8, food industries 16.4, furniture 31, building 14.9, transport, etc., 6.7, undefined industries 4.2, while the production and transmutation of physical forces showed an increase of 72.9, hides and skins, 1.8. In other words, there was a deficiency of nearly 20 per cent. in all. Therefore Sir C. Innes pointed out that in India, in agricultural as well as in other manufacturing industries, the employer runs after the employee, whereas in England and Wales, the employee seeks employment. The conclusion is that there is no unemployment here and therefore no case for unemployment insurance can be made out.

(b) The second reason advanced against the practicability of any scheme of social insurance is the lack of any insurance tradition here. In England, though social insurance is comparatively young, it practically started from 1911, still mutual benefit friendly societies and trade unions had been discharging similar functions for a long time. In Germany the scheme dates from the eighties of the last century. Moreover the insurance habit is not popular here as the following figures collected by the agent of the Oriental Insurance Company in Lucknow will show :—

Name of country.	Life insured per head of population.		
	Rs.	a.	p.
America .. .. .	2,000	0	0
Canada .. .. .	1,300	0	0
New Zealand .. .. .	900	0	0
Great Britain .. .. .	600	0	0
Norway .. .. .	450	0	0
Sweden .. .. .	420	0	0
Netherlands .. .. .	390	0	0
Denmark .. .. .	330	0	0
India .. .. .	1	8	0

There are only 66 Insurance Companies in India with a paid up capital of 3·1 crores of rupees. In the face of this, it is idle to assert, the critics say, that the people will take to insurance quickly.

(c) The third reason is more or less actuarial. As has been ably pointed out by Professor K. B. Madhav "the conditions precedent are not satisfied in this country—viz., (1) that there must be a risk of general loss. (2) That the probability of the occurrence of this casualty must be capable of being calculated with some approximation of certainty and (3) that the cost of provision must not be prohibitive." In other words, there are no statistics for Indian Insurance Companies to go upon and much less for the Government.

(d) The fourth reason is that the cost is enormous, and the India Government, already saddled with the extremely necessary army expenditure, cannot undertake to spend millions on behalf of the labourers, even as subsidy to the employers, especially when the important group of capitalists in the textile industry are just now facing a crisis. The 24 millions of pounds spent by the state for benefits in the health insurance and 13 millions for unemployment insurance in 1925, that is 37 millions of pounds in all, in a country like Great Britain are already a sore point with the opposition. Besides, the India Government is already committed to two forms of social insurance, viz., the Workmen's Compensation Act and the Mines Board of Health.

Now some of the reasons advanced against any policy of State insurance are valid, others are not. For example, the case that there is no unemployment in India among agricultural and industrial population is vitiated by an ignorance of the real conditions of peasants in India. The large increase in the number of dependents upon agriculture is due mostly to the rise of rent-receiving non-cultivating class, chiefly recruited from people who had drifted from the village to the city and accumulated money there and want to come back as landlords. They speculate on rural holdings, however small, uneconomical, fragmentary and mortgaged they might be. Then again the cultivating tenant may be a temporary owner who cannot eke out a living wage. Anyhow, if the function of a social insurance scheme is to prevent poverty, it is small consolation to know that so many Indian people are peasant proprietors. All that we are concerned with is the poverty among agricultural labourers and their living below the subsistence level, which is undoubted. We must remember that an Indian agriculturist has an average holding varying from 3 acres in Assam, Bengal, Bihar and Orissa to 12 acres in Bombay, which work out on the average 2·5 acres for 106·5 millions of workers. A chronic disease is not dramatic and blunts the sense of acute pain. In any case, the effects of chronic unemployment are there. Indian labourers as a whole are poor. Indian poverty as has been alleged, is not a question of mal-distribution of wealth as in some countries of Europe, especially Great Britain. Mr. Jack's calculation for a village in Bengal is Rs. 50 per head per annum and Dr. Mann's calculation for a Poona village is Rs. 44. According to Mr. Jack there is some pretension of an equitable distribution in a typical Bengal village. "Nearly 77 per cent. of the total population there are agricultural families, among whom 49·5 per cent. live in comfort with an annual income of Rs. 365; 28·5 per cent. are below comfort on Rs. 233, 18 per cent. above want on Rs. 166 and 4 per cent. in

indigence on Rs. 115." The per capita income for the different classes is Rs. 60, 43, 33, and 27 respectively as contrasted with the model expenditure of Rs. 50 and Rs. 20 for the first and the last classes. Among the non-agricultural classes, the distribution of wealth is not so fair. Dr. Mann offers equally hopeless prospects for the Bombay peasants. "The average family income was Rs. 166-6 annas but the cost of living was Rs. 218-8 annas. He mentions that 85 per cent. of the families are insolvent having an income equal to 57.5 per cent. of the sum required for decent living, i.e., Rs. 44 per head per annum. Dr. Lucas' study of Kavirpur in the Punjab betrays an annual deficit of Rs. 9-8 annas. In his opinion 20 to 30 per cent. of the people living in villages are living in poverty. Over and above that there is indebtedness. So if we exclude the rent-receiving non-cultivating but land-owning classes and consider the legal difficulties which stand in the way of consolidation of holdings, we might be justified in saying that there is unemployment among the agricultural labourers, specially during the off-season lasting from 4 to 5 months when the decadent and moribund cottage industries cannot fully engage their attention. The emigration of labour from Bihar and the United Provinces to practically all over India is a striking proof of the fact that there is employment among land-labourers. Among unskilled industrial labourers, who are in the majority, there is temporary unemployment in congested areas. Only the Bombay figures are available and even they are not authoritative.

The conclusions are that (1) there is no shortage of labour supply in Bombay textile and engineering industries. But adequacy in the supply of labour is a vague term. It might mean that the supply of labour is just equal to the demand or it might mean that there is always available a large source of supply which can be utilized by the employer. The report of the returns is not clear on this point. But when Karachi Port Trust reports that the supply of skilled and unskilled labour was plenty, there is room for suspicion that the word adequate does not mean an equilibrium reached after a severe strain from wheedling the labourer away from their holdings in the villages. (2) The absenteeism figure caused by sickness, call of the harvest, festivities and Monday feeling is not high. It can be fixed at 10 per cent. on the average, with the exception of Ahmedabad. In any case, it all depends on the locality of the industrial area, whether people come from the neighbouring villages or from distant parts, whether there are slums breeding diseases or not, whether the labourers are recruited from the landless proletariat or not. So the absence of unemployment figures do not denote full employment and cannot be advanced as a sound reason for not starting a compulsory unemployment insurance scheme at all in any shape.

We recognize the difficulty of the absence of accurate figures. So we cannot advocate any unemployment insurance scheme before we can secure statistics of the unemployed. In the mean time we can lay emphasis on the other aspects of social insurance, namely health insurance. In Great Britain, these two go together and whoever is insured against unemployment is also insured against sickness and disability. In India in 1924, 50 lakhs of people died of fever, which is an easily preventable disease, and cholera, small-pox, and plague were responsible for 3 lakhs, 1 lakh falling to the share of each. It is well known that the latter diseases are preventable, though more elaborate, hence more costly sanitary measures are necessary. Mr. G. Bransby Williams, the Chief Irrigation Engineer, says, "It is often repeated, and indeed the fact is patent that India is a poor country as compared to England and America. It is argued from this fact that she cannot afford to undertake expensive works for the improvement of public health. But in reply to this, it may be asked how far is India poor because of being unhealthy."

As regards the second charge, viz., the lack of insurance tradition in India, it can be submitted (1) that, there is even now a network of village Panchayats and caste-guilds, functioning in India. The Famine Commission codes and reports always instruct their inspectors and superintendents to utilize them. The joint family, though fast breaking up under economic and legal pressures exerted by western influence, still retains its hold in so far as the law of co-parcenary property is regnant and imposes upon the Karta of the family the obligation of supporting the aged, the orphan, the widow, and the indigent. The Moslem law and practice is equally solicitous for them. There are other fraternal associations, "Kuris" and Chit funds. So the Indian labourer is not a stranger to the idea of mutual benefit, though, he might be to the exact procedure of premium and benefit scheme involved in insurance.

(2.) That, the Government in Indian Trade Unions Act of 1926, Chapter III, Section 15 (g) while notifying the objects on which a registered trade union may

spend out of its general funds, mentions "the issue of, or the undertaking of liability under policies of assurance on the lives of members or under policies, insuring members against sickness, accident, or unemployment," as one of the legitimate items of trade union expenditure; (3.) That the first Insurance Company was established in Japan in 1880, and it was only in 1900 that the Insurance Bureau of the Department of Agriculture and Commerce was started. Mr. Cook, of the "Statesman" writes, "Industrial Insurance is conducted in that country as a Government monopoly and premiums are conducted monthly through the post offices, throughout the Empire at an expense ratio which for 1925 was so low as 17 per cent., very much below the working cost of any industrial company transacting business in Great Britain. At the end of last year there were 9½ million policies in force, insuring sums in excess of 1,200 million yen. This scheme of state insurance was only introduced in 1916, after having been under consideration for 17 years previously. Policies are issued under both whole life and endowment schemes for sums ranging between 20 to 350 yen and between the age of limit of 12 and 60 at the time of entry. There is no medical examination and certain reductions are made in the case of endowments if death occurs in the case of 2 years and is not caused by infectious disease. For contracts extending over five years a certain percentage of the premiums paid is refunded on expiration of the contract term. The post office authorities are granted nine per mille of the insured amount as initial expense and 12 per mille on account of canvassing and the fund derived from the premiums collected is invested by the Government in works of public utility. The scheme has become so popular that in some provinces from 50 to 70 per cent. of the population have insured themselves." Therefore it is not impracticable to frame insurance schemes for workmen in India, for Indian labour and Japanese labour conditions are more or less on a par. In 1925, insurance provision for working classes in England was double that for 1913, and in the U.S.A. and Canada, 3 times the amount of 1916.

The third objection is valid to some extent, not only in so far as any State help is concerned, but also with reference to private companies, insuring individuals on an industrial basis. But we must admit that the risks of health, i.e., sickness and death at least, if not of unemployment, cannot be prevented or hastened. We have the authority of Mr. Lethbridge, the Labour Commissioner of Bengal, to support our view. He says that there has not been a single case of malingering in so far as the operation of the Workmen's Compensation Act is concerned. We have to admit that with 8 to 10 per cent. of the labourers as absentees in Bombay and let us say the same percentage on the sick list in a factory on the average, the "contemplated failure of premiums is concerned with a relatively small number during any short interval" as Prof. Madhava thinks. Vital statistics in India are proverbially inaccurate. The Labour Gazette of Bombay, November, 1924, defends the Government of India on the ground that in Great Britain figures for occupational mortality were published ten years after the events referred to. It says, "It may be remarked that in India we have not yet secured any figures of comparative mortality in different occupations. For one thing, our census record of occupations does not yet distinguish between employers and employed, so that the numbers returned after the various 'Groups' in Sub-Group III 'Industry,' order 9 'Metals' includes masters as well as operatives. And for another, our village Death-Registers do not record occupations. There is little doubt that at the next census strenuous efforts will be made to secure a better classification of occupations."

Dr. Bentley thinks that the percentage of error is somewhat near 27 on the recorded rates. The death-rate for India in 1922 was 24·02 per mille, a figure too low by 6. We can accept 30 per mille as the average death-rate in any healthy year in India as compared to 12 in Great Britain. The figures for sickness are more unreliable, but malaria, dysentery, cholera, enteric, diarrhoea are between themselves, responsible for much more than half the death-rate and 8 to 10 per cent. of absenteeism at most. Besides there is hook worm, which affects the efficiency and vitality of the poor people in cities and villages. Now the death-rate of India can, in the opinion of Mr. Bransby Williams, be reduced to 15 per mille, i.e., 3,750,000 lives can be saved annually. In England, there are 180 weeks of sickness per death; in the absence of detailed information, let us accept the same figure for India. So we diminish 675 millions of sick weeks in one year for the entire population. For a labouring population of 160,000, on the basis of 10 per cent. it would be 83 lakhs of weeks. The figures represent preventible sickness. Accepting Col. Hutchinson's estimate of Rs. 200 as the average assessment of each life and at the minimum Rs. 2 for each week's loss, the actual loss would mean 210 crores or the capitalised value being £2,000

millions at 7½ per cent. for the whole country.\* The labourers lose 1 crore 7 lakhs or nearly 20 crores of capitalized value. Two hundred and ten crores mean slightly above Rs. 8 per head of the population. The Bengal Government spends only Rs. 2 per head outside Calcutta for Public Health and District Boards spend ¼ of an anna per head for sanitation. Now that a national health insurance can relieve that enormous loss of life and efficiency is beyond question. Of course, the work of the Public Health Department will not be obviated, it will only be reinforced by the interest shown towards its aims and ideals by the insurance companies and the entire class of employers and employees. On the same estimates of death-rate, sickness-rate, and average life, the responsibility for 16 lakhs of workers in factories, mines, and other industries will be more than two crores of rupees. If the responsibility for, removing sickness and death only is shared equally between the labourers, employers and the State, it is less than 1 crore for each party, i.e., for each labourer Rs. 6 only per annum, which is not a great amount for the labourer, whose interests are most jeopardized in insanitary conditions. It is not difficult to fully arouse the conscience of the capitalist to undertake this responsibility by contributing to the payment of sickness benefit and some kind of burial benefit. Prof. Madhava has calculated that "with a burial benefit of Rs. 5, weekly sickness benefit of only 8 annas together with allowances at the same rate for only 13 millions labourers aged 60 and over, the total cost is 70 crores, not much greater than the military expenditure in India (67½ crores)." We know in India, as elsewhere, sickness varies according to occupation, age, and sex. In America, 20 per cent. of a normal group will suffer a disabling sickness for more than a week, 65 per cent. of the sick are disabled for about 4 weeks, 20 per cent. 4 to 8 weeks, 60 per cent. 8 to 12 weeks, 3 per cent. 6 months, and 1·3 per cent. for more than a year. Therefore, as such, Indian statistics are in default we cannot just now offer an actuarial basis for a thorough-going scheme of health insurance. But what can be achieved is shown by the preceding figures of absenteeism and the following figures of death-rate, and the average constantly sick-rate among Indian troops. In 1923, out of a total number of nearly 150,000, 466·7 per mille were admitted into hospitals, out of whom 5·98 or 6 per mille died, 16·3 per mille were invalids, and 20·13 per mille were constantly on the sick-list (as against 80 to 100 per mille in the mills). This year was a particularly healthy year for Indian troops but the previous pre-war years were not. Their average for 1910-1914 were 544·6, 4·39, 5·4, and 20·7 respectively. If the marked improvement of figures for 1923 over the average of 1914-1918 is traceable mainly to the introduction of station hospital system in 1918, then it can be well imagined how a health insurance scheme will improve the health of the labourers in India. Let us face facts and know once for all that in spite of Mr. Williams's warning, that the cost of death and sickness, arising out of preventable diseases, in India, runs to 2,000 millions sterling, the India Government, since the public health and industries departments have been provincialized transferred subjects, will not entertain any such proposal of compulsory health insurance, unless the employers take the initiative.

But insurance by industries, is open to many objections. It is extremely difficult to fix the responsibility for the unemployed, and the sick on any industry, like engineering, which is horizontally organized. In case an insured person moves from one industry to another, a separate establishment will have to be kept to consider the claims of such a person. Besides, when an industry is small, the calculation of risks is not sound and dependable and no big insurance company will enter into business with it, and therefore the premiums will be heavy. Each industry will again have to appoint employment exchanges, health officers, and a host of other officials. It will impede mobility of labour to a great extent. What is worse is that well-paid labourers in big industries will escape with low contributions and ill-paid labourers in smaller industries will have to pay more. The most glaring inequity however is that some industries are more susceptible to unemployment and ill-health than others. The causes of unemployment and ill-health again are sometimes super-industrial, sometimes, unemployment in one industry is due to the temporary prosperity of another. Therefore all the vices attached to a policy of drift and non-co-ordination are to be found in a puristic scheme of insurance by industry. The number of organized, well-financed and well-supplied industries in India is small. Those which are, cannot bear the full burden of Industrial Insurance. Nascent industries will certainly pass on the entire contribution to the community as increased prices. Only the important industries with high dividends alone can think of the partial contribution. Therefore a scheme in which labourers in a group, the capitalists of the same industry, and the State through subsidy, when need arises, can co-operate, is alone feasible. This is known as Group-Insurance, a comparatively late development of Social Insurance.

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\* As reported in the Statesman, October 28, 1925.

"In this form of insurance, a group of employees can be insured under a blanket policy." The premium of the group, the unit of which may be taken to be the family, or members of the village Panch or the same caste working in the cities or villages, is certainly less than the sum total of individual premiums for the responsibility is joint and several. It is paid in one lump. There is no medical examination, just as much as very many insurance companies forego it in the case of joint or partnership insurance. The doctor's fees coming to Rs. 16 for every 2,000 Rs. or Rs. 10 for every Rs. 1,000 are saved thereby. The employer takes the policy for his group of employees, whose general conditions of health and employment are reported upon, en masse, by insurance agents. "The contract is generally one-year-renewable type, though it may extend to five or ten years. A certain percentage or multiple of the wages of the sick-employee will be paid as benefit if the employee is still in employ. Benefit certificates lapse when workmen leave service permanently, and death benefits will increase proportionately with the years." The rates of premium are lower for the saving in the medical service fees, commission rates, collection charges and lapse levies and for the security of payment which the capitalists may make every quarter to the companies in lump sum. The inspection charges can be kept low by collaboration with the factory inspectors.

Other advantages are (1) a continuity of service and a healthy co-operative spirit between the employer and the employee which will solve the industrial unrest, especially the problem of strikes without notice, (2) a camaraderie between labourers grouped under one blanket "policy"—a very partial solution of the Hindu-Moslem dispute in industrial areas, (3) a habit of thrift among a proverbially unthrifty people. The chief advantage of group-insurance over industrial insurance on an individual basis is that the former is cheaper. In India, the block agency system may be adopted which according to the latest report of one company in England has succeeded in cutting down expenses from 40 per cent. of the premiums to 25 per cent. within six years; and in America, one large company has reduced the expense ratio to premium income from 44 per cent. in 1900 to 26½ per cent. in 1925. Needless to add that group insurance will be cheaper than family endowment policies advocated by Miss Rathbone or the Widows' Pension and Old Age Pensions of Great Britain.

Now one company in India, the Oriental Life Assurance Co., of Bombay has got the following rate. A whole life policy for Rs. 1,000 without profit, starting from the 20th year, would mean Rs. 21-10 annas annually. For a group policy, the annual premiums can be 10 per cent. less, i.e., say Rs. 19-10 annas which would mean Re. 1 11 annas per month. This sum can be proportionately divided between the employee, the employer and State. Let us see what happens in Great Britain, "Men pay 5d. per week, women 4d. employer 5d. (he has got to pay more for another scheme of pension benefits) and the State two-ninths of the total sum required. From January, 1926, the contribution for men by themselves and the employer has been reduced from 10d. to 9d. and for women from 9d. to 8½d., sickness benefits are 15s. for men and 12s. for women for 26 weeks, disablement benefit of 7s. 6d. for the whole period, maternity benefit if the wife is not insured £2 and if insured £4. Doctor's advice, medical provisions and even Sanatorium treatment are sometimes provided." In other words, in Great Britain, the shares of employers and employees are equal and the State has got to come to the rescue. In India, it will come to 9 annas for each party per month which would mean 1 anna for each group of 9.

Therefore what is needed in the present conditions of Indian labour is a group insurance scheme which is primarily an affair of the labourers and their employers and ultimately one of the State. The scheme is social, but not State insurance or industrial insurance.

This group assurance satisfies the five tests that have been put forward by Mr. Cohen for any successful scheme of social insurance. In this form (1) the payment by the employer is prompt; (2) the administrative costs are lower. In England, societies "Health Insurance, which is administered under Government supervision by approved societies (i.e., trade unions, friendly societies, and private insurance companies), have an administrative cost of 14 per cent."; (3) there is a greater chance for poverty among our labourers being reduced, especially poverty arising out of sickness; (4) in so far as the funds (from which workmen are to receive benefits), are raised by contributions from the employees assisted by the employers and the State (in America, the idea is that the employers would insure their employees in group), collected by the employers and paid in lump sum as premium, they are safe; (5) there is no fear of lapsed policy either from the non-payment of premiums, or from the death of the insured individual. The fear of accumulation does not arise here, for the accumulated sum will be divided.

I am not blind to the difficulties of group-insurance. Mainly they are actuarial. But, Mr. Surendara Nath Tagore, the General Secretary of the Hindusthan Co-operative Insurance Society thinks that they are not insuperable. "The shortness of the lives of labourers, absence of statistics about the average longevity, their



distribution over wide areas, the procuring of proposals, the medical examination en masse, the investigation and settlement of claims are expensive items." The labourer in India individually has no surplus, but if the rate of contribution is deducted from the wages by the employer beforehand, then the difficulty may be easily overcome. But how to construct premium tables for them? Mr. Tagore writes, "The premium tables actually in use by life offices for their Indian business are far from accurate, based as they are on rule of thumb adaptations of British or American experience unchecked by any reliable statistics. How then is such Indian business at all workable? Because of the margins of safety that are kept and which result in the periodical surpluses returned as bonuses to the policy holders or absorbed as profits by the shareholders or proprietors of the life company itself. If, in the case of the lower strata of our society, a large margin be taken to start with and the resulting surpluses returned at short intervals (in our scheme, a part to be spent for medical benefit, etc.) to the assured persons under some equitable scheme, neither will the life office be endangered nor the policy holders defrauded. With the progress of the business, first hand information will accumulate and thereupon the premium tables can be revised and the excess margin reduced to any degree."

Medical examination offers no very great difficulty. The average longevity of a group of persons in any occupation can not differ materially from the medical results of individual insurance by ordinary medical doctors. The defect might be included in the margin as well. "The expenses of procurement and claim settlement could be largely minimised "through a representative of the group. We have seen in Bombay how the village panchayat and the sanitary committees are working. Their presidents may be elected as representatives. Where they do not exist, there are many other socio-economic bodies functioning, the secretaries of co-operative societies, the local boards and the panchayat in the villages and the caste-panchayat, the sirdars and their employers who will undertake the job. "In fact the labourers' own representatives, even at a commission, will be less expensive than any form of agency and medical examination by individuals." Over and above this, if the co-operative societies, boards of public health co-operate and the state passes some kind of protective legislation by which small insured sums of labourers, say up to Rs. 1,000 may be unattached and untaxed, the problem of Indian poverty, at least so far as it relates to sickness and early death of industrial labourers followed by destitution of their families, will be solved. I suggest this idea of group-insurance to our economists and Indian insurance companies, upon both of whom the duty of alleviating the economic distress of Indian labourers lies. Mr. Tagore writes, "An insurance company making it a rule, in the case of this department, only to deal with such groups, to begin with, should have no dearth of business." Mr. Hook, whose insurance notes in the "Statesman" are undoubtedly the best that I have read in any paper edited in India, is also of opinion that group insurance has a future in this country.

I beg to state that this paper is not and cannot be a description of any thorough-going scheme. The reason is that we have no accurate statistical information to go upon. It is only an invitation to conduct enquiries, assemble relevant statistics and discuss the possibilities of what I consider to be a fruitful idea.

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### PART III.

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#### *Working-class Cost of Living Index, Cawnpore.*

The general cost of living of the millhand comprises his expenditure under various heads and different articles of consumption. In a market fluctuations in prices differ with the nature, quality and variety of articles, and it is hardly possible to ascertain at a glance the general rise or fall in the prices. Thus, in order to obtain a measure of the general movement of prices of those commodities which enter into the cost of living, the method of index numbers is resorted to. A series of commodities are selected and their prices taken for a standard or basic period. In our investigation the pre-war year of 1913 has been taken as the normal year exhibiting none of the extraordinary conditions of the war period that followed. The prices for the commodities for subsequent years have been compared, these prices being expressed as percentages of the prices ruling in 1913. The comparison of the prices is confined to the years 1914, 1920, 1927 and 1929.

*Computation of the Index Numbers : Food.*—The following are the average annual retail prices current per maund in rupees of the cereals at Cawnpore for the various years noted against them :—

Year.	Rice.	Wheat.	Jowar.	Bajra.	Barley.	Gram.	Arhar dal.
1913 .. ..	5.1	3.8	2.6	2.8	2.7	2.7	3.9
1914 .. ..	5.2	4.5	3.5	3.5	3.4	3.9	5.3
1920 .. ..	9.5	6.5	4.2	5.0	4.4	5.3	9.3
1927 .. ..	7.8	5.5	4.1	4.1	4.1	4.3	7.3
1929 .. ..	7.8	5.7	4.4	4.4	4.2	5.3	7.0

The following are the variations, calculated from the above table, in the prices of cereals in different years, taking the year 1913 as base :—

Year.	Rice.	Wheat.	Jowar.	Bajra.	Barley.	Gram.	Arhar dal.
1913 .. ..	100	100	100	100	100	100	100
1914 .. ..	102	118	135	125	126	144	136
1920 .. ..	186	171	162	179	163	196	238
1927 .. ..	153	151	158	147	152	167	187
1929 .. ..	153	150	169	157	156	196	179

We shall now proceed to allot weights to each cereal and then compute the average. The main criterion in weighting the cereals is the actual expenditure of the workers on these cereals. The following is the abstract from some of the monthly budgets of workers showing the amount spent on cereals by labourers under different grades of income and the proportion of the amount spent on particular cereals to the total amount spent on cereals :—

Serial No.	Total monthly income of the family.			Amount spent on cereals per month.			Amount spent on wheat, gram, barley and bajra.			Percentage of the total amount spent on cereals.	Rice.			Other cereals, pulses.			Percentage of the total amount spent on cereals.	
	Rs.	a.	p.	Rs.	a.	p.	Rs.	a.	p.		Rs.	a.	p.	Rs.	a.	p.		Rs.
1	41	3	6	23	7	3	16	15	3	70	3	0	0	13	3	0	0	13
2	41	10	3	11	12	0	5	8	0	48	3	12	0	32	2	8	0	20
3	39	9	3	18	0	0	12	0	0	66	3	0	0	17	3	0	0	17
4	37	0	0	11	13	0	8	0	0	64	2	12	0	24	1	1	0	12
5	32	0	0	4	3	3	2	12	6	51	1	0	0	23	1	0	9	26
6	30	0	0	9	11	0	5	11	0	56	1	0	0	10	3	0	0	34
7	24	12	6	8	8	0	5	12	0	68	1	0	0	12	1	12	0	20
8	15	10	0	7	1	0	5	0	0	71	2	0	0	28	0	1	0	1
9	15	0	0	11	10	9	7	8	0	66	3	0	0	26	1	2	9	8
10	13	3	6	7	0	0	4	0	0	57	1	4	0	14	1	12	0	29
							Average 62 %				Average 21 %			Average 26 %				

Thus we find that about 62 per cent. of the total expenditure on cereals is on wheat, gram, barley and bajra, about 21 per cent. on rice, and about 26 per cent. on other cereals consisting mainly of pulses. In allotting weights six points are allotted to wheat, two points to rice, and the remaining two points to other cereals or pulses.

As to the five cereals grouped in one—wheat, barley, gram, bajra and jowar—a detailed survey was undertaken relating to the respective quantities of food grains consumed by the mill population. The investigation shows that the last four cereals are not used for the sake of economy, as gram is now actually dearer than even

wheat, but gram adds greatly to variety in the diet. Bajra finds its use only during the two months of winter—December and January. Generally, it is not mixed with wheat flour but breads of pure bajra flour are made and taken with sugar or gur. Very poor labourers mix barley and jowar with wheat for reasons of cheapness, but the proportion of barley or jowar does not exceed 25 per cent. of wheat flour. To sum up, wheat commands the greatest importance, and any rise, be it slight, affects the labourers considerably. Out of six points allotted to this group, we allot 5.5 points to wheat and .5 to the remainder of the cereals.

Now computing the average for the cereals, keeping in regard the weights allotted, we get the following results:—

Year.	Cereals.	Index No.	Weights.	Product of Index No. and weight.
1914	Rice .. .. .	102	2	204
	Wheat .. .. .	118	5.5	649
	Jowar .. .. .	135	.125	17
	Bajra .. .. .	125	.125	16
	Barley .. .. .	126	.125	16
	Gram .. .. .	144	.125	18
	Pulses— Arhar dal .. ..	136	2	272
				1,192 ÷ 10 = 119
1920	Rice .. .. .	186	2	372
	Wheat .. .. .	171	5.5	941
	Jowar .. .. .	162	.125	20
	Bajra .. .. .	179	.125	22
	Barley .. .. .	163	.125	20
	Gram .. .. .	196	.125	25
	Pulses— Arhar dal .. ..	238	2	476
				1,876 ÷ 10 = 188
1927	Rice .. .. .	153	2	306
	Wheat .. .. .	151	5.5	831
	Jowar .. .. .	158	.125	20
	Bajra .. .. .	147	.125	18
	Barley .. .. .	152	.125	19
	Gram .. .. .	167	.125	21
	Pulses— Arhar dal .. ..	187	2	374
				1,589 ÷ 10 = 159
1929	Rice .. .. .	153	2	306
	Wheat .. .. .	150	5.5	825
	Jowar .. .. .	169	.125	21
	Bajra .. .. .	157	.125	20
	Barley .. .. .	156	.125	20
	Gram .. .. .	196	.125	25
	Pulses— Arhar dal .. ..	179	2	358
				1,575 ÷ 10 = 158

We now pass on to the consideration of the second head under food, i.e., other foodstuffs. This head covers expenditure on linseed oil, milk, ghee, salt, sugar, gur, tea, etc. A similar weighting process has been adopted here as well.

The following table shows the prices of other foodstuffs, in rupees, ruling at Cawnpore in various years under review :—

Year.	Ghee, per maund.	Linseed, per cwt.	Raw sugar per 500 lb.	Imported sugar refined, per cwt.	Salt, per maund.
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
1913 .. .. .	49 10 0	8 10 0	21 8 0	9 3 0	1 13 0
1914 .. .. .	41 13 0	8 2 0	21 0 0	8 10 0	1 13 0
1920 .. .. .	85 3 0	18 0 0	60 0 0	37 4 0	3 2 0
1927 .. .. .	64 0 0	10 4 0	60 0 0	13 0 0	2 8 0
1929 .. .. .	60 0 0	11 4 0	55 0 0	13 10 0	2 13 0

The following table shows the index number of the above prices, the year 1913 being the base year :—

Year.	Ghee.	Linseed.	Raw sugar.	Refined sugar.	Salt.
1913	100	100	100	100	100
1914	84	94	103	94	100
1920	172	209	278	410	172
1927	129	118	278	142	139
1929	121	130	256	148	156

In the above table we have omitted the prices for milk and tea. The reason for such omission is that these articles are consumed by the labourers in small quantities only casually, and we cannot have reliable records of their consumption.

As to giving weights to these articles we have allotted 3.5 points to salt, for it is an essential requirement for physical maintenance, and the demand for it is not elastic, though we cannot rightly call it to be of perfectly inelastic demand. Linseed has been allotted 2.5 points, for labourers use it in place of ghee for cooking purposes. Raw sugar has been given the third place with two points for it finds a general use among the labourers. Last come refined sugar and ghee with one point each.

The table below shows the weighted average for other foodstuffs, according to the weights allotted :—

Year.	Articles.	Index No.	Weights.	Products of Index No. and weight.
1914	Linseed .. .. .	94	2.5	235
	Raw sugar .. .. .	103	2	206
	Sugar, refined .. .. .	94	1	94
	Salt .. .. .	100	3.5	350
	Ghee .. .. .	84	1	84
				969 ÷ 10
				Index No. = 97
1920	Linseed .. .. .	209	2.5	523
	Raw sugar .. .. .	278	2	556
	Sugar, refined .. .. .	410	1	410
	Salt .. .. .	172	3.5	602
	Ghee .. .. .	172	1	172
				2,263 ÷ 10
				Index No. = 226

Table—contd.

Year.	Articles.	Index No.	Weights.	Product of Index Nos. and weights.
1927	Linseed .. .. .	118	2.5	295
	Raw sugar .. .. .	278	2	556
	Sugar, refined .. .. .	142	1	142
	Salt .. .. .	139	3.5	486
	Ghee .. .. .	129	1	129
				1,608 ÷ 10
			Index No.	= 161
1929	Linseed .. .. .	130	2.5	325
	Raw sugar .. .. .	256	2	512
	Sugar, refined .. .. .	148	1	148
	Salt .. .. .	156	3.5	546
	Ghee .. .. .	121	1	121
				1,652 ÷ 10
			Index No.	= 165

*Light and fuel.*—For the purpose of lighting the workers generally use kerosine oil. Some of them use mustard oil as well, but kerosine finds general use owing to its cheapness. As for fuel, coal is not found in use anywhere. Dry cowdung and firewood are the chief things used as fuel. Dry cowdung is used to light the fire, but the wood is used in larger proportion.

The prices for kerosine and mustard oils are given below :—

Year.	Article.	Price per case of 2 tins.	Per maund.	Index No.
1913	Kerosine oil "Chester" ..	Rs. a. p. 4 12 0	Rs. a. p. —	100 K
	Mustard or rape seed oil ..	—	17 10 0	100 M
1914	Kerosine oil .. .. .	5 0 0	—	105 K
	Mustard oil .. .. .	—	17 10 0	100 M
1920	Kerosine oil .. .. .	10 12 0	—	227 K
	Mustard oil .. .. .	—	28 8 0	161 M
1927	Kerosine oil "Chester" ..	9 12 0	—	206 K
	Mustard or rape seed oil ..	—	21 15 0	124 M
1929	Kerosine oil "Chester" ..	7 8 0	—	158 K
	Mustard or rape seed oil ..	—	22 8 0	127 M

The cost of fuel has also gone up. No accurate figures for the various years are available, but oral enquiry shows that babulwood (generally used as fuel) was sold at the rate of 20 panseries (2½ maunds) for a rupee in pre-war days. The post-war rate for the same kind of wood is 10 panseries (1½ maunds) for a rupee. Thus we find the rate doubled and hence the Index No. for the post-war period has been taken to be 200.

As for the allotment of weights 7 points are allotted to fuel, 2 to kerosine oil and 1 to mustard or rape seed oil. The workers spend more on fuel, it being a necessity for cooking the food, and little on kerosine or mustard oil. Thus we arrive at the following index numbers for this head :—

Year.	Articles.	Index No.	Weights.	Products of Index Nos. and weights.
1914	Kerosine oil .. .. .	105	2	210
	Mustard oil .. .. .	100	1	100
	Fuel .. .. .	100	7	700
	Average			$1,010 \div 10 = 101$
1920	Kerosine oil .. .. .	227	2	454
	Mustard oil .. .. .	161	1	161
	Fuel .. .. .	200	7	1,400
	Average			$2,015 \div 10 = 202$
1927	Kerosine oil .. .. .	206	2	412
	Mustard oil .. .. .	124	1	124
	Fuel .. .. .	200	7	1,400
	Average			$1,936 \div 10 = 194$
1929	Kerosine oil .. .. .	158	2	316
	Mustard oil .. .. .	127	1	127
	Fuel .. .. .	200	7	1,400
	Average			$1,843 \div 10 = 184$

Next we come to the item of house rent. Cawnpore is a congested city honey-combed with bustis and slums. The industrialisation of the city has added much to its population. The mill authorities have tried to solve the problem of housing for their workers, and with this end in view some settlements have been constructed for housing the workers. But these settlements do not afford accommodation for all the workers, and hence the majority of them reside in the cities. In dealing with the rise or fall in rent, I shall deal with it under two heads—the rent in settlements and in the city.

Regular records of the rent paid by the workers to the mill authorities are maintained, and a comparison of the figures in different periods is possible. Rents in settlements differ with the nature and quality of quarters offered. The amenities provided in a settlement are also taken into consideration in fixing the rent.

In Lal Imli Woollen Mills' Settlement, known as Mac-Robertganj, the rent charged for a single room quarter in 1914 was 10 annas per month. In 1920, the rent for the same quarters rose to Rs. 1-4 annas per month, and in 1927 the figures went up to Rs. 1-14 annas per month, and is continued till to-day. Thus taking the year 1913 or 1914 as the base year, the index number for rent in 1920 was 200, and in 1927 and 1929 it comes to 300. Again, in Allenganj settlement, the rent in 1913 or 1914 for a single room quarter was 8 annas per month, in 1920 it reached Rs. 1-2 annas per month, and in 1927, the rate for which is still maintained, the figure was Rs. 1-10 annas per month for the same quarter. Thus, with the same base year, the index number for 1920 comes to 225, and in 1927 and 1929 it comes to 325.

To sum up, we keep the index number for 1929 for the quarters supplied by mill authorities to be 300 approximately.

In the city the rates have gone higher. For a small room for which 8 annas per month were paid in pre-war days, the rent now charged is Rs. 2 per month. Thus we find that the index number touches 400, but as authenticated records for the rent in the city are not available, we shall take it to be the same as for the settlement quarters.

Lastly, let us consider the question of clothing. The labourers use mostly *dhotis* and shirting cloth. In pre-war days the cost of a fine pair of *dhoties* (mostly imported) 10 yards in length, was Rs. 3; this rate was raised to Rs. 7 during the war, and now it has come down to about Rs. 4.

The same is true of the dhoti pairs of coarse kind. The cost of a pair of dhoti of the same length in pre-war days was Rs. 2. This went up to Rs. 4-8 annas, or Rs. 5 during the war period, and to-day it is sold for Rs. 3-4 annas to Rs. 3-8 annas per pair.

As to shirting, the "Statistical Abstract" of the Government of India issued in 1927, shows the following import prices.

Cost of cotton grey shirting (imported) per piece, measuring 34 in. in width and 37½ to 38 yds. in length :—

		Rs.	a.	p.	Index No.
January 1913	..	6	7	0	100
" 1914	..	6	2	0	95
" 1915	..	5	14	0	..
" 1916	..	6	2	0	..
" 1917	..	7	10	0	..
" 1918	..	9	10	0	..
" 1919	..	10	8	0	..
" 1920	..	17	0	0	265
" 1921	..	17	8	0	..
" 1922	..	14	6	0	..
" 1923	..	13	4	0	..
" 1924	..	15	8	0	..
" 1925	..	14	5	0	..
" 1926	..	11	14	0	..
" 1927	..	9	4	0	144
" 1928	..	9	8	0	..
" 1929	..	9	8	0	148

Thus the index numbers for cloth are as follows :—

Article.	Index Numbers.				
	1913.	1914.	1920.	1927.	1929.
Fine Dhoti, pair ..	100	100	233	133	133
Coarse Dhoti, pair ..	100	100	225/250	162/175	162/175
Shirting .. ..	100	95	237	168	168
			265	144	148
	$300 \div 3$ = 100	$295 \div 3$ = 98	$735 \div 3$ = 245	$445 \div 3$ = 148	$449 \div 3$ = 149

Lastly, in order to compute the general cost of living index figure, we find the index numbers for the various heads for various years as follows :—

Heads.	Index Numbers.				
	1913.	1914.	1920.	1927.	1929.
Cereals .. ..	100	119	168	159	158
Other grains ..	100	97	226	161	165
Light and fuel ..	100	101	202	194	184
Rent .. ..	100	100	200	300	300
Clothing .. ..	100	98	245	148	149

As to giving proper weights to these items, we shall allot 6 points to cereals, 2 to clothing, 1 to rent and .5 each to other grains, and fuel and lighting. After giving effect to these weights, we find the general index number for different years as follows :—

Year.	Heads.	Index No.	Weights.	Product of Index number and Weights.
1914	Cereals .. .. .	119	6	714
	Other grains .. .. .	97	.5	49
	Light and fuel .. .. .	101	.5	51
	Rent .. .. .	100	1	100
	Clothing .. .. .	98	2	196
Weighted Index No.				1,110 ÷ 10 = 111
1920	Cereals .. .. .	188	6	1,128
	Other grains .. .. .	226	.5	113
	Light and fuel .. .. .	202	.5	101
	Rent .. .. .	225	1	225
	Clothing .. .. .	245	2	490
Weighted Index No.				2,057 ÷ 10 = 206
1927	Cereals .. .. .	159	6	954
	Other grains .. .. .	161	.5	81
	Light and fuel .. .. .	194	.5	97
	Rent .. .. .	325	1	325
	Clothing .. .. .	148	2	296
Weighted Index No.				1,753 ÷ 10 = 175
1929	Cereals .. .. .	158	6	948
	Other grains .. .. .	165	.5	83
	Light and fuel .. .. .	184	.5	92
	Rent .. .. .	325	1	325
	Clothing .. .. .	149	2	298
Weighted Index No.				1,746 ÷ 10 = 175

#### THE CAWNPORE IMPROVEMENT TRUST.

*N.B.*—This statement deals only with the question of H using of Workers in Cawnpore.

An improvement Trust Committee was form in January, 1909, and this Committee was given a grant of 2½ lacs for the purpose of construction of Meston road. The Improvement Trust Committee was an auxiliary body to the Municipal Board and the expenditure of its funds was governed by a Trust Deed which was executed by it in favour of Government.

The Town Improvement Committee existed until 1919 when the present Improvement Trust was formed in pursuance to the Town Improvement Trust Act of 1919. Meanwhile, the Government had appointed in 1913, a Committee known as the Cawnpore Expansion Committee with Sir Henry Ledgard as its President and Mr. Tyler as one of its members; the report of this Committee was signed in November, 1917. In accordance with the recommendations of this Committee a Town Planner, Mr. Lanchester, was engaged, and he arrived in Cawnpore in the cold weather of 1918. After consultation with him the report of the Town Expansion Committee was further considered by a new Committee of which Mr. Stiffe was Chairman. The modifications



made were small and the Trust, when it was started in December, 1919, with Mr. Stiffe as Chairman, had ready for it, not only the wide programme of the Ledgerd Committee but a number of detailed schemes prepared by Mr. Lanchester.

The Ledgerd Committee's programme covered a period of 50 years and an expenditure of 188 lacs. The programme contemplated three distinct stages in the work of the Trust. The first stage was to be the stage of preliminary developments comprising acquisition of land, preparation of detailed plans and estimates, and such developments as would be necessary to make the first lot of sites in each of the centres in different areas ready for building operations. During the second stage, which was to be the longest, the process of development was to go on gradually to meet the demand for sites. During this period, main roads and drains, etc., were to be extended as they were required to serve the gradual development of fresh sites. During the third or the last stage, it was anticipated that the work of development would have been completed and consequently expenditure would be small while income would continue to accrue. Towards the end of this last stage it was believed the Trust activities would be confined to the winding up of its affairs.

The whole idea of the Town Expansion Committee appears to have been to provide facilities for expansion and not to deal with the congestion which admittedly prevailed in the city. The Committee realized that conditions in the city were extremely bad, but as their name indicated, they seemed to be concerned only with the question of expansion or extension of the city. The Trust appears to have followed from the beginning a policy in consonance with the recommendations of the Town Expansion Committee. Soon after the formation of the Trust which by Statute consists of 7 members including the Chairman of the Trust, the Chairman of the Municipal Board, and the Collector, who are ex-officio trustees, 14 external expansion schemes were notified; some of these were subsequently dropped. The working of the Trust has resulted in the acquisition and development of land on the west and south-west of the city, but it cannot be claimed that this has resulted in relieving, to any great extent, the congestion in the city or of improving the conditions under which workmen live in the *hawas*.

*Extent of congestion in the city.*—It has been stated that the city of Cawnpore is the most congested in the province. The population per square mile in Cawnpore is 22,000 as compared with 1,300 in Lucknow. The Collector in Cawnpore stated in 1908 that "almost the whole population lives within an area of about 1 square mile and that overcrowding is excessive." "26 families (74 people) live in one two-storied house of 3,500 sq. ft. plinth area. This house contains a drinking well and 3 privies. Another house of the same size has 32 families and smaller houses with a dozen or more families are common." It is admitted that the city has grown up on no system; unregulated. There are far too many houses and far too many people living in the houses. Thoroughfares, so narrow that a man has to turn side ways to pass through them, are common. In the dark evil-smelling lanes the passage of light and air is impeded by projecting balconies and upper storeys. The following figures relating to the year 1918, since when things have only gone from bad to worse, will speak for themselves "the average population per acre throughout the city area is 57·8, in Butcher Khana Khurd and Coolie Bazaar it actually reaches 532 and 562."

For purposes of comparison it is of interest to note that in the same year the incidence of population per acre throughout all urban areas in the United Provinces was 21·25 and for the whole of Calcutta it was 44; within a circle of 18 miles from Charing Cross it was 14·8; within the jurisdiction of Central Criminal Court in London it was 22·7.

The total number of employees of the different regulated factories in Cawnpore is 32,274. Appendix I,\* gives the number of employees in each of the several industries in Cawnpore. Out of this number of 32,274 at least 29,000 workmen may be taken to be living in the city. Careful census has been taken to ascertain the average number of dependants of each worker and it has been found that the figure of a little over 3 represents an average family consisting of a worker and his dependants. On this basis it would appear that the labouring population living in the city would be about 90,000 strong. This number does not include the workers and their families who live in the settlements provided by certain manufacturing concerns in Cawnpore. Practically three-fourths of Cawnpore can be said to be made up of *hawas* or *basins* to which a reference has already been made. These *hawas* are extremely densely populated and consist of houses which are little better than hovels. The houses are structures of a very primitive and insanitary type being built mostly with mud walls. It is not uncommon for the floor to be 2½ feet below the surrounding ground level, as it appears to have been the practice to dig out earth to build the walls. The roof is of a flimsy type consisting of either a thatch or *kachcha* tiles on split bamboos. There is no provision for drainage, ventilation or sanitation of any description. During the rainy season these *hawas* are a quagmire of mud and it is not unusual for many of the huts to have a good deal of water in them. About 50 per cent. of the houses

\* Not printed.

in *hatas* have only one room occupying 120 square feet area. Some of the *hatas* are served by lanes which vary from 3 to 10 feet in width and the houses are invariably in a state of great dis-repair. The land nearly always belongs to a landlord who either builds and rents the houses or leases the land on a monthly rental in which case the tenant himself builds and maintains the house. It is estimated that about 10 per cent. of the houses in the *hatas* belong to workers themselves. There are few cases in which both land and house belong to the worker. In certain areas the land (*Narusl*) belongs to Government who have entrusted its administration to the Municipal Board. Recently the Municipal Board have improved certain *Narusl* areas by brick-surfacing the lanes and making *pucca* open drains but such instances are very few indeed. An examination was recently made of these *hatas* and as a result of this enquiry, it has been found that there are in the City of Cawnpore at least 166 *hatas* which are either unfit for human habitation or are in very great need of improvement. A statement showing these *hatas* and giving their description is contained in Appendix II.\*

In September of this year a census was taken of the population in 27 *hatas* together with the *bastis* known as Gwaltoli and Khalasi Lines. The total number of houses occupied in this area was found to be 5,031 and the population 19,260 or nearly 4 persons per house. The percentage of mill workers and their dependants living in these houses is 55½ and that of casual workers 19½. The following figures relate to persons carrying on other trades and professions who are living in these areas:—*ekha, tonga* and *thela* drivers 3½ per cent.; shopkeepers 8½ per cent.; sweepers 3½ per cent.; miscellaneous callings 9½ per cent.; cultivators ½ per cent.

Out of the 5,031 houses 2,783 are occupied by workmen. 84½ per cent. of the houses occupied by the workmen are on rent whilst 12½ per cent. of the houses belong to the workers themselves and are built on land for which the tenants pay a monthly rental. Only 3 per cent. of the houses occupied by the workers stand on land which belongs to the worker himself.

*Rents paid in the city.*—The following figures of rents paid by the inhabitants of these *hatas* are not without interest:—

## A.

Description of Quarters.	Rent of Quarters.			Rent of Land.		
	Colomelgunj.	Birhana.	Pech Bagh.	Colomelgunj.	Birhana.	Pech Bagh.
1. Single room, mud walls tiled roof, approx. area, 16 to 22 sq. yds.	—	1/8 to 2/-	1/- to 2/-	—	-2/- to -6/-	-8/- to 1/-
2. Single room and verandah or 2 rooms, pucca or mud walls, tiled roof, approx. area 22 to 50 sq. yds.	1/8 to 2/-	1/12 to 4/-	1/8 to 4/-	-12/-	(land belongs to the owner and hence no rent)	1/- to 2/-
3. Single room verandah and courtyard, pucca or mud walls, country tiled or flat roof, approx. area 30 to 100 sq. yds.	2/8 to 3/-	6/- to 8/-	5/- to 7/-	2/8/-	Do.	(land belongs to the owner and hence no rent.)
4. Double rooms with verandah courtyard, latrine, outside sitting room and store rooms, katcha pucca walls and flat roof with wooden beams, etc.	8/- to 10/-	—	—	(land belongs to the owner and hence no rent.)	—	—
5. Sweepers quarters built by themselves approx. area 14 to 22 sq. yds.	—	—	—	—	—	-4/- to -8/-

*Health of the inhabitants of the city.*—The following mortality figures afford an interesting comparison:—

Cawnpore Municipality	..	..	..	..	47 per mille
Whole Province	..	..	..	..	25 " "
Rural areas of Province	..	..	..	..	24 " "
Urban areas	..	..	..	..	37 " "
MacRobertganj Workmen's Settlement	..	..	..	..	34 " "
Lucknow	..	..	..	..	40 " "
Agra	..	..	..	..	43 " "
Allahabad	..	..	..	..	31.5 " "

It will be seen that the mortality in the MacRobertganj Settlement is much lower than that in the Cawnpore City as a whole. In most of the localities where labour is concentrated, the mortality is very much higher than that represented by the average

\* Not printed.

for Cawnpore. In some areas the mortality among the factory population is as great as 90 and 100 per mille. The beneficial effect of sanitary dwellings can be gauged by comparing the mortality figure of settlements like MacRobertganj with the figures applicable to labour population living in the city areas. The mortality of other sections of the population living in the city is not nearly so high as that of the labour population.

Cawnpore is notorious for its infantile mortality which is the highest of any town in India. Taking the average of 8 years (1921-1928) Cawnpore showed a birth rate of 37.53 against which the infantile mortality rate was 452. The corresponding figures for MacRobertganj are as follows :—

Birth rate	..	..	..	..	..	35.7
Infantile mortality rate	..	..	..	..	..	393

The high infantile mortality of Cawnpore may be ascribed in a very large measure to the extremely insanitary surroundings in which the parents live. The infants are exposed from the time of their birth to infection of almost every conceivable description and only such infants as acquire immunity from disease can survive. The prevalence of tuberculosis amongst mill workers, specially their women-folk is well known and this factor would also contribute to the high death rate of infants. There can be no doubt that no great improvement in the health of the mill workers and their dependents can be effected unless the question of housing them in healthy surroundings is solved.

*Workers' settlements provided by employers.*—As already stated the average daily number of workers employed by different mills is 32,274. The total number of houses that have been provided by employers is 3,107 made up of 2,593 single quarters, 453 double quarters and 61 larger quarters. The total number of persons housed in these quarters is 9,659 inclusive of the workman and his dependants. Taking the average figure of 3 persons per house, it would appear that 3,220 workmen are at present living in houses built by the mills, leaving 29,000 workers who have no housing accommodation provided for them by their employers. Thus nine-tenths of the labour employed in the mills has to find living accommodation in the city.

There are not many concerns in Cawnpore which provide dwellings for their workmen. Eliminating those concerns which provide dwellings for their watch and ward staff only or for negligible numbers of special classes of workers, the following concerns have built quarters for workmen :—

Name of concerns.	Number of persons housed.
Cawnpore Woollen Mills (MacRobertganj) (branch of B.I.C.)	2,702
Cooper Allen & Co. (Allengunj) (branch of B.I.C.)	3,160
Cawnpore Cotton Mills & Kakomi Factory (branch of B.I.C.)	1,229
Elgin Mills (Begg Sutherland & Co.)	345
Cawnpore Sugar Works (Begg Sutherland & Co.)	308
Union Indian Sugar Works	401
Total	8,154
Add number of persons housed by other concerns in Cawnpore roughly (including peons and watch and ward staff).	1,505
Grand Total	9,659

*MacRobertganj.*—The best workmen's settlement built by the employers in Cawnpore is that known as MacRobertganj which houses mainly the workers employed in the Cawnpore Woollen Mills.

It has 676 single quarters and 140 double quarters and 12 bungalow cottages, built on an open site covering about 26 acres.

The eastern side is laid out in blocks connected by streets and cross-streets, which have been made into shady avenues, which the people find specially pleasant during the hot season.

On the western side the blocks and bungalows are laid out somewhat irregularly to conform with the nature of the land. Many open spaces have been left, and there is an open central square with gardens, also playgrounds and recreation fields.

There are 43 blocks besides the bungalows and various scattered buildings. In general these blocks follow somewhat the *mohalla* plan—a little group of buildings around a large open stone-paved courtyard with a central water supply, *chabutra* and shade tree.

The drainage of each block leads off into the general drainage and sewerage system. The double quarters have private latrines in the private courtyard at the rear of each quarter, and these are well cared for by a large conservancy staff provided

by the company. The public latrines are water flushed and connected with the municipal sewerage mains. Filtered water and outside lighting is supplied by the municipality.

Water for flushing drains and latrines and for irrigating the gardens and grounds is furnished by an electric pump installed by the company.

Some of the blocks are "double quarter" blocks and some "single quarter" blocks. The general design of the block is the same, but in the "single quarter" block there are two lines of 10 quarters each facing other, across the wide courtyard. At each end of the courtyard there two quarters which partly enclose the courtyard. Each of these quarters has a wide covered verandah and a room 12 ft. x 10 ft., with ceiling averaging a little over 10 feet high.

All floors are pucca.

In a "double quarter" block, private courtyards are added at the back and two single quarters are connected by doorways, so that each double quarter has twice the verandah space and twice the room space plus a courtyard with about 300 sq. ft. of space.

The "single quarter" blocks have 24 single quarters, while the "double quarter" block has 10 double quarters and four single quarters, the first providing for 24 families, and the second for 14 families.

Single quarters rent for Rs. 1-2 annas per mensem and double quarters for Rs. 5-10 annas per mensem and bungalows for Rs. 17 per mensem.

There is an excellent boys' school and also a girls' school, each with playgrounds adjoining. There are dispensaries for men and for women, and a building for maternity and child welfare work. There are clubrooms, and six covered wrestling pits, a large community hall, a segregation hospital, a home for widows, a central office, shops, woodyards and a butcher's shop. In fact, every provision is made for a self-contained and happy village life.

Population fluctuates a little, but averages about 2,700 persons—workmen and their dependents and a fair number of clerks, etc., of superior staff, who mingle and work together happily in the many recreational clubs and activities.

The members of the clubs pay some monthly fees and the clubs receive grants-in-aid from the company. Many tournaments, fetes, dramas, and other social activities are carried on by the residents of the settlement. In the tournaments the MacRobertganj teams win their full share of trophies.

Communal tension has been very slight and indeed the appreciation of this happy life in the settlement is attested by the fact that more people apply for houses there than can be accommodated.

Judicial cases, arbitration and mediation are carried on very effectively and satisfactorily by a *sadar panchayat* composed of three Hindu members, one Mohamaddan and one Christian, giving representation to all communities.

The company provides two sergeants, a watch and ward staff, a large conservancy staff, maintenance staff, full medical and educational staff, gardeners and a matron in charge of the home, all under the charge of the welfare superintendent.

The British India Corporation, of which the Cawnpore Woollen Mills Co. is a branch, have recently purchased from the Improvement Trust about 50 acres of additional land for expanding their workmen's settlement. This land is rapidly being put into shape for future buildings, a large stadium has been erected, and near by a full size football field is being prepared.

*Allenganj*.—The above area connects with MacRobertganj on the west and reaches nearly to Allenganj—another large settlement of this Corporation, providing homes for 3,160 persons, and equipped and staffed very much like MacRobertganj. This settlement has 816 single quarters, 74 double quarters and four small cottages.

There are two types of single quarters renting at Rs. 1-2 annas and Rs. 1-10 annas per mensem respectively, and two types of double quarters renting at Rs. 3-4 annas and Rs. 4 per mensem respectively, and four cottages renting at Rs. 12 per mensem.

This settlement also has a community hall, dispensaries, maternity and child welfare centre, boys' school, girls' school, club rooms, office building and recreation and playgrounds; two large open squares and gardens. There are several organised clubs and a *sadar panchayat* composed as in MacRobertganj and performing the same functions. The Company provides two sergeants and a staff which is almost the exact duplicate of the MacRobertganj staff.

*Kakomiganj*.—Kakomiganj, another settlement of the British India Corporation at Juhu has a total of 325 quarters housing over 900 persons—workmen and their dependants.

In Kakomiganj single quarters rent at Rs. 2 per mensem and double quarters at Rs. 4 per mensem.

Conservancy, watch and ward, water and lighting, maintenance staff and management are all provided by the Company who are planning a complete welfare programme similar to that carried on in their other settlements.

The British India Corporation have in all provided 2,254 quarters in which over 8,000 persons workmen, and their dependants, as also a fair number of clerks, etc., are living.

It is understood that the return on capital outlay on these dwellings does not exceed 2 per cent. The Trust has gone fully into the question of costs of workmen's dwellings and a note on this matter by Mr. A. Roland Price, Chief Engineer to the Trust, which is attached as Appendix III will be read with interest. It will be seen that on to-day's prices an up-to-date settlement will not yield a return of more than 2½ per cent.—this return does not take into consideration expenditure on welfare work, e.g., provision of schools, dispensaries, amenities for recreation, etc., nor does it include any provision for conservancy, watch and ward and supervision.

*Examination of the question of Proper Housing of Workmen.*—The Indian Industrial Commission under the chairmanship of Sir Thomas Holland took up the question of the proper housing of industrial classes and it made the following recommendations :—

(1) Government should use its power to acquire land on behalf of employers for the housing of labour, subject to certain safeguards ; (2) land might also be acquired at the cost of Government or local authorities concerned, which they might lease at easy rates to employers for erecting industrial dwellings ; (3) local authorities should be responsible for the development and lay-out of industrial areas on suitable lines, and for securing the maintenance of proper sanitary conditions in such areas ; (4) it would be undesirable and unjust to compel individual employers to house their own labour.

The attitude of Cawnpore employers towards the question of the housing of their labour has been uniformly sympathetic.

A special meeting of a Committee consisting of the representatives of the two Chambers of Commerce, the Municipal Board and the Improvement Trust in Cawnpore was held on the 10th of January, 1921.

This Committee recognised the great urgency of the problem of housing industrial labour in Cawnpore. It was agreed that the cost of providing dwellings for labour ought not to be laid solely upon the individual employer. It was realised that there are a considerable number of employers who would be prepared to enter into a scheme for building their own houses, with financial assistance, on the hire purchase system ; and it was resolved that the Trust should elaborate a scheme of this sort and submit it to the Committee for discussion. It was, however, felt that the number of persons likely to take advantage of such a scheme would be so small that only the fringe of the subject could be touched.

Reference was made to certain new buildings put up by the Elgin Mills to house their labour, and rough figures were laid before the Committee as to cost and rent ; and from these it appeared that the demand for sanitary and properly constructed dwellings was probably greater than had been realised, and that labour was prepared to pay something approaching an economic rent yielding 4 per cent. on total outlay. It was generally considered that a full economic rent would not be obtainable except in a few cases, and it was agreed that the local bodies, i.e., the Municipal Board and the Improvement Trust and the employer might reasonably be expected to recognise their moral responsibility in the matter, and to shoulder each his own share, of the financial burden. It was suggested that the Municipal Board deal lightly with industrial settlement in the matter of taxation, with special reference to the fact that such settlement would demand smaller services from the Board than do ordinary bazaar dwellings. The Committee stated :—

"The Improvement Trust should assist by the provision of land at concession rates and of sanitary requirements and water supply. With this assistance the employer should provide accommodation for the bulk of his workers, contenting himself with a lower rate of interest on the capital so employed than he would expect to get if he put the same amount of capital into his business. He would, undoubtedly, reap indirect benefits from this employment of his capital, which it is not possible to state in terms of money."

With this co-operative effort it was felt that the gulf between the present price of land and building, and the rent which the workman could or would pay, might be bridged ; but at the same time it was recognised that the workman must do his share. Wages had recently been raised to a considerable extent largely on the plea that the workmen were forced to pay increased rents in the bazaar ; and it was agreed that there was no reason why the workmen should not pay at least the same rent in a sanitary settlement as he did in the insanitary quarters which were all that he could at that time find. In this connection it was noted that the rents of the workmen

residing in the settlement of Messrs. Cooper Allen and of the woollen mills, had not been raised, in spite of the increase of their wages ; and it was pointed out that the low rate of rent there prevailing was a direct inducement to workmen whom it was desired to attract into new settlements, to refuse to pay a reasonable rent.

It was therefore hoped that the managers of these settlements would take steps to increase their rents as opportunity offered.

The Trust in considering the report of the Committee just referred to, accepted the proposals outlined above and placed on record its considered opinion that no legal liability to house mill hands could or should be enforced by legislation either against the millowners, the Trust or the Municipal Board. It must be admitted that neither the Improvement Trust nor the Municipal Board has so far done anything which would induce employers to put up improved dwellings for workmen. Some years back negotiations were carried on with the Muir Mills and the Victoria Mills for the construction of workmen's dwellings and land was offered at Rs. 7,500 per acre, but even though this very high figure of price was accepted, the negotiations broke down owing to the absence of water supply.

Since then there has been great depression in trade and industry which has disinclined commercial concerns from spending money on developments which are not directly remunerative. The question of water supply has now been solved as the Municipal Board have been able to extend their water works.

The settlements to which reference has been made were built some 30 or 40 years ago at a time when the profits which the employers were making in Cawnpore used to be much higher than to-day and building costs, including the cost of land, were very low.

In January, 1928, a joint committee of the representatives of the Municipal Board, employers of labour, and the Improvement Trust discussed this matter again. It was agreed that the serious congestion and very insanitary condition of houses in which the majority of labour class employed in the mills lived were responsible for the high death rate and infantile mortality in the town. It was considered that suitable quarters for at least 20,000 workmen and their families were required as the provision of a few quarters here and there had not served the object in view ; and it was agreed that the problem could only be successfully tackled by co-operation of all the parties concerned, i.e., the millowners, the Improvement Trust and the Municipal Board and that Government aid to finance the scheme by loan was essential.

The scheme suggested was that the Improvement Trust should raise a loan from Government at about 6 per cent. interest to build a number of quarters and of the type as suggested or approved of by the various millowners and such settlements be handed over to them after construction. The millowners would repay the loan by equated instalments in 30 years at the end of which period the settlement comprising quarters for the mill hands would become the property of the millowners. It was further suggested that the cost of providing roads, sewers, and sanitary conveniences should be a charge on the loan money and should be incurred by the Improvement Trust, as a part of the scheme, but the cost of providing street lights and water mains on the roads should be a charge on the Municipal Board, in the same manner as such conveniences are provided for in other areas within the Municipal limits.

The question has just been again examined by the Improvement Trust Enquiry Committee appointed this year by the United Provinces Government, under the chairmanship of Mr. H. S. Crosthwaite, C.I.E., I.C.S. The representatives of the Upper India Chamber of Commerce in giving evidence before this Committee expressed their approval of the scheme already referred to, whereby Government were to provide funds at a low rate of interest ; the Trust were to provide land and approved buildings at cost, and the Municipality to provide roads, sewerage, water mains and lighting free, and the factory on whose behalf the expenditure was incurred would repay the amount in payments to be equated over a series of years.

The Crosthwaite Enquiry Committee, which has just submitted its report to Government, has made the following recommendation :—

“ The Fremantle Committee suggested that the local authorities should furnish the land and amenities at a concession price and that the buildings should be erected by the commercial companies. We agree that co-operation on these lines is necessary, but we go further and suggest that the companies should be given the additional facility of loans from Government on easy terms of repayment at the rate of interest at which Government can itself borrow. We think that this further offer will be necessary before an adequate response from the commercial community will be forthcoming. Suitable areas for settlements exist already in the *Gutaiya*, Factory Area, Southern City Extension, and *Khalasi Lines* III. B schemes, which are capable of further extension if necessary. We propose that these areas should be made available to the mills on a 90 years' lease on payment of a premium equivalent to

the acquisition cost plus overhead charges, with a nominal yearly rent for the construction of workmen's dwellings, and that Government should lend to the mills, if the mills so desire, the money requisite for the premium and cost of construction and development at a rate of interest approximating to the rate at which Government can itself borrow. The loans should be repaid in equated instalments extending over a period of 30 years. Both lands and buildings will be mortgaged to Government as security for repayment. We have been assured by the Upper India Chamber of Commerce that if Government are willing to lend on the above terms some of the leading mills will build settlements for their workmen in the near future. If the response to this offer is inadequate the sites should be offered to private persons on lease for 90 years, renewable every 30 years at an enhancement not exceeding 50 per cent. on the same conditions as those suggested for the mills, except that the premium should include the cost of such development as may be necessary, that no money be lent by Government, and that the rent to be charged for the quarters should be so calculated as to give a return of not more than 6 per cent. net after allowing for renewals and repairs. An additional condition will be that the houses are to be kept in good repair and that if the lessee fails to do so the Trust can have the repairs carried out at the expense of the lessee or in the alternative cancel the lease. This is in addition to our proposals for housing the poorer classes in paragraph 15. There is also available a triangular area to the west of the Bombay, Baroda and Central India Railway siding which should be offered to private builders on the same terms and conditions. The Committee is unanimously opposed to the alternative of the Trust itself constructing factory workmen's dwellings on the large scale that is required in Cawnpore."

The Committee have also recommended to Government the taking up of certain schemes which include the acquisition and laying out of 27 *halas*, which would mean the demolition of 2,400 houses and dis-housing 9,351 persons living in them. The reference to paragraph 15 in the above excerpt relates to a further recommendation made by the Committee whereby the Trust is to be given from provincial revenues a compensatory grant of Rs. 50,000 a year to be utilized in helping the dis-housed persons. It has been suggested that these grants should be spent on the provision of brick plinths and brick wall pillars, so constructed as to admit of mud walling being bonded, so as to fill in the spaces between the pillars and thus constitute a suitable structure to carry the roof of a poor class dwelling. These grants would be available also for the purchase of doors, windows and roofing materials, which would be purchased by the Trust in bulk and retailed to de-housed persons at or near cost price, so as to afford them the benefit of the low rates made possible by such bulk purchases. It has further been suggested that assistance for the construction of better type of houses with brick walls should also be made available in the shape of doors, windows and roofing materials at concession rates. The grant would naturally be utilized to help only those persons whose employers are not willing to make arrangements for their housing.

If the scheme recommended by the Committee for the better housing of workers in mills, has the approval of Government and the mills concerned, it would only be necessary for the Trust to provide land at cost price for purposes of that scheme.

The Enquiry Committee have approved of the following new schemes to be taken in hand during the five years commencing on the 1st April, 1930 :—

(1) Pechbagh Dalelpurwa .. .. .	Rs. 5,86,870
(2) Birhana .. .. .	.. 4,14,700
(3) Naya Chowk .. .. .	.. 1,35,300
(4) Moti Mahal .. .. .	.. 69,000
(5) Colonelganj .. .. .	.. 2,55,130
(6) Khalasi Lines III. B .. .. .	.. 1,00,800
(7) Creet's compound .. .. .	.. 1,17,700
(8) Old Cawnpore .. .. .	.. 1,70,500
<b>Total .. .. .</b>	<b>Rs. 18,50,000</b>

Most of the above new schemes deal directly with some of the insanitary *halas* of the city and their object is to lay out and develop the land so as to provide space for shops, residential quarters and godowns built on approved lines.

The whole question of the housing of industrial workers and of removal of congestion in the city depends on whether the Government are able to provide the necessary funds or not. The schemes have been so formed that quite apart from the loan which the Government would be required to give to the industrial concerns and for which they would receive suitable security and interest, the additional funds necessary during the five years would not exceed Rs. 10,50,000.

It has been proposed that this deficit should be met by the following additional yearly income which the Government has been asked to provide :—

	Rs.	Rs.
Increase in the stamp duty on the transfer of certain properties .. .. .	1,00,000 × 5 =	5,00,000
Municipal contribution .. .. .	42,000 × 5 =	2,10,000
Sale proceeds of special Nazul .. .. .	60,000 × 5 =	3,00,000
Grants for poorer class dwellings .. .. .	50,000 × 5 =	2,50,000
		12,60,000

This leaves a surplus of roughly Rs. 2,00,000, due to the fact that the programme does not take fully into consideration the yearly grant of Rs. 50,000, which has been recommended to cover unremunerative schemes. The Trust would expend this surplus on the objects for which the grant is made.

### APPENDIX III.

Mr. A. ROLAND PRICE, M. INST. M. AND CY. E., CHIEF ENGINEER,  
CAWNPORE IMPROVEMENT TRUST.

#### *Note on the Housing of Workmen in Cawnpore.*

The question of the housing of the working classes has been steadily gathering importance and forcing itself on the attention of the various employers of labour, Government and the Improvement Trust. It is not the simple matter of providing houses, but a knowledge of the type of house to be built with minimum accommodation which can be allotted to each working class family compatible with their convenience and comfort, and at a minimum rent. The wretchedness of the dark and sordid hovels in the city in which four or five or more persons are huddled together has already been described at length in the body of this report, but no written description can fully bring one to realize the dire consequences of an existence in such places.

The percentage of married and single workers, living in the city is not known ; according to B.I.C. statistics this can be assumed to be 3 to 1. A single worker requires one room and a verandah, and should be built in a sanitary manner and in airy surroundings. The size of the rooms in the city vary, in some cases they are only 8 ft. by 6 ft., and the projection of the *kutchha* roof forms a small verandah. When a worker is married a very natural attempt is made to provide privacy, even if the courtyard is only hung round with "gunny" bags.

The British India Corporation have stated that the accommodation which they provide in their settlements is sufficient for the needs of their employees. McRobertganj can be considered a model settlement, for the simple reason that all quarters have a good circulation of air round them and are not "back to back," as in the Allenganj Settlement.

For obvious reasons it is cheaper and more economical to build quarters in rows and "back to back," and if cross ventilation could be arranged it would meet the case. The problem is to provide a settlement which will bring an economical return on the capital expended. Building materials can be said to be obtained at reasonable rates. Good second-class bricks are sold at Rs. 13 to Rs. 14 per 1,000. Only inferior timber, such as Nim, Tamarind, and small logs of Shisham is available locally. Sal wood is imported and is suitable for door jambs and roof timbers. Cut sal wood can be obtained at Rs. 3 per cub. ft. Country batten doors can be obtained at 12 annas to Rs. 1 per sq. ft. Teak is imported and expensive and usually costs Rs. 5 per cub. ft. A cheap floor can be built of dry brick on edge. This floor is not entirely sanitary but is an improvement on the *katcha* mud floors which are provided in the city. A cheap sanitary floor can be made from 6 in. lime concrete with cement rubbing finish. A satisfactory sanitary flooring can be made with flat bricks over 3 in. lime concrete. For the walling, sun-dried pressed bricks can be used, but it is doubtful if a dry mud wall of this nature can be made permanently waterproof. A substantial walling can be made of good second-class bricks in mud with lime pointed outside. For the roofing, local tiles are usually fixed on cut timber. This type of roofing is cheap but the difficulty is to obtain cross-ventilation if quarters are placed "back to back." It has been suggested that if the roofs are made with semi-circular arches, cross-ventilation can be obtained. This would considerably cheapen the cost of construction.



In order to arrive at an estimate for the cost of building 50 quarters on one acre of land, the following accommodation per quarter has been allowed. One room, 12 ft. by 10 ft., with a 7-ft. verandah in front, and a 12 ft. by 10 ft. courtyard surrounded by a 6-ft. wall. From estimates which have been made the cost of construction varies from Rs. 400 to Rs. 500 per quarter.

Under the United Provinces Municipalities Act, Section 298, municipalities are empowered to make bye-laws, and under this section the Cawnpore Municipality have made building bye-laws which were adopted in 1916, restricting the number of houses in a *hata* to 50 per acre. This bye-law was made to prevent congestion on new sites. In addition to above restriction it is required that one-sixth of the total area must be left open as compound and one-fourth open area included in the house. This means that each family house must not be less than 80·67 sq. yds. in area, of which 20 sq. yds. must be open, leaving 60·5 sq. yds. for building. These bye-laws are for married families, but there are many workmen who come in from their villages leaving their families behind. In another section of the building bye-laws, every room intended for human habitation must have a clear area of not less than 80 sq. ft., and a minimum width of 7 ft.

The following is the estimated cost of building a workmen's settlement, allowing 50 quarters per acre.

*Estimated cost.*

Cost of one acre of land, including developments, i.e., drains, water mains, roads .. .. .	Rs. 6,850
Estimated cost of building 50 quarters, comprising a 12 ft. by 10 ft. room, 7 ft. verandah, and 12 ft. by 10 ft. courtyard, at Rs. 450 each, allowing 50 quarters per acre	22,500
Water flushed latrines, per acre .. .. .	600
	<u>Rs. 29,950</u>

Say Rs. 30,000 or Rs. 600 per quarter.

*Note.*—No provision has been made for boundary walls, fencing or lighting.

*Returns anticipated.*

If Rs. 600 is the capital value of each quarter, then the rent calculation should be:—

Interest on Rs. 600 at 6 per cent. per annum .. .. .	Rs. 36
Maintenance, repairs and depreciation, charged at 2 per cent. per annum .. .. .	12
	<u>Rs. 48</u>

or a monthly rental of Rs. 4.

It is impossible to get Rs. 4 per month for a quarter of this kind. It is doubtful whether more than Rs. 2 would be obtained.

The rent paid by the workmen in the B.I.C. Settlement quarters is as follows:—

Single .. .. .	Rs. 1-2 annas to Rs. 1-12 annas p.m.
Double .. .. .	Rs. 3 to Rs. 5-10 annas p.m.
At a charge of Rs. 2 per month, or .. .. .	Rs. 24 per annum.
Depreciation and repairs at 1½ per cent. per annum	9
Net receipt per annum .. .. .	<u>Rs. 15</u>

there is only a return of 2½ per cent. on the capital.

This estimated return does not take into consideration the cost of welfare work, provision of schools, recreation grounds, etc., or the cost of the conservancy staff.

In the present state of trade, employers are not likely to build for a return of 2½ per cent., and if the building of workmen's settlements is to be encouraged, employers must either be subsidized or else modern amenities, such as roads, water supply, drains, sewerage, lights, etc., should be provided free by either the Trust or the Municipality, and even then the employers must increase the rent if they demand a return of even 5 per cent. on the capital outlay.

From the above it will be seen that the cost of land and development is about Rs. 137 per quarter, and in order to obtain an economic return of, say, 5 per cent., the quarter would have to be built for Rs. 163.

Even if the land was sold at cost and developed at the expense of Government and the quarter rented at Rs. 2, the cost of each quarter should not exceed Rs. 280, for a return of 5 per cent. to the builder. With the present cost of material it is not possible to build on sanitary lines, and give the accommodation needed for such a small sum unless the type of house is the same as at present exists in the city.

## HARNESS AND SADDLERY FACTORY, LABOUR UNION, CAWNPORE.

2. *Recognized Union.*—The Union consists of over 500, who are the labourers of the Government Harness and Saddlery Factory, Cawnpore, except the president of the union, who is an outsider. The factory is owned and managed by the Government of India, Army Department. It employs at present about 1,500 workmen. The union has been recognized by the Government of India.

3. *System of Payment.*—In this factory, except those who are employed as transportation coolies and in store department, almost all the labourers are paid on piece-work system. This system does not ensure any fixed wages.

The payment is made monthly, and only on the manufacture of those goods, which are passed finally by the department. No payment is made on those goods which are rejected.

It might be noted in this connection that the rate at which payment is made for the work done, is also ever changing, depending more or less on the will of the supervising staff. It has nothing to do with the prevailing market rate of any particular commodity.

The Government keeps a highly paid supervising staff in the factory, which swells the overhead charges in the manufacture of goods. This doubly affects the workmen, The Government being unable to manufacture the goods, at the market, or below the market price, on account of its heavy overhead charges, gets its requirements from private manufacturers, and this very often leads to the reduction of labouring staff. Within a period of six months, the number of labourers has been reduced from 2,200 to 1,500 or 1,600; and the orders for the manufacture of goods, which would otherwise have been executed in the factory, have been placed with private firms. It also adversely affects the workmen, as it leads to an attempt that is often made to reduce his rate of payment.

A perusal of the monthly payment of the workmen of the factory will show how little and inadequate their monthly earnings are. The rate of payment of piece-workers and the wages of those, who work on fixed daily rates, should be increased. Their scale of wages has remained stationary for the last 10 years. Most of them are heavily indebted.

The Government should guarantee a minimum living wage for each workman.

4. *Compulsory Leave System.*—In this factory, a system of giving compulsory leave to the workmen is prevalent. If at any time, as is the case at present, there is not sufficient work in the factory, to keep all the workmen employed (some of the shops in the factory are working for only four days in the week), the head of the factory, would not as a rule, proportionately decrease the number of workmen permanently, so that the remaining men may be able to earn a living wage, but he would give them temporary leave. The result is that these workmen live idle, with the hope of getting work in the factory in future. If their services were permanently dispensed with, they might have earned their living elsewhere. Sometimes it happens that a number of workmen go to the factory daily only to be told in the course of the day, that there is no work for them on that day. They are not even given compulsory leave. Some of these workmen have to walk to the factory from long distances. The union respectfully urges that the system of giving compulsory leave, or calling the workmen to the factory, without providing them with sufficient work, should be stopped. The Government maintains it in its selfish interest, as it costs it nothing to keep workmen idle, and it gets the advantage of their skilled services, whenever it needs them, without paying for the period when it could not provide them with any work.

The Government fears that if it were to permanently dispense with the services of skilled workmen, whenever they are not needed, they would in this case take up other work, or migrate to other places, and would not be available to it whenever needed. The Government ought to pay a minimum salary to its workmen for this "off" period. And wages should be paid fortnightly and not on the 7th of each month.

5. *No Housing Arrangement.*—The Government has not made any housing arrangement for its workmen.

A very large percentage of the labour in the factory, is drawn from villages and other places, situated several miles from it. In a large number of cases, labourers have to walk four to eight miles, in going to and coming back from, the factory—which tells heavily upon the vitality of the workmen—already weak on account of insufficient nourishment, not to mention the waste of time involved in this.

Other employers of labour in Cawnpore have provided decent quarters for their workmen.

It can reasonably be expected that Government's treatment of its labour ought to be exemplary to private employers of labour. If it cannot do that, it should at any rate follow their example.

The private dwellings of the workmen, who live in Cawnpore—which is one of the most congested cities of the world, and where house-rent is very high, are very insanitary and unhealthy. They naturally affect the health and efficiency of the labourers.

6. *Want of Medical Arrangements.*—There are no free medical arrangements for the workmen, outside the factory. Other employers of labour in Cawnpore, who have constructed workmen's dwellings, have also made free medical arrangement for their workmen even outside their factories.

Government should also do something in this respect.

7. *No Gratuity or Pension.*—The workmen are neither given any pension, nor any gratuity on retirement. In very rare cases, gratuity of only trifling amount is given out of *Fine Fund*—if available. That hardly meets the situation. They are not given benefits of Provident Fund Rules, as is allowed to the employees of railway and of other bodies, and to a class of other Government servants. The absence of these benefits causes much hardship to the workmen, and there is no reason why they should not be allowed its benefits.

8. *Welfare Work.*—Educational facilities are allowed to the children of workmen only in the factory on payment of 8 annas per month, per boy.

This facility can be available of, only by those workmen, who live not very far from the factory.

This levy of 8 annas per boy should be done away with.

Workmen have to attend the factory from 7 a.m. to 3.45 p.m., with an interval of 1 hour from 11 a.m. A very large percentage of workmen, who live at a distance from the factory cannot leave the factory (nor are they at present allowed to leave the factory) during the interval, for taking their bath and meals, etc.

Proper arrangements should be made in the factory for the same by providing separate sheds for bathing and for taking food. Better arrangements should be made for providing cold drinking water to all workmen, during hot season.

#### CERTAIN MILLHANDS OF CAWNPORE.

##### *A few of our grievances and requirements.*

1. We are not granted leave when we require it of necessity. Our names are struck off from the factory if we are absent for four days, and the wages due to us are forfeited.

2. Our pay is very low and is not sufficient to support us.

3. We work in the mills from childhood on to old age, but whenever any of us are unfit for work we are turned out of employment without any consideration whatever.

4. We should be given some share from the profits of the company.

5. We should be allowed one month's leave with pay after one year's service.

6. Our residential quarters are bad and too small for our requirements. The millowners should provide quarters for us at low rents.

7. Women workers should be given one month's leave with pay before the time of confinement, as is the practice in Bombay, where leave is granted for six weeks with an allowance of 8 annas a day.

8. A lady doctor should be appointed by Government to look after the health of women workers.

9. Some legislation should be enacted to enforce fortnightly payments of wages; the payments being made within four days of their becoming due.

Mr. A. P. DUBE, B.C.L., BARRISTER-AT-LAW, PRESIDENT, PRESS  
EMPLOYEES UNION, ALLAHABAD.

To show the monthly earnings of salaried hands a statement is given below.  
Figures are stated as they stand in the month of August, 1929 :—

		Rs. a.				Rs. a.	
8 men at	.. ..	6	0 each.	2 men at	.. ..	32	0 each.
8 "	.. ..	7	0 "	29 "	.. ..	35	0 "
43 "	.. ..	8	0 "	3 "	.. ..	37	0 "
44 "	.. ..	9	0 "	1 man at	.. ..	38	0 "
4 "	.. ..	10	0 "	1 "	.. ..	39	0 "
31 "	.. ..	10	8 "	10 men at	.. ..	40	0 "
1 man at	.. ..	11	0 "	16 "	.. ..	45	0 "
93 men at	.. ..	12	0 "	1 man at	.. ..	49	0 "
139 "	.. ..	13	0 "	3 men at	.. ..	50	0 "
16 "	.. ..	14	0 "	3 "	.. ..	60	0 "
11 "	.. ..	15	0 "	5 "	.. ..	65	0 "
16 "	.. ..	16	0 "	2 "	.. ..	68	0 "
8 "	.. ..	17	0 "	2 "	.. ..	70	0 "
16 "	.. ..	18	0 "	2 "	.. ..	74	0 "
5 "	.. ..	19	0 "	6 "	.. ..	75	0 "
24 "	.. ..	20	0 "	3 "	.. ..	90	0 "
1 man at	.. ..	21	0 "	1 man at	.. ..	98	0 "
22 men at	.. ..	22	0 "	1 "	.. ..	100	0 "
2 "	.. ..	23	0 "	1 "	.. ..	116	0 "
3 "	.. ..	24	0 "	1 "	.. ..	122	0 "
22 "	.. ..	25	0 "	6 men at	.. ..	140	0 "
6 "	.. ..	26	0 "	1 man at	.. ..	180	0 "
2 "	.. ..	27	0 "	1 "	.. ..	200	0 "
17 "	.. ..	28	0 "	1 "	.. ..	240	0 "
20 "	.. ..	30	0 "				
				Total .. 664			

Average earnings of piece and contract hands are in the neighbourhood of the following figures :—

*Composing.*

		Rs.				Rs.	
2 men, grade I at	.. ..	50	55	43 men, grade VI at	.. ..	25	30
3 "	.. ..	45	50	25 "	.. ..	20	25
10 "	.. ..	40	45	8 "	.. ..	15	20
18 "	.. ..	35	40	1 man grade IX at	.. ..	10	15
31 "	.. ..	30	35				
				Total .. 141			

*For year 1928.*

*Bindery—Piece-workers.*

		Rs.				Rs.	
7 men at	.. ..	24	each.	1 man at	.. ..	5	each.
9 "	.. ..	15	"	1 "	.. ..	12	"
2 "	.. ..	19	"	1 "	.. ..	13	"
1 man at	.. ..	14	"	1 "	.. ..	8	"
1 "	.. ..	7	"	1 "	.. ..	4	"
5 men at	.. ..	9	"				
				Total .. 30			

*Contract system (Press-room and Litho).*

		Rs.				Rs.	
24 men at	.. ..	12	each.	1 man at	.. ..	24	each.
34 "	.. ..	13	"	4 men at	.. ..	25	"
1 man at	.. ..	14	"	1 man at	.. ..	27	"
3 men at	.. ..	15	"	1 "	.. ..	28	"
2 "	.. ..	16	"	3 men at	.. ..	30	"
7 "	.. ..	17	"	1 man at	.. ..	32	"
3 "	.. ..	18	"	4 men at	.. ..	35	"
3 "	.. ..	19	"	3 "	.. ..	45	"
7 "	.. ..	20	"	1 man at	.. ..	50	"
7 "	.. ..	22	"				
				Total .. 110			

The prices have gone up in this country as in others. The table of wages given above is sufficient to show how badly are the lower classes of press hands treated by the Government of the Provinces. It passes comprehension how can a man live on a wage of Rs. 6 or Rs. 10 a month, especially if he happens to have a family, as in majority of cases he is bound to have. It would be an astonishing thing in a private individual if he appropriated the fruits of labour of human beings, and underpaid them badly and yet did not entertain the slightest misgiving about the elevation of his private character, or the purity of his private atmosphere. But what hope can there be for the removal of the coarse depravity of the garret and the slum, if the Government of the Province does not set an example befitting a gentleman in a department in which it is an employer? If a Government of a big province with all its resources is incapable of recognizing this simple fact, what hope could be entertained from a private employer? These figures are sufficient to show that a legal minimum wage must be fixed by law and strictly enforced.

A real hardship is generally caused by the fact that piece-workers are not paid for the time during which they remain idle in the Press for want of work. Though after repeated memorials the superintendent has very recently commenced paying for "no work," the measure adopted is up till now half-hearted, inasmuch as the privilege is granted casually according to the pleasure of the superintendent, and men are paid half the wages only, whereas the Government of India pay in full in similar circumstances. A quotation is made below from a circular of the Government of India in this connection "(10) piece-workers have represented that a real hardship has been caused by the fact that they receive no payment for any time during which they remain idle in the Press for lack of work. To remove this grievance it has been decided that in future they will be paid according to their class rates, if during normal working hours they have to remain idle for this cause."

*Overtime.*—Extra hours are worked when urgency demands it, and are known as "overtime." For evaluation, which means for the computation of wages for the "overtime" put in, 8 hours count as a day for lino-mono operators, engine room and machine room assistants, while 7 hours count as a day for the rest, except readers and copyholders for whom 6 hours count for a day.

Now it is clear from the preceding paragraphs that the usual working day consists of 6½ hours in the Government Press, for nearly 940 men out of a total of 962. But when the Government comes to assess the wages of "overtime" done by a worker it computes it on a basis of 7 hours a day. In other words for a calculation of "overtime," a day is taken to be half an hour longer. That is to say again, what a worker earns in 6½ hours while he is fresh, he has to earn it in 7 hours after he has become tired and jaded by 6½ hours hard work already put in during the course of the day. It does not require much argument to show that extra work put in after a day's hard work is exceedingly more taxing to the powers of the worker than the day's work, yet the local Government calculates the wages exactly on the pay or the average wages that the man gets for a regular day's work, neither more nor less. This is in direct contradiction to the rule prevailing with the Government of India Press, which adds 25 per cent. to 50 per cent. to the man's pay or average wage and then calculates the amount of "over work." This shows a rational recognition of the fact that for "over work" a man is working 25 per cent. to 50 per cent. harder and must be paid accordingly. The simple idea of fair play has left the local Government unaffected although the Resolution No. A-31 of the Board of Industries administration, dated the 15th July, 1920, was published in the United Provinces Gazette, dated 17th August, 1920.

"Overtime" is a normal feature of labour in the Government Press, well-known to the employees who do the labour and the Government which employs them, yet this overtime work is utilized to cause a hardship to the overtime worker. It does not count for the purpose of leave, salary or pension. A clerk who does no overtime work is entitled to get casual leave. But an overtime worker who has probably impaired his health in the overwork, does not get it, because he is an overtime worker. This additional work does not get additional leave and does not count as regards pay on the leave days.

*Rule 19.*—Of Resolution No. 31-A of the Boards of Industries and Munitions, dated Simla, 15th July, 1920, republished in the "United Provinces Gazette," dated the 7th August, 1920 says:—

19. "Salaried hands to earn overtime will, in future, be eligible for casual leave."

In fact the workers of the United Provinces Government Press would welcome an increase in working hours to 8 hours a day as in the Government of India Press, and would also welcome all the rules and rates of pay and wages that are applicable there.

*Leave.*—In connection with leave the following provisions at present exist :—

(i) Casual leave with pay is not granted to employees, whether permanent or temporary, who are eligible to earn unlimited overtime allowances.

(ii) Employees on the temporary salaried establishment are not entitled to leave with pay.

(iii) Piece-workers are not eligible for leave with pay except in case of an accident inside the Press.

(iv) Employees absent without leave are fined three days' pay for each day they are absent and piece-workers one day for each day they are absent.

To add to the injustice of the rules stated in rule 22 they are worked in a very unsatisfactory manner by the superintendent. A man who under the rules has earned his leave on full pay is granted leave on half pay and even without pay, as will immediately hereinafter appear.

Out of 962 men, 221 only are permanent, while the remaining 741 hold temporary appointments. Figures are simply staggering. One wonders whether the Government intend to abolish the Press in near future, and this is why they have manned it with temporary hands. If, however, the Press is to be retained as a permanent institution, it passes all comprehension why the figures representing permanent and temporary employees should not at least be reversed if temporary employment is not altogether done away with.

Another grievance of these people is that while employees in other offices of the Government in Allahabad are enjoying holidays of 40 to 50 days, employees in the Press cannot get more than 24 days in a year. It is understood that the Government of India grants 38 days for their Press labourers.

*Pension.*—As a rule the permanent establishment is only eligible for pension. More than 77 per cent. of the establishment being temporary, Government very deliberately evade their responsibility in this respect. How else can their indifference be explained in this matter? Are they not giving pensions to thousands in other departments?

The Government of the United Provinces should either adopt the course followed by the Government of India, or make the temporary establishment permanent and therefore pensionable. The employees of the Press are anxiously looking out for such a consummation.

Constitution of a provident fund is another desideratum of the poor lot of men working in the Allahabad Government Press. A provident fund, is created out of the earnings of a man to provide for his children and old age. To this the Government add a small interest on account of the money being deposited with them. So the Government should start a provident fund scheme for the employees of the Press. Considering the hard lot and poor earnings of the Press employees, the Government of India have removed these disadvantages as long ago as July, 1920. An extract from their Board of Industries and Munitions No. A-31, dated the 15th July, 1920, is :—

"A large number of men who are now employed on a temporary basis will become eligible for pension privileges, and will be allowed to count their past continuous temporary service.

"For all future employees the Government of India Presses Provident Fund will be instituted on the lines of the State Railway Provident Fund."

*Dispensary, Hot Weather Arrangements and Dining Room.*—It will not be out of place if a few more grievances of the Press employees are submitted before the Commission. First and foremost is the want of a dispensary. In employing a very large number of labourers on low wages the Government should look after the medical needs of the men. Secondly, want of fans, Khas tattis in all doors and windows, during the summer season. Extremely hot climate of Allahabad produces a devitalizing effect on the nerves of the men specially on account of the huge congregation in congested rooms. Thirdly, there is no dining room though there are recess hours for taking meals while employed in the Press.

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Mr. BABU LAL, KHURJA (THE U.P.).

The nature of my firm's business consists in the working of cotton ginning and pressing factories in the districts of Bulandshahr and Aligarh. The firm has been carrying on such business for the last 20 years. It turns out about 15,000 cotton

bales annually. The working season at these factories is from the beginning of October to the end of March. About 600 hands are employed. The proportion of men equals that of women and there are practically no juveniles. With the exception of some, the workers generally belong to the lowest grade, women earning 4 annas and men 8 annas a day.

1 and 2. There is no migration in the sense it takes place in large industrial centres like Bombay, where the labour has mostly been imported. Here in the country outside large industrial centres, there is not a scarcity of labour, and we are able to recruit our supply of labour almost wholly at places at which our factories are situated. Still there are about 20 per cent. of labourers who find it profitable to migrate to the towns during the factory season from the villages. They are agricultural labourers, who at the harvesting time from March are able to get and earn decent wages in the villages itself. During the cold weather of the cotton season they find it attractive to work at cotton factories. Such labourers come from and return to the villages every day.

3. Recruitment takes place by sending summons to the labourers through peons. No public employment agencies exist. It is not desirable to establish such in the country side.

7. In these parts, unemployment whenever it occurs is the immediate result of a full or partial failure of crops. Whenever the crops are less there is less work at the factories and also in other occupations in the town. Unemployment insurance may be tried as a remedy against unemployment distress.

57 and 58. No complaints have been received from workers with regard to 60 hours' restriction. On the contrary, they would be very willing to work more provided they could get proportionately higher wages. On the other hand the cotton ginning industry suffers from this 60 hours' restriction. It so happens that huge stocks of kappas get accumulated at times when the cotton season is at its climax in December and January, and such kappas get badly damaged by the winter rains. It is difficult to arrange to work double shifts or overtime as only males can work during night. The ginning and pressing factories work during cold season only, and it may be considered whether the weekly working limit may not be increased to 72 hours a week. Cold season is very healthy in these parts and there is little chance of the workers' health being affected.

96. The rates of wages prevalent in these parts generally for a 10-hour working day are : (i) 4 annas for a woman and 8 to 10 annas for a man ; (ii) in agricultural areas, wages are a little higher for harvesting, weeding, etc., and are paid in kind.

97. Before the war, wages were 2 annas 6 pies for a woman and 6 annas for a man. During war time they rose to 5 annas and 12 annas respectively. After the war they declined and are at present 4 annas for a woman and 8 annas for a man. The rise during war time was in relation to the general rise in prices of commodities. In these parts, prices of foodstuffs affect wages the most. The workmen were better off with pre-war wages than post-war wages.

102. Overtime or Sunday work is paid at the same rate as work on ordinary days.

105. Wages differ from place to place with the locality. Any statutory regulation fixing the minimum will, therefore, be difficult. Moreover, such legislation may lead to abuses. It may become a source of friction between the employers and the employed. It is not, therefore, advisable to fix any statutory minimum wage.

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## THE SUPERINTENDENT OF MANUFACTURE, CLOTHING FACTORY, SHAHJAHANPORE.

The function of the Army Clothing Factory, Shahjahanpore, is to manufacture garments required by British and Indian troops and followers.

### I.—Recruitment.

1. The labour with which this factory is chiefly concerned is naturally of the tailoring class, for apart from the few artificers employed in the power house and in connection with the maintenance of machinery and plant, the only other labour employed is casual labour for the lower grades of work, such as coolies.

In respect to tailors, the origin of our labour is confined more or less to the United Provinces and particularly to the districts in close proximity to Shah-jahanpur city (chief of which are Shahjahanpur, Bareilly and Lucknow districts) and tailors recruited from the Punjab.

The necessity for recruitment in the Punjab was more pronounced a few years ago, as it was then essential to recruit in the Punjab for the higher grades of craftsmen who were then only available locally to a very small extent.

(i) In the early days of the development of this factory the labour was of a very migratory character, but of recent years our labour force has been as stable as the load of the factory will permit it to be.

(iii) As recorded above our labour force is now more or less stable. The main reasons for this perhaps are the following :—(a) The abolition of the former group or gang system of employment and the introduction of the individual piece-worker system ; (b) improvements in housing accommodation schemes as well as the consideration given to welfare measures ; (c) the training of our operatives, which has enabled them to increase their individual earnings ; (d) a better understanding between management and labour.

2. In the early days of this factory many village tailors were employed for the manufacture of the inferior class of work and for which a very low rate of wage was paid, but the factory, during seasons when labour was in demand in villages for purposes of attending to crops, etc., experienced a sudden migration which to a large degree upset orderly production.

Remedial measures were taken in the direction of putting the basic factor of our making rates on an equality with the market rate for labour, and, therefore, demands for labour in villages are not now felt to any great extent.

3. In the past, recruitment necessitated the despatch of recruiting parties to the Punjab and outside districts of the United Provinces. Unfortunately this had to be resorted to frequently and without prior warning, owing to sudden demands being placed on the factory.

The success of these recruiting parties was, however, seriously affected through the fact that when demands were reduced the factory was forced to discharge a large number of its employees, who naturally went back to their own provinces or districts and there advertised the fact that employment was not constant.

These difficulties are now no longer felt as the policy respecting the placing of manufacture demands improvements in respect of both the provision of supplies and in " planning " have enabled the executive to employ only that labour force which is required for its known or anticipated load.

(i) Best results with regard to the recruitment of tailors is achieved through the tailors themselves and via the medium of our labour bureau; for when additional tailors are required, this information is circulated by our labour bureau and is placed on the factory notice board and at the factory gate.

Our tailors recruited from outside districts are also given stamped postcards to enable them to advertise our needs in their home towns and villages. The result is that any want of the factory is speedily filled. In fact, it is not unusual to find a score of tailors looking for one vacancy.

7. Owing to the abnormal conditions now existing there is at the moment a good deal of unemployment amongst our tailors locally. This is due to the large number of tailors discharged during the past six months or so and to economic conditions locally. There is, however, a slight improvement in respect of the latter and it is hoped that with the approach of the cold weather our unemployed tailors will obtain other work.

(i) As recorded above, the extent of our unemployment is due entirely to reduction in manufacture demands. The extent of this can be visualized when it is known that in February, 1927, the factory employed over 1,400 tailors and boys, and a year later approximately 1,000 tailors were employed, yet to-day there are only approximately 500 tailors.

The factory has naturally taken full advantage of this opportunity in respect of retaining the cream of its labour force, in regard to both character and technical qualifications, and, therefore, the majority of our unemployed tailors are more or less operators of a poorer class or those known by us as " fourth class tailors."

8. *Labour Turnover.*—(i) A few of our tailors have been here since this factory was first opened (as a temporary experimental measure) in 1914. Many others



have been more or less constantly employed since 1921 when this factory began to be developed and organized as a permanent factory. Of the remainder now employed, roughly three years might be accepted as the average duration of employment.

(iii) Absenteeism is discouraged because of the principles of the "sub-division of labour," which functions in many of our sections.

The average is approximately 3 per cent. among our tailors on piece-work rates and about the same in respect of the rest of our establishment.

## II.—Staff Organization.

13. (i) Relations have been exceptionally good, especially during the past two or three years.

(ii) It is presumed by jobbers is meant petty contractors; if this is so, then the experience of this factory and a few other clothing factories is that the employment of jobbers is not a wise one, as it opens up many channels for abuse and what is more it has been proved that it is neither economical nor is it in the interests of the individual worker.

(iii) As an experimental measure a workmen's committee was organized early in 1927, on the basis of a committee composed of one member representing each 100 men (or part thereof) of each class of employees. These representatives were elected by secret ballot and to the total number of such representatives was added half the number by nomination by the management.

Later, the workmen's committee was modified so as to consist of 16 representatives, to be elected annually and on the lines of the above. Out of this number an executive committee, consisting of four members, was formed and to this executive was added four other members, representing:—(1) The European staff; (2) the Indian subordinate staff; (3) the clerical staff; (4) the temporary establishments; and (5) the supervisor-in-charge of the labour bureau, the last named being the secretary of the joint committee.

The objects of the committee were:—(a) To promote better relations between the management and the worker, and also good fellowship amongst the employees themselves; (b) to act as an advisory committee to the management on all matters pertaining to the welfare of the employees as well as the stability of the factory as a whole.

Unfortunately, the committee lacked a guiding hand with regard to the lines on which it should develop, and instead of shaping into an advisory committee it began to trespass upon questions of administration and policy, and, therefore, the development of its activities was not encouraged pending the sanction of a suitable man to control the activities of our labour bureau and welfare questions generally.

Although the workmen's committee as a recognized institution is more or less dormant, yet the workmen living in our lines have formed a committee of their own, through which source suggestions and ideas are frequently submitted to the executive for consideration.

(iv) The view of this factory is that if labour was properly represented in councils such questions as those of technical education, the training of apprentices, schools for factory employees and trade lads, factory sanitation, lighting and ventilation, would receive much greater consideration from the powers that be, and this would, possibly result in grants-in-aid to the advantage of the operatives themselves, the industrial development of the country and the general good of the State and its finances.

Industrial councils could easily be formed by each factory committee nominating one or more representatives to a district or provincial labour council, which industrial council could from amongst its members nominate one, two or more representatives for the local or provincial assembly. Thus the interests of labour would to a greater degree be safeguarded.

## III.—Housing.

16. (i) and (ii) Government provides free accommodation to members of the managing staff on the permanent establishment, with the exception of officers, who, whenever provided with quarters, pay either the assessed rent or a maximum of 10 per cent. of their pay.

The M.G.O. has also sanctioned a definite policy in respect of a housing accommodation scheme for Indians, and this has developed in this factory to the extent shown below :—

	No. built.	No. being built this year (1929-30).	No. provisionally approved for 1930-31.
Quarters for senior clerks and supervisors (Type "P").	4	—	2
Quarters for superior artisans and clerks, junior grades (Type "Q").	10	10	5
Quarters for married workmen (Type "R").	100	—	30
Quarters for single workmen* (Type "S").	90	—	10
Quarters for menials (Type "J") ..	—	20	—

\* Each quarter (Type "S") to accommodate two single workmen.

22. *Moral effect on worker of Industrial Housing Conditions.*—Improvements tried and suggested. The workmen's housing scheme has proved a decided boon to not only the workmen, but also to the factory for several reasons. In the first place the worker living in a healthy location and under modern conditions is more contented and is as a result more healthy. Moreover, experience has proved that this has assisted in increasing his earning capacity. In fact, a comparison between the output of workers living in our lines with those living in the city or elsewhere, was recently made over a period of three months, as the result of which it was conclusively proved that while the average earnings of our tailors living in our lines was 3·11 annas per hour, that of those living elsewhere was only 2·25. This large increase is partly due to a superior class of tailors living in our lines, but a comparison between tailors of the same class shows a comparison in favour of the tailors living in our lines to the extent of an increase of over half an anna an hour.

From the factory's point of view the above is a decided asset and an economy ; for the greater the output given by each individual the greater is the reduction in production cost.

Secondly, the factory has a certain amount of control over the employees living in its lines, who are gradually beginning to more and more understand the fact that the executive is ever considering their welfare, both present and future, with the result that "management" and "worker" are understanding each other better, and, therefore, it is not surprising to note that during the last time when there was a temporary cessation of work, it was the tailors in the lines who stood by the management. Moreover, our workmen's lines and their proximity to the factory has greatly reduced absenteeism, especially during the monsoon season.

#### VI.—Education.

42. That ordinary elementary education must affect the standard of living and the industrial efficiency of workers is an axiom which can be accepted at once.

The factory is only able to impart education of this kind to a limited degree and through the medium of its factory school.

Endeavours to educate its workpeople, so as to make them understand the "whys and wherefores" of the policies inaugurated and the reasons why the management has advocated such welfare schemes, as better education for our employees and their children, technical instruction for our staff, our apprentice and trade lad schemes are constantly being made.

Generally speaking our employees, as a whole, are beginning to recognize and appreciate the necessity for the above schemes, but we are also trying to take our employees into our confidence by letting them into such secrets as "costs of production," emphasizing to them that it behoves each individual worker to give his maximum, so as to enable the cost of production to be reasonable enough to increase demands and obtain repetition orders.

This closer study of economic questions by representatives of our labour has been a tremendous asset in strengthening or in improving the relationship between the worker and the staff or management.

Further, the necessity for cleanliness and healthy surroundings, as exemplified by the lay-out and condition of our factory buildings, our quarters, and our workmen's lines has impressed the majority of our workers, and I make bold to say that this is helping them in improving their standard of living generally.

Ten years ago the tailors and casual labour of this factory were illiterate, ill-clad and generally speaking unhealthy, whereas the employees of to-day have improved to such a great extent that the comparison is extremely conspicuous ; for the majority of our workpeople are to-day sound in body, of healthy appearance, more intelligent and moreover the majority of them are fairly well dressed.

This I claim is entirely due to the intensive education of our employees by their superiors, as well as by the example placed before them in the shape of men, plans and structures.

Finally, the individual earning capacity of the tailor has increased during this period of 10 years by approximately 100 per cent., partly through a more honest basis of fixing making-rates, and partly through better efficiency as the result of technical instruction; all of which has meant industrial efficiency and helped to improve the standard of living.

**IX.—Hours.**

57, 58 and 59. The maximum hours worked in this factory are 46 hours per week. This, however, has only been the case during the last 5 or 6 years, previous to which no restrictions as to number of hours worked were in existence in this factory.

Since the factory made working hours a compulsory maximum of 8 hours per day, the output of the individual as well as the output of the factory as a whole has steadily increased.

The daily limit applied to this factory is in accordance with the Factories Act, *i.e.*, a maximum of 10 hours per day for any one day. This maximum is seldom resorted to, and then overtime is made applicable for the 2 hours over and above the normal 8-hour day.

From an industrial development point of view I am a disciple of that school of thought which contends that the cost of production and the cost of living will decrease with every decrease in the maximum of hours worked, until a limit of 6 hours per day is reached, subject, of course, to this being made compulsory and industry being allowed to utilize its buildings and machinery on the basis of two independent shifts both from the point of staff and labour.

**II.—Wages.**

96. The bulk of our labour is tailor labour, which is entirely paid on piece-work rates.

These piece-work rates are based on two factors:—The class of garment and the corresponding class of craftsmen required to make it and, secondly, time.

All garments are classified as first, second, third or fourth class garments, and each class requires a corresponding class of craftsman.

For each class of garment a basic daily rate has been allotted, and piece work rates are fixed on the basis of the time taken to make the particular garment at its class basic day rate.

The day rates fixed for our different classes of garments are as follows:—For a fourth class garment Rs. 0-12-0 for 8 hours work; for a third class garment Rs. 0-15-0 for 8 hours work; for a second class garment Rs. 0-18-0 for 8 hours work; for a first class garment Rs. 0-21-0 for 8 hours work.

Naturally, with piece-work rates fixed by the timing process and on the above basic day rates, the prevailing rate of wage and the average earnings of our tailors must vary in accordance with the class of garment under manufacture, as well as with the load of the factory.

Taking the factory as a whole, the average earnings of our tailor labour would be approximately Rs. 30 per mensem, though a great number of our tailors have earned, under normal conditions, as high as between Rs. 50 and 60 per month on piece-work rates.

The following table gives a comparison of the earnings per operator for the past 3½ years:—

*Statement showing average earnings per tailor per month for the last 3½ years.*

Year	Average attendance of tailors per month.	Average total amount paid to tailors per month during the year.	Average earnings per tailor per month.
1926-27 .. ..	937	29,146	Rs. a. p. 31 0 0
1927-28 .. ..	1,006	30,584	30 0 0
1928-29 .. ..	790	25,289	32 0 0
1929-30 (5 months)	552	14,878	27 0 0*

\*Low—owing to excessive number of holidays and policy of rationing.

The average earnings of our fourth class tailors, who constitute the larger majority, is possibly not more than Rs. 25 per mensem.

The remainder of our labour, other than the few artificers employed, would come under the category of casual labour or coolies and their average earnings would approximately be Rs. 10 to Rs. 12 per mensem.

Casual labour is employed from As. 6 per day upwards; increases being given for intelligence, service, usefulness, etc.; the maximum for ordinary casual labour being 12 annas per day for really first class men.

Special rates are, of course, paid to artificers, mates, issuers, etc., which are from a rupee per day upwards.

The rate paid for casual labour by this factory is slightly higher than the rates in force locally.

There are no other earnings besides those of wages.

110. All permanent and temporary establishments of this factory are entitled to privilege leave to the extent of one-eleventh of their actual service plus casual leave up to the extent of 10 days a year, which latter is at the discretion of the factory authorities.

Employees either on day rates of pay or piece-work rates are not entitled to any leave with pay, under ordinary circumstances; the exception being made when they have been forced to absent themselves on medical advice on account of some epidemic disease when they are given segregation leave with pay.

(i) The majority of our establishments seldom utilize to the fullest extent, the leave they are entitled to or have earned, but they accumulate this to be utilized towards the end of their service or in the case of sickness.

Tailors and day labour seldom take leave, unless this is necessary owing to indisposition, domestic affairs or urgent private affairs, as the taking of leave means a loss of wages.

(ii) As far as possible, leave taken through illness, when supported by a medical certificate, is given by the factory authorities as casual leave, so that the privilege leave earned by our staff or employees is not effected.

Government, it is understood, is now considering a scheme for granting all labour on the permanent strength of factories, a certain amount of leave on full pay each year. This will be a tremendous boon and assistance to our employees.

111. *Desirability of Fair Wages Clause in Public Contracts.*—Very desirable in every respect, as it is not only in the interests of the worker but also in the interests of the industrial development of the country.

### XIII.—Industrial Efficiency of Workers.

112. Prior to the Great War, the efficiency of the tailors employed in the Permanent Army Clothing Factories of Alipore and Madras, reached a very high standard of efficiency, especially with regard to tailoring work which demanded hand-work to any great extent.

During the War period the demand for clothing was so great as to necessitate the opening up of 15 branch factories, as well as numerous contract organizations throughout the country; and in one month during this period the number of garments manufactured totalled over a million and a half.

This expansion from an output of approximately 40,000 garments per month was far greater than the supervisory staff available could cope with, and at the same time guarantee quality of workmanship, economy and honesty in manufacture, with the result that the quality of workmanship deteriorated to a very low standard and irregularities crept in.

Immediately after the War many difficulties were experienced in respect of improving the quality of workmanship and in reorganizing the various clothing factories which were retained to meet the peace demands of the army.

Of late years organization has steadily improved and the efficiency of the worker has also steadily increased. This factory has now as high a standard of efficiency as there was in pre-war days at Alipore or Madras.

113. Machinists or tailor operators in any of the large factories in England or Scotland, and particularly so in regard to those employed in specialist factories, are more efficient and give a greater and better quality of output than does the Indian operator. On the other hand, I make bold to say that the advancement made in this direction by the Indian tailor and machinist during the last two or three years through the aid of specialization, the sub-division of labour principles,

the technical training of operators and the utilization of specialist machinery is extremely hopeful and I believe the day is not far distant when the quality and quantity of the work produced by the Indian tailor will compare favourably with that of the Britisher.

115. (ii) The working conditions of this factory have been developed on definite lines which were planned and decided upon many years ago. This included the abolition of the previous system of fellowship gangs and its replacement by the individual worker system, since when no radical changes have been made, but the effect of this one change on the industrial efficiency of the worker has been very apparent.

(iii) As recorded elsewhere, health and sanitation are given a very prominent place in this factory's organization and development; for apart from the efficiency of the worker, it is most essential that the sanitary arrangements of the factory should be of a very high standard, and that every precaution should be taken to safeguard the health of our employees, especially against diseases of an epidemic nature. This is essential as otherwise this factory might be a channel for the spreading of disease.

(iv) The effect of our housing schemes on the industrial efficiency of our workers has been somewhat astonishing. In fact, apart from the welfare desire to improve the standard of living and the health of our workers, our housing schemes have been an investment from the point of cost of production.

(v) *Alterations in Methods of Remuneration.*—This has been dealt with before, but it might be worth repeating that the introduction of the individual piece-work system and the abolition of the gang system has helped to increase production and the industrial efficiency of the worker.

(vi) Wages have increased of recent years, but the fact that quality of workmanship and merit are of far greater importance than length of service or seniority for selection has given scope to the ambitious worker, and this has resulted in greater efficiency of the individual and has assisted in increasing wages.

(x) The effect of industrial fatigue on production is not as conspicuous now as it was prior to the closing of the factory for an hour's interval from 12.30 to 1.30 p.m. daily, and since the installation of our fans and cooling system.

116. *Possible Methods of securing increased Efficiency.*—The only recommendations I have to make are summed up in the following:—

(a) Increased efficiency in this factory can only be given when a constant economic load is given to the factory for manufacture; for this will enable the factory to keep the bulk of its labour constant and thus advance the training of the individual worker on specialization lines.

(b) The further development of our educational and vocational training schemes would greatly assist in increasing the efficiency of our labour and staff. This, however, more or less necessitates having an instructional staff, independent of that of management or those required for production purposes.

(c) Before concluding may I take this opportunity to record the fact that in my opinion the sphere of activities of this factory might be extended beyond that of supplying clothing to the army, especially now that its organization and development has reached a high standard of efficiency and it can guarantee economical production.

The arguments against this is that by this policy the factory would be encroaching on private industry; but such at present is not the case, for as far as I am aware there are no organized clothing factories of any size in India, other than the Government factories.

On the other hand, it seems to me that when one finds labour in India available and amenable to training and yet realizes the astounding feature of commercial world records that in India there are no clothing factories, yet the clothing industry in all other countries is an industry of great importance, something ought to be done.

It is my contention that India, by closer co-operation with her mills and by the development of clothing factories will in years to come be able to compete with other countries in this direction and thus materially extend her trade. Therefore, the work now being done in Shahjahanpur, viz., the training of staff, apprentices and labour deserves greater support than it has heretofore received.

If demands placed on the factory were large enough to guarantee an economic load, efficiency of production and the training of the individual could be further advanced.

#### XIV.—Trade Combinations.

122. (i) Questions which affect the industrial development of this factory and yet appear to cause criticism and comment from our employees have usually been made the subject of discussion between the management and representatives of the employees.

(ii) Several successful improvements in production have been brought about through close co-operation between the employees and the management, particularly so was this the case in connection with the introduction of the "sub-division of labour" principles. This policy was in the first place very carefully explained to not only representatives of the tailors but to the tailors employed in the "shirt section," in which it was suggested these principles should be first applied.

Before any definite decision was arrived at a part of the section was put on an experimental test of the change in production procedure, whilst the remainder of the sections continued manufacturing garments on the individual system. The result was conclusive proof that the new system would not only speed up production but also increase the earning capacity of our individual operator.

At first there was a certain amount of uneasiness amongst some of the leading tailors of this section, who preferred the idea of being head men of groups or fellowship gangs to that of being paid by the results of their own handiwork.

When the time was ripe to change over, the management made a definite decision that only such tailors as were willing to undertake the manufacture of shirts on the sub-division labour principles would be entertained.

Volunteers were immediately enlisted to a larger extent than the number required to man the particular section, and the tailors of the shirt section have continued ever since to reap the benefit of the change.

Other sections have since been placed on a similar footing and the development of these principles on scientific lines continues to be the subject of careful research work.

#### XV.—Industrial Disputes.

123. There have only been two factory strikes since 1921, when this factory began to be developed as a permanent organization, viz., one in December, 1921, and the second in March, 1926.

(i) The real cause of the 1921 strike was opposition to the introduction of the factory "works inspection" or examination section, and also against the replacement of the "*Thahedar*" or contract system by the gang or fellowship system of a maximum of five workers.

The strike in 1926 was engineered by a small group of "heads of gangs," and the main cause was opposition to the introduction of the individual payment system and the entire abolition of the group system.

Two other minor cases have occurred.

One in January, 1921, when five cutters endeavoured to engineer a strike in the cutting branch as a protest against working till 4 p.m. one Saturday, as against 2 p.m., which extra time was necessitated through urgent demands being received.

The second one was in April, 1921, when 12 artificers of the "power house" absented themselves and refused to work, and also tried to make all the power house staff go on strike as a protest against being searched when passing out of the factory gate.

(ii) and (iii) (a) The affair in January, 1921, when the five cutters endeavoured to engineer a strike, only lasted a day, as immediate action was taken to dismiss the five men and replace them by new men entertained.

(b) The incident of the mechanical staff in April, 1921, when 12 artificers and employees of the power house staff absented themselves and endeavoured to engineer a strike as a protest against being searched at the gate, was speedily settled by the dismissal of the 12 men in question and by their immediate replacement. While some of those of the mechanical staff who stood by the factory were rewarded for their action.

(c) The big strike, which took place on the 20th December, 1921, resulted in all tailors (numbering 376) going on strike as a protest against the organization of a "Works Inspection Section" in this factory and the replacement of the "*Thahedar*" system by the fellowship gang system.

The organization of the works inspection section was absolutely essential if quality of workmanship was to be improved and bribery and corruption defeated. It was also necessary in the interest of the workers, as it opened up ways and means for individual instruction.

Very definite proof was obtained in support of the fact that the entire strike was engineered by 10 of these "Thakedars."

In passing, it may be worth recording the fact that some of these "Thakedars" employed, inside the factory but under their own personal control, as many as 50 tailors, and the most surprising fact is that the majority of them were not even tailors or technical men in any shape or form. In other words, they simply financed the gang they controlled and benefited by the work and output of their men to the detriment of the earnings of the individual operator.

On the 7th January, 1922, the factory was visited by a committee of senior officers of the Headquarters Staff, including the Chief Inspector of Clothing and the Deputy Director of Equipment and Ordnance Services, and these officers gave a hearing to 12 representatives of the tailors; as a result of which, notices embodying the decisions arrived at, were posted on the gate and these notices embodied the following factors:—(1) The large group system was to be abolished immediately; (2) no fellowship gang of tailors was to be larger than five; (3) no tailor could be a head groupman or in charge of a group, unless he was a qualified tailor himself, and was reported upon favourably by the management; (4) tailors were to be paid weekly.

It was further advertised on the gate that if through the strike the demands placed on the factory could not be met except by giving out of contracts, that no contract whatsoever would be given out in the United Provinces. This notice was drafted because the rank and file of our tailors were informed at meetings held that they need not worry, for if the factory could not get the necessary number of tailors required to do the work then the work must be given out on contract and they—the "Thakedars"—would re-employ them.

Later, action was taken in respect of the known ringleaders by the refusal to re-entertain them.

(d) On the 24th March, 1926, 810 out of 840 tailors employed in this factory went on strike as a protest against the introduction of the *individual payment system* and the *final abolition of the fellowship gang or group system*.

This strike was entirely engineered by about 20 of the head gangmen and it lasted in all for a period of about two weeks, during which time the original 30 gradually increased to a 100 or so.

Finally, on the 10th April, 1926, 500 tailors presented themselves for employment and were re-entertained, making in all a total of 600.

The extraordinary fact about this strike was that the only tailors who continued working were those who were employed in the "individual" piece-work section, which was then under experimental test.

As a matter of fact, this strike has proved to be a blessing in disguise both to the factory and to labour as a whole, and the opportunity was taken of making the strike a "lock-out" and not allowing any tailors to be re-entertained unless they submitted to the policies advocated by the management.

Since the strike the relationship between the management and labour has steadily increased and no trouble whatsoever has been experienced in respect of misunderstandings or grievances. This may partly be due to the fact that on the 26th March, 1926, a notice was posted on the gate to the effect that it was proposed to inaugurate as soon as possible after the 1st April, 1926, a "factory welfare committee" to assist the administration in the general management of matters that pertain to internal economy and the welfare of the factory employees, and this committee has at times been an asset in the direction of arbitration.

**ROYAL COMMISSION**  
ON  
**LABOUR**

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**ORAL EVIDENCE**

**Central Provinces and United Provinces**

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**Volume III**

**Part II**



**CALCUTTA: GOVERNMENT OF INDIA  
CENTRAL PUBLICATION BRANCH  
1930**



**MINUTES OF EVIDENCE**  
TAKEN BEFORE THE  
**ROYAL COMMISSION ON LABOUR IN INDIA**

**CENTRAL PROVINCES AND BERAR**  
**THIRTY-THIRD MEETING**  
**AKOLA**

**Friday, 6th December, 1929.**

**PRESENT:**

The Rt. Hon. J. H. WHITLEY (*Chairman*).

Sir VICTOR SASSOON, Bart.

Sir ALEXANDER MURRAY, Kt.,  
C.B.E.

Mr. A. G. CLOW, C.I.E., I.C.S.

Mr. KABIB-UD-DIN, AHMED, M.L.A.

Mr. JOHN CLIFF.

DIWAN CHAMAN LALL, M.L.A.

Miss B. M. LE POER POWER.

Lt.-Col. A. J. H. RUSSELL, C.B.E.,  
I.M.S. (*Medical Assessor*).

SETH MATHURADAS MOHOTA, M.L.C.

Mr. L. H. BARTLETT, M.L.C., Agent and  
General Manager, C. P. Manganese Ore  
Co., Ltd.

Mr. R. W. FULAY, M.A., LL.B., M.L.C.

Mrs. ANUSYA BAI KALE, M.L.C.

Mr. S. LALL, I.C.S. } (*Joint Secretaries*.)

Mr. A. DEBDIN. }

(*Assistant  
Commissioners.*)

**Mr. HARI KRISHNA AGARWAL, M.A., Manager, The Akola  
Cotton Mills, Ltd.**

C-1. *The Chairman:* Will you tell us of your own career and how you rose to the position which you now hold?—I was appointed first as the Managing Agents' representative at Akola and afterwards made an Assistant Manager. Then I was recalled to Bombay to work as Secretary for two mills; I was again sent here as Secretary in charge; then I joined another local mill as Manager, and from there I came to this place as Manager of Akola Cotton Mills.

C-2. How long have you held your present post as Manager?—About two years.

C-3. I understand that you are really in responsible control of the Akola Cotton Mills here?—Yes.

C-4. In your memorandum you make some interesting comment generally on the system of managing agents, with which we are already to some extent familiar; you suggest to us that in some cases the managing agents are too

distant from the real seat of responsibility in a factory, and you picturesquely describe the system which exists in some cases but not, I take it, in Akola, as a system of absentee landlordism, and to that you attribute some of the difficulties in the textile mills. I take it that you yourself are in constant and daily contact with the workpeople who work with you?—I did not mean the Manager; I meant the proprietor himself. In some cases the proprietor happens to be, for instance, a big cotton merchant, for whom this industry happens to be a minor business. He cannot devote enough time to look after it; he sends somebody to look after it and he is not directly in touch with it.

C-5. *Sir Victor Sassoon*: That will be the manager of the mill?—If the manager controls then it is sometimes all right; but in many cases it is not the manager who controls but somebody who does not understand the business.

C-6. *The Chairman*: Have you any definite suggestion to make to us as to how the difficulties of the system should be removed?—Yes, as a remedy I would suggest that a small central committee consisting of representatives, department officers, managers, salesmen and agents should visit every mill. I suggest a sort of co-ordination among all the millowners, that they should form a central committee and this central committee should visit every mill and report as to its efficiency to the proprietor. The proprietor would then get a report from an entirely disinterested third party which he would accept.

C-7. You are now speaking, I take it, of mills which are in one group under one firm of managing agents; do you think that in the way you suggest an improvement could be made bringing more local knowledge and local experience to bear?—No, I mean the other way, the outside knowledge. For instance, supposing the Bombay Millowners' Association incorporated all the mofussil mills also, suppose the best men from all the Indian mills were to form a sort of central committee and this committee would go round each mill reporting on the conditions prevailing to the proprietor, then the proprietor would very quickly act on such a report. At present if an officer makes a report to the proprietor he may or may not believe it.

C-8. Then you are looking at the improvement of the industry as a whole?—As a whole.

C-9. You would combine the knowledge that you possess individually?—Yes; the object is to pool the knowledge we have, to make officers and agents create a public opinion of their own and live in it. This is bound to have a salutary effect. For instance, supposing a spinning master is not working his department properly. In the central committee there would be two or three spinning masters who would go and inspect the mill. Naturally the spinning master will be ashamed to show bad work to such people and after a third or fourth visit he will very quickly improve the work of his department or get out himself.

C-10. Do you think that the separate companies would be willing to open their mills to the inspection of a general body like that representing the industry as a whole?—Why should there be any objection to it? The central body if fairly constituted will look after the interests of the industry as a whole.

C-11. There is sometimes a little jealousy, if one textile firm has better methods and better knowledge they do not want their secrets to be open to the whole body of their competitors?—Yes, that is quite true; but such cases are very rare in the textile industry; they may occur with regard to some dyeing process or some special system. If a particular mill wants its methods to be kept secret that can be done. That secret portion will be about 5 or 10 per cent. of the work of the mill and it will occur in very rare cases in very efficient mills which do not require so much inspection. I am speaking of the backward mills.

C-12. *Sir Victor Sassoon*: Would you insist on the efficient mills being inspected too?—Yes, why not? It will be from the efficient mills that better

knowledge will be derived, and if that knowledge is not passed on to the less efficient mills, what is the use of it.

C-13. *The Chairman*: I think I see clearly that you look upon the cotton industry in India as one great whole working for the benefit of the country?—Yes. That is my contention, that unless the cotton industry looks upon itself as a whole it will not be able to face the competition of foreign countries which are better organized, than we are.

C-14. From your memorandum I notice that in your own mills many of your leading officers have risen from the ranks?—Yes.

C-15. You tell us that the weaving master began as a sizer at Rs. 40 and is now drawing Rs. 500; the spinning master started life as a fitter and the present head of your dyeing department started as a coolie. That at any rate shows us that here we have a place where promotion is open to those who show capacity?—But I do not want to be misunderstood; I do not mean to say that they have risen entirely in my own mill; they have frequently changed their employment; for instance, the weaving master was previously employed in this mill and after several changes he has returned as weaving master in this mill.

C-16. I understand that, and of course that is all the better because it will enable him to get wider experience and knowledge?—Yes.

C-17. In your memorandum with regard to relations between staff and rank and file, you say that they are sometimes good and sometimes bad, which is the way of the world. You say "Seventy-five per cent. of the illwill against the staff can be cleared off if the aims of the latter can be made plain to the rank and file. More publicity would mean better relations. Indian mills are woefully under-officered and the workmen are illiterate." Would you like to add anything to that paragraph, have you any suggestion to make to us?—Except that more workers should become literate by means of education I can make no suggestion on this.

C-18. You tell us that in your mill, you did attempt a sort of works council and that when the meetings were held it was an education not only to the officers but to the workers themselves; but you say that unhappily "after a time the interest slackened and we dropped it"?—Yes, I have revived it now.

C-19. Have you not found that the success of such an effort depends on the personal attention of the head of the firm to make it a success?—Yes, it does. The workers have no objection to that council; they found it interesting, but after two or three meetings persons began to drop away and not come to the meetings. I did not like to put any sort of pressure to make them attend.

C-20. Were those meetings made interesting by disclosing to the workers' side the general state of the industry in which they are taking a part?—I did not attempt that; I confine myself to hearing complaints on one side and then answering them or asking the men on the other side to answer those complaints.

C-21. In some cases it has been found that it adds greatly to the interests of these councils if the workmen are encouraged to acquire a knowledge of the whole of the industry of which they are so important a part?—Quite true.

C-22. You tell us in your memorandum that instead of forcing employers to build chawls for their workers you would lay the burden on the shoulders of municipalities, the employers of course making their proper contribution. It is your opinion that generally speaking it is better that the workers should not be housed in chawls or bustis which are the property of the employers?—Yes.

C-23. And you find that they themselves prefer the greater independence?—I do not know; they are just now carried away by the material advantages which the employers' houses provide.

C-24. Because the employers take a lower rent?—They take a lower rent and provide better houses, but in the end I think it would be much better if the employees were to be housed quite separately.

C-25. Dealing with the health of the workpeople you tell us that cholera and malaria are widely prevalent; you say "Malaria is sapping the vitality of the whole race and I consider it to be the greatest problem in India in all spheres, without a single exception". Have you ever made a rough estimate as to how much the malaria deducts from the total efficiency of the industrial population; is it 50 per cent.?—It would be very difficult to reduce that to figures, but it does affect efficiency to a very great extent; I am sure of that; it means that the man works half-heartedly; he has not at command enough energy to do his work and he does not find it interesting.

C-26. Therefore you consider the greatest problem in India to be to reduce or absolutely wipe out malaria?—Yes.

C-27. Dealing with welfare you tell us that a crèche is maintained by your mill. Would you be in favour of that being made a compulsory provision on all employers who employ women workers?—Yes.

C-28. Do you think that would greatly add to the comfort of the mill workers?—Yes.

C-29. To have their babies close at hand in a well appointed crèche?—Yes, and it would incidentally help employers also in that the women would work more at ease when they know that their babies are quite safe and free from harm. Otherwise the women work half-heartedly. Knowing that somebody may be meddling with their babies.

C-30. With regard to welfare officers you say: "I am in favour of the employment of such officers and workers. In fact trained and full time workers are wanted. Mill officers have very little time to spare". In your own works have you one officer dealing with personnel?—No, I have to look after that myself.

C-31. You would regard that as one of your first duties?—Yes; it would be difficult for me to obtain the sanction of the agents to the appointment of a proper welfare officer. We have got a doctor but he works only for an hour; we have got a compounder who is a whole-time man; but they are only dealing with patients and prescribing for them.

C-32. Then does this mean that you feel that you could do more if you had a full-time officer whose duty it was to keep you informed of all matters relating to the health, housing and general welfare of your workers?—Yes; he would also carry out my instructions regarding those points and see that they are carried out.

C-33. You say "trained workers"; have you any suggestion as to the kind of training?—Yes, if there were schools, say, at Bombay which would give further training to officers of this type it would be very good.

C-34. Then you would be in favour of the establishment of a system of training for these officers so that there would be a supply of qualified men for the different factories all over India?—Yes.

C-35. In your memorandum you tell us that the output after the reduction of hours from 12 to 10, in two of the mills whose past and present figures you possess, actually improved. That is an interesting statement; have you actual figures to support it?—I have got figures; I have not brought them; but if you like I can send for them; I mean the yearly total of both the spinning department and the weaving department.

C-36. The actual total production was greater after the introduction of the 10 hours?—Yes.

C-37. You say "We can easily reduce the number to eight hours per day, provided training is given to workers". Is it your experience that under the present system of the ten hour day workers take considerable time outside the factory?—Yes, they do, especially men of the weaving department.

C-38. At how much would you put that total of absence from the loom or the spindle? I see you say there is about 7½ hours of actual work; does

that refer to 7½ hours out of the total of 10 during which the engine is running?—Yes.

C-39. If the legal hours were reduced to 8, you would have to keep a strong hand and stop that?—Yes, certainly, without that it would be harmful; if the 8 hour rule were to be passed then the worker should not be allowed to go out for four working hours at a stretch unless for very special reasons.

C-40. You would keep them strictly at their work?—Yes.

C-41. Do you think that the character and habits of the Indian workers would lead them to submit to a strict discipline of that kind under which they would not be allowed to go out?—The character and habits of Indian workers are gradually changing in view of factory conditions; there is now a class of workers trained to factory work and they would quickly respond to this because then they would have more time at their disposal.

C-42. You tell us that you find the workers taking meals at almost all hours of the day?—Yes.

C-43. When they do that I suppose they ask somebody else to look after their spindle or the loom; or is it actually stopped?—Many times it is stopped; many times if they have got a friend it is kept working.

C-44. Does that system lead to bad work?—It does. These are the reasons for which I want the curtailment of hours.

C-45. Are you in favour of the suggestion sometimes made of a half an hour break in the morning at 9 or 9-30 to break the long spell of five hours?—I am not in favour unless the workers agree to take their meals at that particular time; otherwise they will have their half an hour and would continue to take their meals at other hours.

C-46. There again you have come across the spirit to which I shall refer, for they like to go their own way as far as possible?—Yes, as far as possible; it is quite true; but if the reduction of the number of hours were to take place then I think they would prefer working 8 hours solid and then going off rather than being present on the premises for ten hours, and working half-heartedly.

C-47. You say that if you had a voice in the International Labour Organization you would ask for a month's leave on full pay for every worker every year. That is an interesting suggestion. Do you know of any cases where that is actually done?—I do not know, and therefore I say it must be world-wide; otherwise the competition is such that no one country can adopt it; if for instance India were to start such a system the cost of production would be greater and India would not be able to maintain herself in the industry.

C-48. Because you would be paying 12 months' wages for 11 months' work?—Yes; but on the other hand if the entire world adopted it there would be very little difficulty.

C-49. *Sir Victor Sassoon*: I understand that you consider that labour would be prepared to work intensively for two lots of 4 hours giving them an 8 hour day instead of working less intensively for 7½ hours during 10 hours?—Yes.

C-50. Would you give any rise in rates if you come down to the 8 hours day?—No.

C-51. You know when you came from 12 to 10 hours a day, you raised the wages proportionately?—The rise was not given when the reduction to ten hours took place; the rise was during the war period.

C-52. Did you not give an extra wage when the 12 hours were converted into 10 hours to all spinners?—No.

C-53. Therefore your spinners were getting less money?—Yes. The spinners over here are on fixed wages.

C-54. Therefore they get less wages on 12 hours day?—No, they get the same money. In the case of the weavers their production improved and nobody was the loser.

C-55. Your weavers did not ask for any proportionate rise in their wages?—They did, but we did not give it.

C-56. You merely gave the spinners the same amount of money for ten hours as for 12 hours?—Yes.

C-57. Did you find that your spinning production was the same on 10 hours as it was on 12?—No. In our case the spinning has actually improved. I will send you the figures for the entire year. It may be that in these two particular mills there had been previously inefficiency and now more efficiency has been produced. The experience would be similar in other mills, but so far as these two mills are concerned it would be the same.

C-58. If you reduce the hours to 8, do you consider you would get the same production in your spinning as you have got in 10 hours?—In spinning you may get a little less production, but in weaving I think you will get the same amount. If you are suggesting that the cost of production would increase that can be obviated by having two shifts at a time in better mills.

C-59. Then you are increasing your production?—Yes.

C-60. Let us take it that you have only one shift. Would you give the same wages to the spinners working 8 hours as you do now for 10 hours?—Yes, I would.

C-61. Therefore you might get an increase of the cost of production on your yarn?—Yes; I expect also a slight rise in efficiency because at present the spinner does not always work the frame at full speed. I have noticed several times that he works the frame on half pulley many times and sits down being too tired to stand so long, or he goes out. 30 or 40 spindles may be running without piecing.

C-62. If you are telling us that he gets too tired working  $7\frac{1}{2}$  hours out of 10, would you expect him to work hard for 8 hours?—I did not say he gets tired during  $7\frac{1}{2}$  hours.  $7\frac{1}{2}$  hours is an estimate. Some would be working 9 hours and some 6 hours. When I say  $7\frac{1}{2}$  hours I am forming a rough estimate of the entire mill's capacity.

C-63. You still think they would prefer to work 8 hours hard instead of working easy over 10 hours?—Yes, that is my estimate. There would be some opposition at first, but after three or four months of working they would find it was better.

C-64. *The Chairman:* The employers would gain a little in saving in engine power with the engine only running 8 hours instead of 10 hours?—Yes, but that would be offset; there are several factors both on the debit and the credit side. The result has to be taken as a whole.

C-65. *Mr. Cliff:* I understood you to say that the piece rates for weavers were not changed; you did not give an increase when you reduced from 12 to 10?—No. I did not give an increase.

C-66. But the weavers did obtain the same amount in weekly earnings on the old piece rates under the reduced hours?—Yes.

*Sir Victor Sassoon:* You consider that they can produce as much in 8 as they now do in 10?—Yes.

C-67. That there is room for an increase in efficiency in your weavers?—Yes; because I do not find that any mill really gives 10 hours efficiency.

C-68. Have you got any managing agents in your company?—Yes, we have.

C-69. But they are not in the district?—No; they are at Bombay.

C-70. Therefore they are the absentee agents?—I am not speaking of my own personal staff of managing agents. I am speaking of others. I should not like to name persons in this respect because that would be drawing invidious distinctions.

C-71. Your point is not so much that they are absentee but that they do not give the control to their managers?—Even if they give control to the manager, if the manager does not happen to be a proper person it is all the same. No manager can be a substitute for the attention of the master him-

self. For instance at Ahmedabad the managing agents have given more attention to their mills than the Bombay millowners have, and the result is that they have stood in the competition much better than the others. I am speaking of this as a general proposition.

C-72. *Mr. Cliff*: Am I to understand from your memorandum that you are making a distinction between industrialists and financiers?—Yes.

C-73. *Sir Victor Sassoon*: That is to say you think that if the managing agents are here, the managers would be able to do better than if the managing agents are not here?—They may not be present on the spot, but they must take a sufficient amount of interest in the work that is going on. Managing agents may be able to control three dozen mills or any number provided they give sufficient attention, seeing that the right man is appointed at the right place; to ensure that the mill should produce the proper quality and quantity of cloth; they should be constantly in touch.

C-74. I am very interested in this attempt of yours to inaugurate works councils; I understand you have started them again?—Yes.

C-75. Are not your present methods different from what they were?—No, they are the same.

C-76. Then how do you propose to keep up an interest which you say slackened at one time?—I am now investigating more thoroughly the causes of the slackness and when attendance begins to drop off I will endeavour to find out how things may be made to adjust themselves. I am feeling my way.

C-77. You propose to change your methods in the hope of getting more interest?—Yes.

C-78. *The Chairman*: Do you yourself sit with the council?—Yes.

C-79. *Miss Power*: Dealing with maternity benefit you say "Six weeks full wages are paid to every woman worker during the period preceding delivery". Could you give some account of how your maternity scheme has worked out? How many women have applied for it?—I think about 25 women up to this time have utilized this maternity benefit scheme.

C-80. Over how long a period is that?—About 20 or 22 months.

C-81. How do you pay that benefit, do you pay it weekly?—We pay them on the pay day to their husbands or whoever they name.

C-82. Then it is paid monthly?—Or in any way they want. We do not make any condition that it should be paid in a particular way.

C-83. You do not make any condition that it should be spent for medical facilities or anything of that kind?—No.

C-84. They are free to use it as they please?—If she wants medical help we give that extra.

C-85. You do not say anything in your memorandum with regard to indebtedness; I notice that you omit that section of our questionnaire. Can you tell us anything about that?—Yes. The labourers are indebted to a very great extent. But I have no figures to go upon. I cannot give any accurate figures about that. The only way I get knowledge about it is that I see Pathans standing outside the gate on pay day and many of them are charging very high interest.

C-86. Are those Pathan money-lenders allowed inside the gates?—No, we do not allow them inside the gates.

C-87. Have you made enquiry as to the amount of indebtedness among your workers?—Yes, I have and I find many of the workers are indebted.

C-88. One memorandum we have had from this area suggests the figure of Rs. 25 per head, which struck me as being rather low; have you any idea as to whether that is an accurate figure?—It is very difficult to say because there is no proper data available. You cannot even get the accurate figures from questioning men and to draw any conclusions is altogether guess work.

C-89. Has your mill ever done anything to assist the workers in this matter of indebtedness; have you ever had a provident fund or anything of

that kind?—Recently with regard to the purchase of grain I called some of the workers and said “ I am ready to go to the bazaar and buy grain wholesale and to retail it out at the rate at which I have bought ”. I pointed out that the workers’ representatives might be present, that the cost of distribution would not fall on the workers, but I would get that done by my own men, provided they saw that every item that was bought was consumed immediately. Then objections were made that they were indebted and so could not buy for cash. To meet that difficulty I have arranged to put their names down on a list and to deduct the money on pay-day. They have agreed to that.

C-90. *Sir Victor Sassoon*: Are they buying your grain?—No. This will begin from Sunday next.

C-91. How many people will buy?—That remains to be seen.

C-92. *Mr. Ahmed*: When you said that you would deduct the payment from their salaries they agreed?—Yes.

C-93. *Mrs. Kalè*: You say in your memorandum “ I think the moral effect of chawls has been most disastrous ”. Can you tell us anything about that?—Yes. Many times cases come to me for decision; for instance, people in the chawls quarrel. Both the parties come to me and then I have to investigate. I find that the mixing up of good and bad families has a bad effect. For instance, there may be a family in which the father and mother both go to work and the girl remains at home; there may be a boy living there or there may be outside loafers who come in. People acquire drink habits from being in contact with people who are confirmed drunkards; if these people had remained living with their own class of people they would never have thought of drink.

C-94. But even if the chawls were abolished do you not think the same difficulty would remain?—Then the position would be quite different, because then people would be living in their own surroundings among people who had the same sort of traditions. The Commission have seen our *busti* and will have appreciated that a different stratum of society lives there. Encouragement for the development of that *busti* may be given by the millowner, the municipality and the Government and then that locality may develop. The mill might allow facilities for its workers to acquire land there, because then the worker would be living among his own surroundings and free from other influences.

C-95. *Mr. Fulay*: With regard to reviving the works council you have done that since you submitted this memorandum?—Yes.

C-96. Have you asked the textile union of your workpeople to send a representative?—No.

C-97. It has applied for recognition?—Yes, it has.

C-98. You have not recognized it?—No, it does not disclose its membership; I understand there are only 10 or 12 members and the textile union exists only on paper.

C-99. Is there any victimization in view if the names of members are disclosed?—No. The textile union knows very well that many of its most prominent leaders were taken in; I asked the labour leader himself personally to get in the leaders first in order that there might be no misunderstanding.

C-100. Supposing the names are disclosed, are we to take it that you would not have recourse to victimization in practice?—No, that is only an excuse for not showing the strength of the union, there are only 10 or 12 persons.

C-101. Can you give any instance in our province where a labour union has been asked to disclose its membership?—But I do not know that any labour union can exist without publicity. To-morrow there may be a strike, and you may ask to exercise the right of dissuading your members from going into the mill; then you will say that every man is a member of the union.



C-102. *Diwan Chaman Lall*: Are you asking for a complete list of all the members or just the number of the members of this union?—No, the complete list.

C-103. The names as well?—Yes. How are we to distinguish to-morrow between members and non-members.

C-104. Do you know that even under the Trade Union Act it is not obligatory on any union to send in a list?—But you must show it to somebody who must be able to distinguish whether the persons mentioned are members or not. If you call all the illiterate people members they have no means of denying it.

C-105. *Mr. Fulay*: Do you know that we are required to send to the Registrar of Trade Unions a statement showing the number of new admissions every 6 months?—Yes, but unless there is another party who can give information that these supposed members are not members how can the Registrar know; he cannot find time to make enquiries in detail about membership.

C-106. *Diwan Chaman Lall*: Is it your confirmed opinion that you will not recognize this union unless and until it sends you a complete list giving the names and addresses of its members?—The addresses are not required, only the names of those who are members working in our mills. It is only for this purpose and for no other purpose; if to-morrow there is a strike the union will come forward and say: we have got the right of persuading our members not to go into the mill. Of course I have to concede that right to them, but then they may begin to exercise that right with regard to non-members as well.

C-107. Is there any law against that?—Yes, the union has only got that right with regard to its members.

C-108. Under what law?—I cannot quote you the sections; I am not a lawyer. But they can only exercise that right with regard to members.

C-109. You may take it from me that you are mistaken?—No. During the strike time I have taken legal opinion on it and I am sure that is right. It is the Trade Union Act and it is quite natural because if you call a dozen persons into a union it does not mean that you have got control over all the 1,200 workers.

C-110. *Mr. Fulay*: Have you ever challenged the figures that have been submitted to the Registrar of Trade Unions?—Yes, I have written to the Director of Industries.

C-111. You do not believe that there are 300 or 400 members?—I have written saying that the union exists only on paper and it only exists by the men writing a few letters to the papers; it is not working at all.

C-112. *Diwan Chaman Lall*: It is not merely a question of strength; you want to know the names?—It is a question of names. The very basis of a trade union is strength. The men were not discharged even when they actually struck for 40 days. If you are so much afraid of victimization that you will not disclose the names of your members then your union is no union at all.

C-113. *Mr. Fulay*: Supposing the secretaries of the local union write to you that they have so many members employed in your mill and show you the register, will you be satisfied without having the names?—If you say you have got 200 men but I do not know the names, how am I to know whether your statement is correct or not.

C-114. Then are we to take it that unless we disclose the names the union will not be recognized?—Yes, you will not be recognized.

C-115. You are in favour of the compulsory provision of crèches?—Yes.

C-116. Would you welcome legislation dealing with such a matter?—Yes. With regard to the local union I may say frankly that I do not believe they are acting in the interests of the workers; if I believed they were acting in the interests of the workers I would be wholeheartedly with them.

C-117. In your memorandum with regard to fines you say "It is very little, e.g., about Rs. 52 on a pay roll of Rs. 29,000". Is it an invariable figure for every one?—No, that is a month's figure. The other months have not varied very much, for instance in one month you will find Rs. 19; in another Rs. 60; but the average would not be more than that.

C-188. Could you give us the number of persons fined during last month?—I cannot tell you offhand, but if I am given time I can send it to you.

C-119. Can you give us the number of discharges during the last month—I mean dismissals?—We have not separated it, but discharges and resignations of their own accord all amount to 40, so that dismissals should not come to more than 6 or 7.

C-120. With regard to housing you think the accommodation provided by you is better than the accommodation provided by the workers themselves?—Yes.

C-121. The accommodation provided by you has not a complete system of drainage?—It has got a better system of drainage than those provided in the workers' busti.

C-122. Have all the rooms in your chawls got a system of drainage?—No, there is not enough water. That drainage is not for the chawls. They do not make use of the water in their rooms; for bathing purposes they go near the well and for latrine purposes and so on they go outside. There is only cooking water; in this dry atmosphere in Akola you do not require any drainage. The one drain is for taking the water of the dyeing and bleaching department. It has nothing to do with the drainage of the chawls. You do not require any drainage in open places. For instance, in my own bungalow I have no drainage system provided by my landlord.

Col. Russell: Would you not like drainage?—But you see when water dries up so soon there is no water to drain away.

In black cotton soil?—It dries up very quickly.

C-123. Your chawls are not provided with separate bathrooms?—I have not known of any chawls being provided with separate bathrooms.

C-124. Do you know that an attempt was made by the millowners to evict the workers from those chawls during the last strike?—No. When these people struck and refused to come to work we imported fresh labourers from outside and these people began to quarrel with them. When fresh labourers are coming from outside they must be housed and the people who are there will not vacate their rooms. What they wanted to do was to quarrel with the men that we had imported and scare them away.

C-125. Do you mean that the quarrels had their origin in your attempts to evict the tenants and put new labourers in the chawls?—No. They did not want the outside labourers to come at all, they wanted to scare them away.

C-126. They objected to the new labourers occupying their quarters?—It is not a question of that; the quarrelling did not start merely in the chawls; the quarrel took place when the fresh labourers entered the mill.

C-127. You think the education of the workers would substantially increase their efficiency?—Yes, it would.

C-128. Do you not think that the employers who are evidently interested in increasing the efficiency of the workers should take a share of the burden to educate the workers?—I think the employers, the Government, the public and the workers are all interested and should all contribute. Industry must exist first and then it can maintain the worker; that must never be forgotten.

C-129. Mr. Mohota: Do you accept the principle that there cannot be any further reduction in the daily working hours without a corresponding increase in the efficiency of the worker?—I maintain that the efficiency will increase by curtailment of hours. It is often said that the Indian worker is not efficient. If you spread the work over a long period the worker cannot

work intensively, the man who works 12 hours cannot work as efficiently as a man who only works 8 hours.

C-130. How much more efficiency have you found since the introduction of ten hours instead of 12 hours?—I certainly think efficiency has increased; every mill manager will say that after the introduction of the 10 hour system the efficiency of the workers has been greatly increased.

C-131. Are you dealing with the efficiency of the managers or of the workers?—I am speaking of the efficiency of the workers; the mill managers are the best witnesses of that.

C-132. Have you got the same production in spinning as you were getting with 12 hours?—Yes, I have already told you that production has actually increased; I will send you the figures for the last 10 or 15 years.

C-133. Have you not increased the rates for piece-workers since the introduction of the 10 hours; it may be in the form of grain allowances or increased rates for piece-work?—That has been due to high prices during the war period, not because of the introduction of the 10 hours.

C-134. Have you increased the wages for piece-work since you introduced the ten hours?—They wanted it but we did not give an increase.

C-135. Are you not paying more grain allowances to the piece-workers?—Yes.

C-136. What is the meaning of that? Does that indicate less efficiency?—The payment is not regulated by efficiency.

C-137. I am speaking of the rates?—Yes; it depends on various other factors, for instance, the weavers get 6 annas for every rupee while the spinners get 4½ annas.

C-138. Then since the reduction to 10 hours you have had to pay a higher rate to the piece-workers?—It varies with different mills; in some of the mills they have the same rate; for instance, in Palgaon mill here they have a 6 annas flat rate whether a man is a piece-worker or a daily wage worker.

C-139. That might be only in the case of Palgaon, but not with regard to the other mills in the Province. Practically all the other mills have different rates for the piece-workers and fixed wage workers after the introduction of shorter hours?—It may be, but I cannot give any reason for that. I have given you an instance which proves the contrary.

C-140. One of the witnesses has made the statement in his memorandum that the effect of the 60 hours restriction has not been prejudicial to the industrial development of the Province because there has been an increase in the number of factories year by year, the most notable increase being in the case of pressing and ginning factories. Are you prepared to accept that statement as it stands?—No, I do not endorse that statement. I think the increase in the number of ginning and pressing factories is harmful because there is not enough cotton for these factories to work; they remain idle; some arrangement by co-operation should be made to remove them to places where they are wanted more.

C-141. What particular causes are responsible for this increase in the number of ginning and pressing factories?—The number of factories under the Factories Act has increased on account of certain changes in rules, so far as I know; now, the smaller factories have been included in that; so, that is a wrong data to go upon and no conclusion can be based on that.

C-142. *The Chairman:* You mean that they were not all registered before?—Now the qualification has been changed and so a large number of factories is registered, but that does not necessarily show that there has been a real increase in the number of factories.

C-143. *Mr. Cliff:* I think the witness should be made clear with regard to the statement which was quoted just now; it is not a statement expressing an opinion; it is just a record which says there has been a total increase in the number of new factories opened since the Act came into force; so it is a question of actual fact?—Are there any statistics to show that that is a fact? if it is a fact, then some conclusion may be arrived at.

C-144. I would suggest that the Assistant Commissioner might put that question to the witness who has made that statement.

C-145. *The Chairman*: We understand you do not wish to give any opinion of your own; it is not your own evidence; it is somebody else's?—Yes.

C-146. *Mr. Cliff*: I think the number of children employed at the moment is 120?—Yes.

C-147. You told us that you will give us a statement showing the earnings of these children for the last month?—Yes, I will give that.

C-148. You said that the number of absentees is between 200 and 300. Could you tell us what proportion of children absent themselves each day?—There is less absenteeism among children due to the bonus that we give.

C-149. *Diwan Chaman Lall*: According to your evidence, it seems that you are taking a progressive view. Now, may I ask you why it is that you are not prepared to recognize the textile union which says that it has a certain membership, without your wanting to know the actual names of the members?—I want to find out the exact strength of the union; if it has 10 or 12 persons it will be useless to recognize the union, but on the other hand if it has 200 or 250 members there is every point in recognizing it because I know that if anything is settled with the leader of the union it is settled for good; but if I find that the leader cannot deliver the goods where is the use of arguing with him?

C-150. May I put it to you like this: if a union says that it has a membership of 250 it can obviously speak only for the membership it claims?

*The Chairman*: "Claims" or "proves"? You know, Diwan Chaman Lall, we had a case of a union which claimed 54,000, and succeeded in proving only 4,000.

C-151. *Diwan Chaman Lall*: I know that. But do you not think that the figures would be revealed by the statement they send to the Registrar of the actual paying membership? In the case pointed out by the Chairman we discovered that the actual membership was only 4,000 because they collected only Rs. 1,000 although they claimed 54,000 membership. Similarly, in the case of this particular union which, under the law, has to send in a statement of its accounts, would it not be possible to discover the actual membership from the statement of accounts that is sent?—No, it would not be possible.

C-152. Why not?—Because, unless it is investigated, we will not be in a position to say whether a particular person is a member or not.

C-153. You know perfectly well that they are under certain liabilities if they send incorrect statement of accounts just as in the case of a limited liability company like your company; for instance, you have to send in a list of shareholders, you have to present your balance-sheet at the end of the year; similarly, they have also to send in their list.

*Sir Victor Sassoon*: I gather that the point of the witness is that if in a union there are only 10 members who belong to his mills he would not recognize or deal with the union because it could not deliver the goods.

C-154. *The Chairman*: Do I take it correctly on the two points mentioned in this connection? In reply to one point I understood you to say that there was no question of victimization, and to the second point you said that you should be satisfied that a substantial number of your own work-people are members of this union?—Yes.

C-155. *Diwan Chaman Lall*: Do you not think that it will be a very good thing if you can get assistance of any sort from whatever union that happens to be in existence for setting up works councils, which is a very good move that you have made?—With reference to your question I may be permitted to make my position clearer. If they suspect victimization, do they think that I am so ill-informed that I cannot get information that a particular individual is or is not a member? Do you think it would not be possible to get the information? What I want is that that should be got in public.

C-156. Why stand on a technicality?—It is not a question of technicality; it is a question which is vitally concerned, because during the last strike they began to dissuade all people from going to the mills saying that they were members of the union, which was not a fact.

C-157. What was the reason for the last strike?—The reason for the last strike is difficult to give in public.

C-158. You need not give the reasons, but how did you arrive at a settlement of that strike?—The strike was not settled but it fizzled out. No proposal for settlement that I put forward was agreeable to them. When one of the leaders of the movement saw that more than 930 men attended and only about 200 were absent at that time, he brought Mr. Ruikar from Nagpur and approached the Deputy Commissioner for making a settlement. We also did not object; the strike, so to speak, was settled before the Deputy Commissioner but in reality it has completely broken down.

C-159. Mr. Ruikar is the President of this very union?—Yes.

C-160. And it was by negotiating with the President of that union and through the good offices of the Deputy Commissioner that a settlement was arrived at. Do you not think that if you could make use of the services of the President of that union for the purpose of a settlement, it would be better in future to work through that union even if it does not send in a list of the names of its members?—Mr. Ruikar after coming to Akola delivered a speech to the men; after that he wanted to see me. I allowed him facilities to see all my records and explained to him all my objections; he regretted having delivered the speech before seeing me, and he went so far as to speak to the men not to go on strike; after some time, seeing the local feeling, he changed his mind and did what the local men wanted him to do. I am speaking the truth and am not exaggerating.

C-161. I am not challenging your statement. That is a very interesting history of Mr. Ruikar, but I am not trying to find out the history of Mr. Ruikar.—I did not volunteer the information; because you asked me whether it was not possible to make use of the services of the President of the union, I had to tell you the facts. You can draw your own conclusion whether or not there is any use in indenting upon the services of such a President for the purpose of a settlement.

C-162. *Mr. Fulay*: What were the terms of settlement agreed upon before the Deputy Commissioner?—In the terms of settlement that was agreed to, many things that we had already done were also included; for instance, one of the terms was that we should make arrangements for free grinding of flour for the use of workers. As a matter of fact, I had placed orders for the machine long before the union came into existence or before the strike took place; they wanted to take credit upon themselves and to show that several things were wrung from us. Although such is not the case, we have not deviated at all from the terms of agreement.

C-163. *Sir Alexander Murray*: The strike evidently lasted for six weeks but the mill was closed only for two days?—Yes.

C-164. Were those two days in the beginning or at the end of the strike?—They were in the middle.

C-165. I have got a book here by Mr. Fulay in which he says that the mills have not formally recognized the Central Provinces and Berar Textile Labour Union; is that the case?—They do not want to disclose their membership and therefore we do not recognize them; we are prepared to recognize them if they disclose their membership. We will not victimize the labourers for being members of the union because the most prominent of them we know already and we have not dismissed them.

C-166. Have you had many strikes in your mills during recent years?—No, we had only one strike.

C-167. That was the only strike over a long term of years?—Yes.

C-168. *Colonel Russell*: In your memorandum you say: "The average worker does not spend proportionately on his diet and allows himself to be

undernourished." What exactly do you mean by that?—For instance, take the case of a weaver who earns about Rs. 60 or Rs. 70 a month. He should nourish himself at least to that extent which a clerk who gets the same amount does, but he does not; he lives on juar and does not eat wheat.

C-169. You mean he does not eat as much food as he ought to?—I am specially referring to the quality and not to the quantity; a man may eat sufficient quantity and still be under-nourished if the quality of the food is poor.

C-170. Your point is that he does not spend as much money as he ought or could?—Yes.

C-171. With regard to the question of malaria to which the Chairman made a reference: have you a municipality here?—Yes.

C-172. Is the municipality doing anything to prevent malaria?—No; the municipality is not doing anything to us, though we pay taxes to the extent of more than Rs. 3,500; it is not supplying us water; it is not supplying us light; it has not laid out roads even up to the mill doors.

C-173. It does nothing for the prevention of malaria?—No.

C-174. You consider that the municipality ought to do that?—Yes, most certainly.

C-175. In your memorandum you have dwelt on the paucity of medical men. Why do you think that there is a paucity of medical men?—In the villages many people do not get medical assistance.

C-176. As a matter of fact there are large numbers of medical men in towns who are probably living on starvation wages?—That is true, but in villages the case is different. Due to professional etiquette, they do not want to lower their fees and the result is that poor men do not get the help that they need.

C-177. Have you ever made any attempt to appoint a medical officer for your mill?—We are already running a free dispensary which is in charge of a medical officer. Our Managing Agents have been kind enough to give us a free hand in this respect to the management.

C-178. So that you yourself had no difficulty in obtaining a medical man?—No. At present we get the attendance of the doctor only for one hour in the day.

C-179. He is a part-time officer?—Yes; a whole-time doctor would be too costly just now; at present if anybody happens to fall ill he finds very great difficulty in getting medical help.

C-180. Have you any suggestions to make as to how he or she could get medical help at those times?—Unless more persons are trained as compounders and nurses and they become cheaper for the poorer people, nothing can be done.

C-181. Would it not be possible to include the required number of nurses and compounders in your welfare work?—But we cannot train them.

C-182. But supposing trained people were available, would you be prepared to engage those people?—We have already engaged one. I am speaking for the whole country; I want that more trained people should be available for villages as this will be a great help to the poorer people.

(The witness withdrew.)

**Mr. KHANDARE, representative of the Depressed Classes, and  
Mr. KHEDKAR, representative of the Non-Brahmins.**

C-183. *The Chairman:* Mr. Khandare, I understand that you take a great interest in the depressed classes who form a considerable portion of the industrial labour here in Akola, is that so?—(Mr. Khandare) Yes.

C-184. Would you like to put anything before us affecting the lives and conditions of those whom you represent?—Yes. 95 per cent. of the population of the depressed classes are engaged in industrial work; they are mostly low-paid labourers, and the higher paid workers take advantage of these men. The mukkadam receives from the factory owners Rs. 7-8-0 per *bhoja* but he does not distribute that equally among the men engaged on that work; he takes a share for himself and distributes only the balance.

C-185. Do the people of the depressed classes work only in the ginning and pressing factories and not in the spinning mills?—About 50 per cent. of the labourers in the ginning and pressing factories belong to the depressed classes.

C-186. In the mills, do they work as spinners or in the blow room; in which department in the spinning mills do the depressed classes work?—They work in all the departments.

C-187. In the spinning mills they work with other people on equality?—Yes, but a distinction is made with regard to the amount of work; the men belonging to the depressed classes are given less amount of work so that they can get less pay, while others are given more work.

C-188. Is that because the higher classes try to keep the best work for themselves, or is it the manager who does that?—It is not the manager; the distribution is done by jobbers. But the manager does not hear any complaints that the depressed class men may make to him while he takes into account the complaints lodged by the higher classes.

C-189. What do you do yourself, besides being an organizer of the depressed classes; do you work in any occupation?—I am a petition-writer in the court.

C-190. How long have you been in Akola?—For the past 28 years.

C-191. The chief grievance is that in the ginning and pressing factories there is a commission or payment exacted by the mukkadam from the people of the depressed classes who work in the gangs under him?—That is one of our grievances.

C-192. How many people of the depressed classes are there in your organization? You are the Secretary, I understand, of that organization?—Yes; there is a committee of 13 organizers who watch the interests of the depressed classes; we have no membership as such.

C-193. *Mr. Ahmed:* Are you in favour of starting co-operative stores for the supply of grains and other commodities of consumption to the workers at cheap prices?—Yes.

C-194. And co-operative banks to advance money at low rates of interest?—Yes.

C-195. With regard to the supply of water to the labourers, is it adequate and pure?—The supply of water is not at all adequate. Sometimes the labourers have to stay at home simply to fetch water. They not only lose the day's wages, but they lose two days' wages for having stayed out of work.

C-196. Are you in favour of legislation compelling the employers to supply pure water to the labourers in sufficient quantities?—Yes.

C-197. Many labourers work for very long periods such as 20, 30, and 40 years with their employers. Are you in favour of giving them a pension when they get old and are unable to work?—Yes.

C-198. Do you want a pension or a gratuity?—I would prefer a pension.

C-199. You are in favour of legislation for this also?—Yes.

C-200. You think that it is the duty of the employer to provide adequate educational facilities for the children of their workers?—Yes.

C-201. With regard to payment of wages, do you not think that the workers would not be in debt if wages were paid weekly?—Yes. Now they take advances from the manager.

C-202. *Sir Victor Sassoon*: Do they not get their wages every week in the gins?—Yes, they do.

C-203. *Mr. Ahmed*: Mr. Agarwal was saying that he was advancing money to his workers at small rates of interest. But would you not prefer weekly payment of wages to taking advances at small rates of interest?—Yes.

C-204. So that you may save the interest charges and be free from debt?—Yes. We would then be free from any debt whatever.

C-205. Again he said that he would be in favour of a month's leave for every worker on full pay without the option of its being converted into cash. Such things are done by Government for their servants. Do you see any reason why Government should not legislate that this thing should be done by employers for their labourers?—Yes, I am in favour of legislation to that effect.

C-206. Would not the efficiency of the workers be increased if these things were given to the workers?—Yes, it would.

C-207. It would be to the benefit of both the employer and the labourer?—Yes.

C-208. *Mr. Bartlett*: Do you belong to the depressed classes?—Yes, I do.

C-209. *Mr. Clow*: What is the common rate of wages here?—Monthly wages are about Rs. 20 to Rs. 25. Daily wages during the pressing season are 10 annas for men and 6 annas for women.

C-210. *The Chairman*: They are lower during the other seasons?—Yes.

C-211. *Sir Alexander Murray*: How much do they get during the off season?—5 annas for men, and 2 to 3 annas for women.

C-212. *Mr. Clow*: Is it possible to get men coolies for building work for 5 annas a day?—Yes, it is possible to get that in the off season.

C-213. Is it possible to get labour so cheap during the sowing and harvest seasons?—No.

C-214. In what months of the year do you get labour at those rates?—May to September are the months of low wages for the labourers.

C-215. Is it the case of Akola alone, or does it refer to the surrounding areas also?—It refers to Akola and mostly to the surrounding areas.

C-216. *Mr. Cliff*: Is there any member of the deputation that is with you to-day, who works as a coolie?—Yes, there is one.

C-217. What is his name?—Suryaban Sakara.

C-218. Let me put him a few questions. What occupation do you follow?—(Suryaban Sakara) I am a labourer in the weaving department of the Akola Cotton Mills.

C-219. Are you given leave to-day for the purpose of attending on this deputation?—I am not now working in that mill.

C-220. When did you last work in the mill?—I was dismissed from the mill at the time of the strike.

C-221. *The Chairman*: Were you dismissed from the mill, or did you leave it of your own accord?—No, I was dismissed.

C-222. *Mr. Cliff*: How long is it since the strike terminated?—12 months.

C-223. What kind of work have you been doing since you were dismissed from the mill?—I have taken a land on lease, and been engaged in agricultural operations.

C-224. Have you been engaged in no industrial occupation during the last 12 months?—No.



C-225. *Sir Alexander Murray*: Where did you get the money to buy the land?—I have not paid the money in advance. It is to be paid in instalments after the produce is reaped.

C-226. *Mr. Cliff*: I should like to put a few questions to a man who has been working in some industrial occupation in this city?—They are all on work now.

C-227. *The Chairman*: You said that you were dismissed from the Akola Spinning and Weaving Mills after the strike which took place a year ago?—Yes.

C-228. Is it correct to say that you left work with the other strikers, that at the end of strike you were asked by the employers to resume work with the other strikers, but you declined to do so?—I was one of the four leaders of the strike. After all the labourers resumed work, we wanted to resume work, but the manager said that they did not want us.

C-229. Is it a fact that you were invited to resume work, you went inside and then came out of your own accord?—No, it is not a fact. I was not allowed to go inside the mill at all.

C-230. Are any of the other three men said to be the leaders of the strike now employed in the mill?—No, they are also out of employment.

C-231. There is a conflict of evidence which I am afraid we cannot resolve. Information reached me that you were several times asked to resume work and you declined.—I was not asked several times by anybody to resume work. I sent a letter through the union requesting the manager to take me on his mill. But he did not reply.

C-232. *Mr. Cliff*: Are you prepared to accept work now if offered?—Yes, I am.

C-233. *Sir Alexander Murray*: Who would then look after your fields?—I would ask someone else to look after them.

C-234. *Diwan Chaman Lall*: Are you one of the secretaries of the union?—Yes.

C-235. *Mr. Cliff*: Is there no one here with you who is actually working in the mill?—There is one.

C-236. What is his name?—He is Madhu, son of Soma.

C-237. Let me put him a few questions. Where do you work?—(Madhu) Sometimes I work in the ginning and pressing factories and sometimes on my lands.

C-238. When did you last work in a ginning factory?—About three weeks ago.

C-239. For how many days?—About 15 days.

C-240. In what factory?—In the other mill, that is, the Sawatram Ramprasad Mill.

C-241. What wages did you get?—8 annas a day. I was paid weekly.

C-242. How much did you get for the 15 days?—I got about Rs. 7 for 16 days.

C-243. *The Chairman*: Mr. Khandare, are these all amongst the 13 members of the committee representing the depressed classes?—No, they are not.

C-244. Do not the organizers belong to the depressed classes?—The organizers are not all labourers.

C-245. *Mr. Cliff*: Do you get the same wages as other coolies?—(Madhu) Yes, I do.

C-246. *Sir Alexander Murray*: Mr. Khandare, you said that there was a difference?—No, the day coolies get 8 annas a day and the night coolies get 10 annas.

C-247. *Mr. Cliff*: Have you been employed in agriculture since you left the factory?—Yes, I was employed as an agricultural labourer on 6 annas a day.

C-248. Do you live in Akola?—Yes.

C-249. Where do you live and what rent do you pay?—I have built a small hut for myself. Half the roof is covered with hay and the other half with tiles. I do not pay any rent.

C-250. Are you married?—Yes.

C-251. How many children have you?—Two.

C-252. *Colonel Russell*: How many are dead?—I had four children, two of them died and two remain.

C-253. *Mr. Cliff*: Does your wife work?—Yes.

C-254. Do your children work?—No.

C-255. How much does your wife earn?—About 3 annas a day.

C-256. *Sir Alexander Murray*: Where does she work?—In the fields.

C-257. *Mr. Cliff*: Mr. Khandare, I understand that you have a committee of 13 members specially representing the depressed classes. In what way do you suggest that the Commission could be of assistance to the community you represent here?—The difficulty is this. The depressed classes are stigmatized as untouchables and are not given any professional work to do. They are employed as labourers all the time. We want that there should be some legislation fixing a minimum wage of Rs. 25 a month for all the labourers. Failing that, we should be given at least a 50 per cent. increase in our wages.

C-258. Does the committee you represent here to-day think that any good will be served by the provision of public employment agencies? Would that remove the partiality and the disadvantage that you complain of? Supposing opportunity was given to all unemployed persons to register at a public place, would your committee be in favour of that?—Yes, they would be in favour of an agency like that. I think legislation setting up a machinery of that kind is essential.

(The witness withdrew. The Commission adjourned to Nagpur.)

**CENTRAL PROVINCES AND BERAR**  
**THIRTY-FOURTH MEETING**  
**NAGPUR**  
**Saturday, 7th December, 1929.**

PRESENT:

The Rt. Hon'ble J. H. WHITLEY (*Chairman*).

Sir VICTOR SASSOON, BART.

Sir ALEXANDER MURRAY, Kt.,  
O.B.E.

Mr. A. G. CLOW, C.I.E., I.C.S.

Mr. KABIR-UD-DIN AHMED, M.L.A.

Mr. G. D. BIRLA, M.L.A.

Mr. JOHN CLIFF.

Mr. N. M. JOSHI, M.L.A.

DIWAN CHAMAN LALL, M.L.A.

Miss B. M. LE POER POWER.

Lt.-Col. A. J. H. RUSSELL, C.B.E.,

I.M.S. (*Medical Assessor*).

Seth MATHURADAS MOHOTA, M.L.C.

Mr. L. H. BARTLETT, M.L.C., Agent and General Manager, Central Provinces Manganese Ore Company, Limited, Nagpur.

Mr. R. W. FULAY, M.A., LL.B., M.L.C.

Mrs. ANUSYA BAI KALE, M.L.C.

} (*Assistant Commissioners.*)

Mr. S. LALL, I.C.S.

Mr. A. DIBDIN.

} (*Joint Secretaries.*)

**Mr. N. J. ROUGHTON, I.C.S., Financial Secretary, Government of the Central Provinces ; Mr. R. N. BANERJEE, I.C.S., Director of Industries ; Dr. C. N. FRANKAU, Chief Inspector of Factories ; Mr. C. M. TRIVEDI, I.C.S., Deputy Commissioner of Nagpur ; Mr. P. V. CHANCE, Offg. Superintending Engineer, Hasedeo Circle.**

C-259. *The Chairman:* Mr. Roughton, you are the Financial Secretary to the Government of the Central Provinces. How long have you been fulfilling that duty?—I came in the beginning of April last year.

C-260. What is the organization of your Government with regard to industrial matters?—Our chief activity is as regards the administration of the Factory Act. The Director of Industries is in charge of the Department of Industries, and below him there is the factory supervising staff—the Factory Inspectors and the Boiler Inspectors. The Director of Industries is not a full-time official. The main part of his duties relates to the department of Co-operative Credit of which he is Registrar; this takes more than half his time. Therefore we have not a full-time official dealing with factory administration at the top, though of course the Factory Inspectors and the Boiler Inspectors are full-time officials.

C-261. What exactly is the relation of the Factory Inspectors and Boiler Inspectors to the Director of Industries?—The Director of Industries is head

of their Department and he settles all questions that come up to him, and, if the matter is of major importance, he will refer it to Government.

C-262. From your memorandum I notice that there has been a rapid expansion of industry in the Central Provinces. For instance, you state that the number of cotton ginning and pressing factories was 108 in 1908 and 613 in 1928. To what do you attribute that rapid increase?—It is largely due to the alteration in the definition of a factory. It is not an actual increase.

C-263. Dealing with the question of migration of labour, I notice that there is a very considerable migration, both inwards and outwards, from the Central Provinces. Has there been any tendency to stabilise that migratory character of the industrial labour?—A considerable portion remains here permanently.

C-264. I take it that a very large part of the industrial labour in the Central Provinces is labour which is attracted from the villages and which habitually returns at certain periods to the villages?—That is so, particularly as a large number of the factories are seasonal factories.

C-265. With regard to some of the perennial industries, such as the cotton mills, there is a tendency for a greater stability in labour?—Yes.

C-266. You make some observations with regard to recruitment for Assam, but you do not state the number of workers which is recruited from the Central Provinces for work in Assam?—The total number for last year was 10,446, which is above the average owing to the prevalence of famine conditions in part of the Province.

C-267. Have you figures of those who returned from Assam in the same period?—No.

C-268. What is done on the part of your Government to record how many of these migrants from your province settle permanently in Assam and how many return, and in what condition they return?—We keep no information of that kind.

C-269. Have you ever considered the idea of keeping such a record?—No.

C-270. *Mr. Cliff*: Is it possible to get figures, similar to the ones you have just given, over the last five years?—Yes.

C-271. *The Chairman*: With regard to the legislation as to recruitment for Assam, you do not say much in your memorandum except that you find difficulty in suggesting a substitute for the existing methods. You have no recommendation to put before us for the improvement of these methods?—No.

C-272. In some of the papers which we have before us there are suggestions that recruiting should be stopped altogether. Would that have the support of your Government?—No.

C-273. The larger field which is open to labour has a tendency to increase the demand as against the supply?—Yes, and to better the conditions of labour. Our Government would certainly take that view.

C-274. Your Government takes the view that the additional employment tends to improve the position of labour as a whole?—Yes, by reason of the additional competition.

C-275. Therefore the only suggestion you put before us is that the representation on the Board of the districts from which the recruits are taken might be strengthened by the addition of labour representatives?—Yes.

C-276. What advantage do you anticipate from the addition of labour representatives?—One is always not quite certain in these cases that all facts have been brought out affecting labour; and if there are proper labour representatives on the Board who are familiar with the actual conditions under which the labourer works, it seems obvious that that would be a further check against any possible abuse arising.

C-277. You think a change of that kind would tend to give more confidence to the public in general that the conditions were proper?—I think it

probably would. It would be an added safeguard as well. The proposal has only been put forward as a suggestion. We have not considered what, if any, objections to it there might be from the Assam side. There might be objections to it which we have not had an opportunity of taking into consideration.

C-278. I notice in the papers submitted to us a certain amount of criticism with regard to the housing of industrial workers in the industrial Provinces. Has Government any policy on the question of the housing to submit to us, or do they regard it as a matter for the employers and the Municipalities?—So far Government has not taken any active part in housing schemes, except in cases where the initiative has come either from the Municipalities (which is seldom) or from employers, as has occurred in the case of the Empress Mills. Where such an initiative has arisen, Government has assisted it by the best means in its power. Government has taken no direct action of its own. (Mr. Trivedi) The Government has provided 60 acres for the purpose of housing labour. It is Government land. It is proposed to prepare 24 acres out of the 60 and to give it to labourers at favourable prices. The price for the land will be extended over 25 annual instalments, and the money thus obtained will be given to the local body for the provision of amenities like roads, public latrines, drains, and lighting. Adjoining these 24 acres there is another area of 30 acres. This will mean about 800 plots—1,500 sq. ft. for each labourer.

C-279. *Sir Victor Sassoon*: Is that a direct Government scheme?—The land is Government land and the plots will be given over to the labourers.

C-280. The labourers will do the building?—Yes, they will do the building.

C-281. *The Chairman*: Do I understand that Government will lease the land to the individual labourer on which to build his own house, Government controlling the lay-out and also looking after the conservancy?—The local body will look after the conservancy.

C-282. Will there be any control over the nature of the houses which the individual worker will build under those conditions?—We have provided that only half the plot is to be built on; that the roads shall be 40 ft. wide; and we have also provided for open spaces in the form of parks. We have not laid down any definite type of house.

C-283. Are there any conditions laid down with regard to the size, or ventilation, or things of that kind?—That will be done by the local body under the ordinary building bye-laws.

C-284. You state in your memorandum, "There is no special labour office or labour offices in the province.... Labour leaders have also urged on the Government the necessity of such an organization". Has Government formed any view as to the desirability, in view of the increase of industry, of establishing a Labour Office in the Central Provinces?—(Mr. Roughton) At present the position is this: the matter is about to be discussed at the Board of Industries, but it has not yet been discussed. It is a matter in which Government naturally would not form an opinion until it had received the advice of the leading industrialists of the Province, who are represented on the Board of Industries.

C-285. What is the constitution of that Board?—All the members of the Board are nominated by Government. It is a purely advisory body.

C-286. It is really a committee called into existence by Government?—Yes, to which Government refers matters in which industrial interests are concerned and will naturally also consult them about labour matters.

C-287. Are the employers and employed equally represented on the Board?—There are two representatives of the employed on it. One of them is Mr. Fulay. The remainder are mainly business men with a sprinkling of Government officials belonging to the Departments which have contact with industries like agriculture. The Deputy Director of Education is a member and there are one or two members of the Legislative Council.

C-288. You tell us that the Board acts in a purely advisory capacity. Does that mean it only considers matters which are referred to it by Government,

or has it any initiatory powers?—It can discuss matters on its own initiative as well as matters referred to it by Government.

C-289. Has this matter of a special Labour Office been definitely referred to it for consideration on the part of the Government?—(Mr. Banerjee) Mr. Fulay is one of the members of this Board and he brought forward a resolution that we should have a Labour Office somewhat on the lines of the Bombay Labour Office. The difficulty is to induce the employers to give the information which we want, especially information regarding wages. In Bombay a Bill was endeavoured to be introduced making it compulsory on employers to furnish all that information, but that Bill had to be dropped; and in the light of that experience in Bombay we have been rather diffident. I, as the head of the Department, have been investigating the feasibility of such a board, and I have asked all the other Provinces as to how they get information. That is how it has come to be taken up by the Board of Industries.

C-290. Mr. Cliff: Has the Government any definite policy in relation to labour legislation or any programme of labour legislation?—(Mr. Roughton) Generally the line we take in this Province is that we are largely an agricultural Province, and only to a very small extent an industrial Province, and that any of the evils of industrialism are more accentuated elsewhere. We prefer, therefore, to watch things elsewhere before we take any initiative here.

C-291. Does that mean that you await the lead of the Central Government?—Partly, yes. It is obviously sound that, if there are evils to tackle, they should be tackled at the places where they are most obvious.

C-292. A good many of the papers point to the lack of uniformity between the Provinces and I want to ask whether Government, as a Government, are in favour of labour legislation being All-India rather than provincial?—I think we should be in favour of it being All-India. It is a matter in which uniformity is obviously desirable for the whole of India.

C-293. Mr. Clow: Is it the view of the local Government that labour legislation generally should be All-India?—I cannot offhand commit Government on a constitutional question of that nature, but my personal opinion is that all such legislation should be central.

C-294. I notice you say: "There is a tendency on the part of the local Government to leave legislation more to the Central Government in order to secure uniformity of law and practice;" but in another part of your memorandum you say, what appears to be an indication in the contrary direction, namely, "Labour welfare is a Provincial subject though subject to legislation in the Central Legislature. The local Government is fully alive to the necessity of co-ordination in matters affecting the conditions of labour, but considers that co-ordination can and should be secured by joint deliberations between the provinces at which the main principles can be settled. Control by the Central Legislature over a Provincial subject should be exercised as rarely as possible"—There is a possible divergence of views there, and for that reason I stated just now that I am not in a position to commit Government. The latter quotation was put in in view of possible political developments afterwards rather than with regard to the constitutional position as it is at present.

C-295. It may have been possibly influenced by the fact that the subject discussed here is one which may lead to considerable financial burden on the local Government?—As far as I remember that consideration was not present.

C-296. You give some figures of wages of unskilled labour for a number of representative districts. Do these wages vary very much from season to season?—They vary very greatly indeed—as much as 200 or 300 per cent. in Berar. Just as the cotton is being picked, and cloudy weather comes, and there is a fear of rain, the employers will pay up to Rs. 1-8-0 or Rs. 2 per day per labourer; whereas in the off-season the wage may be 4 or 5 annas.

C-297. A labourer to whom I was talking yesterday told me that in the season he might be getting 9 or 10 annas, and at other times of the year only 5 annas. Would that be a fair representation?—Yes.

C-298. Do the figures you give of coolies (male and female) represent more or less an average for the year, or do they represent a special season?—They are the average annual figures.

C-299. The memorandum presented to us by the Factory-Owners' Association states that there is general unemployment due to trade and industrial depression. Is that an accurate statement?—No.

C-300. I notice that they are not quite sure about it themselves, because they go on to say that recruitment for Assam must be checked because there is already a shortage of labour in the Province. You state in your memorandum: "The law requires that first-aid appliances shall be provided in all factories employing more than 500 persons a day and in all important mines." What law is that?—It is the rule under the Factory Act.

C-301. Are you satisfied that the rule has the force of law?—It has the force of fact. Whether it is *ultra vires* of law or not I cannot say without further investigation.

C-302. You agree that if it has not the force of law it ought to have?—Undoubtedly. It has never been suggested to us that there is this legal defect in the law. If it is we should take steps to remedy it.

C-303. I notice in the case of humidification of live steam you have apparently passed rules which the Bombay Government have felt themselves precluded from enacting?—Yes.

C-304. *Mr. Birla*: How many meetings does the Board of Industries hold in the course of the year?—Three or four; it depends on the business to be done.

C-305. What is the nature of the work they have been enabled to do so far? Have they settled any strikes?—They do not have anything to do with industrial disputes.

C-306. What sort of work have they done?—They are not a body which is supposed to do work; they are an advisory body which gives advice to Government on industrial matters.

C-307. So far have they been able to give any useful advice to Government?—Yes, I think exceedingly useful advice; it contains a number of business men whose opinion on any matter is of the utmost value. For instance, they have given their opinion on the Maternity Bill and on the Industrial Welfare Bill which are at present before our Council.

C-308. Were they in favour of maternity benefits?—Yes, they favoured the general principle.

C-309. It appears from your statement that the sickness insurance scheme inaugurated by the Empress Mills has not been very successful so far?—The difficulty there is the voluntary element.

C-310. You say that during 9 years not more than 50 out of nearly 9,000 employees have taken advantage of the scheme. Can you tell us the reason of its failure?—Because they are required to pay up hard cash.

C-311. The employers, of course, are prepared to pay?—Yes, it is the employees who do not want to contribute; they are not willing to contribute as little as 8 or 4 annas a month.

C-312. May I take it that its failure so far as your Province is concerned suggests that a scheme of sickness insurance is not a practical proposition at this stage?—Yes, I think that inference can almost certainly be drawn from it.

C-313. *Diwan Chaman Lal*: From one instance?—The reason is that the scheme has been tried in a place where it has the greatest chance of being successful; that is to say, where the labour is most stable and anybody who puts in his contribution is more likely to have a chance of drawing something out of it. The fact that it has for practical purposes failed

under the most favourable conditions seems sufficient indication that where conditions are less favourable there is less chance of its success. That is why I think this one instance, although it is only one instance, is a very valuable instance.

C-314. *Mr. Birla* : Do you not think that the conditions here are much more favourable than in Bombay and other places where the relations between employees and employers are very bad?—I have no personal knowledge of the conditions in Bombay, so that I am unable to make a comparison.

C-315. You say you do not think the present time is favourable for its introduction because, on account of the disturbed conditions of labour, attempts might be made on the part of labour to shift the whole of the burden to capital. I think you will agree with me that labour is getting more organized and educated, and if the tendency exists at present to exact more from the employers, it will be still greater in future when labour is more organized?—I do not think it follows that as labour becomes more organized relations between labour and capital will deteriorate; it is quite possible that as a result of the organization of labour, with responsible bodies able to speak on behalf of labour, the relations between labour and capital may improve rather than deteriorate; but I must confess that that is a matter on which I am more or less speaking as an amateur. I think both views can reasonably be taken.

C-316. You suggest that even if the scheme is introduced, it ought to be confined to some specified areas. I do not know how far that is practical, because that would mean that if a worker falls ill say in Nagpur and wants to go to his native place for a change of climate, you compel him to stay in Nagpur though it might be unhealthy for him to stay here?—A scheme of that nature is bound to be rather experimental at the start, and we foresee that at the start there will be very considerable difficulties in the matter of administration, not the least of which would arise if the employee wanders at will over the country, because it will be difficult to find him to make payments. But we quite realise that these are only administrative difficulties. It would probably be necessary to enforce these restrictions at the start and it might be possible to relax them later on as we get more experience of the working of a scheme of this nature.

C-317. Would you not like qualify this statement, because to compel a man to live in a specified area sometimes means compelling him to live in an unhealthy climate?—It is not an objection on principle; it is one of the difficulties of administration which would have to be worked out. It is possible that we might be able to get round it; I think we would probably be able, for instance, to provide that when a man is ordered under a medical certificate to go to a different area, his sickness benefits should not lapse.

C-318. *The Chairman* : Your point is that the migration of labour constitutes one of the great difficulties from the practical point of view in such a scheme?—Yes, that is my point, and as we get experience of the administration we should probably be able to vary the administrative details.

C-319. *Mr. Birla* : You suggest in your memorandum that the Western system and not the indigenous system of medicine should be used. I am sure you know that the indigenous system plays an important part in the country in affording medical facilities for the mass of the people?—There is a practical difficulty of administration; it is very difficult to have two different authorities to whom recourse can be had for medical certificates. It is not a suggestion aimed at the indigenous system as such; it is merely to see how the scheme can be made workable. Our experience is that the industrial workers in factories take readily to the Western system.

C-320. Do you think there are sufficient doctors to take up that sort of work in villages?—The suggestion is that the scheme should be confined to a limited area. I do not think a very large medical staff would be required to enable this to be carried out in a comparatively limited area.



C-321. You will agree with me that it is almost impossible to find a doctor in a small village even if it is, for instance, only 10 or 15 miles from Nagpur?—I should think a doctor in a place like that is about as rare as a textile mill.

C-322. Do you want to limit it to one town?—We would limit it to the area where the mills are, where there are nearly always doctors.

C-323. *Mr. Joshi*: With regard to emigration to Assam, are you satisfied with the provision for repatriation in the Government of India's Bill?—Before I can give a definite opinion on the part of Government I should have to consult the interests affected.

C-324. With reference to recruiting, do you not think there should be some provisions as to a minimum wage?—That is a very big question which involves a careful economic study and I am not prepared to give a definite opinion upon it.

C-325. From the local Government's memorandum it would appear that in certain mines in the Bhandara District there is a certain amount of unemployment among the local labour, but imported labour finds full employment. Will you explain the cause of that?—I take it the reason is that when a mine has gone to the expense of importing labour, it naturally keeps that labour employed as far as possible, whereas local labour comes to seek employment as an alternative employment and will not depart from that neighbourhood.

C-326. Has the recruitment of imported labour been stopped?—When there is a slump they stop the recruitment of imported labour and start it again when the demand increases; but they naturally try to keep their permanent labour force which they have got on the spot; otherwise they will have to go to the expense of recruiting it again. I take it that is what happens in practice. I have no actual facts before me, but the manganese industry is in a depressed state and recruitment must be at the minimum now.

C-327. The manager of the mines in his memorandum states that the local labour which cannot find employment returns to agricultural work as they all have small holdings. The manager in selecting men to be dismissed, does not pick out a man just because he is a local man; but it is quite possible that the wages paid in this mine are so low that people do not mind returning to agriculture?—I think that is not so. Naturally local men are the first to be discharged if they want to reduce their staff.

C-328. *Mr. Bartlett*: The local labour is purely seasonal; when they have no work in the fields and nothing to do, they come to the mines; nearly all the mines are in the rice area and it is only for a short time that the labour is essential in the fields; during the remainder of the year they come for occasional work in the mines. Also, a number of the local coolies are not suitable and capable of doing the work that the imported coolies do. The local coolie does not care to work on the hard parts of the rock which is not blasted, so that a nucleus of imported labour of a suitable type must be kept at all the mines. If it is necessary to reduce labour, the natural thing is to dispense with the people who are only temporary and come at such times as suit their convenience.

C-329. *Mr. Joshi*: With regard to what you say about the control exercised over working conditions of contract labour, has your Government ever considered the desirability of introducing what is called in England the 'fair wages clause' in all your contracts?—That question has never come under the consideration of Government. I think our Government would prefer to wait until they get the advice of this Commission on the subject.

C-330. Do you think it is in the best interests of the workers that housing should be provided by the employers or by a local body with the help of the employers?—I think it must vary with the nature of the employers and the nature of the local body. Probably in some cases the local body would be better; in other cases the employers would be better. In the

case of the Empress Mills, where you have a body of employers holding very enlightened views on labour questions, I think we should probably get the most satisfactory results by leaving the matter in the hands of the employers.

C-331. Is it not possible that the present management of the mills may change and a different policy be entertained, whereas in the case of a local body you have some assurance that the same policy will be continued?—No, you have no absolute guarantee of uniformity on the part of a local body; they sometimes change with almost startling rapidity. I should say the employers are more stable.

C-332. *Miss Power*: The Chief Inspector, in his report for 1928, says, in regard to ginning factories that "the dust nuisance still exists and can only be controlled by the use of exhaust fans, the installation of which is too costly for small employers to consider; the benefit, however, to the workers is considerable and it is hoped at some future date a system of dust extraction may be made possible." In your memorandum you refer to "the invention of some inexpensive and efficient method of alleviating the dust nuisance in cotton ginning and pressing factories". Is the question of control merely awaiting the invention of a comparatively inexpensive form of dust extraction?—(Mr. Frankau) It has always struck me that something might be done. This was really put forward to draw the general public; I rather hoped somebody might come forward with a valuable suggestion.

C-333. We have seen some very varied conditions in the ginning factories, some very good and some exceedingly bad, where different types of machines were installed?—Some of the concerns are very small; if you made a rule, you would have to apply it to all factories.

C-334. Have plans to be submitted to you for these places before they are erected?—Under the Cotton Ginning & Pressing Act they have to submit their plans for approval.

C-335. Would it be possible to compel the installation of some such machinery in all newly built ginning factories?—It would be possible; but having regard to the expense, I think it would be rather hard on the owners to enforce it.

C-336. Because no inexpensive machinery exists yet?—Yes; but we have insisted on more ventilation than that which exists in the old factories, and we have endeavoured to persuade the owners of the old factories to improve their ventilation; in many cases they have done so by giving ventilation at the ridge of the roof and also making more openings in the walls. I doubt if one could insist on the installation of fans; it would be very expensive for a small employer and would be rather hard on him.

C-337. In the local Government's memorandum, a reference is made to a local Maternity Benefit Bill. Would that cover only one industry, namely, the textile industry, as in Bombay?—(Mr. Banerjee) All perennial factories in which the woman employee is employed at least 9 months.

C-338. Regardless of the industry?—Yes. Of course, that would automatically leave out the seasonal factories, the ginning factories.

C-339. *Mr. Joshi*: Would it apply to the mines?—No, they are not factories.

C-340. *Miss Power*: Does the burden fall entirely on the employers, or is it a contributory scheme?—(Mr. Roughton) It would fall on the employers entirely.

C-341. With regard to welfare, you speak of the impossibility of compulsion in regard to crèches. Are you in favour of compulsion for any form of welfare work in the factories, e.g., welfare orders which would have the force of law such as are operative in England in certain industries?—It is largely a matter of opinion as to whether you get the best results from compulsion. It is arguable that compulsion gives a minimum all round, whereas if you have a more voluntary system, in some cases employers will go substantially above the minimum.

C-342. The trend of your and the Chief Inspector's reports is that you are at a deadlock here in regard to increase in welfare work: that with the exception of the Empress Mills, practically nothing has been done in the last few years?—Yes, I think that is correct.

C-343. You are not prepared to say whether the local Government would be in favour of any minimum standard of welfare in the larger factories; for instance, as regards matters such as dining sheds, crèches and so on?—It must depend on what that minimum standard is; if the minimum standard did not impose too great a burden on industry I think Government would gladly accept it.

C-344. In dealing with hours, you speak of exempted factories. The Chief Inspector's Report says that certain proposals are now being submitted to Government dealing with the curtailing of the exemptions in certain of these cases. What sort of factories are exempted?—(Mr. Frankau) Chiefly the engine room staff, mill-wrights and people of that description who are engaged on repairs over the week-ends and in cleaning.

C-345. And continuous processes I suppose?—Yes, of course they are exempted, but they are mostly engineers.

C-346. In your memorandum you deal with unregulated places and you suggest that Government would be in favour of some form of regulation. Could you say what number of employees you would regard as involving the necessity for regulation; would you put it as low as 25? I am talking of places without power?—(Mr. Roughton) We should probably take the same limit as the Factory Act; that is 20. There is a tendency in all these things to start gradually and then tighten things up.

C-347. Have you any idea what number of places would be covered if you included firms employing 25 men?—There are about 600 *bidi* factories.

C-348. Would it involve doubling your inspection staff?—It would involve a very considerable addition I should think, because these places are small and scattered.

C-349. You cannot say exactly how many?—No.

C-350. Perhaps you could let us have a statement later?—In the introduction to our memorandum you will find that there are 775 *bidi*-making establishments employing some 29,000 workers and 15 shellac factories employing about 2,000 workers.

C-351. Then you deal with the question, which has been raised in a number of places we have visited, as to the inadequacy of the fines imposed by Magistrates. Do you suggest there could be any alteration in the Act to compel the imposition of bigger fines, or are you more in favour of the gradual education of Magistrates in the necessity for imposing bigger fines?—I think it would be very difficult to enact by law a minimum fine, because there are bound to be cases in which a very small fine is appropriate. If you lay down a minimum fine in any Section of the law of this nature, the minimum would have to be so small that for practical purposes it might just as well not be there. I think the remedy lies in teaching the Magistrates what they ought to do in the matter.

C-352. Is there any improvement in that respect?—(Mr. Frankau) This year there has been a decided improvement as a result of appeals to the District Magistrate. That is the better way of doing it. It is righting itself.

C-353. *Sir Alexander Murray*: What is meant by the statement in the local Government's memorandum that "District Magistrates have been asked to ensure that adequate penalties are imposed in these cases" (i.e., cases in which the fines levied from a very small percentage of the profit earned by working the operatives beyond the legal time limit)?—(Mr. Roughton) The District Magistrate is in charge of the various Magistrates in his District. Whenever a Magistrate decides a case, a tabulated statement is sent to the District Magistrate showing the nature of the case, the amount of the fine and so on. In many cases the District Magistrate

will call for the record of the case, go through it and in his capacity as head Magistrate of the District will point out the Magistrate, after the case is over, any errors in judgment or otherwise in his conduct of the case which occur to him. A good District Magistrate will frequently do this; it is a method of securing the efficient discharge of the magisterial duties.

C-354. *Mrs. Kale*: You say the huts constructed by the workers themselves are of a low standard. Do you attribute that to the general poverty existing among the workers?—Undoubtedly it is a contributory factor.

C-355. Have you anything to suggest with a view to remedying this state of affairs?—I think it is really a state of affairs that can only gradually remedy itself.

C-356. But in this connection do you not think it would be better to have a minimum wage fixed?—No, personally I think probably a minimum wage is not in the interests of the employees.

C-357. Can you give us a rough idea as to the cost of the average labourer's hut?—I am afraid I must ask for notice of that question.

C-358. *Diwan Chaman Lall*: Why are you not in favour of a minimum wage?—It is a big economic question, but my idea is that probably a minimum wage in the circumstances in this country would tend to reduce the wages of all to the minimum and would not allow the person who is really worth more than the minimum to get the full advantage of his superior skill; but I am merely speaking personally, and it is a very debatable matter.

C-359. *Mrs. Kate*: You know that the Workmen's Welfare Bill has been introduced in the Council. Are you in favour of it?—Yes. We have accepted the broad principles, the only line that Government took was that they would prefer to wait a little until, as I have said in another connection, we have the advice of this Commission on the subject.

C-360. With regard to indebtedness, you are perhaps aware that the Pathans charge the labourers very heavy rates of interests, which constitutes a set-back to the labourers?—Yes.

C-361. Are you in favour of some sort of legislation with regard to the Pathans; would you regulate the rate of interest by legislation?—I do not think we could possibly have class legislation affecting, for instance, only Pathans.

C-362. *Sir Victor Sassoon*: In any case, would it be possible to administer such legislation?—I should think it would be quite impossible.

C-363. *Mrs. Kale*: What is the average rate of interest that a Pathan charges the average labourer?—I am afraid you must ask the Pathan.

C-364. There is a considerable number of labourers working in *bidi* factories, and I am told many evils exist in those factories especially affecting women. Are you in favour of applying the Factory Act to those factories?—Government is considering that point; we have not yet come to a definite conclusion; but the conditions are certainly not as bad as they are elsewhere.

C-365. Are you personally in favour of applying that Act?—I am afraid I have never seen one of these *bidi* factories. (Mr. Banerjee) I have seen a few only recently at Gondia, which is our largest *bidi*-making centre, and it is my honest opinion that it would be quite wrong to extend the Act to these establishments, because I find the workers, some of whom are quite young boys, quite healthy and clean looking. I do not think there is any case for extending the Act. I think the evils exist more outside the factory than inside.

C-366. Is there medical inspection?—No.

C-367. Then you have to surmise?—I am talking of what I have seen.

C-368. *Mr. Fulay*: You state in your memorandum that many workers are heavily indebted. Do you not think it would be desirable from the point of view of the workers that all Pathan money-lenders should be

licensed by Government, persons not licensed not being allowed to deal with the workers, that account books should be compulsorily registered by Government to prevent fraud, and that a maximum rate of interest, not higher than the Bank rate, should be fixed by legislation?—(Mr. Roughton) Your suggestions sound rather drastic, but we shall be in a position to consider them better when we get the Report of the Banking Enquiry Committee which is at present going into the matter.

C-369. *Diwan Chaman Lall* : Do you not know there is a Bill now pending before the Punjab Legislative Council on the lines suggested by Mr. Fulay?—Yes.

C-370. The Banking Enquiry Committee may take 6 years to report?—I understand our Provincial report will be presented about April or May.

C-371. *Mr. Fulay* : In your memorandum you suggest that fines are too low to have any deterrent effect on the factory owners. Would you, therefore, propose imprisonment for breach of factory rules in such cases?—No, I do not think so.

C-372. Why not? Is it because you think factory owners are too respectable to go to jail, or is there some principle involved?—Having regard to the class of case in which under the present ordinary law imprisonment can be applied, I think these cases belong to a class for which usually we do not allow imprisonment.

C-373. *The Chairman* : Would you, on the other hand, be in favour of a heavier penalty for a repeated offence of the same kind?—Yes, I think there is a provision to that effect; certainly in practice it is so. (Mr. Banerjee) The present evil is that the fines actually imposed are low; the maximum fines laid down by the law are much higher. The direction in which we should improve matters would be to raise the fines actually imposed; the Magistrates must take a more responsible view of things. We do not want imprisonment.

C-374. *Mr. Fulay* : You have given us absolutely no suggestion as to whether your Government is in favour of works committees or not. If works committees are constituted with equal representation of employers and employees, do you not think they would be useful in preventing many industrial conflicts and misunderstandings?—(Mr. Roughton) That is rather an academic question, because they do not exist. A works committee that did function properly I think would have many useful functions of the nature you suggest.

C-375. So that Government has no objection to the formation of such committees if inaugurated or recommended by the Commission?—Yes, Government has no objection.

C-376. On the Advisory Board of Industry are there not four or five times as many representatives of employers as there are of workers?—I do not think the Advisory Board of Industries is a board on which it necessarily follows that there should be equal representation of employers and employees, because it advises Government on industrial matters as apart from labour matters.

C-377. Can you recollect any recommendation made by this Board for the welfare of labour or supporting any labour legislation?—Yes. The Maternity Bill was one which received the support of the Board as a whole.

C-378. The Bill was accepted in principle but not the provisions of the Bill?—I do not think you can expect me to disclose the details of the recommendations of the Board, But I can tell you that on general grounds they did accept it.

C-379. Do you not think the constitution of the Board should be changed and some more representation should be given to the workers?—No, I think we should find it difficult to find more satisfactory representatives of the workers. There is great difficulty in obtaining satisfactory representatives of the workers.

C-380. You are also in charge of the Government press as an employer?—  
I am.

C-381. Do you know that a considerable proportion, at least 33 per cent., of the employees of the Government press get less than Rs. 20 per month pay?—I have not the exact figures here. I know they are paid substantially higher than in private presses.

C-382. But do you not consider that the condition of some of the workers is extremely bad?—No.

C-383. Could you tell us why the employees of the Government press are not allowed to join the Press Employees' Association by your Government?—As far as I remember, there is no objection to their joining it, but Government does not recognize an association which contains non-Government servants as well as Government servants; I believe that is the reason.

C-384. Do you know that the Great Indian Peninsula Railway's employees, who are servants of Government, are allowed to form a union with outsiders in it?—I am afraid I have no information about that.

C-385. Would you welcome the formation of a Department of Statistics in each Province, as the existing statistics are very meagre and there is no reliable information on different subjects connected with industrial welfare?—It is a highly technical matter on which a considerable amount of expense would be required in order to get any statistics that were of any value. I am afraid many of the statistics we have produced, particularly as regards prices and wages, are probably not very valuable.

C-386. Would you welcome the establishment of such a department?—It is likely to be an expensive matter and we should have to weigh the comparative cost with various other schemes, such as the improvement of the conditions in the Government press; probably we should be unable to afford it.

C-387. But, funds permitting, you would welcome the establishment of such a department?—On general principles I welcome all industrial statistics, provided sufficient money is expended on them to ensure that they are really worth while having.

C-388. *Mr. Cliff*: Your Government has not accepted the recommendation of the Economic Enquiry Committee on that, have they?—I think not; I think very few of the recommendations of that Committee were accepted by any one.

C-389. *Mr. Fulay*: You do not know the circumstances for which the sickness insurance fund of the Empress Mills is not working properly?—No; possibly Sir Sorabji Mehta will be able to supply some information on that point.

C-390. *Mr. Mohota*: Is it not a fact that this problem of housing is peculiar to Nagpur?—No, the problem exists everywhere. I think everyone will agree that it is desirable that all workers should be housed better than they are at present.

C-391. Do they prefer the housing provided by the factory to their own housing?—I should think they probably prefer their own, but it is a question not so much of what they like as of what is good for them, I believe.

C-392. With regard to unemployment insurance you say: "All employers are of opinion that any such scheme would be unworkable". So I hope you will agree with me when I say that the State should bear the burden of this unemployment insurance?—I do not see why the State should bear the burden of a scheme that is admittedly unworkable.

C-393. *Diwan Chaman Lall*: You say "admittedly"—by whom?—I mean by the gentleman who is questioning me now; he is one of the people who have admitted that it is unworkable.

C-394. *Mr. Bartlett*: With regard to proposals for sickness insurance, I find that according to the figures given here, the people employed in industry in this Province comprise less than 1 per cent. of the total popu-

lation of the Province. Although it was suggested in a general way that the present scheme would be unworkable, there was a sort of proposal in the first instance that it should be applied only to those workers who come under the Mines and Factories Acts?—(Mr. Banerjee) No, only in industries where labour is comparatively stable.

C-395. That is only 1 per cent. of the total population, and it is a fact I believe that a great proportion of the industrial labour is employed by the larger concerns?—(Mr. Roughton) Yes.

C-396. I think all the larger concerns provide free medical facilities for their labourers?—I think so.

C-397. Is it not, therefore, likely that any such scheme, which it is generally admitted should be a contributory scheme on the part of the workers, would eventually involve an expensive Government organization and a contribution on the part of the workers for benefits which they already get free. My point with regard to the mines is that we already provide free medical attention to the workers, and a very large number of those working in factories and in mines are working for the well regulated concerns?—Yes, I think there is something in what you say.

C-398. The workers would be expected to pay for something which they already get free?—That would undoubtedly happen in some cases.

*The Chairman*: That is a point, of course, which is always present to our minds: the fact that under Indian practice medical relief at any rate is largely given by the organised employers. There remains, of course, the question of what is called in England sickness benefit which is given in a few cases but not generally.

C-399. *Colonel Russell*: I wish to ask the Director of Industries with reference to his bulletin of index numbers. Therein, it is stated: "The collection of such family budgets is, no doubt, a tedious and difficult task, but if a fairly large number of reliable budgets can be obtained and averaged etc." Can you give us any indication of what you mean by "fairly large number"?—(Mr. Trivedi) Something like 5 or 10 per cent.; in Nagpur we collected 1,000 budgets; that is more than 5 per cent. The industrial population in Nagpur is about 20,000.

C-400. Do you think that 5 per cent. is a fairly good percentage?—I should think so. (Mr. Banerjee) Budgets are of course drawn from various classes of workers.

C-401. If you are drawing your budgets from different classes, is 5 per cent. sufficient?—(Mr. Trivedi) We confined our inquiries to workers earning Rs. 100 or less.

C-402. You would have a larger number of classes?—Yes. (Mr. Banerjee) In this particular case this is all that we could get hold of; people would not come forward to give us information.

C-403. Again it is stated: "In a number of cases it was found necessary to visit each house many times before complete information could be obtained". How long did it take to complete one family budget?—(Mr. Trivedi): we had 33 investigators, and the actual time taken was about four months.

C-404. 33 investigators for 1,500 budgets in four months?—Yes.

C-405. *Sir Alexander Murray*: I think it took you a year?—That was the actual collection of figures.

*Mr. Cliff*: Were 1,500 budgets actually collected?—We actually collected more than that.

C-406. Can you tell us the number of budgets these 33 investigators collected in that time?—Speaking from memory I think the budgets actually collected in Nagpur were about 1,250.

C-407. *Colonel Russell*: With regard to the statement that: "A certain amount of experience is also necessary before reliable figures can be obtained."

how many budgets in the early part of your investigation did you find it necessary to reject?—We rejected a very large number of them.

C-408. How many budgets were left on which you made your estimates for the tables?—1,000 for Nagpur and 500 for Jubbulpore.

C-409. But you said you rejected a large number?—In Nagpur we collected 1,250 and rejected about 200.

C-410. You found that was all that was necessary?—Yes.

C-411. Further it is said: "It will be seen that more than 60 per cent. of the expenditure is on food articles." Would you say that 60 per cent. of the expenditure of the family budget is all that is necessary for the food supply of the family?—(Mr. Banerjee) That is the actual practice; that is what they are doing now. We have not tried to find out what the ideal diet should be.

C-412. These are actual facts?—Yes.

C-413. And you do not agree with any one who says they spend 75 per cent. ?—These are the results of our inquiry.

C-414. Would you explain more fully to us the statement that "During the last 13 years there have been some changes in the standards of living of the industrial labourers, and the mutual relation of the commodities in order of importance must have undergone some alteration"?—(Mr. Trivedi): For instance, in Nagpur wheat is used instead of juar; people are drinking more tea and are better clothed.

C-415. There has been a distinct improvement in the standard of life?—Yes.

C-416. It is stated: "It may, however, be noted that in spite of all the precautions and efforts it is difficult to get exact figures." Do you throw any doubt on the figures you have given in the table?—We would refer you to the supplementary information supplied as to the incomes of families. We also collected some figures about indebtedness, but we have excluded them because we are not sure of them.

C-417. Referring to the Government memorandum, with regard to the standard of housing, does Government have any type of plans approved by Government in the Public Works or Public Health Department?—(Mr. Beughton): No.

C-418. It is also stated: "the houses provided are at least equal to those that the employees normally occupy in their villages." Is it the view of Government that the houses of industrial workers are satisfactory if they are at least equal to those which are used in the villages?—I do not think that follows; we are only giving a statement of fact; I do not think we expect that inference to be drawn from it.

C-419. I think it is a legitimate inference?—We are quoting from the Central Provinces and Berar Mining Association's reply.

C-420. Then you say that even in Municipalities where the Municipalities levy some tax "There is no sort of drainage and the sight of the waste water of every house accumulating into an insanitary cess pool is more the rule than the exception." Is it not possible for Government to bring greater pressure on the Municipalities in order to supply these sanitary amenities?—Government is in a position really of only being able to give advice on the matter; as far as I know, Government has no power to compel.

C-421. *Diwan Chaman Lall*: Is it an accepted principle by your Government and the Central Government that when in times of scarcity one has no means of subsistence, the State should come to his assistance?—We have schemes with regard to famine, but we do not go as far as that; what we say is that if a man is willing to work he should not starve. Where we declare a famine, if he refuses to work we refuse to feed him.

C-422. Under the Famine Code, in times of scarcity or famine Government does give assistance?—Undoubtedly. We are spending very large sums of money during the present year.



C-423. Has any portion of the money you are spending during the present year been spent to assist men unemployed in industries in big towns?—No.

C-424. Has it ever been done in the past?—We have schemes for weavers' relief in Nagpur; the form the scheme takes is to buy up the products of the weavers.

C-425. That is the hand-loom industry?—Yes.

C-426. But in industrial towns like Nagpur and Akola has any portion of that money from the famine relief fund been made available for assistance to the unemployed in these big industries?—No, I do not think there is any such unemployment; in so far as they lack employment they will not remain in the town; they will go back to their villages and be eligible for the ordinary famine relief.

C-427. Did you say there was no unemployment?—No, what I say is that when a man is unable to obtain employment in an industrial centre in most cases he will return to his village. I do not mean that he will invariably do so.

C-428. According to your own memorandum there is a considerable amount of unemployment during the off-season and a certain amount of unemployment throughout the year?—I think that remark refers to skilled and semi-skilled labour, not to unskilled labour.

C-429. The seasonal factories work only for a part of the season and during the rest of the year the workers employed in those factories have no work?—Yes, they return to their villages.

C-430. They have no work in those factories?—The factories are closed.

C-431. *The Chairman*: Your point is that they are essentially villagers who go into timely work?—That is so; when the work ceases they return to their villages.

C-432. *Diwan Chaman Lall*: Have you ever traced a single man who works in any of these seasonal factories?—No, but I should be prepared to trace a large number if you ask me to do.

C-433. Have you ever made a correct scientific investigation into the life history of any of these seasonal workers who go back to the villages to find out whether they did get work in the villages?—It is a matter of common knowledge.

C-434. Dealing with unemployment you state: "The Empress Mills report that there is a good deal of unemployment both amongst the skilled and unskilled workers"?—Yes, that is what they say; the people come seeking employment but cannot get it.

C-435. The inference one would draw from that is that there is a large surplus of labour available for employment?—I do not think it is a large surplus, but in some areas there is a surplus available for employment. The fact of the matter is that the ordinary agriculturist in this province in most cases is only a part-time worker; there is a comparatively small proportion of the year in which there is any work for him to do, and if he likes, during the rest of the year, he can go and seek employment elsewhere; but in a very large number of cases he is content to subsist for the whole year on the earnings of a comparatively few months.

C-436. Would you consider 10 per cent. a large surplus?—I should consider it a very large surplus.

C-437. *Sir Victor Sassoon*: It is 10 per cent. of applicants?—Yes; I thought you meant 10 per cent. of the total workers, not 10 per cent. of the applicants who are additional to the existing workers.

C-438. *Diwan Chaman Lall*: Ten per cent. of the applicants for work are turned away?—I should not consider that large because you must remember that in a case like that many of the applicants would in any event be turned away not because there is not work but because they are not suitable workers.

C-439. They say they experience no difficulty in filling vacancies and every fortnight many apply in vain for admission. They do not give the reason which you are giving now?—No, but obviously it must be so.

C-440. Let us take that as the basic fact; you will admit that there is unemployment?—Yes, but I have tried to explain that the whole population is not employed fully throughout the year.

C-441. I am only dealing with industrial workers. What exactly is the attitude of your Government in regard to assistance to be given to industrial workers who have no employment?—I have not yet admitted that these are what you would call industrial workers; I am trying to explain to you our view that these are agricultural workers who fail to get a little extra employment in industry.

C-442. Suppose a man applies for employment at a mill as a weaver; you do not mean to tell me that he is exactly the same individual who looks after cattle in a village?—I think in many cases he is.

C-443. You think that a weaver who has applied at the Empress Mills for a job as a skilled weaver is really not a weaver at all but a cattle driver?—If he is a hereditary weaver and his hereditary occupation is weaving he probably would not be an agriculturist.

C-444. You were asked by the Central Government as to the extent of unemployment. Did you make any investigation into this matter?—(Mr Trivedi) There was a reference about it three years ago.

C-445. What was your estimate?—I think we came to the conclusion that there was very slight unemployment.

C-446. Beyond merely writing round did you make any scientific investigation into the existence or otherwise of unemployment?—We thought the people actually in charge of industry were the best people to tell us whether there was unemployment or not.

C-447. That is all you did?—Yes.

C-448. Suppose it is proved beyond a shadow of doubt that there is a certain measure of unemployment among the industrial workers, would you consider it your duty under the Famine Code or under any other Code, or as part of your duty to humanity, to make arrangements for the subsistence of these unemployed?—(Mr. Roughton) I think it will be impossible for the State to undertake an obligation of that nature.

C-449. And yet the State does undertake an obligation of that nature under the Famine Code. A letter was sent to you on the 26th of May 1926 with regard to this very matter by the Central Government. I am referring to it because they themselves referred to the question of the Famine Code; they say that a situation of this character is met in India by a system of famine relief which probably has no parallel in other countries. If the existence of unemployment is proved, do you not think it is equally the duty of Government to look after those who have no means of subsistence in industry?—No, I do not think we can be driven to that conclusion. You have to remember that we are an agricultural country, when famine is declared it is very serious and widespread and circumstances arise in which all means of subsistence are to a very large extent cut off. I think there is a great difference between providing relief in those cases and providing relief for the occasional surplus of unemployed workers in industry; the two cases are on an entirely different footing.

C-450. Is it therefore the attitude of your Government that it does not matter at all whether the industrial worker who is out of employment starves or does not starve?—No, far from it; we would never take up an attitude of that sort.

C-451. Then if it is proved that he is starving, what steps do you propose to take?—I think we must wait until it is proved that he is starving.

C-452. Would you be prepared to give him the necessary assistance if it is proved?—I think I must ask for actual cases; I do not admit the premise.

C-453. *Mr. Cliff* : You say in your memorandum : " The extent of permanent labour in unorganized industries to which the Factories Act does not apply is at most 2 per cent." How has this figure been arrived at and what does it mean?—It is little more a guess made on an inspection of one of the factories in Gondia.

C-454. But is it intended to declare that the permanent labour is only 2 per cent?—Yes, it merely means that a very small proportion indeed of the labour remains at that particular place.

C-455. Do the people who are employed season by season come back to the same industry?—Certain nucleus does.

C-456. From that point of view they may be regarded as permanent workers in that industry?—Yes, but they probably go to different factories even if they come back to the same industry.

C-457. Dealing with unemployment insurance, you give an expression of opinion of the employers. Has that question been referred to your Board of Industries?—No, I think what happened in this particular instance was that when we received your memorandum we made special inquiries from the various employers, and this embodies the replies received in response to the special inquiries made for the purpose of your investigations.

C-458. Has Government registered any opinion?—Government is inclined to agree with the opinion of the employers that it is not practicable administratively.

C-459. Has Government registered any opinion on the question of public employment agencies?—I do not think we have registered any opinion on that. We have certainly no experience, and any opinion that we could give would be merely based on theoretical considerations.

C-460. Has that question been referred to the Board of Industries?—No, I do not think it has; if Government were specifically asked for its opinion it would refer the matter to that Board.

C-461. In the local Government's memorandum it is stated : " For workers with incomes ranging from Rs. 70 to Rs. 100 per month ". May I take it that " 70 " is a misprint; is not that, as in the bulletin, 20?—(Mr. Banerjee) Yes, the bulletin figure must be correct.

C-462. With regard to the budget investigation, I see in the bulletin it is declared : " Therefore the absolute accuracy of the figures cannot be vouchsafed, but it is hoped that the information elicited is very near the actual facts ". Can the Commission take it that this investigation gives a fairly accurate indication of the standard of life of the industrial workers in this province?—(Mr. Roughton) I think so.

C-463. The bulletin also says : " Very great care was taken with regard to prices " ?—Yes.

C-464. I think the Commission would like a considered answer on that question as to whether this may be taken as a fairly accurate representation of the standard of life of industrial workers in this province?—Mr. Trivedi who was in charge of the department is prepared to give that assurance.

C-465. Am I to understand that the budgets were collected in four months?—(Mr. Trivedi) Yes, from September 1926 until January or February, 1927. They were tabulated later on.

C-466. The actual collection of the budgets including the rejected ones took 33 or 35 investigators for a period of four months?—Yes.

C-467. It says in the document that a certain number of investigators had to be rejected apparently because they had not the necessary tact?—Yes.

C-468. Had the workers who collected these budgets any previous training?—Good many of them were economic students.

C-469. Some of these students, I believe, had to be rejected?—Yes.

C-470. Did you get any social workers?—We had the co-operation of the Young Men's Christian Association also.

C-471. Can you give me an indication of the proportion of the 33 or 35 investigators as between social workers and students?—I will look that up.

C-472. *Sir Victor Sassoon*: Have you any record as to how long they were previously trained?—They have had no actual training in this work.

C-473. *Mr. Cliff*: How long did the tabulation and analysis actually take?—I think it took over six months.

C-474. Will you try and tell the Commission the exact time?—Yes.

C-475. *The Chairman*: When you are doing that, will you give the dates between the decision to make this investigation and the date on which the tabulation had been completed and the results were available?—Yes.

C-476. *Mr. Cliff*: You say the emigrants are said to remit nearly 75 per cent. of their incomes to the villages?—(Mr. Banerjee) That is the United Provinces people.

C-477. How far may we base an opinion on that statement?—The United Provinces people, for example, the people who work here as porters are notoriously most thrifty; they spend very little on themselves here. I can speak from my experience in Bengal where we had a man who did not spend more than Rs. 4 on his food and clothing in a month; he used to draw Rs. 14 and sent the balance. I was speaking of about 15 or 16 years; this is only a rough guess; that is what the manager of one of the mills told me personally.

C-478. Dealing with indebtedness you say: "Employers deny that the low level of wages is to any appreciable extent responsible for indebtedness". What is the opinion of your Government on that?—(Mr. Roughton) It is very difficult to give an answer to that question. But the view taken by the employers is that in many cases labour will only work to a certain extent and when it has earned so much it will not work any more; that is a common opinion.

C-479. *Sir Victor Sassoon*: If a labourer had higher wages and bigger credit, do you think he would be encouraged to borrow more because he is generally ready to borrow to the limit of his credit?—I am afraid you will have to put that question to people who have had more personal contact with labour than I have had.

C-480. *Mr. Cliff*: What steps is it possible for Government to take either by training or education to help in the production of more efficient workers?—I suppose it is mainly in regard to education that Government can help; Government subsidises primary education very largely in this province. In many areas we have schemes for compulsory education to which Government pays a fixed proportion of the extra cost of education as the result of the introduction of compulsion; Government pays half and the local body pays the rest. When any scheme comes up, Government, if it has any money, puts some money in the next budget. We usually have two or three new areas every year in which compulsory education is introduced; sometimes they are in the towns and sometimes they are in the country.

C-481. Is Government concentrating on primary education?—I think Government is concentrating more on primary education; the idea of Government is that the first duty in the matter of education is that people should learn to read and write. It is not my department; I am giving you the general idea of the policy of Government.

C-482. *Mr. Ahmed*: This province has greater unemployment than other provinces?—I do not know; but I should have thought not.

C-483. That is the reason why there is greater recruitment of labour to Assam and Bengal from this province than from other provinces?—I think probably the reason is that this is a province which is liable to famines, and we get intensive unemployment at certain periods when recruitment for Assam and other places is active; but I should be sorry to subscribe to the statement that generally there is more unemployment here than elsewhere.

C-484. The labour is much cheaper here than in other provinces?—Not everywhere, I think, probably Madras is cheaper than here. We import

labour from the United Provinces. The cost of labour varies over the province. With regard to the cotton areas I should think it would be a mistake to say that it is an area of cheap labour though that is undoubtedly the case with regard to some areas.

C-485. Are we to understand that the labour in the plantations is unfit to do the work in the factories here?—No, I do not think I have said that.

C-486. If they are paid more in the factories why do they not stay here rather than go to Assam?—It is different kind of work; one is an open-air work and the other is the work in the factory; one is work in the country and the other is the work in the town. There are various factors which make the labour choose one in preference to the other.

C-487. Have you any employment bureaux, or has your Government conceived the idea of starting one?—No, we have not considered the question yet.

C-488. Do you afford labour any protection with regard to repatriation?—As far as I know the question of repatriation is dealt with under All-India regulations.

C-489. Has your Government taken sufficient steps for the protection of these poor labourers with regard to repatriation which should be made a condition for recruitment? I am putting a general question?—I am afraid it is a question of such a nature that it does not admit of an answer.

C-490. Do you understand that the labour recruited from this province to Bengal and Assam may wish to return?—There is no question with regard to the general migration, say, from the Central Provinces and the United Provinces, of Government stepping in and providing that when the labourer wants to return to his home he should have facilities.

C-491. Do you admit that the major portion of the labour in the plantations is supplied from the Central Provinces?—Yes.

C-492. Has your Government taken sufficient steps for the protection and repatriation of those workers?—We control the recruitment, we do not insist on repatriation; we have no power under the law. After all Assam is part of India, and it is arguable whether it is a fair obligation on Government that they should step in with regard to the migration of labour from province to province; it is quite arguable that Government has sufficiently discharged its duty when it has undertaken to provide machinery so that the labourer knows exactly what he is in for when he chooses to migrate.

C-493. Are you in favour of supplying work to the labourer in your province?—Not wholesale as the result of Government activities; it is not a practicable proposition that Government should be a universal employer.

C-494. There is another school of thought in politics which is trying to exploit labour and to get the masses of the people into its clutches. Would not your Government like to give facilities to the masses in order to get them out of its clutches?—I am afraid that our Government have not either the funds or the ability to employ people on a large scale simply for the purpose of employing them.

C-495. What educational facilities do you give to the workers in your Province? If this scheme of compulsory education is accepted, you say that your Government will provide 50 per cent. of the money required, but we have been hearing it said that the other 50 per cent. cannot be supplied by the local Municipalities or District Boards. Has your Government taken any step to bring compulsion on the employers to pay a primary education tax?—Government does not admit that the whole of the responsibility lies on them.

C-496. There is a scarcity of water in this Province, is there not, much more so than in other Provinces?—Only in parts; for instance there is a scarcity in Berar.

C-497. Has your Government taken any special step to relieve the situation?—You are probably referring to Akola in particular. What happened there was that a water-works scheme was provided, but unfortunately it did

not turn out very successful. Usually in these cases Government contributes half the cost and the local body contributes the other half. We have a regular scheme under which these projects are worked out.

C-498. But there is still no improvement?—We are up against nature in this matter, and it is hardly fair to put the blame on Government.

C-499. What is the Government doing to ameliorate the conditions in this respect?—There are several water schemes under consideration in Berar, and as soon as the local bodies are in a position to have their scheme ready Government will consider bearing half the cost according to their ability to finance it.

C-500. *Sir Alexander Murray*: You state that a fitter in 1928 drew Rs. 52 and in 1927 he only drew Rs. 47. On the other hand, a blacksmith in 1928 drew Rs. 40 and in 1927 he drew Rs. 47. In the first case there is a rise of Rs. 5 in the rate and in the second case there is a fall of Rs. 7. Can we draw any conclusions from your figures?—(Mr. Frankau) To begin with, there are very few men employed in the engineering trade in this Province, and these figures are average figures. A fitter in a ginning factory may be earning about Rs. 30 to 35, whereas there may be a very high class man who is also called a fitter in the Gun Carriage Factory (probably a gauge-maker or a tool-maker) earning from Rs. 150 to 200 a month. We strike an average. As you will observe from the memorandum, I only offer these figures with all diffidence.

C-501. We should not pay too much attention to these figures?—No; they are of very little value.

C-502. *Sir Victor Sassoon*: We were told by the Bombay Labour Office that the results of the investigations of untrained investigators vary so much and are so inaccurate that they cannot form a true basis; and the Bombay Labour Office recommend that no investigator can give figures worth while unless he or she has had at least six months' training under some proper training system. I was wondering, therefore, that when you say that these figures are more or less accurate whether that is not perhaps an impression; whether you have had enough time to check them up by further investigation in order to see whether they do really convey an accurate family budget?—(Mr. Trivedi) The distinct view of the Officer on Special Duty in charge of this work is that these family budgets are fairly accurate.

C-503. Has he had any experience of such investigations in other parts of the country?—Yes. He was sent to Bombay on special duty. He was trained there, and after that training he remained on this special duty for about a year.

C-504. I gather that your 33 investigators have had no previous training?—No. We ceased to employ those investigators whom we found out to be unsuitable for the work.

C-505. But if the Bombay Labour Office is right, a large number of your present investigators may also not be quite suitable for the work?—(Mr. Roughton) I think that is probably correct.

C-506. This being an agricultural province, I take it that unemployment here depends upon the rainfall?—Sometimes. The present famine is due to frost.

C-507. Shall we say it is dependent on natural conditions?—Yes.

C-508. When there are favourable natural conditions there is no unemployment, or a desire on the part of the workpeople to go to Assam, but when there are bad natural conditions, rural unemployment will necessitate recruitment for Assam. I take it the only way to meet these vagaries of nature is by an increase in your industrial establishments?—No.

C-509. How are you going to deal with natural phenomena if you have no industries. No unemployment agency can increase employment, can it?—No, but you can increase the amount of employment in agriculture by intensive cultivation. Then there are irrigation schemes in various parts of the Province.

C-510. Such schemes like irrigation schemes would mean that they would employ a larger part of the agricultural population and make it independent of ordinary natural weather conditions?—Yes.

C-511. No employment agency would find more work in the Province than existed?—No; nor can an employment agency touch so scattered a population as the agricultural population. It would mean having to have an agency in every village, and the cost would be absolutely prohibitive.

C-512. Therefore in order to stop migration to the tea plantations a vast amount of additional work is necessary in the agricultural districts, like intensive cultivation and irrigation and an increase in industrial establishments?—It is an exceedingly difficult problem.

C-513. With regard to compensation, you suggest that the payment should be made for the full period after 10 days, but I take it that if the workman is ill for the 10 days he would be paid retrospectively?—Yes.

C-514. Do you think that would encourage malingering?—I know that it has been argued it would.

C-515. A suggestion has been made that the period should be increased to 15 days and that then it should be paid retrospectively for anything over 7 days. Have you any views on that?—It is very difficult to give views from a theoretical standpoint on a matter like that, unless one has experience of the amount of malingering that does in practice occur.

C-516. But you do give a definite recommendation in your memorandum?—Yes. In that case we followed the opinion of the Board of Industries.

C-517. Do the employers on the Board of Industries agree that it would not cause much malingering if you made it retrospective?—Certainly one of the employers was of that opinion.

C-518. *The Chairman.* Mr. Chance, what is your present office?—(Mr. Chance) Superintending Engineer, Hasdeo Circle.

C-519. Mr. Beddy in his written statement tells us of an interesting method of recruitment of labour, namely, departmentally instead of through contractors. Can you tell us anything about that?—We started departmental recruiting in 1924-25. Since then we have recruited labour amounting to 10,000 in this last year. We worked them departmentally direct under Government.

C-520. For how many years have you been doing that?—From 1924 until the present year, and we are continuing it this year.

C-521. Does your experience bear out what is stated here, namely, "labourers are usually more ready to accept employment departmentally than from a contractor"?—Yes.

C-522. You tell us that with this direct labour you do make certain advances to labourers coming from a distance. At one place we were informed that Government never could make these advances and therefore it was necessary to rely on the contractor?—We have been making advances for the past five years, and the system has worked satisfactorily.

C-523. May the Commission take it that, in this considerable experience, you have found it possible to do without the contractor?—We still employ contractors as well as departmental labour, but on a very much smaller scale.

C-524. Does the contractor take the balance?—The contractor works mostly on masonry works and works of that sort. Our departmental labour does the ordinary rough earth work which can easily be looked after. This year we had about 10,000 departmental labour and about 5,000 contractor's labour.

C-525. You go on to say that labourers are more ready to accept direct employment than contractors employment, since as a rule they believe they will obtain fairer treatment from the Department than from the contractor. The fact that the labourers have returned to work in increasing numbers from year to year indicates that they have been fairly treated by the staff of the Department, and are satisfied?—I think so.

C-526. You think you get more regularity of employment under that system?—Yes. Contractors occasionally do not treat the labour fairly. When we started our two projects as the Haadeo Circle we employed contractors exclusively, but the labourers would not come in and work under the contractors to the extent necessary to complete the works. It was for that reason that we started departmental recruitment in order to increase our labourers.

C-527. Are you aware of any other place where the same thing has been done?—No. Departmental recruitment has been started here and has worked successfully.

C-528. You tell us that it brings greater satisfaction to the workers. What about the cost to Government? Is it any more costly?—It is very difficult to say. On the last three years working, there has been a slight profit, neglecting certain points which are of the greatest importance. For instance, the rapidity with which the work has been completed has been neglected in the calculation. There is a saving owing to the work being completed quickly. In addition to that, on the rates paid to the contractors there has been a slight profit on the last three years and a slight loss on the first two years.

C-529. I might perhaps put it in this way that it has been no more costly to the Government?—I think there has been a very large saving, but it is difficult to estimate. There has been a saving on paper, but that neglects the fact that the work would never have been finished in the time in which it will now be finished—which will amount to a saving of 4 or 5 lakhs.

C-530. This is the first time we have come across the direct employment of labour, and that is the reason why I am anxious to get on the record whatever facts you are able to give us?—The scheme has been renewed from year to year by Government as having been satisfactory.

C-531. Would it be possible for this evidence to be amplified?—I can send you in the report on recruiting, and the statistics which have been published in that connection.

C-532. You tell us that the first saving is that the work is done more quickly?—That is the greatest saving. We have prepared a statement showing the actual payment for the recruited labour, wages, railway fares, advances paid, advances recovered, payment to the management, and so on. We have also prepared a statement of the work done and the payments which would have been made to the contractors at the contract rates. There has been a slight profit in the last three years and a slight loss in the first two years. On the whole there is a profit.

C-533. That, I suppose, is because you have to justify to Government a departure from the accepted plan?—Yes.

C-534. This statement is a justification?—Yes, but it does not take into consideration the fact that we are finishing the work quickly, and therefore are saving on overhead charges.

C-535. It would be valuable to us if you would let us have these figures?—I will send in a copy.

C-536. *Sir Alexander Murray*: Has this resulted in your being able to reduce the contractors' rates in other directions?—No.

C-537. I shall be interested to see from the statement you are going to send in, how you can still effect economy as against the contractor, because I see you pay substantially higher wages to the men and to the women than does the contractor?—We pay the labour three-fourths of the rates which we pay to the contractors.

C-538. And yet the labour is getting a bigger return than it would get from the contractors?—That is so.

C-539. *Mr. Cliff*: Does the three-fourths apply to the piece-work list?—Yes.

C-540. What control do you as a Department exercise over the labour employed by contractors?—There is no official control, but if a labourer



comes and complains of being badly treated by a contractor, or of not getting sufficient wages, I personally make an investigation and warn the contractor that if he does not improve the conditions the contract will be cancelled. But I can only do that in exceptional cases. I cannot do it in mild cases of ill-treatment.

C-541. Do you provide any shelter for the people?—No.

C-542. *Mr. Ahmed:* If the profit which you make by engaging workers direct was spent on education, it would be a good thing, would it not?—Any profit that we make goes towards a reduction in the general expenditure.. (*Mr. Roughton*) We spend very large sums on irrigation for the general benefit of the Province out of which we make no profit but a loss.

(The witnesses withdrew.)

**Major C. M. GANAPATHY, I.M.S., Officiating Director of Public Health, Central Provinces.**

C-543. *Colonel Russell*: In the first place, would you let us know what sort of organization you have got in the public health department here?—I am the Director of Public Health, and I have got two health publicity officers and one man in charge of the Vaccine Institute; one lady superintendent; a health school; 39 epidemic dispensaries, and four malaria units.

C-544. You have no assistant directors of public health?—No.

C-545. Have you got any health officers?—There are three health officers of whom one has gone to Secunderabad where he is likely to get an appointment; one man is stationed at Jubbulpore and the other is at Amraoti.

C-546. Do we take it that at present there is no medical officer of health in Nagpur city?—No.

C-547. How long has he been absent?—Since last April. But the sanitary inspectors are functioning as health officers at present.

C-548. Have you any district health officers?—The Civil Surgeons act as district health officers.

C-549. But Civil Surgeons have no particular training in public health work?—No, but still they are trying to help as far as possible.

C-550. But I take it that you would be in favour of having a health officer in every district and also a health officer in every Municipality?—Yes.

C-551. With regard to factories, if you had these health officers in Municipalities and in districts they would be available as additional inspectors of factories?—Yes.

C-552. So that you would be in favour of making these officers *ex-officio* inspectors of factories and use them for additional inspection?—Yes; I think they would be very useful.

C-553. Has the Government of the Central Provinces ever made you an *ex-officio* inspector under the Factories Act?—No. I believe the Director of Public Health used to inspect the factories up to 1911 when the Factories Act was brought into force in the Central Provinces; since then the Director of Public Health has no voice at all in the matter.

C-554. You have no right to go into any factory in this Province and make inspection?—No, unless I am ordered by Government under special cases.

C-555. What do you mean by "ordered under special cases"?—For instance, before this Commission came out I was ordered to go and see certain factories; I wrote an inspection note of them with my recommendations.

C-556. Supposing a factory owner objects to your coming into his factory?—In that case I cannot go, but I do not suppose he would object.

C-557. But he might?—As far as my experience goes, no factory owner has refused my inspecting his factory.

C-558. As orders stand at present, there is no reason why a factory owner should not object?—No, as far as I know.

C-559. Have the Civil Surgeons got powers as Factory Inspectors?—No; I do not think they have.

C-560. Are there any Government orders on the question?—I do not think so.

C-561. So that there are no Factory Inspectors in this Province who have got any medical or public health qualifications?—None.

C-562. In Government's memorandum it is stated: "The Director of Public Health who has recently inspected a few of these factories (that is the shellac factories) has recommended early action to effect an improvement". Can you give us an idea of what improvements you have suggested?—I inspected certain shellac factories which are about 60 or 70 miles from here; there are no arrangements made for the flow of waste water and the

place is not kept as clean as it should be. I saw a certain number of children working there who I consider should not be allowed to work.

C-563. Were they under-age?—I think they were.

C-564. There is no Certifying Surgeon in the Central Provinces?—I am told that two private medical practitioners, 10 Civil Surgeons and 2 Assistant Surgeons have been appointed Certifying Surgeons.

C-565. Would you be in favour of having a woman medical inspector attached to the inspector of factories so long as you do not have additional medical officers to do this work?—I think that would be very sound; that is my personal opinion.

C-566. *Miss Power*: Are there a number of children in this province working in ginning factories who have not been certified by the Certifying Surgeon?—I have no knowledge about the ginning factories. When I visited certain shellac factories I saw some children who were working there were under-age.

C-567. But those factories are outside the Factory Act?—Yes.

C-568. I was thinking of those factories which are inside the Factory Act?—I cannot say; I have not seen any of those factories.

C-569. *Colonel Russell*: In your Government's memorandum it is stated: "A large percentage of the houses provided by the factories and mines are perhaps adequate in that they are not a danger to health". Have you got type plans of any kind approved by Government in the Public Works Department or in the Public Health Department?—It may be in the Public Works Department, but as far as I remember there is nothing in my department.

C-570. Have they ever consulted the Public Health Department?—No.

C-571. I take it that you are in favour of construction of what might be called village colonies instead of having chawls such as are to be found in various parts of the country; that would be more in consonance with the customs and habits of the people and still might be quite sanitary?—Yes.

C-572. You say in your memorandum: "the work-people are at liberty to construct their own houses in accordance with approved designs". Which approved designs are these?—Certain mills have got their own designs, like the Empress Mills here in Nagpur.

C-573. By whom have they been approved?—They were all done before I came to the Province.

C-574. Do you approve of them?—I have seen some of them and I think they are good.

C-575. Do you approve of the idea that work-people should be at liberty to construct their own houses?—Provided they build on certain pattern and on certain site.

C-576. Would you have a preliminary lay-out?—Yes.

C-577. You say "The sanitation is looked after by the Municipality". What is your opinion with regard to the supervision which Municipalities control over sanitation?—It is not very effective.

C-578. In the Government memorandum there are a number of statistics given regarding birth rate, death rate and infant mortality for the principal industrial towns of the Province. Can you give us an idea as to the accuracy or otherwise of these figures?—I cannot always vouch for the accuracy of the figures, because in the majority of places the method of reporting is not what it should be.

C-579. Take the first; in Nagpur, in 1927, infantile mortality was 353.59. Is this higher or lower than the actual facts?—I think it is very near the actual conditions.

C-580. These figures are for the principal industrial towns; do these vary very much from those for the Province as a whole?—There is not very much difference. I have got figures for the whole of the Province.

C-581. Can you give us the birth rate, the death rate and infant mortality for the year 1928 for the whole of the Province?—The birth rate was 46.51; the death rate was 33.66 and infant mortality was 238.41.

C-582. I should think, on an average, that these figures are slightly lower than those for the industrial towns?—Yes.

C-583. In the Government memorandum there are two references to venereal diseases. Can you tell me whether you have any figures to show that venereal diseases exist among industrial classes to any considerable extent?—No.

C-584. The total for Central Provinces and Berar for 1927 is shown as 1.26. What would you say about that figure?—Those are figures we got from the statistics collected in the various dispensaries of these factories; those dispensaries are in charge of Sub-Assistant Surgeons, and whether they diagnose the cases properly or not is a matter upon which I do not desire to express an opinion.

C-585. You said that you have two publicity officers; will you tell us what exactly their duties are?—They help in the baby weeks; they give magic lanterns exhibitions and tour round the rural areas; and in the off-season they help me in my office work.

C-586. What do you mean by 'off-season'?—In the hot weather, that is, April and May.

C-587. Is there anything else in the way of welfare work that is done by Government?—We have started 45 welfare committee centres all over the Province, and I consider that they are doing very useful work. We are increasing the number at the rate of three a year. Our idea is to get down, as far as possible, even to rural areas.

C-588. Are these welfare centres in charge of trained women?—Yes, trained by our health school here.

C-589. Can you give us some particulars about that school?—We take about 12 girls every year; we have a lady superintendent who looks after them and gives them lectures; we also ask various local doctors who work in the hospitals to give them lectures.

C-590. *Mrs. Kale*: How much education is necessary for admission to the school?—They should be able to read Marathi or Hindi. They should be able to keep registers; that is our main idea. Generally they are qualified midwives before they come to the health school; but now I have started the idea of picking up 8 or 10 girls and sending them to various Dufferin Hospitals for a year's training within which they conduct about 20 or 30 cases; after that I get them into my health school and give them nine months' training at the end of which period an examination is held. If they pass the examination they are sent out as health workers. We have two grades A and B; those who get more than 75 per cent. of the marks are fixed in A grade the pay of which is Rs. 60-80; those who get more than 50 per cent. of the marks are appointed in B grade, the pay of which is lower.

C-591. *Colonel Russell*: Have you any difficulty in obtaining a sufficient number of girls?—There is no difficulty in getting Christian girls but there is some difficulty in getting caste girls.

C-592. On the whole, have these girls proved to be successful in the work?—Yes, they are doing very useful work.

C-593. What supervision is effected over them?—We hand them over to the Municipality which wants a centre, subject to inspection by myself and the honorary secretary.

C-594. *Mrs. Kale*: What subjects are taught in the health school?—Domestic Hygiene, Child Psychology, Anatomy—all that goes to help them in educating the poor women.

C-595. Are they able to grasp all these in one year's time?—Yes; we do not expect profound knowledge from them; we give them some elementary ideas of all these things.

C-596. *Colonel Russell*: You have no difficulty in obtaining a sufficient number of women for this work?—No.

C-597. You think that a sufficient number can be obtained if welfare work was extended especially among the industrial workers and that their work would be quite satisfactory?—Yes.

C-598. Have you any experience of the women who are trained in the Delhi School?—I have got some experience.

C-599. How do they compare with those of your school?—They do very good work, but I have got an objection. We give our workers Rs. 60-80 whereas the Delhi workers start on Rs. 75 a month and thus an invidious distinction is made; I am all against sending our girls to Delhi when we can train them ourselves and keep them more contented with less pay than the Delhi workers.

C-600. *Sir Alexander Murray*: Do you think that your training is as good as that in Delhi?—I do not want to make any comparison, but ours is good enough for us.

C-601. *Colonel Russell*: Are there any mal-nutritional diseases in this Province?—I know of certain cases of rickets.

C-602. But not particularly among the industrial workers?—No.

C-603. You have no record of industrial diseases in this Province?—No.

C-604. Has any attempt been made to keep a record?—Who should do that? I have not got sufficient staff to do that.

C-605. Is that the reason for the statement contained in the Government's memorandum that "Tuberculosis is conspicuous by its absence"?—Those are the figures supplied by the mills.

C-606. Do you agree that tuberculosis is conspicuous by its absence?—I think it is not very large.

C-607. Would you say that it is more or less than in other provinces?—I think it compares favourably.

C-608. What about the milk supply in towns in this province?—I am afraid the supply is not good except in Nagpur where we have got two or three dairies; I think that is one of the prime needs of this Province.

C-609. Is the supply not sufficient or is the milk that is available not of suitable quality?—The milk supplied from the dairies is of good quality.

C-610. Do you know anything about the use of vegetable ghee in this province?—We are just experimenting.

C-611. *Seth Mathuradas Mohota*: One of the witnesses has stated that infant mortality is higher in the factories. May I know whether it is your opinion that infant mortality is higher in factories than in rural and urban areas?—I have no experience of factory statistics.

C-612. Can you say whether various skin diseases can be classified as industrial diseases?—A certain number of them, yes.

C-613. Are all skin diseases peculiar to industrial life?—In the majority of instances, no.

C-614. Are they not found in other spheres?—Yes; but the school boys are a little cleaner than the factory workers.

C-615. Do not the workers in the fields get skin disease, or is it only peculiar to workers in factories?—I do not say it is peculiar to factories alone, but the chances are that a worker in a factory, because he does not get the same facilities for washing, is more liable to get skin disease than others.

C-616. Is it not more or less due to general habit?—Yes, in the majority of cases.

C-617. *Mr. Joshi*: Has the Government of the Central Provinces made any enquiry about industrial diseases in this Province?—Not that I am aware of.

C-618. Can you state from the statement that you have made here that if an enquiry is instituted some diseases may be found to be industrial diseases?—It is just possible.

C-619. With regard to housing, you give the size of the room as 8' x 6'. Do you consider such a room to be fit and sufficient for a family to live in?—Talking generally, no; but if you take the actual conditions obtaining in some of the places that I have seen so far where people live in mere hovels, these rooms are far better.

C-620. Suppose you are the health officer for a town and you are given the duty of declaring houses unfit for human habitation, will you not declare a room 8' x 6' as unfit for human habitation?—I should, and at the same time condemn a lot of houses just now occupied by the workers.

C-621. *Sir Alexander Murray*: Were you a medical officer of health in any other province?—I was in Simla.

C-622. Have you been in Bombay?—No.

C-623. Have you been in Madras?—I was there for a little while.

C-624. Are the medical officers of health in Madras given powers as Factory Inspectors?—I was there 15 years ago and I do not remember whether such powers have been given.

*Colonel Russell*: You can take it from me that such powers have been given.

C-625. *Sir Alexander Murray*: We were told in Bombay that medical officers of health there are made *ex-officio* Factory Inspectors in order that they can go and visit the mills. Has not that question been discussed here?—Not that I am aware of.

C-626. It will be a good thing if it were introduced in this Province?—Yes.

C-627. *Mr. Cliff*: In your memorandum you have referred to *bidi* and shellac factories. Am I right that you made an investigation into shellac factories?—Yes.

C-628. And am I right that the report of that investigation is now an official document?—I have sent a copy of my report to Government.

C-629. Would it be possible to supply a copy of that report to the Commission?—I must take the orders of Government before I can send a copy.

C-630. Will you do that?—Yes.

C-631. Again you say "The application of the Factory Act would, no doubt, improve these establishments". May I know whether you recommend that any of the provisions or all the provisions of the Factory Act be applied to these factories?—I suggest that they should be stopped from employing children who are under-age; they should provide more ventilation in certain of their buildings where actual work is carried on; they should have drainage.

C-632. You say that ventilation is not adequate in *bidi* factories. Does that apply to shellac factories?—No.

C-633. You say "seasonal factories are generally dirty". Have you made any recommendation with regard to those?—No.

C-634. Dealing with textile mills you say "In these the sanitary conditions are better than those obtaining in the houses of the workers". As a medical officer of health you do not set your standard from what obtains in the houses of the workers?—No.

C-635. As a medical officer you want a much higher standard?—Yes; I am more ambitious.

C-636. Could you tell us whether as Director of Public Health you exercise any control over the Municipalities?—No, I am only an advisory officer; I can only make suggestions with regard to, say, water-supply and town improvement.

C-637. What powers reside in you as Director of Public Health?—The powers which the Director of Public Health possesses are not worth talking about.

C-638. *Mr. Ahmed:* In the ginning factories women work in a very bad atmosphere?—I have not visited the ginning factory.

C-639. There are only a few crèches in the factories and that is one of the reasons why infant mortality is so great?—Yes.

C-640. You are in favour of every mill having crèches?—Yes.

C-641. For want of crèches the babies are not looked after properly, and the practice of dosing them with opium is therefore prevalent here?—Yes, very much.

C-642. By having crèches, this practice can be checked?—Yes.

(The witness withdrew.)

**(1) RADHABAI NIMBALKAR, (2) BHURKABAI KAPUSKAR,**  
**Employees in the Model Mills, Nagpur ; (3) Mrs. SAVITRABAI**  
**DHARGAONE, employee in the Empress Mill No. 5**  
**(women workers in the textile mills in Nagpur).**

*The Chairman:* These women have put in a petition to the Commission. I have had a translation of it which the Secretary will read.

The Secretary read the petition, as follows:—

*Translation of a petition by Women Workers, Nagpur.*

1. The Supervising staff over women employees should be women.
  2. Men supervisors over women should be stopped by law.
  3. Women Factory Inspectors should be appointed.
  4. Pregnant women should get 3 months' maternity leave.
  5. The hours of work for women should be eight per day.
  6. Crèches attended by qualified nurses should be provided for infants.
  7. Female labourers should have 2 representatives of their sex on the Legislative Council.
  8. Arrangement should be made for schooling (i.e., education) for one hour daily in the mills.
  9. There should be classes for girls also.
  10. Leave with pay should be granted to employees at the time of marriage, death or other calamity.
  11. Women workers should be trained in first-aid in factories.
  12. Women should be on a permanent service and should be eligible to get a pension after 15 years' service.
  13. There is considerable trouble felt by women from the jobbers.
- C-643. *Mrs. Kale:* Radhabai Nimbalkar, what work do you do?—I work in the winding department.
- C-644. How long have you been working in the mill?—Two years.
- C-645. How much do you get on an average?—Rs. 10 to Rs. 12 a month.
- C-646. Bhurkabai Kapuskar, in what department do you work in the Model Mills?—In the winding department.
- C-647. How long have you been working there?—4 years.
- C-648. How much do you get a month?—Rs. 10 to Rs. 12.
- C-649. Savitrabai Dhargaone, where are you working?—In the Empress Mills.
- C-650. In what department?—In the reeling department.
- C-651. How long have you been working there?—3 years.
- C-652. How much do you get?—Rs. 10 to Rs. 12 a month.
- C-653. You have asked in your petition that men should not be appointed to supervise the work of women. What is the reason for that?—Because we are dismissed even on frivolous grounds.

*Mr. Birla:* I think there are altogether different reasons for that. It is better that we examine them fully.

*Miss Power:* Mrs. Kale and myself would have a private talk with these women workers and find out in what way they are troubled by the jobbers. We would then put in a statement to the Commission. Would the Chairman agree to have that put on record?

*The Chairman:* Yes.

(The following is the statement):—

There were two groups of three women, one group from the Empress Mills and the other from the Model Mills. Both groups were asked by Miss Power



why they had asked in their memorandum just submitted to the Commission that it should be made illegal for women to be supervised by men jobbers. The women at the Empress Mills said that if on any day they did not work as well as the jobber considered that they should work they were sometimes merely fined but they were also sometimes beaten. It was explained to them that this was a serious allegation and that it would be best for them to explain exactly what they meant when they said that they were "beaten". Did they wish to suggest that the man jobber took a stick and belaboured them or that he slapped them with his hand? They said that he slapped them with the open hand but did not use a stick. It was also stated that the jobbers sometimes used bad language to them. It was asked what sort of language was used and they said that the language was of the kind which implied that they were "women of bad moral character which was a great insult". The second group of women from the Model Mills said that 12 months ago two new jobbers were employed—one a Mohammadan and the other a Parsi—and that, since the introduction of these two men, they had no complaint of this kind to make as they were no longer slapped nor was bad language now used to them.

Both groups were then asked by Mrs. Kale whether they had any allegations of a more serious nature to make, i.e., whether they were ever molested by the men jobbers or by other men in the mill. They replied that trouble of that kind had existed some years ago but that it did not exist now and that they did not wish to make any complaint other than those already referred to, i.e., being slapped with the open hand and being abused with bad language.

They were then asked by Miss Power whether they had any other complaints to make, for instance as to unfair distribution of the work which had already been referred to in conversation with Mrs. Kale. The women from the Empress Mills said that their work was distributed to them by both a jobber and a naikin. They said that the work was not always fairly distributed and that sometimes they believed that the women who got the most work were those who had given money to the jobber or the naikin. They did not wish to suggest that any woman obtained more work than another because she was in any way morally under the influence of the jobber. At this point the witnesses again emphasized that they considered that their moral character was in danger when supervised by men as so much depended upon the character of the men and that for this reason they had petitioned that women when employed in considerable numbers should be obliged by law to be supervised by women and not by men.

They were then asked by Miss Power whether they had to resort to bribery in order to obtain or retain their jobs. One of those from the Empress Mills at first declared that she had not been required to give any bribe. When it was explained, however, by Mrs. Kale that they could speak quite frankly and need not be afraid to tell the truth, one of them then admitted that she had paid Rs. 2 to the naikin at the Empress Mills in order to obtain work and that other women paid in addition to this amount from four to eight annas a month for *pan suparee*. She herself, however, did not pay this. The women employed at the Model Mills said that some time ago bribes from four annas to one rupee a month used to be paid by the women to the jobbers but during the last six months three jobbers who were accused of accepting bribes from the women had been discharged and they believed that no bribes were now being given.

They were then asked by Mrs. Kale whether they had any complaints to make in connexion with the sanitary arrangements and whether they were free of any unpleasantness when wishing to use the latrine accommodation. All declared that they had no unpleasantness of this kind to complain of and that the latrine accommodation was clean and sufficient.

The final complaint was that those employed in the winding section were not allowed to work at one frame for more than one month and very often for not more than two weeks. When they were asked why this was so they explained that the black thread winding yielded the highest rate of pay and

after they had been there from one week to one month they were moved on to white work. When the point was put to them they agreed that this was probably in order that an equal share of the best paid work should be given to everybody. They felt, however, that the inability to remain continuously on the black work was a grievance as in other parts of the Central Provinces and elsewhere they declared that black winders were allowed to remain continuously on that work. They also complained that the white winding was less good for their health because so much water was thrown on to the floor that their feet got damp and that they suffered in consequence. In the black winding this was not done and as a result their feet remained dry and they did not suffer in this way.

The only other complaint came from one of the women employed at the Model Mills. She was the only one in the group who was a widow and she complained that she could not earn enough money to make both ends meet. Her earnings were from ten to twelve rupees a month. She also said that if she fell ill she could not earn anything and therefore suffered in consequence since she had no savings to fall back upon.

C-654. *Mrs. Kale*: You say you want to reduce the number of working hours from 10 to 7. Why do you want to work lesser number of hours than men?—(*Radhabai Nimbalkar*). Because in addition to the mill work we have to do household work and attend to our children. We usually get up at 4 o'clock in the morning to do our household work so that we may be ready to go to the mill at 7 o'clock. We work in the mill from 7 in the morning till 5-30 in the evening. We then go home and work till 10 o'clock in our houses. We barely have any time for rest.

C-655. At what distance from the mill do you live?—About 1½ miles. But there are some who live at longer distances from the mill.

C-656. Are there many workers in your mill who have worked for such long periods as 15 or 20 years?—There are many women in the Empress Mills who have been working for a very long time. The Model Mill is of recent origin and even there you will find some workers of long service.

C-657. Do they give a pension in these mills for those workers when they retire?—Yes, they give some sort of pension.

C-658. Why do you ask for a pension?—We work for a long time at very low wages and we could not save anything to maintain ourselves during old age.

C-659. *Mr. Joshi*: It is said that there is a great deal of absenteeism in the mills. When you go to the mill in the morning, are you given sufficient work for the whole day?—No, not always.

C-660. Suppose you go to the mill every day. Will you be given work every day?—If the woman is a new recruit she may not be sure of getting work every day, but if she is an old hand she is generally given work to do. Sometimes she would have to wait for one or two hours to get work.

C-661. *The Chairman*: They have to wait until the empty bobbins are ready to go on winding?—There are a large number of men and women on their rolls. They have all to be provided with work before any new recruit is given work.

C-662. *Mr. Birla*: You are employed in the Model Mills?—(*Radhabai Nimbalkar*) Yes.

C-663. Do you live in the chawls built by the Mills?—No, I have built a separate hut for myself.

C-664. Do you know of any women who live in those chawls?—Yes.

C-665. What do you think of those chawls?—There is no separate arrangement for bathing and washing. Privacy is not adequately secured.

C-666. How many women stay in one chawl?—About 4 to 6.

C-667. Supposing there were no chawls like that, what would they do?—They would borrow some money and put up their own huts.

C-668. But why do they live there now?—Because they have no other place to live in, and cannot afford to build a chawl for themselves.

C-669. Are the huts in which you live better than the chawls in which your friends are living?—Yes, they are.

C-670. *Mr. Cliff*: Have you any children old enough to go to school and do they go to school?—(Radhabai Nimbalkar) I have a brother 14 years old. He goes to a school at Sitabaldi which is a long way off from my place.

C-671. Have the other women workers now with you any children old enough to go to school?—No.

C-672. With regard to medical facilities have any of you been sick in your own homes, and were you able to obtain free medical treatment?—No, we have not been able to get free medical treatment in our homes.

C-673. *Mr. Mohotta*: With regard to the hours during which you work in the mill, do you attend when the mill opens and remain there till the mill closes?—(Radhabai Nimbalkar) The Mill opens at 6-30. We join the mill at 7 o'clock, work till 11-30 and then stop work for an hour between 11-30 and 12-30, when we go and take our meals in the premises of the mill itself. Then we begin again at 12-30 and continue till 5-15 while the mill closes at 5-30.

C-674. *Miss Power*: What is the total income of your family including the earnings of your husband?—(Radhabai Nimbalkar) My husband earns Rs. 22 and I earn Rs. 10 a month. We get Rs. 32 a month.

C-675. Have you any debts?—Yes, Rs. 250.

C-676. Why did you borrow that amount?—I was sick for some time. I borrowed this money to pay medical charges and to maintain my family as I had no income then.

C-677. What interest do you pay?—One anna per month per rupee.

C-678. What is the total income of your family?—(Mrs. Savitrabai Dhargaone) I am the only earning member of my family. I get Rs. 10 to Rs. 12 a month.

C-679. Have you any debts?—Yes, I have a debt of Rs. 100.

C-680. Why did you borrow that sum?—I was unwell for three months, therefore I could not go to the mill and work. I borrowed this sum for maintaining myself and paying medical charges.

C-681. *The Chairman*: Were you employed in the Empress Mills at the time you borrowed the money?—Yes, I was.

C-682. Did you not get any medical assistance from the mill?—If I attended the dispensary and absented myself from work for some time, one fourth of my wages would be reduced.

C-683. *Sir Victor Sassoon*: Why did you not borrow the money from the Empress Mills although they have a provision for giving loans at low rates of interest?—If I borrowed money from the mill, they would make a deduction from my wages every month in payment of the loan. The balance would not be sufficient to maintain my family.

C-684. How do you now find it easy to maintain yourself after paying an interest of one anna per rupee per month?

*Diwan Chaman Lal*: Perhaps she pays only the interest.

C-685. *Sir Victor Sassoon*: Are not any medical facilities provided by the Municipality or Government?—There are some facilities for the treatment of children in the locality in which I live. The Mill Doctor usually visits once a week.

C-686. How much do you earn every month?—The minimum is Rs. 5. But if we get sufficient work to do we will earn as much as Rs. 14.

C-687. *Mr. Fulay*: Do you get any maternity leave in the Model Mills?—(Radhabai Nimbalkar) No leave is given. Such women are dismissed in advance.

(The witnesses withdrew.)

**Mr. GAVAI, M.L.C., representative of the Depressed Classes,  
and Mr. NETADE, worker in the Model Mills.**

C-688. *The Chairman*: Mr. Gavai, You are one of the members representing the depressed classes in the local Council?—Yes.

C-689. Are you also an official of the union of the men in the textile works?—No.

C-690. You come here just to speak for them, understanding what they wish to say to us?—Yes. Several of the labourers asked me to appear before the Commission as a witness.

C-691. Mr. Netade, are you a worker in one of the mills?—(Mr. Netade) I am a worker in the Model Mills.

C-692. What work do you do?—I am a clerk.

C-693. What is it you wish to state to the Commission?—(Mr. Gavai) It is with regard to the conditions of work in the mills, wages and housing. I generally support the memorandum submitted by Mr. Fulay.

C-694. *Mr. Fulay*: You mean to suggest that the demands in the memorandum are the demands of the workers?—Yes.

C-695. *Mr. Birla*: Have you some actual weavers and spinners with you?—Yes, there is a man who is a weaver.

C-696. What does he get?—Rs. 16 a month.

C-697. *The Chairman*: As a weaver working full-time?—Yes.

C-698. Which Mill?—Empress Mill No. 2.

C-699. *Mr. Birla*: How long has he been working?—10 years.

C-700. And he is only getting Rs. 16?—From Rs. 12 to Rs. 16.

C-701. *Mr. Fulay*: Does he work as a substitute?—Yes.

C-702. *Mr. Birla*: Does he earn that money because he works as a substitute?—He earns from Rs. 12 to Rs. 16. For regular work he does not exceed Rs. 18.

C-703. *The Chairman*: Does he say that he had been working for 10 years as a weaver at the Empress Mills and that working 6 days a week, he only earns Rs. 16 a month?—Yes, from Rs. 12 to Rs. 16.

C-704. Is he on time or piece-work?—Piece-work.

C-705. *The Chairman*: Does he tell the Commission that Rs. 16 a month is the ordinary wage of a weaver in the Empress Mills?

*Mr. Fulay*: He works as a substitute.

C-706. *The Chairman*: Does he work on one loom or two looms?—He works only on one loom.

C-707. *Mr. Birla*: Why is it that he works only as a substitute?—If any person is absent he works in his place.

C-708. *The Chairman*: Has he been for 10 years a *badli*?—For one year he was on permanent service, but later on he worked as a substitute.

C-709. Does that mean that for the last 9 years he has been a *badli*?—Yes.

C-710. Therefore he does not wish to become a permanent weaver?—He has left his employment twice and therefore he is now a substitute.

*The Chairman*: Cannot we have a proper weaver here?

**(Jaiwant Maniram, weaver, called and examined.)**

C-711. *Mr. Birla*: What do you earn?—From Rs. 30 to Rs. 32.

C-712. *Mr. Fulay*: How many years have you been in service?—12 years.

C-713. Do you work with two looms or with one loom?—Two looms.

C-714. How many hours work do you think it is proper for a man to work in a factory?—8 hours.

C-715. *The Chairman*: Will you work 8 hours at the same piece rate as now?—The piece work rate should be increased proportionately.

C-716. Does any bribery go on in your mill with regard to the jobbers?—They have not taken any bribes from me. I cannot say about the others.

C-717. Do you say that there is no bribery of jobbers in the Empress Mills?—I cannot assert that there is no bribery in the Empress Mills.

C-718. Is the recruiting in the Empress Mills done by the jobber or by someone else?—Formerly it used to be done by the jobbers, now it is done by the head of the department.

C-719. *Mr. Joshi*: At the Empress Mills do all the people who go to the gates every day get work?—No, some have to return without work.

C-720. How many?—I have no idea; 10 or 20 or something like that.

C-721. Do you get sufficient work every day when you go to the mill for work?—If some people want to manage two looms they cannot get two looms.

C-722. *Sir Victor Sassoon*: Do they prefer two looms to one loom?—Yes, for if they get two looms they can get sufficient wages.

C-723. Would they like to work three looms?—They cannot work three looms.

C-724. *Mr. Joshi*: What happens if a cloth is spoiled?—They are fined according to the damage done. Sometimes they represent to the foreman that the cloth which was spoiled was not damaged on account of their fault, but on account of something else, but the foreman says: "You ought to have taken greater care" and the man is to pay for it.

C-725. *Sir Victor Sassoon*: Is the man fined or does he have to buy the cloth?—In the Empress Mills he is fined.

C-726. *Mr. Joshi*: Would you be willing to have a sickness insurance scheme, the workers paying a certain contribution every month, the employers paying a certain contribution every month and Government also contributing?—Yes, we would be quite willing.

C-727. *Sir Victor Sassoon*: Even if the workers have to contribute?—Yes.

C-728. *Mr. Joshi*: Would you also be willing to have a scheme of old age pensions, the workers contributing a little, the employers contributing something and Government contributing something?—We are willing to contribute if the employers and Government also contribute to the pension fund.

C-729. *The Chairman*: Would you be willing to have a deduction made of 12 annas a month for the two schemes?—Yes, there would be some difficulty at the present rate of remuneration, but we are willing to pay. We should have to borrow for the purpose.

C-730. *Mr. Joshi*: I understand you earn Rs. 32 a month. Would you prefer to have Rs. 8 a week or Rs. 32 a month?—I prefer to have my wages weekly.

C-731. *Mr. Birla*: There is a scheme of sickness insurance in the Empress Mills. Why do you not contribute even 4 annas to that scheme?—I have not heard of that fund.

C-732. Will you be willing to contribute 4 annas from next month to that fund?—I might be able to pay.

C-733. *The Chairman*: You are not sure?—Yes.

C-734. *Mr. Cliff*: How long have you been a weaver?—12 years.

C-735. Have you been working in the same mill during that time?—I worked continuously in the same mill for 8 years. Then I fell sick for some time. Then I joined the same mill again and I have been there for the last four or five years.

C-736. How long were you sick?—Six months.

C-737. Did you stay in the town during your sickness?—Yes.

C-738. Did you get any allowance from your employer during the time you were sick?—Nothing. I incurred a debt of Rs. 200 during that time.

C-739. Have you been receiving Rs. 32 during the last 4 or 5 years?—In some months if I am absent or sick I get less. Last month I was sick for 18 days and got Rs. 17.

C-740. What medical treatment did you obtain when you were sick?—I got myself treated by a private physician.

C-741. Was it possible for you to be treated by the mill doctor at your home?—I attended the mill dispensary where I only got a bottle of turpentine. Generally we get bad medicine from the mill dispensary. They are medicines only in name. Therefore we prefer our own private medicines.

C-742. What was your sickness?—Rheumatism.

C-743. What did you pay your doctor during the time you were sick?—I was not required to pay anything.

C-744. *Sir Victor Sassoon*: You were treated for nothing?—Yes.

C-745. *Mr. Cliff*: Have you paid off your debts of Rs. 200?—Yes, at great personal sacrifice.

C-746. Are you married, and if so, how many children have you?—I have only my wife.

C-747. Does she work?—No.

C-748. What rent do you pay?—I have my own hut on a piece of land for which I pay Rs. 6 for the ground rent per year to Government.

C-749. *Diwan Chaman Lall*: If you paid 4 annas a month and you were sick for six months, you would get Rs. 30 a month for that period which comes to Rs. 180. Would you prefer to get that amount by paying 4 annas a month when you are sick, or would you prefer the present system of borrowing the money and paying Rs. 11-4-0 a month interest on the Rs. 180?—We prefer to pay 4 annas a month.

C-750. Would all your colleagues prefer that?—All the workers who are present here are willing to contribute.

C-751. Are they in the Empress Mills?—They are both in the Empress Mills and the Model Mill.

C-752. Was the scheme for insurance in the Empress Mills fully explained to you?—No, we do not know that such a fund existed.

C-753. *Sir Victor Sassoon*: Did you borrow the Rs. 200 from the Empress Mills Co-operative Loan Society?—No, I borrowed it from my father-in-law who is in a good position.

(The witnesses withdrew.)

**Mr. KRISHNASWAMY, Assistant Secretary, Press Employees Association, Mr. B. BALAJI, Press Worker.**

C-754. *The Chairman:* Mr. Krishnaswami, you are the Assistant Secretary of the Press Employees Association?—Yes.

C-755. Do you yourself work in the press?—No. I retired four years ago.

C-756. But you have worked in the press?—Yes, for 30 years.

C-757. Did you retire on pension?—Yes.

C-758. What is your pension?—Rs. 55-9-0.

C-759. What were your wages at the time of your retirement?—I was getting Rs. 115 a month with overtime allowances.

C-760. The members of your association all belong to the Government Press?—Yes, and the Municipal Press.

C-761. How many members are there in your association?—Nearly 300.

C-762. What subscription do they pay?—4 annas a month. Those who draw less than Rs. 30 pay 2 annas a month.

C-763. Do they pay their subscriptions regularly every month?—Yes.

C-764. What benefits do you give to your members?—We represent their grievances to the Government authorities.

C-765. Do you not give any benefits in the way of payment during sickness?—No.

C-766. If you get these subscriptions paid regularly every month from 300 members your association must be nicely in funds. Where does the money go to?—It is in the bank.

C-767. Is there any paid official of your union?—Sometimes we utilize the money for the benefit of the workers by giving them loans.

C-768. May I take it that the general plea of your association is that you want, like most other people, higher wages. And that you want steady and secure promotion in the service?—Yes. We want to abolish the piece work system in the presses. This is an additional memorandum which I have prepared (handing in the same).

C-769. How many hours do you work in the Government Press?—9½ hours including interval.

C-770. How many hours per week?—48 hours.

C-771. Therefore in the matter of hours you are better than most Indian workers. You have shorter hours than most industrial workers who work 10.—Many times in a month when the Gasette is issued we have to work late up to 8 or 9 o'clock at night, and there is no provision for the men to take tiffin.

C-772. During working hours, you mean?—They are not told beforehand that they have to work late.

C-773. Is your association connected with any of the other organizations?—It is affiliated to the All-India Trade Union Congress.

C-774. There are other associations of Government Presses in Delhi, Calcutta and so on. Are you connected in any way with them?—Ours is a separate union.

C-775. You make a point that you get yearly leave of 16 days on full pay? Do you think you should have more days' leave on full pay?—If a worker does not take his full 16 days in one year he cannot carry over the difference to the following year.

C-776. Would you like him to be able to carry over whatever is due to him for leave to the following year?—Yes.

C-777. *Mr. Cliff:* What grade were you employed in?—I started on a pay of Rs. 16 and I rose up to Rs. 120.

C-778. In what capacity were you at Rs. 120?—Section-holder.

C-779. Does a Section-holder get paid during sickness?—Yes.

C-780. How many workers are there in the Government Press here who get pay during sickness?—All the salaried staff.

C-781. *Sir Victor Sassoon*: How many of them are there?—200 to 250.

C-782. *Mr. Cliff*: How do the rates of wages in the Municipal and Government printing presses compare with those in the private presses?—The private presses have no piece work system. Only the Government Press has the piece work system.

C-783. *Sir Victor Sassoon*: Who makes the most money—the men working in the Government Presses on piece work or the men working in a private press on salary. You say you earned Rs. 120 a month as a section-holder in the Government Press. How much would a section-holder in a private press earn?—About Rs. 100.

C-784. *Mr. Cliff*: Does your union have the opportunity of negotiating wage agreements with the department? Can you negotiate increase in wages as a union?—Yes.

C-785. Can you represent your grievances to the head of your department?—Yes.

C-786. You have put in your memorandum a number of improvements which your members desire. Have they been represented to the head of the department?—Yes.

C-787. Have you, during the last year, got any particular grievance remedied?—They have been submitted to the Revenue Secretary.

C-788. What has been the answer?—That they are under consideration.

C-789. *Sir Victor Sassoon*: In the whole history of your union, has there been any point where the department agreed with you?—No.

C-790. *Sir Victor Sassoon*: Did you ever ask for extra form carriers?—We asked about the coolies.

C-791. Did they give them to you?—No. (*Mr. Balaji*) Not now,—in 1921 after the strike.

C-792. There have been occasions when they have given you something?—After a strike.

C-793. *Mr. Cliff*: Have you any works councils in your printing press?—(*Mr. Krishnaswami*) No.

C-794. Has your union ever considered the establishment of works councils?—The question was raised last time, but it was kept pending.

C-795. As a union you have not come to a decision on that matter?—No.

C-796. *Mr. Joshi*: In your memorandum you state: "The piece workers have no means of knowing at what rate and in what manner their monthly earnings are calculated". Does not your union think it would be a desirable thing if it were made compulsory by law that the rates should be put up on a notice board in the factory?—Yes, we desire that.

C-797. *Mr. Fulay*: You have represented that you should be granted leave in the same manner as that enjoyed by the employees in the Government of India printing press, and you say that for the last 18 months, the only reply which you have received is: "The matter is under consideration"?—Yes.

C-798. It is only in this manner that your grievances have been considered up to the present time by the Government?—Yes.

C-799. That is to say, there has always been an attempt to delay matters until you have actually given notice of a strike?—Yes.

(The witnesses withdrew.)



**Mr. G. M. THAWRE and Mr. L. N. HARDAS, representatives  
of workers in the *bidi* factories.**

C-800. *The Chairman:* Mr. Thawre, you come here representing the workers in the *bidi* factories?—Yes.

C-801. Do you yourself work in a *bidi* factory?—Yes, when I was a school boy. When the schools are closed, the school children go to work in the *bidi* factories.

C-802. At what age?—From 5 to 12.

C-803. That is because the Factories Act does not at present apply to those factories?—That is so.

C-804. And what you ask is that the Factories Act should be applied to *bidi* factories?—Yes.

C-805. How many persons were there working in the factory where you worked?—About 500.

C-806. In one factory?—Yes, males, females and children.

C-807. Were the children as young as 5 years old?—Yes.

C-808. There was nothing in the law to prevent them from being there, and actually working and making *bidis*?—That is so.

C-809. Is that the case to-day here in Nagpur that there are children as young as that?—Yes.

*Mr. Cliff:* I understand that there are many thousands of children.

C-810. *The Chairman:* Since when has arisen this great new demand for *bidis*, since the War?—Yes.

C-811. People now seem to spend a very large amount of money on *bidis* which was not spent before?—Yes.

C-812. Mr. Hardas, have you yourself worked in a *bidi* factory?—Yes.

C-813. Are you now working in a *bidi* factory?—Yes.

C-814. How many hours do you work in the *bidi* factory?—I work at home making *bidis*.

C-815. Do you suggest that the Factories Act should be extended to cover your home so that you may not work in your home?—No.

C-816. It is really for your fellow workers that you have come here to plead and not for yourself?—Yes.

C-817. Do you employ any other person in your home working *bidis*?—My wife and myself.

*Mr. Cliff:* I am informed, as a result of an investigation, that there are 776 *bidi* factories in this Province. It is stated that there are 7,499 children below 12 years of age employed therein.

C-818. Can you tell us with regard to the pay? I was talking to a woman yesterday who said that the rate of pay was 10 annas per thousand?—(Mr. Hardas) It is according to the finish of the article; it is from 4 annas to 11 annas.

C-819. I asked yesterday how long it took to make a thousand *bidi* cigarettes, and a woman replied that they made about 500 per day. Can you tell me how many they make in a factory?—They go to the factory at about 10 or 11 o'clock, and from then until the evening they make 600, 700, 800, or up to a thousand each person.

C-820. Is that a man or a woman?—A man or a woman.

C-821. Do they work in groups?—Yes, sitting in groups.

C-822. Does one family work together?—Yes. At some places there are separate arrangements for women while at other places there are no such arrangements.

C-823. Are the children employed directly by the *bidi* Factory, or are they taken by their parents?—They are allowed by the *bidi* factory owners to work in the factory.

C-824. *The Chairman*: The question was, are they taken by their parents to help their parents, or are they separately engaged by the owner of the *bidi* factory?—Sometimes separately, and sometimes they go with their parents.

C-825. *Mr. Cliff*: There are two methods?—Yes.

C-826. Are girls employed as well as boys?—Yes.

C-827. What time do children come in the morning?—They come at the same time with their parents.

C-828. That being 10 o'clock?—Yes, 9, 10 and 11 o'clock. They must go before noon, after 8 o'clock.

C-829. You said that they work until the evening; what hour do you mean?—Till 6 or 7 o'clock in the evening.

C-830. Do the people who work in *bidi* factories have to come far from their homes?—Yes, people come from villages in the vicinity of the towns to work in the *bidi* factories in the towns.

C-831. Do people come from villages into Nagpur to *bidi* factories?—Kamptee is a city and men, women and children come from the surrounding villages.

C-832. Can you tell us the distance they travel in order to work in the *bidi* factories?—(Mr. Thawre) They come too great a distance, two or three miles.

C-833. Did you work in a *bidi* factory?— I used to go to the *bidi* factory when I was at school.

C-834. Were you working in the factory?—No.

C-835. Did you use to go with the children?—Yes.

C-836. Why did you go with the children?—Because they were my class fellows and their parents were working in the *bidi* factory; they used to go with their parents to help them.

C-837. Does that mean that you used to go with your own school-mates to the *bidi* factory?—When the school was closed I used to go.

C-838. Did you make *bidi* cigarettes?—No.

C-839. Then why did you go?—Only to see the work.

C-840. *The Chairman*: Did you go every day or just now and then?—Not every day, just now and then.

C-841. *Mr. Cliff*: Am I to understand that you went to see what it was like in the *bidi* factory?—I went to see what were the conditions of labourers working in the *bidi* factories.

C-842. How old would you be then?—I was about 15 years of age. There is now a village education society of which I am Secretary, and we have opened a school for the *bidi* labourers at Khandwa; there is also a library for the *bidi* workers.

C-843. You cannot get any children to come to your school after working all day?—No, it is a night school for parents.

C-844. Do you get people working in *bidi* factories to come to your school?—Yes.

C-845. How many do you get?—We have about 45 adults on our roll.

C-846. Are they coming fairly regularly?—No, they do not attend the school regularly.

C-847. Why is that?—Because they are tired after having worked all day.

C-848. What remedy do you suggest for this situation?—I would suggest that the Factory Act should be applied to these factories and there should be separate arrangements for males and females in the factories.

C-849. The effect of applying the Factory Act would be to take all these children out of the *bidi* factories?—Yes, and there should be compulsory primary education for the children.

C-850. If you took this large number of children out of the factories would they make the *bidi* cigarettes at home?—Yes, their parents would.

C-851. Would they use their children?—Yes, they are used.

C-852. *The Chairman*: You told us they make cigarettes in houses in the villages?—Yes.

C-853. *Mr. Cliff*: The question is, are they better off or worse off. Have you any children?—No.

C-854. Assuming that the Factory Act was applied and all these children were taken out of these factories, could we prevent their parents employing them at home making cigarettes?—Yes.

C-855. In what way?—They get tobacco from the factories; they do not purchase tobacco from the shops. There are certain agents who can sell *bidis*. These poor people do not know how to sell *bidis*.

C-856. Would you stop the factory owners from giving that work out and have it done in factories. I am thinking about the children?—If the Factory Act is applied that will be stopped.

C-857. It will be stopped in the factories but not necessarily at home?—Not necessarily at home.

C-858. *Miss Power*: Are the wages paid free from deduction to pay for the leaf? In Bombay we found that the workers had to buy the leaf themselves and the earnings they collected did not allow for that expense. Do they have to buy the leaf here?—(Mr. Hardas) They only have to buy the leaf in some factories here, and in some factories they have to buy the thread; otherwise they are supplied with tobacco, thread and leaves.

C-859. They do not have to buy their leaves at so much per 100 leaves?—No, but they are supplied in proportion to the thousands of cigarettes they produce and if a smaller number of *bidis* are made from that tobacco and leaves, it is deducted from their wages.

C-860. You mean they are charged for wastage?—For shortage.

C-861. *Sir Victor Sassoon*: When you get your tobacco and make your *bidi*, do you always make 1,000 *bidis* out of the tobacco you get?—No. Sometimes it happens that the tobacco is insufficient to prepare 1,000 *bidis*.

C-862. How many *bidis* less?—200, or 250 sometimes.

C-863. Is the tobacco sometimes more than is required?—No.

C-864. *The Chairman*: Have you seen the machine for making these *bidis*?—There are no machines. They have to cut the leaves symmetrically with scissors by hand and that takes a very long time; they have to work till midnight and they get up early in the morning and go on cutting in order to finish them.

C-865. Do you think the application of the Factory Act to these *bidi* shops would hasten the introduction of machinery for doing this work which is now done by hand. Have you seen the cigarette making machines?—No, and these leaves cannot be cut by machinery.

C-866. Machines do wonderful things, but we need not pursue that question?—There is one more point I want to emphasize. Women should be allowed to work at their own homes as they are doing in some cases and not in the factory.

C-867. You mean they should be permitted by the owners of the factory?—Yes.

C-868. Do you suggest that that should be made part of the law, that a *bidi* manufacturer must allow women to work for him at home?—Yes.

C-869. *Sir Victor Sassoon*: Your wife is doing work at home?—Yes.

C-870. Nobody can stop her?—Some are allowed to work at home but very few get such facilities. (Mr. Thawre) If they are allowed to prepare *bidis* at home they are paid less. If the rate is 6 annas per thousand they will be paid 5 annas per thousand.

*The Chairman:* It seems a difficult thing to put in into a law, but we will give it our consideration as you have made the suggestion.

(The witnesses withdrew, the Commission adjourned till Monday, the 9th December 1929.)

**CENTRAL PROVINCES AND BERAR**  
**THIRTY-FIFTH MEETING**  
**KANDRI MINE, NAGPUR DISTRICT**  
**Monday, 9th December, 1929.**

PRESENT :

<p>Sir ALEXANDER MURRAY, Kt.,  C.B.E. (<i>Presiding</i>).</p> <p>Sir VICTOR SASSOON, Bart.</p> <p>Mr. L. H. BARTLETT, M.L.C., Agent and General Manager, Central Provinces Manganese Ore Co., Ltd.</p> <p>Mrs. ANUSYA BAI KALE, M.L.C.</p>	<p>Mr. JOHN CLIFF.</p> <p>DIWAN CHAMAN LALL, M.L.A.</p> <p>Miss B. M. LE POER POWER.</p> <p style="font-size: 2em; vertical-align: middle;">}</p> <p style="vertical-align: middle;">(<i>Assistant Commissioners.</i>)</p>
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**PUNJILA, Contractor's Agent (Diwan Chaman Lall interpreted).**

C-871. *Sir Alexander Murray*: What are you?—Agent to the Central Provinces Contracting and Mining Syndicate, who do the contracting work.

C-872. What is your age?—45.

When did you come here?—I have been here 18 years.

C-873. Where were you before that?—I was at Balaghat before that where I was doing the same work.

C-874. When you came here what were you?—At Balaghat I was foreman but when I came here I was appointed agent to the contractor.

C-875. What pay do you get?—Rs. 350 a month.

C-876. How many work people have you under you?—1,500 men and women work under me.

C-877. Does that include Mansar?—No, only this mine.

C-878. What is the proportion of men and women?—Half and half.

C-879. Are there any children?—Not working; there are about 500 children living here.

C-880. When do the children begin to work?—After 13.

C-881. What pay do you give them to start with?—They usually work on piece rates but children of 13 who work on daily wage rates are paid As. 5 to 6 a day. The men and women are paid on piece rates, As. 4, 5 and 6 a truck according to the distance. Men and women work together; they work at piece rates in gangs.

C-882. You are speaking of development work?—Yes.

C-883. How many are there in a gang?—There are two, three or four in a gang.

C-884. Will you read to us some entries in this pay book (Same produced).—From the 15th to 20th November, that is 6 days, one man earned Rs. 2-8-0, having worked two days. The next entry is with regard to a worker who worked 4 days and received Rs. 4-12-0; the next one worked two days and received Rs. 2-8-0 for 8 trucks.

C-885. Has this man other people working for him?—His wife and a man. The next entry is of a man who worked four days and earned Rs. 10-15-0; the next, Rs. 7-14-0 for four days work.

C-886. Is there anybody on that page who worked 5 or 6 days?—No, this was *Diwali* week. Mr. Riley (Manager) They finish up the week on a Wednesday; Thursday is the bazaar day on which they do not work, and very few people come to work on Friday.

C-887. Take another week?—From the 4th to 9th October, for 5 days work Rs. 12-6-0; for 6 days Rs. 6-4-0.

C-888. *Diwan Chaman Lall*: You have read an entry with regard to a man who works with other members of his family?—Yes.

C-889. These are not the wages earned by one man?—This is the name of the head man.

C-890. How is the money divided between the gang?—They divide it equally between them.

C-891. You read out an entry with regard to a man who worked for six days and earned Rs. 6-4-0; how many did he have working with him?—There are three men.

C-892. *Sir Alexander Murray*: There is nothing in this register to show whether a man is working with 2, 3 or 4 assistants.—(Mr. Riley) No, there is not.

C-893. So that we do not know whether it is one man's wages or four men's wages.—(Mr. Riley) You do not know that. That will be shown in the labour register; it is not in the pay register.

C-894. Where do you bring your men from?—The bulk of those workers are recruited from Jubbulpore and Katni side; only about 100 are local labour.

C-895. Do they go for holidays?—Yes, they take leave once in a year and sometimes once in two years, while some go on leave after six months.

C-896. Is there any difference between the pay of the men from Katni and Jubbulpore and the pay of the local men?—The rate is the same.

C-897. Do they work 12 months in the year?—They work all the year round; during the rainy season there is less work, but they get advances from us. When they have no money to buy food we have to give them advances. When we first recruit them we pay them Rs. 25 to Rs. 100 for two workers. It is very difficult to get back the amount advanced to them because they are always in difficulties, they are either ill or they have marriage ceremonies or a child is born.

C-898. Do you keep a note of how much each worker owes you?—Yes, I have a book in which I put down the advances.

C-899. *Mr. Cliff*: Is this mine open all the year round?—(Mr. Bartlett) Yes.

C-900. Is there a period when they do not come to work?—(Mr. Bartlett) No definite period.

C-901. Does your labour force diminish at any particular time of the year?—(Mr. Bartlett) Not at this particular mine because very little local labour is employed.

C-902. You have a fairly stable labour force?—(Mr. Bartlett) Yes.

C-903. We have been told there are 1,500 workers; does the average attendance approximate to 1,500 all the year round?—I should think about 1,300.

C-904. *Diwan Chaman Lall*: Is there any difficulty in their getting away from this place because of the advances they have taken?—I have no power to prevent them from going back to their villages or running away without paying back the advances.

C-905. *Sir Alexander Murray*: Do you keep the wife, or son or daughter here as a hostage for the repayment?—No we do not keep the members of the family as hostages; if they want to go away they do go away.

C-906. *Diwan Chaman Lall*: What is the percentage of losses that you sustain in regard to these loans?—Formerly they used to run away, but since

the last three years about 1 per cent. of the workers disappear in that fashion.

C-907. Why?—The reason why they do not do that now is because they have got houses to live in and they have got regular work.

C-908. *Sir Alexander Murray*: You said they used to go away before, but they do not go now; did they not get regular work before?—In those days the rate for manganese ore was high and therefore people used to kidnap them and take them to other mines.

*Mr. Bartlett*: That is perfectly true.

C-909. *Diwan Chaman Lall*: Do you get any bond signed by them when you advance this money?—We do get a receipt from them.

*Diwan Chaman Lall*: I have here the receipt which is given for the recording of advances; this agreement gives the name and address of the man who borrows the money, and it says: "I have borrowed Rs. 20, and I will by working in the Manganese mine, pay back this advance; I will work in this mine and in any other mine to which you may transfer me. I agree to accept any rate that may be prevailing in your mine, and for whatever I pay back towards the advance I shall get a receipt from you. If I pay back any money without taking a receipt and I say I have paid back that money, that will not be true. I also agree that from the date of taking this advance I will work for at least one year in your mine, if there is any money left over after the year not paid back towards the advance then I shall work until it is paid back. I have signed this receipt fully conscious of what I am signing in the presence of witnesses".

C-910. *Mr. Cliff*: At what time can the people go to work?—They work from 5 or 6 o'clock. There is no definite hour fixed for the piece-workers. For those working on daily wages there is a regular hour and they come at 7-30 in the morning; they leave work at 12-30 and come back again at 1-30. They finish at 5 o'clock.

*Mr. Bartlett*: It varies in the hot weather.

C-911. *Mr. Cliff*: Is there any fixed interval for piece-workers to have their meals?—There is no fixed hour for the piece-workers; they come in and go out at any time they choose.

C-912. Are there any first-aid facilities here?—(*Mr. Bartlett*) Yes, we provide them and there are about 20 people with first-aid certificates.

C-913. *Sir Alexander Murray*: Is there plenty of water?—(*Mr. Bartlett*) The water arrangements are all from the mines. There is a very convenient supply of water.

C-914. *Diwan Chaman Lall*: What profit does your firm make out of this contracting business for this mine?—The profit to the Company is 10 or 12 per cent. on the wages bill.

C-915. *Sir Alexander Murray*: Do you get a commission?—I get a month's bonus per annum for good work from my Company.

C-916. Have you ever got more?—One year I got Rs. 500 bonus because there were more men on the work.

(The witness withdraws)

**POONA RAM, a Mine Worker (Diwan Chaman Lall interpreted)**

C-917. *Sir Alexander Murray*: What do you do?—I drill holes underground.

C-918. What is your age?—25.

C-919. How long have you been working here?—7 or 8 years.

C-920. What pay are you getting now?—14 annas a day.

C-921. How many days in the week do you work?—When I am not well I work 5 days sometimes, but when I am all right I work 6 days.

C-922. What hours do you work?—I work from 9 to 4; I have no rest during the day. I have my food in the morning at 7 and then I have it again at 8 o'clock at night. Thursday is our bazaar day and we do not work on Thursday. I worked with another man and we get 14 annas a day each.

C-923. Are you married?—Yes; I had four children, but two are dead.

C-924. What did they die from?—I do not know. I have got a father, a wife, two children and myself to support.

C-925. Does your wife work with you?—No, my wife does not work nor does my father.

C-926. Do you ever go home?—Once a year or once in two years I go to Seoni. I took 15 days' leave at *Diwali* and went home.

C-927. Do you always get your job when you come back?—My job is waiting for me when I come back.

C-928. Are you in debt?—I have no debt.

C-929. Who pays you?—The contractor pays me.

(The witness withdrew.)



**GUMAN, DUKALU, BALDEO and SHUNEYA and SAHIBIN (women workers), gang of workers (Diwan Chaman Lall interpreted).**

C-930. *Diwan Chaman Lall*: How many of you are in this gang? (Dukalu) Five of us work together, three men and two women. The account is entered in the book in the name of Dukalu. Last week all of us worked 6 days. Shuneya and Sahibin are the wives of Guman and Dukalu. Baldeo is not related to us, but he belongs to the same caste. We are working in hard rock development work. We start work at 6 o'clock in the morning; at 12 o'clock we leave off work; we come back at 2 o'clock and stop work at 5 o'clock. The coolies come first of all and start breaking stones and the women come a little later with the food.

C-931. *Sir Alexander Murray*: It is dark at 6 o'clock in the morning?—We start before sunrise. Last week the five of us earned Rs. 17-2-6. I do not remember what we earned the week before, but I know we earned less than we earned last week. We three men divide the amount equally. Baldeo, who is a single man, is paid on the basis of what one of us would get. The pay is divided into three parts and Baldeo got Rs. 4. The pay was divided into Rs. 7, Rs. 7, and Rs. 4.

C-932. The pay book indicates that you received Rs. 16-2-6, while you say you received Rs. 17-2-6; but you say you divided that in the proportion of Rs. 7, Rs. 7 and Rs. 4, which makes Rs. 18. According to the book you worked six days?—There must be some mistake in what we have told you. We, Guman and Dukalu, come from the Raipur district and we have been working here for four years. Baldeo came here about a year ago. Every year at the time of the Holi festival we go back to our village for 8 or 10 days.

C-933. *Mr. Cliff*: These men are on hard rock development; do they earn about the same as is earned on ore?—(Mr. Bartlett) There is not much difference; when a coolie has been working some time on ore his earning capacity is a little greater when he has had experience in blasting and breaking the rock.

C-934. *Sir Alexander Murray*: Have you any debts?—(Dukalu) We have no debts. We came here because we have no land of our own; we used to work as day agricultural labourers there just as we work as labourers here. There we worked the whole day and we used to get 5 *pylies* of rice. Sometimes when we saved a little grain we used to sell it. We had our own little hut and we did not pay rent. When we go back to the village we live in our own huts in the village. Guman has two brothers and a mother there who work as agricultural labourers. We send money to our village. Every two months when we can save money I send Rs. 5 or Rs. 10 to my mother. We, Guman and Dukalu, are brothers. (Baldeo) I sent Rs. 10 recently. In my village I have my mother-in-law and my little son. I sent this money by another man who went to the village on leave. My wife is dead. (Dukalu) We live in the camp here and we pay no rent. I and my wife live together, my brother and his wife live together in a separate house and Baldeo shares that house with them. We have each got a room and a verandah. We buy our food separately; all three of us have separate kitchens; every week we buy food for the week. We have our first meal at 9 o'clock; at 12 o'clock the wife brings the food and we have it at 2 o'clock. We have our dinner at 8 or 9. We have rice in the morning and whatever little is left over we take at 2 o'clock. At night we have rice and dal or we have vegetables, like potatoes and sometimes cauliflower. We do not keep goats. Who would look after the goats? Guman has two children; Dukalu's wife, Sahibin, has a little girl who goes to the school which the Company provides. We go at 8 or 9 o'clock sometimes and again at about 12 o'clock to have a look at the children. When we are ill and are not earning we take an advance from the contractor's manager

for which we pay no interest. The contractor's manager deducts it from our wages.

C-935. *Mr. Cliff:* When they go to look at the children how far is it to get to the lines?—*(Mr. Bartlett)* It is about 2 minutes' walk.

(The witnesses withdrew.)

## PRESENT :

MISS B. M. LE POEB POWER.

MRS. ANUSYA BAI KALE, M.L.C. (*Assistant Commissioner*).

**PARPADA, a woman worker (Mrs. Kale interpreted).**

C-936. *Miss Power*: What is your work?—I am a stone breaker.

C-937. How long have you been on this work?—Just over a year.

C-938. How many children have you?—Two sons, of whom one is at school.

C-939. Have you lost any children?—No. I have only had these two children.

C-940. Were you working in the mine when your two sons were born?—I was at work when my first child was born but not when my last child was born.

C-941. What do you earn?—I earn Rs. 8 a month; I am on a fixed wage.

C-942. Does your husband also work in the mine?—Yes.

C-943. What does he earn?—I do not know what he earns.

C-944. From what district do you come?—I come from the Seoni district.

C-945. When your first child was born did you work up to the birth of the child?—No, I left work two days before the child was born.

C-946. When did you return to work?—I returned to work about a month afterwards.

(The witness withdrew.)

**JAGOHATA, a woman worker.**

C-947. *Miss Power*: What do you do?—I am a truck loader.

C-948. Do you work with your husband?—Yes.

C-949. What do you earn between you?—We earn Rs. 5 a week between us.

C-950. Have you any children?—Yes, I have one daughter aged 6 months.

C-951. Have you lost any children?—Yes, I have lost two children.

C-952. Were you at work in the mine when you lost these two children?—Yes.

C-953. Of what did they die?—One, a boy, died of pneumonia and another, a girl, died of small-pox. Both died when they were very young.

C-954. Were you at work when your daughter was born?—No, I was very weak and I was obliged to stay at home for three months.

C-955. How were you able to afford that?—I was able to afford it because my husband was earning.

(The witness withdrew.)

**CHHOTI, a woman worker.**

C-956. *Miss Power*: What is your work?—I both break stones and load trucks.

C-957. How many children have you?—I have five children, all boys, and I had one daughter whom I lost.

C-958. Were these children born while you were at work here?—Yes, all were born while I have been working here.

C-959. How old is your youngest child?—Three years.

C-960. Have you a husband?—No, my husband is dead.

C-961. Do you work by yourself?—No, I work with another woman.

C-962. What do you earn?—Together we earn Rs. 3 a week.

C-963. How do you divide that money?—We take Rs. 1-8 each a week.

C-964. How do you manage to live on Rs. 1-8 if you have five boys to keep?—Not all my sons are with me. Only three of them are with me; two are living with relations in my village.

C-965. Do your boys go to school?—Yes, all three of my boys go to school.

C-966. How long did you stay away from work when your last child was born?—I worked until two days before the child was born.

C-967. How long did you stay at home after the child was born?—I stayed at home one month.

C-968. Was any money paid to you whilst you were at home?—No, there was no money paid to me. I was without any earnings during that time.

C-969. Now that you are back at work do you put the child in the crèche?—Yes, the child is left in the crèche.

(The witness withdrew.)

**PHAGUNI, a woman worker.**

**C-970.** *Miss Power:* What do you do?—I am stone breaker.

**C-971.** Do you work alongside your husband?—No, I work with another woman; my husband is an engine driver and works in a different part of the mine.

**C-972.** What do you and the other woman earn?—We earn Rs. 3 together.

**C-973.** How do you divide it?—We take Rs. 1-8 each.

**C-974.** I see that you are far advanced in pregnancy; are you still working?—No, I am not working at present; I feel too weak.

**C-975.** When do you expect your baby?—I expect my baby any time now.

**C-976.** How long have you been at home?—I have been at home for 15 days.

**C-977.** Have you any other child?—Yes, I have a son of two to three years.

**C-978.** Was this child born whilst you were at work?—No, I did not work for a whole year when that child was born.

**C-979.** How did you manage during that time?—I was able to manage because my husband gets Rs. 21 and I could stay at home.

**C-980.** Do you get any payment when you are at home expecting a baby?—No, I get nothing.

(The witness withdrew.)

**PHULMATI, a woman worker.**

C-981. *Miss Power*: What do you do?—I am a stone breaker.

C-982. Do you work alone?—No, I work in a gang.

C-983. How much money do you make?—I get Rs. 1-8 a week.

C-984. Is your husband in the same gang with you?—No, my husband owns land and he is back in his village working his land.

C-985. Who works with you in your gang?—I am working under the care of my brother-in-law, but I have two children of my own with me.

C-986. Were these children born whilst you were at work in the mine?—One child was born here while I was at work and one while I was at home with my husband in the village.

C-987. Up to what time did you stay at work when you had a child who was born here at the mine?—I stayed at home only two weeks when my baby was born; I worked up to one day before it was born.

C-988. Do you keep your child in the crèche?—No, I do not keep my child in the crèche because it plays about too much, so I keep it at home.

C-989. Did you get any money when you were absent on account of child-birth?—No.

C-990. Have you any other children besides these?—No, I have lost no children.

(The witness withdrew.)

**CENTRAL PROVINCES AND BERAR  
THIRTY-SIXTH MEETING  
NAGPUR**

**Tuesday, 10th December, 1929.**

**PRESENT :**

The Rt. Hon. J. H. WHITLEY (*Chairman*).

<p>Sir IBRAHIM RAHIMTOOLA, Kt., K.C.S.I., C.I.E.</p> <p>Sir VICTOR SASSOON, Bart.</p> <p>Sir ALEXANDER MURRAY, Kt., C.B.E.</p> <p>Mr. A. G. CLOW, C.I.E., I.C.S.</p> <p>Mr. KAREB-UD-DIN AHMED, M.L.A.</p>		<p>Mr. G. D. BIRLA, M.L.A.</p> <p>Mr. JOHN CLIFF.</p> <p>Mr. N. M. JOSHI, M.L.A.</p> <p>DIWAN CHAMAN LALL, M.L.A.</p> <p>Miss B. M. LE POER POWER.</p> <p>Lt.-Col. A. J. H. RUSSELL, C.B.E., I.M.S. (<i>Medical Assessor</i>).</p>
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SETH MATHURADAS MOHOTA, M.L.C.

<p>Mr. L. H. BARTLETT, M.L.C., Agent and General Manager, Central Provinces Manganese Ore Company, Limited, Nagpur.</p> <p>Mr. R. W. FULAY, M.A., LL.B., M.L.C.</p>	}	( <i>Assistant Commissioners.</i> )
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Mrs. ANUSYA BAI KALB, M.L.C.

Mr. S. LALL, I.C.S.

Mr. A. DIBDIN.

} (*Joint Secretaries.*)

**Sir SORABJI B. MEHTA, Kt., C.I.E., Manager, Empress Mills,  
Nagpur, Mr. J. L. MOTT, and Mr. S. C. L. NASIR,  
Senior Y. M. C. A. Secretary of the  
Empress Mills' Welfare Work.**

C-991. *The Chairman:* Sir Sorabji Mehta; you are the Manager of the Empress Mills in Nagpur, including five large factories?—(Sir S. Mehta) Yes.

C-992. How long have you held the position of Manager?—For the last 12 years.

C-993. You tell us that in this case the agents leave you a very free hand in the management of these important factories, and it is to that, I suppose, that we may attribute the remarkable advance that you have been able to make in caring for the welfare of your workers?—There may be a little misunderstanding about this, because our agents have always kept in close touch with us; I myself have to go down to Bombay about three or four times a year and tell them what we are doing, and nothing is done without their sanction. Of course, the Manager has power to buy cotton and sell the products.

C-994. I understand that, but you yourself are on the spot nearly all the time attending both to the technical side and the human side of your great enterprise here?—Yes.

C-995. In your memorandum you tell us that the average period of continuous service put in by your workers is close upon 8 years?—Yes.

C-996. And that improvement has been made from a state of things some years ago when your whole labour force was turned over in about a year and a half?—Yes.



C-997. You have made that extraordinary advance in stabilizing your labour supply?—Yes.

C-998. You tell us you have a system of what you call a bonus, which might perhaps be called an increment for continuous service which begins after a worker has served for five years and increases in subsequent five years periods, an addition to wages paid monthly, beginning, I think you tell us, with Re. 1 per month and going up in stages to as much as Rs. 2½ per month. At the same time, it is a little disappointing to read what you say on the matter of efficiency; you do not appear to have found an improvement in efficiency which one would expect to correspond with that greater continuity of service. To what do you attribute that?—It is very difficult to reply to that question, but I would simply attribute it to the laziness of the work-people and nothing more.

C-999. You attribute it to the fact that the class of labour which in the main you employ is easy-going?—Quite.

C-1000. And does not take all the advantage that it might of the conditions you have here, and, as you tell us, in the matter of weavers you reckon your efficiency at only 66 per cent.?—Yes.

C-1001. But still is it a fact that they might greatly improve their position if they had the initiative and desire to do so?—They could do so. I will give you certain instances. There are three classes of weavers in the mills: one is the koshti or Hindu weaver; another is the Mohammedan weaver, and the third is the mahar. The koshti and Mohammedan weavers who actually have been in the mills for a number of years give us better production than the mahars. In fact, the efficiency that I have given is an average efficiency, but if I take the individual efficiency of the koshtis and Mohammedans, it would be about 5 or 6 per cent. more.

C-1002. With regard to absenteeism you tell us you have on your rolls 8,800 work-people against a daily average attendance of 7,500 which makes the full complement of hands needed to run all your mills. We have been trying to see if we could get from anyone an analysis of absenteeism which would show us what part represents absence from sickness and what represents merely absence without leave for festivities, ceremonies and merely the desire for a rest. Do the books that you keep in the works offer any possibility of an analysis of that kind?—No, I do not think I should be able to give you that information very correctly. We have a system by which we mark "L" whether a man goes on-leave or is sick. When he comes to the mills he may say he is sick and we give him leave, putting in the book the letter "S" to indicate that he is sick. Sometimes he says he would like to have leave and we mark him "L", but later on we may find he has taken one or two days leave and has then fallen sick; when he comes back after 15 or 20 days he says he is sick, but that sickness is not marked against him in the book, we put it down as leave.

C-1003. You say in most cases leave is obtained beforehand by workers for such absence?—In certain cases beforehand, but in other cases he takes leave for one or two days but does not come for 8 or 12 days; when he returns he is asked for an explanation and says he was sick and could not come.

C-1004. Then all that absence, whether with your leave or without, is counted in the figures of absenteeism?—Yes. Some years ago we had a rule by which a man who was absent for one day had two days wages deducted; but that rule has been a dead letter for many years although it still remains as a rule. We have not yet struck out that rule; we are waiting for the Bombay Fawcett Committee rules to be brought into force.

C-1005. Is there a practice in other mills in this Province to stop two days' wages for one day's absence?—I cannot tell you that; I expect the Government officers would be able to tell you that from their reports.

C-1006. You tell us of the difficulties you had in obtaining land for that most interesting model settlement which you are now beginning and which we visited. Do you think the law should be amended so that an employer

proving his case for the need for housing his workers could have compulsory powers to acquire land for such a purpose?—That is what I have said.

C-1007. You suggest to us that there should be an All-India legislation prescribing a uniform standard of welfare measures for the workers in all provinces of India. Are you in favour, for instance, of prescribing in the factory legislation that where women are employed in any considerable numbers the provision of crèches should be compulsory?—I would not make it compulsory. I would rather educate people and persuade them.

C-1008. You make the important statement that you are strongly of opinion that there should be an industrial welfare society working hand in hand with labour unions in India on the lines of the Industrial Welfare Society which exists in England; that is to say, you would like to see a considered policy of employers all over India in the matter of welfare provisions?—Yes.

C-1009. Have you considered the desirability of each factory employing say more than a thousand workers having a special labour welfare officer, because it would be on the existence of a certain number of officers of that kind that an industrial welfare society could be built up?—Yes.

C-1010. You yourself, I take it, are really the welfare officer in the Empress Mills. I am dealing now with questions of internal welfare?—Yes.

C-1011. Do you think it would be an advantage if in all large works there was a special labour welfare officer helping and advising the manager on all matters of internal welfare, including housing, whose duty it would be to be in close touch with the feelings of the workers, so that he might be an intelligence officer to the manager and so that the various kinds of welfare work might be surely based on not only the wishes but also the co-operation of the workers?—I have not considered that and I cannot tell you off-hand.

C-1012. Because I notice, for instance, that in some of your welfare efforts you have not had the response from the workers which you yourself hoped for?—Yes; that is especially so with regard to the night schools.

C-1013. And also your sickness insurance scheme?—Yes, that is another thing.

C-1014. I notice in your memorandum that since 1914 there has been an increase in earnings of 121 per cent., as compared with an average increase of 94 per cent. in the prices of necessaries of life. That second figure, as to increase in the prices of necessaries of life, is rather lower than other figures that have been put before us; the general index number shows about 45 to 50 per cent. increase. Is the increase in prices lower in Nagpur than in other places?—No, I do not think so, but I believe the 34 per cent. that we have put down is the result of figures we have been able to obtain from statistics from our own employees, and there is a statement showing what we have taken into consideration.

C-1015. In your memorandum you say: "I am in favour of a further reduction in working hours per day, but at present competition is so severe in the markets catered for by us that I cannot all alone think of making any innovation in the direction of reduced hours of work." That is obviously understandable; no one mill or group of mills can go far beyond what applies to their competitors. When you use the word "competition", are you referring to internal competition in India, or to competition, for instance, with Japan?—Both internal and external.

C-1016. You make an interesting suggestion with regard to "a Central Labour Office with its provincial branches whose experts can guide trade unions along the right paths". Does that mean that you are in favour of the Government of India establishing a labour office?—Yes, something on those lines; in one of the appendices to my memorandum I have set out a letter I wrote to Mr. Banerjee, the Director of Industries.

C-1017. You tell us you are emphatically of opinion that legislation concerning industrial labour should, as far as possible, take the shape of all-India enactments. Does that hold good in view of the tendency to more

independence on the part of Provincial Governments, labour being in a sense a "Provincial" subject?—But the industries are spread about all over India; I do not see why an industry in one province should be taxed more than the same industry in another province.

C-1018. You consider labour legislation should be an all-India subject?—Yes.

C-1019. *Mr. Cliff*: Does that include Indian States?

*The Chairman*: I have no doubt, Sir Sorabji, you would like to have the same legislation in Indian States?—Yes, I should.

C-1020. *Sir Ibrahim Rahimtoola*: In your memorandum you give us very interesting information about the model village that you have helped to build. What is meant by "a lease of 27 years was entered into with Government on favourable terms". Does it mean that at the end of 27 years the rent payable to Government for the occupation of the land will be revised?—Yes, the Government will revise it, and if they enhance the tax, we shall have to pay it.

C-1021. That is to say, that would apply to all workers who, according to the scheme that you have explained, will become owners of this land: they will be responsible for any increased rents that Government might levy 27 years hence?—No; the land belongs to the Company; it is the houses only that belong to the owners. If the Government raises the tax, the mills will have to pay and not the owners.

C-1022. Does it mean that the workers are not real owners of that property?

*The Chairman*: Subject to a ground rent.

C-1023. *Sir Ibrahim Rahimtoola*: Subject to a ground rent which to them is fixed and to the employers is indefinite?—(Mr. Mott) We are sub-leasing the land that we get from Government to the employee.

C-1024. But are you sub-leasing on the same terms as are provided under the original lease with Government, or some other terms?—On the same terms, provided Government and the Municipality do not increase their rates; if they increase them it is possible to increase proportionately the tax to the worker; but Government laid down in the lease of the land to the mills that they would not enhance the rent of the land more than 25 per cent. each 30 years; so that that will not result in a very heavy tax on the worker. At present he pays As. 8 for ground rent, taxes and everything. If Government enhances the rent it might be he would have to pay annas 10 per month.

C-1025. That is to say the ground rent of the building is at present Rs. 6 per annum?—Ground rent *plus* conservancy and water tax—all taxes.

C-1026. And irrespective of the fluctuations in the municipal taxation in the city; the Municipality and Government are restricted to the amount of increase they could levy on the sites?—Government is; the Municipality is not. If the Municipality charges more for water rate, then the mills are entitled to charge the workers more for water rate.

C-1027. I was not dealing with municipal taxation; I was dealing with the tenure of the land on which the buildings are constructed and the property rights that labourers secure under this arrangement. You say that the idea is that labour should acquire the proprietary rights in these buildings by payment over a period of years of monthly instalments and ultimately become the owners of that property in which they live; is not that so?—(Sir S. Mehta) Yes.

C-1028. Therefore there is no real security of tenure. They become owners after paying the full value of the building, but they become owners subject to the right of Government to revise the ground rent every 30 years?—That is so.

C-1029. You say you are charging different rates of interest to your work people for the money you advance for housing; you charge 3, 4½ and 6 per cent. according to the classes of borrowers. That means that you

are lending them money at rates which are lower than your own borrowing rates?—Yes.

C-1030. That is a further subsidy which the employer pays to labour in order that they may build their own houses?—Yes.

C-1031. You further say that the house should be paid for by the purchaser in a period of 5 years in monthly instalments. You have given the values of the structures at varying figures. 5 years is 60 months, so that in 60 months by 60 instalments they have to pay the full cost of the building?—Yes.

C-1032. Can they afford to do that from the wages you are paying them?—We have found in many cases they can pay it, but if a man gets ill or is not able to attend to work for various reasons we sometimes extend that period.

C-1033. But can the lower class workers in the spinning department, who are drawing something like Rs. 15 to 25, afford to pay what would work out at about Rs. 5 or 10 a month? If the cost of the house is Rs. 300, it would be Rs. 5 per month; if the cost is Rs. 600 it would be Rs. 10 a month?—They are paying it.

C-1034. How are they able to do it?—Because there is not only one man who has a living wage, but there are one or two others who may be working with him.

C-1035. But the ownership will pass to the man who pays the instalments?—Quite, but if a man comes to work in the mills and becomes the owner of a house, he may have his daughter and wife also working.

C-1036. Then your position is that the wage earnings of a family are sufficiently high at present to enable them to live with sufficient food and clothing and still be able to spend Rs. 5 to 10 a month to pay in instalments for the purchase of this house?—Yes.

C-1037. Then that means that wages are on a high scale?—I cannot tell you that.

C-1038. In view of what you say in your memorandum under "Health", it would appear that you advocate that welfare legislation should be uniform throughout India. In India there are a number of industries, are there not?—Yes.

C-1039. And the classes of industries are different; for instance, in Calcutta there is the jute industry, which is a monopoly?—Yes.

C-1040. In Bombay Presidency and in other parts of India there is the textile industry; then there are the mining industry and various other smaller industries. Assuming that Government legislates and lays down what you call burdensome welfare work on all industries on a similar basis, do you think it can work practically as between industries some of which may be making substantial profits while others may be making no profits at all?—I think there is a slight misunderstanding. Bombay has this Maternity Act and it is proposed to introduce a similar Bill here; I say: Why should not we have the same thing in Madras and the United Provinces?

C-1041. Your point is with regard to specific welfare work, not as to a general measure of welfare activities uniformly applied to all industries in India irrespective of their economic condition?—Yes.

C-1042. The idea of provincial legislation appears to me to be that each Province can deal with its industries according to the circumstances known to the local Government; but irrespective of the fact that certain industries may not be able to bear any additional burden, you would still impose it?—Yes.

C-1043. In your memorandum you give your view as regards the manner in which Government should act in certain contingencies. Will you explain whether you mean that Government should not take any interest unless the industrial dispute has gone so far that the public call upon them to look into it, that they should hold their hands until the public come on the scene and demand some action?—I would not put it so strongly as that. When I was in Bombay I formed the impression that when there is any dispute

between capital and labour, Government take one side or the other. I say that in the beginning Government ought not to take any action at all, for that reason.

C-1044. Is it your view that Government should sit with folded hands lest it should be accused of taking sides if it takes any action?

*The Chairman:* I take it your view is summed up in Appendix I of your memorandum, that you wish to have a permanent board to deal with these matters?—Yes.

C-1045. *Mr. Cliff:* Does the witness want to put before the Commission that machinery should be established for dealing with disputes before actual stoppages occur?

*Sir Ibrahim Rahimtoola:* That is what he has said.—I say Government should stand aloof in the beginning.

C-1046. And allow the strike to go on indefinitely?—No, I do not say indefinitely. According to your Act you can have a board of enquiry set up.

C-1047. Immediately?—It may be immediately. This portion of my memorandum was written before the Act came into force.

C-1048. *The Chairman:* I take it that since then you have sent in Appendix I, which gives your views as to the establishment of a Board?—I sent in the Appendix a long time before I sent in the replies to the questionnaire.

C-1049. *Sir Ibrahim Rahimtoola:* Taking your Appendices V and W, in which you give the variation in the cost of production having regard to the number of hours worked, I see that the figures per pound of 20's yarn are as follows: In 1900 15 pies, in 1914 17 pies, and at the present time 33 pies. Can you give the Commission some information as to why the cost has risen so high?—Have I not said in other papers that the wages have gone up by 120 per cent.?

C-1050. Is the rise accounted for by the increase in wages?—It is accounted for by the rise in wages and the rise in the value of stores.

C-1051. Is it due only to those two factors?—Yes.

C-1052. Can you tell us to what extent it is due to the rise in wages and to what extent it is due to the rise in the value of stores?—No. I have not got those figures.

C-1053. *Mr. Clow:* With regard to your housing experiment at Indora, are the tenants in any way selected, or does any tenant who applies to you get a loan and a plot?—When a man applies we send Mr. Mott to make enquiries as to how many people are in the house and how many are working. Mr. Mott gets those particulars and sends them to the mills, where we find out what the man's wages are, so as to see whether he can afford to pay or not.

C-1054. You refuse an application if you consider the applicant unsuitable—Yes. (*Mr. Mott:*) Only on financial grounds—not on moral grounds or anything of that kind. Sometimes we find that the person has not earned any money for six months. I have had a case just recently of a man whose total earnings for himself and his family are Rs. 10 a month, and he wants to borrow Rs. 500. His son-in-law now says that he will be responsible for half the loan. If a man brings a surety of that kind we will probably grant his application. Otherwise we say to him "Build a Rs. 150 house" or "wait until you earn more". Personally I feel that every one now can afford to pay Rs. 3 a month which is the minimum at present which we think a man can build a house for—Rs. 150.

C-1055. What are your regulations in respect to the construction of the buildings?—The minimum was seen by the Commission on Sunday—a house 10' x 15'.

C-1056. Do you impose any regulation as regards the plinth?—Yes. We insist on a plinth of one foot, a 5' 6" door in height and 3' wide (inside measurement), and we insist on a window in each room at least 2' square. These are the only restrictions we have made.

C-1057. There are restrictions on sub-letting and on taking in lodgers, I suppose?—That comes in the rules. I can hand in a copy of the rules, if necessary.

C-1058. To what do you attribute the remarkable change in the surroundings and manner of living of the inhabitants?—Is there a general desire among the people to live in that way, or is it a desire prevalent among only a selected few?—Those of us who have been working with these people for a long period of time have seen within the last few years a very decided desire on the part of the depressed classes to improve their ways of living. I could take the Commission to a village within half a mile from here, not connected with the mills or not financed by any outside agency, where the people have removed from a near-by *busti* which was very poorly built and badly arranged, and they have built very much better houses. In the new settlement they have done even better than that, partly because money was available and partly because a better type of worker has come.

C-1059. Would you agree that ownership by the employee as against ownership by the mill has a very important educative and uplifting effect?—That is the best feature of the scheme. The worker in Cawnpore, living in rented quarters, can be evicted at 24 hours' notice. The worker here has more surety of living in his house permanently. That explains both the pride they are taking in their houses and the pride they are taking in their gardens and in their general surroundings.

C-1060. *Mr. Chiff*: You limit your answer to one class?—I can only speak for that class because the majority of the people have come from it.

C-1061. *Mr. Olow*: You suggest that in the interests of the work-people all trade unions should be compulsorily registered. Do you mean that you would be prepared to punish people for not registering a trade union?—(Sir Sorabji Mehta) What is done in England?

C-1062. In England it is optional.—If it is optional, is it recognized by the industry?

C-1063. The employer attaches no importance to registration. You recognize that that is the only alternative: that if trade unions are to be compulsorily registered then every combination which is not registered must render itself liable to some penalty?—They need not be recognized by the industry?

C-1064. The law does not compel you to recognize even a registered union at present.—If it is recognized by the Government why should not the industry recognize it?

C-1065. I understand that the trade union of which you are a member—the Bombay Millowners Association—is not registered. Where you refer to this proposal of yours for a Board you again mention the idea of compulsion, and you say “the findings of the Board should be deemed final and binding on the parties to the trade dispute, and should have powers to inflict punishment on those refusing to give effect to its award”. Suppose a Board was held here and, after much consideration, it decreed an advance in wages, on which you thought you could not profitably run your mill, what would happen then?—The Board would not be so unwise as that. For that very reason I say in my letter that the Board should study the question of the cost of production and all other details.

C-1066. *Mr. Biria*: You mention in your memorandum that you could not increase the efficiency of your spinning department on account of a reduction in the working hours from 12 to 10. May I take it that that was due to the fact that even before the working hours were reduced to 10, you were obtaining quite a good efficiency (I notice it varied between 83 and 85 per cent.) and therefore it was impossible to get any further improvement on the efficiency which you used to get. Is that so?—We have 10 per cent. of spare men for the spinning department. We try to keep the machines running all the time. If a man goes out there is another man ready to relieve him. We do not stop the machines at all, and therefore the efficiency we get from 12 hours working was almost the same as we got from 10 hours working.

C-1067. Is it not a fact that on account of a reduction in the working hours in the weaving department in Bombay and other places, the mill-owners practically got the same production in 10 hours as they used to get in 12 hours?—Yes.

C-1068. You make a comparison between the workers' efficiency in India with that in Japan, the United Kingdom and the United States. The United States stands at the top while India stands at the bottom. Is it not a fact that in India the wages paid are lower than those paid in Japan; that the wages paid in Japan are lower than those paid in the United Kingdom; and that the wages paid in the United Kingdom are lower than the wages paid in the United States?—I have not that information with me.

C-1069. You suggest what ought to be done in order to increase efficiency. You divide the matter under groups, in which you include dietary, shorter hours of working, adequate wages, assistance rendered in case of sickness, primary education and technical training. Do you suggest that if all these things are provided by the employers the efficiency will increase?—I believe so.

C-1070. How are the millowners to provide all these things? In Bombay the industry is passing through a very serious depression, and if there is legislation to enforce these things on the employers what will be the situation in Bombay?—They will be worse off, I know.

C-1071. Then what is the solution?—How can you increase efficiency and at the same time enable the employers to provide all the things which you suggest?—I will leave the Commission to decide that after they have heard all the evidence.

C-1072. You mention the scheme which you have inaugurated in your own mills of sickness insurance. We were told the other day that the employees were not fully acquainted with what you were doing. You inaugurated this scheme in 1921. How is it that your workers have no knowledge of it and have not been able to take any advantage of it?—(Mr. Nasir) Efforts have been made from time to time to acquaint the workers with this scheme. The man who gave evidence here the other day apparently had not heard of it, but there are many others who have. It has been very difficult to explain to the workers the idea of this scheme. I have talked with dozens of them, and their objection is to keep on paying 4 annas a month and not getting anything if they do not fall sick. That is the main objection in their mind. They do not realize that they are doing good to somebody else.

C-1073. *Sir Victor Sassoon*: But the man we saw the other day said he had never heard of the scheme?—We do propaganda work both in the mill itself and in the *bustis* through the welfare people. (Mr. Mott) It is quite possible that out of 8,800 people, 100 may not have heard of it, or may have forgotten about it.

C-1074. *Mr. Cliff*: What is the form of your propaganda work?—(Mr. Nasir) Lectures, personal talks and handbills distributed to the people.

C-1075. *Divan Chaman Lall*: Can we have a copy of the handbill?—I will get you one.

C-1076. *Mr. Birla*: The total liability which you take under this scheme is Rs. 25 per month for 6 weeks and Rs. 15 per month for 8 weeks. That is about Rs. 67 as against a contribution of 8 annas per month, or 11 years' contributions. What in your opinion should be the average period of sickness of a man working in industry?—(Sir Sorabji Mehta) It is very difficult to say.

C-1077. On what basis did you make these calculations? You are taking a liability of 11 years contribution?—I cannot tell you. Perhaps I shall be able to supply the information later.

C-1078. I want to pursue further the statement which you have made about the increase in wages and the rise in index figures. You put the increase in wages to the extent of 121 per cent., but that does not agree with the statement made under the head "unskilled labour" where you say a coolie who used to get Rs. 9 in 1913 now gets Rs. 15—a rise of about 50

per cent. Similarly if you go through other items you will find that in very few cases has the rise been more than 100 per cent. How do you account for the inconsistency in these two statements? Then, again, if you compare your memorandum with the Central Provinces Government memorandum, you will find that while the Government shows an increase in the price of cloth of 94 per cent. you only put it as 60 per cent?—I have given the figures here and they can be verified and checked. I am afraid I cannot add anything to them.

C-1079. *Mr. Joshi*: You have given a figure for absenteeism. Is the reason that your figure is so high that you have on your register a much larger number of workers than you require?—I have been going into this matter very carefully, and I find that our rule is if a man goes away without asking for leave we do not expunge his name but we leave it on the register for three months, and if the worker returns within those three months his services are continued. I find that on an average there are 250 men on the roll whose names have not been expunged for that reason.

C-1080. Therefore I take it that your figure of absenteeism is a little swollen for that reason?—Yes, because of this rule about three months' absence.

C-1081. You mention certain machinery for the removal of dust and vacuum stripping. Would it be difficult for other mills and other ginning factories to have similar machinery?—It is very expensive.

C-1082. Suppose that the use of this machinery was made compulsory?—It would mean taxing the industry a great deal.

C-1083. What I want to know is whether it is impossible or impracticable for other millowners and factoryowners to provide this machinery?

*The Chairman*: Is vacuum stripping compulsory in any country?—I do not think so.

C-1084. *Mr. Joshi*: What is the cost of this dust removing apparatus?—I will send you the figures.

C-1085. With regard to your sickness insurance scheme, have you made any special efforts to get this voluntary scheme brought to the notice of your people?—*Mr. Nasir* has fully answered that question. We have done our best. We have printed the rules both in English and in the vernacular, and have put them in every department so that the people should know all about the matter; and they have made enquiries.

C-1086. Speaking about maternity benefits you say: "Such legislation is particularly iniquitous at the present time when there is so much trade depression in the textile industry", while later on you say: "On an average 238 women take advantage of the concession every year and the amount paid them comes to about Rs. 4,800". Is a sum of Rs. 4,800 really such a sum that it should be felt at all by a concern like yours?—It will all depend, I believe, upon the number of women employees you have.

C-1087. Yes, but you are not employing a large number or a small number; you are employing the same proportion of women that is employed in other places. What I feel is that a sum of Rs. 4,800 for your mills should not be regarded in any way as a heavy burden?—I do not think so.

C-1088. In your memorandum you say: "I am strongly in favour of the benefits of the Provident Funds Act being extended to private provident funds and of all firms having such funds being compelled to get their fund registered under that Act". What advantage you think will be derived from that?—The provident funds that you have in the railways and other services are all registered while provident funds of private companies could not be registered.

C-1089. You cannot register a private provident fund at all?—No.

C-1090. Under the Insurance Societies Act?—I do not know; it cannot be done under the Provident Funds Act.



C-1091. That Act is intended only for Government concerns. Do you mean to say that all private provident funds that exist now are not registered at all?—No, as far as I know.

C-1092. You have not enquired whether they could be registered under the Insurance Societies Act?—No.

C-1093. You have a scheme for old age pensions; I want to know whether you have a separate fund for that purpose or whether you pay pension out of your ordinary revenues?—We have a special fund marked out for that purpose.

C-1094. Can you tell us how much per head you set apart every year?—We do not set apart any amount per head; when we see from the books that the amount is getting less we try to put in more; there is no general rule about that.

C-1095. In your memorandum you give your opinion on weekly payment of wages. Have you tried that experiment?—No.

C-1096. Do you think there will be great objection to weekly payments from your workers?—There will be objection from the employer who employs a good number of workers; it will greatly hamper his work. For instance, in our case it would be quadrupling our establishment.

C-1097. Can you tell us what will be the cost of the establishment?—I will let you know later on.

C-1098. With regard to housing scheme, I would like Mr. Mott to tell me from his experiences whether the workers who are settled in the Indora busti would desire to have some share in the management or would prefer that the whole scheme should be left to the company?—(Mr. Mott) "Do you refer" to the management of the scheme from now onwards?

C-1099. Yes?—My personal feeling is—and I can only speak for myself—that if we can work out some scheme for the management and the running of the model settlement, now that it has started, in which the workers will have some voice and in which they can be quite sure that the scheme is going to be run entirely for them and that the mills cannot at any time come in and make the situation difficult for them, I feel that it will become more popular. Mr. Nasir can tell you from his talks with the people in the village that you visited next to the model settlement that a good many of those people have still to be convinced that this is a perfectly safe scheme for them to come into. Personally I feel that the Government and the mills have so safeguarded the worker in the lease and in the rules that no one need have any fear of eviction. I think perhaps Sir Ibrahim Rahimtoola felt that if a man got the lease only for 80 years that would mean that at the end of 80 years his tenure would be doubtful.

C-1100. *Sir Ibrahim Rahimtoola*: My point was that the rent would be increased?—That is the way in which Government gives out all Government land in this province, as I understand. (*Sir Surebji Mehta*) The question of increase of rent will not be confined to one particular area but it will be a general increase in the surrounding areas.

C-1101. *Mr. Joshi*: On the whole you feel that if the workers get some voice in the management they will have more confidence in such schemes?—(Mr. Mott): I do not think that the question of management would be so important as the feeling that it was under a municipality or an improvement trust and not purely a mill town.

C-1102. You feel that if such housing schemes are taken in hand by a public body like the improvement trust or the municipality, it would be preferred?—I think it would be preferred if it were possible.

C-1103. About the psychology of the people: I want to know whether, if the workmen of one company live together in a separate town of their own, they develop the sense of citizenship, or do they begin to feel that they are employees of a certain company all their life and not citizens of a town; whether the feeling of citizenship is less developed in a town of this kind and the feeling that they are not citizens but mere employees of a company is more

developed by these workers who work in one mill living together?—I feel that a great many of the difficulties and dangers that may be anticipated have been obviated in the present scheme by leasing the land and selling the houses out-right; I feel that that has given them more sense of citizenship and more sense of pride than it would have if they had lived in rented quarters, but yet I do feel that if it were possible for schemes of this kind to be run by Government or municipalities as they are in Vienna or by co-operative societies as they are in Basle in Switzerland, it would be even better. But in India where finance is the main question and where an employer is willing to spend money, I feel it is well worthwhile for him to do it and for the workers to accept it.

C-1104. *Miss Power*: Dealing with the question of indebtedness in your memorandum you say that a large majority of the ordinary class of work-people are in debt, and you give certain reasons for it. Has the company ever made any personal investigation into the extent of that indebtedness and whether it varies according to the level of earnings of the workers?—(Sir Sorabji Mehta) Yes; in response to the request from Mr. Devadhar of the Servants of India Society about 5 or 7 years ago, we made certain inquiries and supplied him with all the information that he wanted; we thought that he would be sending us a report but so far he has not done. We made inquiries from about 900 work-people, and found that about 65 to 70 per cent. of them were in debt. Of course, when you ask these people the extent of their indebtedness they would always give an exaggerated figure simply to show that they were more in debt than what really they were.

C-1105. You say that in prosperous years when the mills made very large profits and on the occasion of the mills' golden jubilee you allowed bonuses to the employees. Was there any attempt on the part of the management to move that money as it were in the direction of debt reduction, or was it simply a lump sum handed over to the workers to dispose of it as they pleased? Was there any suggestion made to the workers that those amounts should go towards the reduction of their debts?—No.

C-1106. Do you know whether there was any effort made by the workers to do that for themselves?—No.

C-1107. In your memorandum you deal with the refusal of the weavers to use on an average more than one and a half looms per man, while in Bombay the average is two looms per weaver. You suggest further on that there was an increase in efficiency as a result of the reduction in hours from 12 to 10. It would be very interesting if you could tell us what difference there is, for instance, between a Bombay weaver and a Nagpur weaver as to account for the Nagpur weaver unable to work on an average two looms per weaver?—I cannot reply to that question.

C-1108. *The Chairman*: You suggested to me in conversation yesterday that Mahars were less efficient than others?—Yes; the Koshti and Muhammadan weavers are more efficient than the Mahar weavers.

C-1109. *Miss Power*: Are the Muhammadan weavers running two looms?—Yes, they are.

C-1110. It is only in the case of Mahars that the average is less?—Yes.

C-1111. Have the Mahars increased their efficiency, as a result of the reduction of hours, to the same extent as others?—The efficiency has been increased by five per cent. throughout.

C-1112. *Mrs. Kale*: You say that when your model scheme at Indora is completed it will accommodate 1,500 labourers. That means that there will be very many labourers who will not be able to take advantage of that scheme. Have you got any other scheme in view by which the other labourers can be accommodated in view of the fact that Major Ganapathy, the officiating Director of Public Health, stated the other day that if he had the power he would condemn the houses that have been occupied by these labourers in that they were unfit for human habitation?—We made inquiries about the number of houses owned by our work-people, and found that 5,755 of our

operatives, which comes to about 64 or 65 per cent., have got their own houses numbering 4,265.

C-1113. But those houses, as Major Ganapathy has said in his evidence, are not fit for human residence?—It may be so, but I do not think they will leave their own houses and go to other places.

When these labourers who own houses begin to see that their co-workers are more comfortable than they are, do you not think that they will be dissatisfied with the type of houses in which they are living at present and will prefer to go to better houses?—In that case, I think we can go on extending our scheme if Government helps us with more land.

C-1114. In your scheme of education, have you tried to keep the labourers informed of the condition in which they live; you know that at present they are like blind people; have you any newspapers which they can read, or do you make them acquainted with important news?—(Mr. Nasir) We have something of that kind in the *bustis* where people live, but it must be understood that our work in the *bustis* only covers about 50 to 60 per cent. of the working population; among those people we do have items of news given from time to time; and apart from that we discuss various current questions with groups of people.

C-1115. How many of your labourers are literate?—I asked the management and they put it at about 10 per cent.

C-1116. Have you tried to remove the illiteracy of the remaining 90 per cent.?—We have made efforts to start night schools; you will get a description of that in the report which was supplied to you. It is our desire, as far as possible, to make the entire labour literate, but we find that people over a certain age, say, 20 or 22, have no desire or possibly have no strength to attend any schools.

C-1117. In your scheme of education, has the percentage of literacy amongst the workers increased during the past few years?—I do not know what the percentage was about 8 or 9 years ago, but it is 10 per cent. now; I think it is more than what it was before, but I cannot compare with actual figures.

C-1118. Amongst the people who attend to welfare work, you have included Sisters to teach cooking. Do you think they are able to give lessons efficiently in a subject like cooking?—I think they would.

C-1119. Do you not think it would be much better to give charge of that subject to people who know about Indian cooking?—As far as I know, the Sisters because of their close movement with the poorer classes of people are well acquainted with the ways of living of these people.

C-1120. Is that your experience?—That is what I think. (Mr. Mott) I know of a Sister who has lived amongst the Mahars for 87 years. I am sure that she knows more about the ways of living of Mahars and the things that need improvement than anybody else in Nagpur.

C-1121. Mr. Fulaj: You say that labour in your mills is more stable and is of a permanent character; is that because of the welfare arrangements that you have made for your workers?—(Sir Sorabji Mehta) Do you refer to our activities both inside as well as outside the mills?

C-1122. Yes?—I am not sure about our activities outside, but I believe they are very much attracted by the special amenities that we give in the mills, such as, provident fund, bonus and pension.

C-1123. Has not this permanent character of your labour been responsible in making your concern a success as compared with other industrial concerns?—I cannot answer that question.

C-1124. Could you tell us whether your concern is the best profit-making concern in this province and gives more dividends to the shareholders?—I think we have so far given more dividends; I do not know about other mills.

C-1125. You do not think therefore that the welfare arrangements both inside and outside the factory have in any way affected the prosperity of your mills, or for the matter of that of textile mills in this province?—Per-

haps we could have made more profit by not doing any welfare work; our profits would have been increased by 1½ lakhs.

C-1126. But do you not think that what you would have gained in not spending on welfare work you would have lost on other things like increased absenteeism, sickness and less efficiency on the part of workers?—I have shown in my table what efficiency we had when we were working for 12 hours and what efficiency we get now. I leave you to make your own conclusion.

C-1127. With regard to the model settlement, have you any proposal for popularising the scheme by reducing the amount of instalments payable by workers?—(Mr. Mott) You will find that in the report on the welfare work for the year 1927-1929. Let me read it to you: "The cost of the houses built by the workers ranges from Rs. 250 to Rs. 1,600. For those who are too poor to pay even Rs. 250, we are thinking of letting men build houses, capable of extension which will cost only Rs. 100 or 150. This will make it possible for even the lowest paid worker to move into the new settlement and to make at least a start towards living in better surroundings. For a loan of Rs. 150 he would have to repay only Rs. 8 per month".

C-1128. With regard to your schools for adult workers your general experience is that the interest of the workers in attending those schools slackens after a time. Do you not think the long working hours constitute one of the causes for this slackening of interest on the part of the adult workers?—(Sir Sorabji Mehta) I have already suggested that in the evidence.

C-1129. Could you tell us how many members of your supervising staff are Hindus and how many are Muhammadans?—I will not be able to tell you off-hand.

C-1130. Sometimes a charge is made by many persons that there is considerable racial discrimination in filling up vacancies in the supervising staff. Is it the practice in your mills to appoint a certain sect of people to those posts in preference to others, say Hindus or Muhammadans?—Yes, and those are good reasons for doing so which I would not like to disclose here.

C-1131. There is no arrangement by which an ordinary worker has any chance of becoming the assistant manager or the manager in your mills?—I wish he were so much educated as to become an assistant manager.

C-1132. Has he ever risen to be the head of a department?—No.

C-1133. Would you not welcome such a system of training your workers?—Yes, if they were educated we would do so.

C-1134. *Seth Mathuradas Mohota*: From your memorandum I understand that the restriction of 60 hours has not resulted in the increased efficiency of the workers. So efficiency remaining where it is, would you not be required to again increase the rates of piece-work in case the working hours are further reduced in order to keep the wages to its present level?—Yes; but it will increase the cost of production.

C-1135. With the increased cost of production, would it be possible for the Indian textile industry to face foreign competition, specially Japan and Italy?—I have already said that it is bad now, and it will become worse.

C-1136. Do you accept the principle that there cannot be any further reduction in the daily working hours without a corresponding increase in the efficiency of the workers?—I agree.

C-1137. Would you advise 8 hours in the present inefficient state of working in the factories?—No.

C-1138. *Mr. Birla*: Suppose a certain amount of protection is granted?—That is entirely a different question.

C-1139. *Seth Mathuradas Mohota*: Can the industry alone in its present position bear any additional burden of sickness insurance and unemployment insurance?—It will all depend upon how much is going to be contributed by the work-people, by the Government and by the industry.

C-1140. I am asking you whether the industry alone would be able to bear the additional burden under the present conditions?—I am not in favour of that.

C-1141. Do you think that the wages earned by the factory workers are higher than those earned by their fellow workers in other spheres of work?—I think we are paying them more than the Public Works Department do.

C-1142. Does the increase in the number of ginning and pressing factories indicate real industrial development in the province, as one of the witnesses had said?—Am I to understand from your question that the shortening of hours has tended to increase the number of ginning factories?

C-1143. Not only that, but whether there is real industrial development?—I think you would be able to know that from the agricultural returns.

C-1144. As a cotton expert and as a manager of a large number of factories and knowing the real situation of the province, I want your opinion on that. My opinion is that the increase in the number of ginning and pressing factories does not show real industrial development. Certainly there is an increase in the number of factories in the province during recent years, but there are reasons for that; the chief being that the old cotton markets have lost their importance on account of the opening of new markets in neighbouring places; for instance, the Warora cotton market has lost its importance on account of the opening of the new Wun market; similarly the factories at Pulgaon have lost their importance since the opening of the Arvi market.

*The Chairman:* Your point is that it has been a transfer of work, not a real increase?

C-1145. *Seth Mathuradas Mohota:* That is so. How many hours a female worker in the textile mills is required to work out of ten hours?—I suppose there is no restriction; according to the Factories Act, a woman works the same number of hours as the man.

C-1146. According to the Factories Act, the women workers are not required to work the same number of hours as the male workers?—I do not think the Factories Act prevents employment of women for 10 hours.

C-1147. I am concerned with the existing practice in the textile mills. For instance, in the morning the women workers are permitted to attend half an hour late?—Yes.

C-1148. I think in the afternoon they are let off 15 minutes earlier than men?—No; during the mid-day recess they are let out with the men.

C-1149. Are the female workers let out at 9 o'clock?—Yes; they go out in turns.

C-1150. How much interval do women workers get during the day?—It is just the same as what men get.

C-1151. May I know whether the state of indebtedness is peculiar to workers in the textile mills, or whether it is a common evil among the working classes and farmers owing to their extravagant habits in certain matters?—I am unable to answer that.

C-1152. Your mill is the pioneer mill in the Central Provinces that has started the maternity benefit scheme voluntarily. Do you not think that the health of the mother is a national question and therefore the Government should come forward to pay some portion of the maternity benefit along with the employers?—If Government helps, so much the better.

C-1153. *Mr. Bartlett:* With regard to the housing scheme at Indora, what happens if a man after purchasing a house ceases to be employed at the mills?—(*Mr. Mott:*) He is allowed to stay on provided he carries on with his purchase; if not he can sell it to any worker, or he can sell it back to the mills.

It is possible that after a period of years the houses may be all occupied by people who are not workers in the mills?—Yes, it is quite possible.

C-1154. *Sir Victor Sassoon:* How many spindles and looms you have got?—(*Sir Sorabji Mehta:*) We have got about 100,000 spindles and 2,200 looms.

C-1155. Your managing agents have, not only here but elsewhere, shown their desire to improve the welfare of workers?—Yes.

C-1156. In their steel works particularly?—Yes.

C-1157. Could you tell the Commission how it is that they have been able to do so much here and so much at Jamshedpur while they have been able to do comparatively little in the case of their mill hands in Bombay? Obviously it is not due to lack of willingness on their part; there must be some other factors?—I cannot give you a reply.

C-1158. Would you say that the conditions here are the same as they are in the mill industry in Bombay?—In what way? You mean the general condition?

C-1159. It has been suggested that the welfare work and other good work that you are doing here has been instrumental in helping you to make good profits. Therefore naturally the suggestion would be, if the Empress Mills could do all this why could not the mills in Bombay do the same, especially when the Managing Agents of the Empress Mills are also the Managing Agents of some mills in Bombay. Since in Bombay welfare institutions have not been developed to the same extent as they have been here it will be of interest if we can have some idea as to why that is so. I take it that you are not going to suggest that Messrs. Tata & Co., preferred the workers in Nagpur to those in Bombay?—They are doing it in Bombay also.

C-1160. But not to the same extent?—Why do you say 'not to the same extent'?

C-1161. Do you think that in all their mills in Bombay they are doing it?—Yes, except in Tata Mills.

C-1162. Therefore it may be that that mill has not got the money?—Quite so.

C-1163. That is one factor; there may be other factors. For instance, have you got a model village in Bombay where you have housed your workers?—I think they have built chawls at Kurla.

C-1164. Would you say that those chawls are as convenient and good for the workers as your houses in the model town at Indora?—I will not say convenient; it all depends on the space that is given to them or the space that they have.

C-1165. Therefore there may be difficulties in carrying out welfare schemes that you have here and there may not be difficulties which are easy to surmount; otherwise I take it that Messrs. Tata & Co., would have them carried out in Bombay as they have done here?—Yes.

C-1166. You suggest that under the Workmen's Compensation Act, the full period of absence should be paid for when the disability extends beyond ten days. Do you actually do that?—In fact, we are not doing that. Before the Act came into force we were paying compensation in all cases, whether the disability extended beyond ten days, or less than ten days, but we have stopped that since the Act came into force.

C-1167. Do you think there will not be malingering if you were to pay them?—I will only pay if I know that they are absent for more than ten days. We have a system here which is quite different from the one that you have in Bombay; we have a mill doctor who examines the men and we act up to the decision of the doctor.

C-1168. Would you prefer the present system of one break in the day or two breaks in the day?—The Chairman asked me this question yesterday and I told him that people who came out for their meals did not come out exactly at one time because they took their food at varying times.

C-1169. Do you think it will be better to have a break in the morning as the Chairman suggested?—But what is the use of having that break because if they do not take food at that particular hour, they will go again for their food.

*The Chairman:* They would not be willing to have two rigid half hour intervals instead of the present system.

C-1170. *Sir Victor Sassoon*: Would you consider that an Indian worker here in Nagpur would prefer to work very hard for 8 hours to working more or less leisurely even for 10 hours?—I could not say.

C-1171. Take the production per spindle and the efficiency in the spinning department for the several years given in your memorandum. It says that in 1900 for a 11·86 hour day the percentage of efficiency on 20's was 88. The number of hours was reduced to 9·74 in 1928 but the percentage of efficiency was only 83. Again with 32's warp you find that the percentage of efficiency sank from 92 in 1900 for a 11·86 hour day to 84 in 1928 for a 9·74 hour day. In these two cases you find that a drop in hours from 11·86 to 9·74 has given you a worse efficiency in 1928 than it did in 1900. Would you explain why that was so?—Efficiency will depend on other conditions as well.

C-1172. Did your conditions deteriorate?—It may be due to the cotton. We find that our cotton is deteriorating.

C-1173. Are you using a lower mixing?—No, we are not able to get the same kind of cotton as we used to.

C-1174. Are you then spinning down instead of spinning up?—We are just going down.

C-1175. On 32's warp there is a very big difference between 92 and 84?—But let us take 12's.

C-1176. There the efficiency is more or less the same?—Yes, because you get the same quality of cotton throughout the year. For 32's we buy the best quality cotton all over India.

C-1177. Surely you can always make a mixing to give you 32's if you take good cotton?—We try to get the best Indian cotton only.

C-1178. You find that you cannot get as good mixing for 32's as before?—Yes.

C-1179. Take 12's where the efficiency has remained the same. Does that show that the 2 hours' drop has not increased the efficiency of your spinners?—No, it has not.

C-1180. It has been suggested to us that the efficiency of the Indian worker has not improved because of the hard work he has to do for a large number of hours, and that his efficiency will improve if the hours are reduced. That certainly does not seem to be borne out by your statement?—No. I have said clearly in my written memorandum that we have been for years past maintaining a system of relieves to take the places of those men who go out for meals and other purposes, so that the machines may be running all the time.

C-1181. So that you say that they are not being worked so hard after all?—I have said so already.

C-1182. Do you know of any reason why a Japanese girl who works only for three or four years on an average in a mill should be more efficient than an Indian workman?—I know of no reason.

C-1183. Do you think you can teach the Indian workman to reach that efficiency?—We are trying to do that, but so far, the results have been unsatisfactory.

C-1184. Do you use any automatic looms?—No.

C-1185. With regard to your dealings with the trade unions, have you found that the leaders have sufficient control over the workers and that any arrangement come to with them is carried out by the workers?

C-1186. *Mr. Cliff*: I do not see any reference in your memorandum to your dealings with trade unions.

C-1187. *Sir Victor Sassoon*: Do you deal with trade unions at all?—I have also stated in the memorandum that our relations with the trade unions are satisfactory.

C-1188. Do the workers generally agree to any settlement you make with their leaders?—So far, we have had no difficulty in the matter. We always

try to satisfy their leaders by giving them a full explanation on any matter they bring forward.

C-1189. In your memorandum you have suggested that a permanent board should be appointed to which all industrial disputes should be referred and that the findings of the board should be made binding on the parties to the dispute. You were asked to say how it could be made binding on the employers in any particular case in which they thought that they could not abide by the findings of the board except at a great loss to them. You said that the board would not give a decision which would not enable the employers to work except at a loss. That was your suggestion then. Suppose they gave a decision which was considered unsatisfactory by labour and that they wanted to go on strike and refused to allow any other people to work. How could you make the finding of the board binding on the labourers?—I have said that picketing ought to be stopped.

C-1190. You think that that would be sufficient?—Yes, I think it would be sufficient.

C-1191. You would hope to get other labour to do the work?—Yes.

C-1192. *Sir Alexander Murray*: You actually require 7,500 workers every day?—Yes.

C-1193. But you have on your registers 8,800 workers?—Yes.

C-1194. That means that you carry on your registers 17 per cent. surplus workers?—Yes.

C-1195. And not 10 per cent.?—No. The reason is that when a man goes on leave for three months we have to carry his name down every month. Such people are on an average 250. If you deduct that 250 from this 8,800 you get 8,550 only.

C-1196. You talk about the efficiency of the worker at one period and at another period. But you always have this 15 per cent. extra men to keep up your efficiency. It is not as if a fixed complement of workers do the work all through the year. Therefore is it not more correct to say that it is the efficiency of the management which is supplying this 15 per cent. extra hands to do the work?—We may say so.

C-1197. In appendix U to your memorandum you give an account of leave taken by your workers during 1928. That shows that 2,700 workers out of a total of 8,900 have taken leave for periods exceeding three months?—Yes.

C-1198. Did you remove their names from your registers?—We generally do not strike off their names if they give satisfactory reasons for their absence.

C-1199. How many names did you strike off?—I cannot say off-hand.

C-1200. When they stay away for more than three months do they not lose their rights to pension and provident fund later on?—No, unless their names have been removed from the roll. We generally do not remove their names from the roll if they have been absent on account of illness or some other unavoidable cause.

C-1201. Nearly 2,700 hands have been absent for longer than three months in 1928. If that is the case every year, you must be carrying on your books a tremendous lot of extra men over and above the 7,500?—That is what we say. We carry on our books about 8,800 men.

C-1202. I see that the children work in your mills on split shifts of 2½ hours in the morning and 2½ hours in the evening. Why do you not work them 5 hours on end?—According to the Factories Act we should give them a recess at the end of 4½ hours, so that we cannot work them 5 hours continuously. Under the present system the first shift works 2½ hours in the morning and 2½ hours in the evening. The second shift also has a recess between 11-30 and 12-30.

C-1203. Do you find that there is any double employment as a result of the split shift system?—No.

C-1204. With regard to the chawls for your workers, how far are they from your mills?—About two miles.



C-1205. Do your workers object to go and live so far?—No. Even now they live more than two miles away from the mills.

C-1206. In Bombay we were told that one of the reasons why the workers did not wish to live in certain chawls was that they were half a mile or a mile away from the mills in which they work. But you tell me that your chawls are 2 miles away from your mills. In your experience do you find that the workers have any difficulty in going to and fro?—(Mr. Mott) That is one of the peculiar features of this place. After five years of negotiation we could not get any large piece of land anywhere near the mills. This was the only one that we could get. If the Bengal Nagpur Railway co-operated with us and ran a workmen's train from that place to this it would be very convenient. They could also make some money.

C-1207. On an average how far away from the mills are your workers living?—On an average about 70 per cent. of the workers live a mile away from the mills. We have 14 welfare centres and all of them are scattered all over the city where our workers live.

C-1208. Mr. Ahmed: I understand that you are one of the most prosperous concerns in India having wide experience in the line. You have given us an account of your several welfare activities. Have you found that the workers have improved in efficiency as a result of the welfare work you have done?—(Sir Sorabji Mehta): No. They could improve if they wanted, but they have not done so. I am not satisfied with the return I get for the money invested on welfare work.

C-1209. But do you not have any strikes here as they have in Bombay very often?—We had a big strike here in 1924, lasting for two months. That took place at a time when we were doing the welfare work.

C-1210. At any rate during the last three or four years there was no strike here?—No.

C-1211. You have done something with regard to the housing of your labourers. Do you find that they appreciate the benefits you confer on them?—I hope they do.

C-1212. You said that it would be of great advantage to the workers if an Industrial Welfare Society was started?—I said that an Industrial Welfare Society should be started for the whole of India, as they have it in England. All the industries should join together in establishing and maintaining this society. I did not say that every individual industry should have an industrial welfare society.

C-1213. Mr. Cliff: You have given us an account of various welfare activities carried on by you. Can you tell me in one sentence what is the main object of all that?—We have said already that we provide these facilities for the work-people for a fuller development of their personality and to enable them to become better citizens and efficient workers.

C-1214. You combine the two. Are you satisfied with the result of the work done up to date? You may separate the point with regard to the raising of the standard of life from the point with regard to the improvement in the efficiency of the workers.—I must say that with regard to the standard of life there is a decided improvement now.

C-1215. In what way?—(Mr. Nasir) For instance, with regard to housing conditions there is a distinct improvement not merely in the model settlement to which we have referred already, but also in the *bustis* where they live. Now they build their huts on an improved type. They have an increased desire for the education of their children. Some of them have a desire for travel. In one place with which I am thoroughly acquainted the people there have given up drinking on funeral occasions. The desire for social reform is gradually spreading.

C-1216. Is that over a period of 12 years?—Over a period of 9 years during which I have been here.

C-1217. I understand that the scheme has been in operation since 1917?—But the Y. M. C. A. came only later on.

C-1218. Has it been possible for you to help the workers systematically in any way to form themselves into combinations independent of the employers?—(Mr. Mott) Do you refer to trade unions?

Yes.—There is a trade union in Nagpur.

C-1219. I am just thinking of the welfare side of the work of the Y. M. C. A. For instance everybody says that what is needed is strong trade unionism. I am asking whether you have ever found it possible to help the workers to form themselves into combinations independent of the employers?—As a worker of the Y. M. C. A. who was not connected with the mills, so far as financial matters were concerned, three years ago I helped the workers to start the Nagpur Textile Union. I was joint secretary of the union for two years till I went home last spring.

C-1220. You said that the standard of life of the workers was gradually rising. Do those people with improved standards of life put in more efficient work?—(Sir Sorabji Mehta) No. 54 per cent. of our workers are Mahars, and from the efficiency figures that we have given, you will see that we have not been able to get much improvement.

C-1221. I understand that the people are desiring more comfort in their homes, travel and education for their children. From your personal observation do you not find in them a desire to earn more money?—I could not say. I think so far they do not desire to get more money than they get now.

C-1222. They must be having an increasing expenditure and consequently there must be an urge for more work. Could you say,—I do not want to tie you down to any percentages,—whether as a matter of fact you have noticed amongst them a tendency to work harder?—It is very difficult to say.

C-1223. Of course it is. If you could help us, we would be glad?—I will try and work the figures on this point.

C-1224. You answered a question of Miss Power with regard to people working on two looms. Am I right in thinking that there are in several of the mills here in Nagpur a number of people who would avail themselves of the opportunity of working on two looms, but the employers being desirous of not displacing labour do not provide that opportunity?—This is another difficult question to answer.

C-1225. The problems of the Commission are all difficult, I assure you. We were told yesterday that there were about 840 weavers managing over a thousand looms amongst themselves. There are still a number of them who would work two looms, but have not the opportunity of doing so, because the management are not willing to displace labour.—Surely I could easily arrange to give two looms to any man who could work them and send out the inefficient men one by one. I could do that to-day.

C-1226. At present there are a number of men who could work two looms, but are not working two looms?

*Sir Victor Sassoon:* Perhaps they are not good enough to work 2 looms.

*Mr. Cliff:* I am just illustrating my point. I was told that there were a number of people who were qualified to work two looms, but were not actually working two looms.

C-1227. *The Chairman:* Does that apply in your case that there are men who could work two looms efficiently but are not allowed to do so?—If a man could work two looms efficiently we would be the first to let him do so.

C-1228. *Mr. Cliff:* Would it not put some men out of employment?—Yes, it would. We are willing to do that. Here is a statement I have prepared on the point (handing the same).

C-1229. In your memorandum you deal with the suitability of regulations affecting children. With regard to the children employed in your mill, you say that the first batch starts work with the starting of the mills at 6-30 A.M. and leaves at 9 A.M. When do they take their 1½ hours schooling?—They take that before they come back in the afternoon at 3 o'clock.

C-1230. If they are due at the mills at 3 o'clock they should go to school at 1-30 p.m.?—Yes.

C-1231. When they go home at 9 o'clock will they have to walk a mile on an average?—Yes.

C-1232. And that would take them half an hour after 9 o'clock to go home and another half an hour before 1-30 p.m. to go back to school?—Yes.

C-1233. They leave the mill at 5-30 in the evening and reach home at 6 o'clock?—Yes.

C-1234. And may we take it that these boys rise generally at 5-30 in the morning?—Yes.

C-1235. On that particular shift which is working in alternate weeks a child gets up at 5-30 a.m. works for 5 hours, takes 1½ hours schooling, does all the travelling here and there and finishes at 6 o'clock. Can you really expect to make much progress with a child in that particular week at school?—Do you mean that he would not have sufficient stamina for work?

C-1236. Looking at this particular shift which commences at 6-30 in the morning and finishes at 5-30 in the evening it is impossible to get anything effective out of the child when you realize that you are making him work longer hours than adult women when you ask him to do the schooling also. In the interests of the efficiency of the mill, why is it necessary to work the child in that particular shift? Could you apply the test of welfare work and satisfy yourself that this is really for the welfare of the children?—I could not say. This refers only to 103 half-timer boys and their number is gradually decreasing every year.

C-1237. You say that when these half-timers reach their 15th year you give them full-timer's wages. What rates of pay do they get?—I have said in one of the statements that these half-timers start on Rs. 15 a month.

C-1238. At that age?—Yes.

C-1239. What training do you give them for the work they have to do?—Half-day workers are employed in the spinning department. They know exactly how to piece the ends. When they are on full time we employ them as siders. They also work as doffers.

C-1240. What kind of training do you give these boys when they are 15; have you considered giving them some training on the lines on which you train apprentices?—That we cannot do because they have not enough education to take advantage of that kind of training.

C-1241. Can you not train these boys to become the kind of efficient weavers that you want?—I have said that these boys are sent to the weaving department. If there is a vacancy in the weaving department, we give them the first chance of going there.

C-1242. It is claimed by you and it is claimed by others that there is a great difficulty in getting efficiency from the weaver and the spinner, but I see little being done to help them to become efficient. Would you, first of all, say that the labour is inherently wicked?—No.

C-1243. Would you say it is inherently lazy?—Some would be lazy; some would not be lazy.

C-1244. Will you take the ones that are not inherently lazy; in what way do you try to make them efficient workmen?—When we want mukadams and jobbers in the department we do not take in new men; we take our own men who are of the better class.

C-1245. Do you supervise these boys, watch their work and encourage them to do better work?—I cannot do it myself but it is done by heads of departments and assistants in the departments who try to encourage them. We are encouraging them by giving them certain extra bonuses.

C-1246. Do you ever set these boys of 15 on to looms by themselves under a master to train them?—We do not generally put them under a master; we put them under a weaver who is minding two looms and he trains them.

A learner is given a learner's pay and when he is fit to work on a loom he is put on the job. That learning takes from 10 to 25 days.

C-1247. If I accept the story of the mill managers, it is impossible to get the weavers to be efficient. Why put the boys under the people whom you cannot get to become efficient. Could you not consider putting them under a master and training them with a view to their becoming efficient?—It is very difficult to put them under a master; it would mean having a separate department.

C-1248. You suggest that a board of some character should be set up. Can the Commission take it that what you are concerned with is that there should be a control in the first place over industry?—Yes. Why not?

C-1249. You are seeking to bring the less efficient manufacturers up to the standard of the highest?—Yes.

C-1250. And therefore you would have a board of control?—Quite.

C-1251. Are you suggesting some board that would be an aid to labour?—The same board can collect data, can give advice to the industry or industries and also to labour.

C-1252. So that you really want permanent standing machinery for the purpose of controlling industry and for labour questions?—Yes.

C-1253. In the Provinces would you be in favour of labour commissioners?—Yes, I say we ought to have a commissioner for each Province who could get out all the details and supply them to the Board; he would be in constant touch with the industry in the Province and with labour.

C-1254. In the Provinces what is the difficulty with regard to the present machinery of the Department of Industries and Labour; do you not get much assistance from that Department?—I cannot answer that question because it is a question which has to be answered by the Government Officer, who is the Director of Industries.

C-1255. No doubt he has one answer, but what is the answer of industry itself? What kind of assistance do you now get from the Department of Industries and Labour, and is that sufficient to meet your purposes?—In fact we do not get any assistance.

C-1256. And therefore you want to have a Department from which you will get assistance?—Yes.

C-1257. Could that be done by re-organizing the present Department?—I should think so. I say we get no assistance for this reason. The Director of Industries is an Indian Civil Service man; he gets into the work after some months; of course, he cannot get into it all at once, it takes him time to study things. By the time he approaches a certain age he is transferred to another Department. That means that he leaves his work incomplete.

C-1258. He has a period of apprenticeship and then passes on?—Yes.

C-1259. Would you suggest, then, that they should be more permanent?—Yes.

C-1260. Do you agree that effective strong trade unions are necessary if industry is to go on?—I should think so.

C-1261. Would you be willing that these labour commissioners should aid workers in forming trade unions?—Yes, I have said so.

C-1262. *Diwan Chaman Lall*: You have stopped certain of your night schools; there were three schools run by the Y. M. C. A. which were stopped. Why were they stopped?—(Mr. Nasir) It was found that the numbers attending were very small in proportion to the expense that was being incurred; we tried this for about 7 or 8 years and have now come to a stage where we do have some kind of literacy class, not on an elaborate scale, but just to enable a few people who are keen to learn, rather than keep a big staff and have three or four classes.

C-1263. The Government opened two schools in the mill area in the mills themselves; what happened to them?—I think they have become very

small in extent by reason of the number of half-timers having decreased. At one stage there were, I believe, 700 to 800 half-timers, but now there are only 103, who work in shifts.

C-1264. Do you know the cost of running those night schools was about Rs. 36 per head, whereas the cost of a Government normal school was very much less?—The cost in the primary day schools is usually about Rs. 19, I believe, but the cost of night schools has been about Rs. 26 to 30, and now, with the smaller numbers, it may be more.

C-1265. Is there any compulsory education in Nagpur; has that been put into force in the mill area?—The Municipality has just introduced compulsory education in the city, in a ward or two. The civil station, which is a different area, is going to try one ward in Indora from the 1st April next which would bring the children of all these people into the schools.

C-1266. Would the managing agents be in favour of asking for the assistance of the Municipality to bring in compulsory education for the children of the mill hands and have schools instituted in those areas in which they live?—(Sir Sorabji Mehta) Yes.

C-1267. And you would be in favour of giving them assistance in giving accommodation?—Wherever we can do so we shall do it. At Indora we have just built a school which has cost us about Rs. 17,000 and that can be utilized.

C-1268. In the Central Provinces you know there is a Government scheme whereby every Government employee can get an advance of 18 months' salary if he wishes to purchase or build a house?—I am not aware of that.

C-1269. In Nagpur there is a scheme whereby every Government employee who wishes to build a house of his own can take an advance at practically no interest from the Government of 18 months of his salary. Have you ever thought of instituting a similar scheme at Indora, giving an advance of 18 months' salary without interest to your employees?—We are advancing more than 18 months' salary.

C-1270. I was taking the case that was referred to just now where you were prepared to reject the application of a man whose wages were about Rs. 10 to 12 a month?—(Mr. Mott) In the case of such a man we should reject his application for a loan of Rs. 500, but not for a loan of Rs. 150.

C-1271. You would be prepared to give him such a loan?—Yes.

C-1272. In the agreement you state that you terminate the lease by a denial by the sub-lessee of the title of the mills to the property sub-leased or any portion of it?—My understanding of that is that that is a legal term which goes into all leases automatically. It is one of those technical matters which I never can understand.

C-1273. Suppose a mill worker has actually paid Rs. 900 for a house, what further right have you to interfere in his proprietary rights?—(Sir Sorabji Mehta) None whatever. He only has to pay his ground rent.

C-1274. Would you be prepared to agree to his mortgaging it?—Later on he may do whatever he likes.

C-1275. Supposing he wishes to mortgage it, are there any restrictions?—No, after he has paid back the whole of the loan he can do anything he likes.

C-1276. *Mr. Clow*: He could not sell it to a non-mill employee?—I do not think he is prevented from doing so.

C-1277. *Diwan Chaman Lall*: Many of these people after they have paid back the loan may be in need of money and probably you will find you will not permit them to mortgage to an outsider. Probably it would be better if you had a co-operative credit society to which these people might mortgage their property if occasion arose for them to do so. Do you think that would be a good plan?—That is a very good suggestion. (Mr. Mott) It

would be much better than letting them mortgage to a *soukar*; that is the danger of course.

C-1278. Could you tell me whether last year your group of mills made a profit?—Yes.

C-1279. What dividend was paid?—(Sir Sorabji Mehta) I do not remember exactly, but it was about Rs. 22 or 23 on a share of the paid-up value of Rs. 100 and of the market value of about Rs. 500. I shall be able to correct that figure later.

C-1280. That is approximate?—Yes.

C-1281. I notice the figure you have given shows that you have paid out in dividends during those years between 9 and 10 crores, so that there is no ground for complaint against the efficiency of the workers from the point of view of profits?

*The Chairman*: Those profits might be due to the management.

*Diwan Chaman Lall*: Considering the enormous profits that you have been making, you could not charge your workers with being lazy?

*Sir Alexander Murray*: He does.

*Sir Victor Sassoon*: You do say your workers are lazy?—I say my workers are lazy, yes.

C-1282. *Diwan Chaman Lall*: By that I suppose you mean that instead of giving you 22 per cent. return on your capital they ought to have given you 50 per cent.?—I do not bind myself down to a figure.

C-1283. What do you mean when you say they are lazy when we know the fact is, according to your own admission, that you paid out a dividend last year of about 22 per cent.?

C-1284. *Sir Victor Sassoon*: You have got big reserves?—We have.

C-1285. The workers do not help in earning the interest on those reserves which form part of your dividend.

C-1286. *Diwan Chaman Lall*: Were the reserves built up out of previous profits?—They are.

C-1287. And who earned the previous profits?—The mills.

C-1288. Were these workers lazy in those days when all these profits were accumulated?—The statement I have put in will show you; I cannot say more.

C-1289. Granted that you have average efficiency in the management, when you can get a dividend paid of 22 per cent., you would agree with me there cannot be very much wrong with the workers in point of efficiency.

*Sir Victor Sassoon*: Sir, we are on this question of dividends on capital without counting block capital.

*The Witness*: I do not know whether the Chairman will allow this question to be asked.

C-1290. *Sir Victor Sassoon*: If you built a new mill to-day, with no reserves or anything, and the workers worked exactly as they do to-day, with the same management, would you be able to pay 22 per cent. on your capital?—No. In fact the reserves themselves bring in about 9 per cent.; the rest represents the earnings of the company.

C-1291. *Diwan Chaman Lall*: If you take 23 per cent. and deduct 9 per cent., there is still 14 per cent. remaining.

*Sir Victor Sassoon*: I have here a statement which shows that the return on your capital actually is 6.2 per cent.

C-1292. *Diwan Chaman Lall*: They have pointed out a return of 4.88 per cent. in some cases.—You can work out those figures in any way you like.

C-1293. You have said in your memorandum with regard to efficiency that the weavers have worked harder since the reduction of the hours?—Have they?

C-1294. *Mr. Clow*: I take it your point is that, leaving aside profits altogether, the average worker could do a great deal more than he is doing and get a great deal more wages without affecting the profit position at all?—Quite.

C-1295. *Diwan Chaman Lall*: In your memorandum you say: "But in our weaving department where the weavers are paid on piece-work and in which department we have no such system as is mentioned above, weavers leave their machines less frequently than before and work more energetically for fear of loss of wages due to shorter working hours; and the result is increased production and efficiency." That does not bear out the statement that there has been less efficiency?—I have shown you that it is about 5 per cent.

C-1296. Is that a very small amount?—Very small indeed. If they get about 75 to 80 per cent. in Bombay, I do not see why we should get 65 here.

C-1297. How many hours do you work your men?—10 hours.

C-1298. In view of the statement in your memorandum which I have just read, am I to take it that your workers do put in the requisite number of hours at their work?—I decline to answer that question; I have given the figure in my statement.

C-1299. But that does not make it quite clear, because if a man spoils cloth he may lose 3 hours in the course of the day putting it right?—Yes, but why should he spoil cloth?

C-1300. I might equally ask: why should you supply him with bad yarns, but neither question is in point. From your experience as manager of these mills, how many hours do the spinners and the weavers put in actually at work at their machines?—Sir, I appeal to you; have I to reply to this question after the statement I have put in?

*The Chairman*: You are quite entitled to say you cannot add anything to the statement you have presented to us.—That is what I say.

C-1301. *Diwan Chaman Lall*: I am afraid your facts and figures, if you look at them, will not give me an answer to my question, which is a simple one. You bring a charge against your workers that they are lazy; that is a serious charge to make against the workers and I want to see if you can substantiate it. Can you substantiate it by any facts and figures?—I am sorry I cannot.

C-1302. Are you aware that the average wage of a spinner in your mills is about Rs. 15 a month?—The minimum is Rs. 15.

C-1303. What efficiency can you expect from a worker who is paid Rs. 15 a month?—A half-time doffer boy as soon as he starts working as a piecer only earns Rs. 11 to 12; from Rs. 12 he is jumped up to Rs. 15, and then the wages are generally increased according to the length of service.

C-1304. *Sir Victor Sassoon*: If you doubled a man's wages, would you get more efficiency?—No.

C-1305. *Diwan Chaman Lall*: If a man has a family which is not earning and gets Rs. 15 a month, is that sufficient for him to keep himself and his family in good bodily and mental condition, so as to give A. 1 efficiency?—I cannot answer that question.

C-1306. *The Chairman*: I understood that was the wage of a beginner aged 15 years?—Yes, and he goes on increasing according to his service.

C-1307. *Diwan Chaman Lall*: What is the highest you pay to a spinner?—About Rs. 24.

C-1308. Do you think that is sufficient for a spinner to bring up a family and keep himself in good bodily and mental efficiency?—That I cannot tell you, because I have not got the figures with me.

C-1309. Are you aware that the infantile death rate in Nagpur is 804 per thousand?—Yes.

C-1310. Does that indicate that the physique, or the financial condition or the housing conditions of the workers are such that they can give you A. 1 efficiency?—I appeal to you, Sir; this question ought to be answered by the Public Health Department rather than by me; I am not at all fit to answer these questions.

C-1311. *Col. Russell*: In your memorandum you say: "I would like all industrialists in India to combine to bring out experts from England and America to help start an Indian Institute of Industrial psychology and Industrial Research Board." Do you not think it would be better to send selected Indians to England to be trained, where they could see the work that is in existence?—I do not mind; anybody could be sent over and trained for that purpose.

C-1312. In Nagpur City have you a high incidence of malaria?—(Mr. Mott) I am afraid I do not know the figures; I know there is a good deal of malaria.

C-1313. Does the Municipality do anything to prevent malaria?—Yes, they have done a certain amount; I know they have in our area in the last few years, drying up pools and so on; but there are a lot of mosquitoes still.

C-1314. So that their work is not very effective?—It is much more than it used to be, but it is not perfect.

C-1315. Is it a fact that there has been no Health Officer here for 6 months?—I heard that evidence given here, but I have been away for the last 6 months, so that I do not know.

C-1316. *The Chairman*: A good deal has been made just now of the word "laziness". I do not remember finding that word in your evidence submitted, and I think it was rather put into your mouth in the course of examination. What I take it you submit to the Commission is that the workers prefer an easy-going method in the mills rather than working up to the full capacity of the hours that the machinery might run; is that a correct statement of your views?—(Sir Sorabji Mehta) Yes, they do not put in the same number of hours as they ought to in the running of the mills.

C-1317. Whether it is custom or climate we will not discuss, but in reply to me I think you said in your opinion they would prefer a rather more easy-going working spread over 10 hours than concentrated working that would necessarily have to be the case if the hours were reduced to 8?—Yes, that is quite correct.

C-1318. Therefore "laziness" is hardly a term to apply to it; it would be more correct to say: easy-going nature?—I agree.

(The witnesses withdrew.)



**Mr. R. C. RILEY, representative of the Central Provinces and Berar Mining Association, Kamptee.**

C-1319. *The Chairman:* What office have you held in connection with this Association?—I am simply a member.

C-1320. What is the nature of the organization, what does it cover and what are its objects?—It covers most of the mines, both manganese and coal; it includes just the owners; a member is either the servant of a company or owner of a manganese or coal mine and as such is eligible as a member of the Association.

C-1321. How many members are there?—At the present time about 20.

C-1322. Does it hold frequent meetings?—Only when actually necessary; there are 8 to 12 meetings a year.

C-1323. It is to look after the general interests of mining undertakings in these Provinces?—Exactly.

C-1324. *Mr. Cliff:* Does this Association represent the majority of the mines in this Province?—Yes.

C-1325. It represents the major portion of the capital?—Yes.

C-1326. Would you say that Kandri, the mine we visited yesterday, is one of the good mines?—Yes, it is certainly one of the good mines.

C-1327. Is it above the average?—Well above the average.

C-1328. How many are employed there regularly through the year?—Roughly 1,500 men and women.

C-1329. Of that total what is the proportion of headmen, the men who are employed by contractors as headmen of gangs?—The gangs are so small that a headman is really a worker himself; he is not a looker-on.

C-1330. The contractor, I understood yesterday, pays one man who has a number in a gang working for him?—Yes.

C-1331. I want to know the number of men that the contractors employ whom they actually pay?—The average gang will be 5, so that there will be 300 on his pay roll.

C-1332. *Sir Victor Sassoon:* Would the average be 5; would it not be a little less?—Yes, the contractors' agent has more than 400 men on his pay sheets to whom he makes payment employed at this one mine.

C-1333. *Mr. Cliff:* What are the average annual earnings of these 400 men?—I can give figures of daily earnings; there are so many days taken off at festivals and that sort of thing; they really go and come as they please.

C-1334. You say in your memorandum that the average duration of employment in any one year for the whole of the labour force is 9 to 10 months. Taking these 400 men, can you tell us their average earnings for the past 12 months?—I could not do that off-hand, but you can take it that a man and his wife working well can earn Re. 1 a day.

C-1335. But that is not sufficient for my purpose; probably you can furnish us with a statement showing your payments made to the 400 men over a period of 12 months?—Yes.

C-1336. You keep records of your attendance; can you show that also?—yes.

C-1337. You say in your memorandum that wages are offered according to the work required to be done and vary with the districts. May we take it from that that the same grade of labour in different districts is paid at different rates?—For the same class of work, I suppose that is so; in some districts living conditions are cheaper and labour is possibly more plentiful. The Association consists of several members of different companies, and when we met we found that the different rates of the different companies did not all agree, the reason being that the mines are situated in different

places; but in any one district the rate is the same; for instance, the rate that I pay at Kandri will be the same as is paid in the Nagpur District or at Mansar.

C-1338. Have you any records showing the variation in the cost of living?—We have not, except that we have mines at Balaghat where we know the cost of living is cheaper than in the Nagpur District.

C-1339. Are these wages based in any regular way on that variation?—I suppose they are to a certain extent.

C-1340. What do you mean by "to a certain extent"?—It is according to the flow of labour, the amount of local labour varying and the amount of labour that comes in.

C-1341. Does that mean the price at which the contractor can get it?—Exactly.

C-1342. Do you recruit any labour from Indian States?—No, it is all from British India.

C-1343. We have a statement from Mr. Bennett, the Manager of the Central India Mining Company, in which he states that the average diet is rice, juari, wheat, dal and vegetables, also mutton and fish where available, the monthly average cost being in the case of labourers Rs. 10 to 12 per head per month. He is confining himself to diet. Do you accept that as a fair standard?—No, I should think it is much less.

C-1344. Is it much less in your case?—I should not think it would come to Rs. 10.

C-1345. What would you say they spend?—From 4 to 5 annas a day—Rs. 8 to 10 a month.

C-1346. Can they get mutton in a diet of that kind?—No.

C-1347. Can they get vegetables and wheat?—Yes.

C-1348. Dealing with minimum wages, it is stated that "working conditions in the different mines vary so widely that we consider the statutory establishment of minimum wages would be not only inadvisable but utterly impracticable". Will you explain that?—The conditions differ at each mine. If you had gone to one of the smaller pits you would have seen that it would be impossible to fix any minimum wage.

C-1349. It is a question of the standard which is fixed, is it?—Yes.

C-1350. Apart from that would you be in favour of a minimum wage?—No.

C-1351. The memorandum states "Amongst the causes of indebtedness most certainly is not the low level of wages". On what is that statement based?—My experience is that the indebtedness of the general coolie which my Company employs is not so very bad. When they are recruited they take an advance from the contractor and pay off the debt which they owe in their own villages.

C-1352. Does that agree with the next sentence, "the contractor is forced by circumstances". What are the circumstances?—The labour would not be free to move from its village until it paid off its debts.

C-1353. Is the money which you advance given for the purpose of paying off debts?—It is a money advance which is made to the coolie in the first place.

C-1354. May I apply that to an instance which we saw from the records yesterday. We saw that original advances of Rs. 10 and Rs. 20 were being made. Is not a good portion of that money spent in rail fare?—That money was given in order to enable the coolie or the gang to pay back its debts in its villages and to help it to live from the time of taking on to the time of starting to earn money.

C-1355. So that in that Rs. 10 or 20 there is the rail charge, and also the money on which they have to live until pay day?—Not necessarily the rail charge: the men may be paid by the contractor separately for that.

C-1356. Do I understand that the contractors pay the rail charges?—They do.

C-1357. That is not a debt?—If the labour remains for over a year that is wiped off at once.

C-1358. Can you show us an instance of that?—Yes.

C-1359. Will you show us a typical instance where the labourer does not pay his rail fare. We were told yesterday that out of the advance which they get, the labourers paid their rail fare, and lived on the remainder until pay day. Is that a fact?—Yes.

C-1360. Then they do pay their own rail fare?—The rail fare is cut off the advance if they remain on the mine for over a year.

C-1361. But at the moment of transport they need the money with which to travel?—Yes.

C-1362. How much would there be left out of Rs. 10, after paying the rail fare and the cost of living for a week?—It is difficult to judge. It depends on how quickly they get on to the work.

C-1363. May I suggest that there would not be much left with which to pay off debts in the village?—There would certainly be something for that purpose.

C-1364. How much do you think there would be out of Rs. 10?—It depends where the labour is recruited from.

C-1365. Cut out the question of rail fare and take a man coming with his family. Would he live on less than Rs. 10?—In that case the man would get a bigger advance than Rs. 10.

C-1366. I would be much obliged if you would give a few instances showing that it is the general practice of the men to pay off their debts in their villages out of the advance. Is your Association in favour of maternity benefit, subject to the condition which you specify?—Yes.

C-1367. Have you a translation of the copy of the agreement which the labourer signs for loans?—Yes. Here is one.

C-1368. Have any of these agreements been signed this year?—Yes.

C-1369. This is the declaration which I understand the man must sign: "The sum of Rs. .... which I have taken from the Mines to-day is duly given to me for the purpose of working out the value of the said money either in mining ore, earth work, etc., and I hereby agree to recoup the above amount advanced to me for earth work, mining ore, etc., either at the above mine or at any mine situated in the same district or in any other district." May I ask with regard to that portion of the declaration, whether the mining company approves of this declaration?—That agreement was introduced before the Workmen's Breach of Contract Act was cancelled. It really does not apply now.

C-1370. But it is being signed to-day?—Yes. Different contractors have their own forms of agreement. The Association has not necessarily seen that particular form.

C-1371. In view of the changed legal condition under which the labourer lives is it not the business of the company to see that this form is not signed?—Our contractors are labour contractors and they bring in our labour. I do not think there is anything objectionable in the agreement.

C-1372. It is said in the memorandum: "Every opportunity is afforded to work-people of making representations to the mine manager, who is always on the work, and who is looked upon as a just and fair tribunal for redressing their grievances." With a change in the legal status of the worker, surely there is a responsibility lying on the company to see that contractors in their employ are not compelling labourers to sign this document?—After they have signed the document it does not carry much weight.

C-1373. My point is, first with regard to—the responsibility of the company. If the mine manager is a just and fair tribunal for redressing

grievances and a new law has been put into operation or a law cancelled, what about the responsibility of the company and the mine manager in seeing that the workmen know their legal status?—I think the majority of them know that the Workmen's Breach of Contract Act is gone.

C-1374. Surely the first way of making them know it is to annul the contract which they previously signed. May I read the other paragraph of the document: "I agree to work at the usual rates prevailing in your mines and recoup the advance from time to time, for which I shall duly obtain receipts from you as and when advances are recovered by you. Nothing will be valid in the transaction on either side unless supported by receipts. I undertake to recoup the above amount of advance in one year either at the above mine or at any of your other mines, and undertake to work over a year if the amount due is not cleared off within a year." Has your Company, or has your Association issued any instructions to their contractors with regard to cancelling that form of agreement?—No, they have not.

C-1375. Have any mine managers made the labourers aware of their new legal status?—Not to my knowledge.

C-1376. With regard to loans, will you ask your contractor what is the average loss which he entails through advances?—Three to four thousand rupees a year. The outstanding advances are Rs. 18,000 to Rs. 20,000.

C-1377. My recollection of what he said yesterday is that 3 per cent. of the advances were bad debts. Is that correct?—Yes.

C-1378. *Sir Alexander Murray*: Then if he advances Rs. 24,000 he only loses Rs. 800?—(Mr. Bartlett) The three thousand or four thousand rupees represent rail fare and the 3 per cent. represents his loss.

C-1379. *Mr. Cliff*: What I want to be clear about is the percentage of bad losses. I understood yesterday that it was 3 per cent.?—(Mr. Bartlett) That is probably correct. The figure of 3 or 4 thousand rupees will include the rail fares.

C-1380. *Mr. Cliff*: Is there anything exceptional about your mine in the way of loans? Is yours a specially good mine, or a bad one, or is it an average mine?—It is an average mine.

C-1381. In the memorandum it says "Most of these have finally to be written off as bad debts". If that is a correct statement, I would like to see the record, because this is quite at variance with what we found yesterday on our visit to your mine. Do you subscribe to this statement. It is a general statement, is it?—Yes.

C-1382. *The Chairman*: Would you wish to modify that?—Yes.

C-1383. I understand you to say that this statement "and most of these have finally to be written off as bad debts" is too sweeping?—Possibly, it is too sweeping.

C-1384. *Mr. Cliff*: Could you give the Commission any explanation of the difference in efficiency between manganese mines and coal mines?—I know nothing about coal mines.

C-1385. How much longer time would you suggest should be taken before operating the convention of sickness insurance?—It would be difficult to apply to labour which is moving from one place to another.

C-1386. Your advice to the Commission is that more progress will be made if a more gradual advance was attempted with International Conventions. When should the next step be taken in the enforcement of any of the International Labour Conventions? What period do you suggest should elapse?—Our labour is recruited from the jungly people. They have no education at all.

C-1387. That suggests that labour is in a condition where they need protection?—They need protection. I do not know whether they would understand the deductions made from their pay for sickness insurance.

C-1388. May I take it that this is a general statement and that you have not considered when any Convention should be brought in?—No, I have not.

C-1389. One question about the time of attendance of your supervising staff at the mine. At what hour in the morning do they attend?—From 7-30 to 8.

C-1390. What record have you got with regard to the attendance of the work-people at the mine?—The time-keeper.

C-1391. What time does the time-keeper turn up?—He is on duty at 7-30. We have no means of actually keeping a check on the number of hours worked by individual labourers. They come on as they like and go off as they like.

C-1392. There is no real control in that direction?—No.

C-1393. So that the labour can come at sunrise as we were told yesterday, and there is no supervising staff?—At my mine there is.

C-1394. I am wondering how you know the number of hours which an individual labourer works in your mine?—Simply from the register kept by the time-keeper and the foreman.

C-1395. My difficulty is to see what your organization is to check in the labourers?—There is no actual check on the labourers with the exception of the Departmental staff. There is no actual check of the actual miners.

C-1396. Do the people wander off and on as they will?—More or less.

C-1397. Would you be prepared to welcome the establishment of a trade union amongst your workers?—I do not think it is very necessary at the present time. I know nothing about trade unions.

C-1398. *Mr. Bartlett*: With regard to the question of recruitment, a figure of Rs. 10 to Rs. 20 has been mentioned as advances paid to labour. Is it not often a great deal more?—It very often exceeds Rs. 20.

C-1399. There are three types of labour recruited, are there not—that which is already working in the Central Provinces and which receives advances from the contractor; those who are recruited directly from the villages; and those who are recruited from the ordinary local villages, men who live in their own houses. In the case of the local villager do you agree that little or no advance is given?—Next to no advance is given to the local men.

C-1400. In some cases, especially the caste coolies, and people who have been working for some time, the advances are often heavy?—Very heavy.

C-1401. Have you heard any instance of a contractor charging interest to the coolie?—No.

C-1402. In connection with the mine of which you have charge, have not the housing conditions been improved within the last 2 or 3 years?—Yes.

C-1403. About what proportion of the labour have you housed in the new houses?—Just over 50 per cent. of the total.

C-1404. Were these houses built in accordance with the Coalfields Board of Health specification?—Yes.

C-1405. *Sir Victor Sassoon*: There is no rent charged?—Nothing at all.

C-1406. *Mr. Bartlett*: There is rather more than half of your work-people housed in this model type of houses, and nearly half which is housed in the grass and bamboo houses which they have built for themselves?—Yes.

C-1407. Do you ever get any applications from the men in these small and rather poor houses to be given houses of the new type?—No. My experience is that they prefer to remain in houses of the type which they have always occupied.

C-1408. How long ago is it since the employment of a welfare nurse was first sanctioned by your Company?—About 18 months ago.

C-1409. Can you remember how long it took to obtain a trained worker?—Three or four months, I understand.

C-1410. Do you think the trained worker which you have now is a suitable person for the work which she was intended to undertake?—I am afraid I do not.

C-1411. Can you give us the reason?—I think it would be better if we could employ a caste woman instead of a Christian.

C-1412. Amongst the jungly population, is it not a fact that any woman going about by herself is looked down upon, and regarded with suspicion?—Yes, a woman taking up that kind of occupation.

C-1413. A *dai* is generally regarded as being a very low person?—Yes—one of the lower depressed classes.

C-1414. Have you any suggestions to make in regard to the matter?—If we could employ a caste woman having the same qualifications as our present woman, I am of opinion that we would get better results from our welfare work.

C-1415. In other words, you really want a man and his wife?—If we could get a doctor and his wife it would be ideal.

C-1416. Do you know the procedure that is followed when a workman is injured? Perhaps you cannot speak for all the firms, but can you tell us in your case what happens if a man gets hurt?—The manager puts in an application for relief which is sent to my head office; after the head office sanctions the amount of compensation the man is immediately paid.

C-1417. You do not wait till the man puts in an application?—No; the manager himself takes the initiative.

C-1418. With regard to the hours of work you stated that in the hot weather people come to work early and go off more or less when they like. Have you any reason to believe that any individual worker exceeds the limits prescribed by law?—No; I do not think any worker works longer hours than is allowed by law.

C-1419. What do you think would be the average?—7 to 8 hours.

C-1420. *Mr. Cliff*: That seems to differ from your memorandum?—I am talking about my mine; it varies according to the class of work.

C-1421. *Mr. Bartlett*: You were asked a question with regard to minimum wages and the possibility of fixing them. You stated that the working conditions on different mines varied widely. Can you explain how they vary? Is it on account of the short hours worked by the local labourer and the longer hours worked by the resident labourer that there is difficulty?—In certain smaller mines nothing but local labour is employed.

C-1422. And those people work for shorter hours?—Yes.

C-1423. As the work is done on contract system, it is very difficult to fix a minimum wage?—Yes.

C-1424. *Mr. Clow*: You say in your memorandum: "Recruitment for Assam ought not to be allowed in other industrial districts or in any district where there is shortage of labour." What is your justification for that suggestion?—Because the labour that might be employed on the mines might be robbed and taken away.

C-1425. If they get more money elsewhere should they not be encouraged to go?—I suppose they should be.

C-1426. *Miss Power*: In your memorandum you deal with the attitude of your Association towards the Central Provinces Maternity Benefit Bill. Do I take it from that that your Association is in favour of that Bill coming into law?—Yes; under the conditions set down, I think they would be in favour.

C-1427. Have they ever thought of instituting a maternity benefit fund?—No.

C-1428. What percentage of employees in your mines are women?—I think it is half and half.

C-1429. Up to what number of days before giving birth to a child is the average woman engaged on actual work; have you any idea?—I have no idea; it is very difficult to obtain figures.

C-1430. We were told that three of the five women we interviewed yesterday were accustomed to work to within two days?—I should not believe that.

C-1431. Why should you not believe it?—Because if they were in that condition they would have been sent home.

C-1432. Is it customary to send them home?—I do it personally.

C-1433. Are there any instructions in the matter?—No.

C-1434. But if it rests with you alone the number of women who are sent home is probably infinitesimal?—May be.

C-1435. You cannot speak for the mines as a whole?—I know that all the European managers do their best to see that such women are sent home.

C-1436. Can you say what is the average period they take before returning to work after giving birth to a child?—Two to three weeks.

C-1437. You suggest in your memorandum that the period of maternity benefits should be restricted to six weeks. The Bombay Act gives seven weeks, and I understand that your local Bill gives 8 weeks. Have you any reason for restricting the period to six weeks?—I think the Association was generally of opinion that six weeks was sufficient. But I do not think my company would object to eight weeks.

C-1438. Are there any women members in your Association?—No.

C-1439. You say: "Women do not take as much advantage of the medical facilities provided as men but it is much better now than some years ago." What has made it better now than some years ago?—Because they have become more used to seeing the advantages derived.

C-1440. The woman factory inspector for the Bombay Presidency, who is the only woman who occupies that position in India, said that even in Bombay it took on an average over six months for the women in factories to become familiar with the idea of crèches. I suppose you would agree that it would take a much longer period in your case?—Yes.

C-1441. Without considering the financial loss due to a poor response, would you be prepared to try it up to 18 months in order to get your women accustomed to the idea of that sort of thing?—I cannot speak for the Association, but I think my company would try the experiment.

C-1442. You said that the nurse that you had in your mine was not successful; is there any special reason why she is not a success?—Because of her caste; they would go to a higher caste woman sooner than they would to a low caste woman.

C-1443. What is the caste of this woman?—She is a Christian.

C-1444. Is there any difficulty in obtaining the services of a trained nurse?—There is great difficulty.

C-1445. Did you not approach the Women's Association for this purpose?—My head office might have.

C-1446. *Mrs. Kale*: Did they approach the Sevasadan Society?—I cannot tell you.

C-1447. *Mr. Bartlett*: Has the Association anything to do with the appointment?—No.

C-1448. *Mrs. Kale*: You say in your memorandum that infant mortality is 20 per cent.; that comes to 200 per thousand. The figure given by another gentleman is 304 per thousand; I would like to know which is correct?—Those are not my figures; those are taken from the statistics supplied by the mines.

C-1449. Have you figures for your mines?—Yes.

C-1450. According to your calculations, what would it come to approximately?—I think it will come to about 30 per cent.; the figure 20 is on the low side.

C-1451. How long have you been working in the mining company in India?—For about 20 years.

C-1452. Do you find any difference in the standard of living of the labourers during this period of 20 years?—I do find an improvement.

C-1453. What sort of improvement do you find?—An all-round improvement; I do not know how to explain that. They wear more clothes, they enjoy better health, they look better.

C-1454. Do you find any improvement in education?—Very little.

C-1455. You do not have any schools?—We have elementary schools for children.

C-1456. How many attend those schools?—70 per cent. of the children attend them.

C-1457. After the primary stage, do they go to any other school?—No.

C-1458. That means that they imbibe illiterate habits after the primary stage?—They go back to the mines and become miners.

C-1459. Is there any means by which you have tried to keep up their literate habits?—We have not worked our schools for any length of time; we have been working them only for the last 3 or 4 years.

C-1460. *Sir Alexander Murray*: Of the 1,500 workers who are employed in your mines, how many are working under this particular type of agreement?—About 400, who are headmen.

C-1461. So the rank and file have not signed the agreement at all?—No.

C-1462. *Diwan Chaman Lall*: In your memorandum you give the wages of unskilled labour. Do we take it that a very large number of workers working in your mines are unskilled?—Yes, the majority of them are unskilled.

C-1463. Would it be correct to say that the majority of men get from 7 as. to 8 as. and women get round about 4 as.?—The majority of them get about 10 as.

C-1464. Would I be far wrong if I took it that a man and his wife working on your mine earned 12 as. a day between them; would that represent the average?—It is below the average.

C-1465. How much is that below the average?—Working well, I think they can pick up one rupee a day on the average rates current at present.

C-1466. Let us say that a man and his wife earn 14 as. a day. If a man spends 5 as. and a woman 5 as. on food, the average comes to Rs. 18-12 a month on food; taking 14 as. to be the earnings a day, the earnings for 26 days come to about Rs. 22 to 23; so that the margin is very little. They have to spend something on their clothes, utensils, etc., etc. In view of this, I suppose you would be prepared to modify your statement in your memorandum that their indebtedness is due to their ingrained improvident habits and not to their low wages; there is very little margin left for them to be improvident?—But somehow they do manage to save something.

C-1467. Many of the mines during the slump period were shut down, is it not?—Yes.

C-1468. Have you any idea as to the number of men who were thrown out of employment?—No.

C-1469. Could you give me an idea as to the total wage bill of the mine that we visited yesterday?—Yes.

C-1470. The contractor takes about 10 per cent. as his profit. What I want to know is whether you would be prepared to contribute the proportion that he takes away as his profit towards a fund which would be utilized for the purpose of setting up public employment agencies instead of giving it to the contractor?—In other words, you want that we should deal with the men direct?

C-1471. Yes. Would you be prepared to contribute it for the purpose of setting up a public employment agency through which you can recruit



labour instead of through the contractor?—The contractor does lots of other works; he runs the labour; he employs foremen.

C-1472. Would you be prepared to contribute a portion of that and do away with the contractor?—I do not think we would be able to control smaller mines without the assistance of the contractor.

C-1473. Would you agree that it is the duty of somebody—I do not know whose—that if a man becomes old and decrepit and is unable to work he should be looked after?—Yes, he is looked after.

C-1474. By whom?—By the contractor.

C-1475. Could you tell me the number of old people who are paid by the contractor?—We have about 15 or 20.

C-1476. I am glad to hear that. Would you agree that it would be better to have a comprehensive scheme for the purpose of looking after all people employed in industry who are unable to earn their own living because of old-age?—Yes, if it could be worked.

C-1477. *Mr. Bartlett*: Is it not a fact that the majority of labour in the mines stays on the works for comparatively a short time only?

C-1478. *Diwan Chaman Lall*: That is not borne out by the memorandum.

C-1479. *Mr. Bartlett*: They stay only for 9 to 10 months.

C-1480. *Diwan Chaman Lall*: But they come back again.

The witness: In some cases it is not a very large proportion.

(The witness withdrew.)

**LAXMAN GAMBIRJI NARAYAN**, son of Gambirji, employee in  
**Empress Mill, No. 2 ; MUHAMMAD AKBAR**, son of Jan  
**Muhammad**, a weaver, now unemployed ; **DAULAT**,  
son of Mabur Jairam, employee in the Model  
**Mill ; HARICHAND**, employee in the Empress  
**Mills ; RADHA BAI**, employee in the  
**Reeling Department of the**  
**Empress Mill**  
**(interpreted).**

*The Chairman :* I understand these workers are representatives of the new textile labour union which appears to have been born at 1-30 p.m., yesterday and has 500 members. I hope they have all paid their subscriptions. They have submitted to the Commission a memorandum of their grievances which I shall presently read. It is hardly fair to cross-examine an infant so young.

(The chairman read the memorandum to the Commission.)

C-1481. *Mr. Fulay :* Were any of you members of the old Nagpur Textile Union?—(Muhammad Akbar) Two of us were members of that union and we have some experience of union matters.

C-1482. *The Chairman :* Is it alive or dead?

*Diwan Chaman Lall :* It is alive.

*Mr. Fulay :* They are members of the old union trying to get into the new union.

C-1483. *The Chairman :* Do you work two looms or one loom?—I was ordinarily working two looms, but I fell ill for some days and when I came back I was given only one loom for a few days as a sort of punishment.

C-1484. At present how many looms do you work?—I am now unemployed.

C-1485. Do you wish to say anything further to the Commission?—With regard to the people who are given two looms, very often owing to shortage of beams they have to stop one of the looms for some time, with the result that their income is reduced from Rs. 25 a month to Rs. 20.

C-1486. What have you to say?—(Laxman Gambirji Narayan) My experience also has been the same. Sometimes the beams are bad and we could not turn out enough work and our wages are consequently reduced. The Jobber has a number of looms to look after and we have to wait till our turn comes for him to set right any defects in our looms. We lose time and consequently our production suffers.

C-1487. We have been told that there are some weavers who are not willing to work two looms. Would all of you here prefer to work two looms?—(Laxman Gambirji Narayan and Muhammad Akbar) We are willing to work two looms. (Daulat) I am not willing to work 2 looms. (Muhammad Akbar) A beginner would always prefer to have one loom. But when he gains some experience he would prefer to have two looms to one loom.

C-1488. *Sir Victor Sassoon :* Would you prefer to have 3 looms?—(Laxman Gambirji Narayan) I will not be able to work 3 looms.

C-1489. *The Chairman :* Even on plain cloth?—There is no difficulty to work three looms on plain cloth.

C-1490. Have you ever put forward a desire to have three looms on plain cloth?—No. (Muhammad Akbar) There was plague in Nagpur in 1914 and most of the weavers left Nagpur and only 400 remained. 200 of us worked three looms for one month till all the men returned after the plague subsided.

(Laxman Gambirji Narayan) At present we are not allowed by the authorities of the Empress Mills to work 3 looms.

C-1491. Would you yourself be prepared to increase your wages by working three looms on plain cloth?—As far as I am concerned I am willing to work three looms on plain cloth.

(The witnesses withdrew. The Commission adjourned to Cawnpore.)

**UNITED PROVINCES  
THIRTY-SEVENTH MEETING  
CAWNPORE**

**Thursday, 12th December, 1929.**

**PRESENT :**

The Rt. Hon. J. H. WHITLEY (*Chairman*).

<p>Sir VICTOR SASSOON, Bart. Sir IBRAHIM RAHIMPOOLA, Kt., K.C.S.I., C.I.E. Sir ALEXANDER MURRAY, Kt., C.B.E. Mr. A. G. CLOW, C.I.E., I.C.S. Mr. KARIB-UD-DIN AHMED, M.L.A. Mr. G. D. BIRLA, M.L.A.</p>		<p>Mr. JOHN CLIFF. Mr. N. M. JOSHI, M.L.A. DIWAN CHAMAN LALL, M.L.A. Miss B. M. LE POER POWER. Lt.-Col. A. J. H. RUSSELL, C.B.E., I.M.S. (<i>Medical Assessor</i>).</p>
<p>Sir THOMAS SMITH, Kt., V.D. M. MOHAMMAD YAKUB, M.L.A.</p>	} ( <i>Assistant Commissioners.</i> )	
<p>Mrs. K. SRIVASTAVA (<i>Lady Assessor</i>).</p>		
<p>Mr. S. LALL, I.C.S. Mr. A. DIBDIN.</p>	} ( <i>Joint Secretaries.</i> )	

**Mr. W. G. MACKAY, M.B.E., Chief Inspector of Factories and  
Boilers, United Provinces.**

C-1492. *The Chairman*: How long have you held your present office of Chief Inspector of Factories and Boilers in the United Provinces?—Just over two years.

C-1493. Will you describe to us the organization of your department?—In this Province the inspection of boilers and factories is combined; in other Provinces they are entirely separate organizations. We have here one chief inspector for both boilers and factories department. Until recently I have been the only whole-time Factory Inspector. I have now had an assistant given to me. The three Boiler Inspectors are joint Inspectors of Factories and they assist me a little. We have numerous *ex officio* Factory Inspectors such as medical officers of health, Civil Surgeons, District Magistrates and Deputy Magistrates. The total number of inspections done by them is negligible; the majority of inspections are made by the Boiler Inspectors and myself.

C-1494. What is your opinion as to the desirability of combining boiler inspection with the inspection of factories?—They cannot be done together; a man cannot go to a factory to inspect the boiler and also inspect the factory under the Indian Factories Act, because for boiler inspection one has to give a stipulated number of days' notice, whereas factory inspection is essentially a matter of surprise visits. The result is that when we do factory inspection we do not do boilers' inspection at the same time, but a separate visit is made.

C-1495. Do you think it is an advantage to your office to have Boiler Inspectors available also for factory inspection?—It has been a necessity, because I could not carry on alone.

C-1496. What portion of their time is taken up with boiler inspection on the one hand and factory inspection on the other. I take it that boiler inspection is done first of all in the event of a new boiler being put in in a factory and then there is periodical examination once a year to see that the boiler is in a safe condition?—Yes.

C-1497. How much of the remainder of the Boiler Inspector's time is available for factory inspection?—5 to 10 per cent. is devoted to factory inspection and the remainder on boilers.

C-1498. Are there such a large number of boilers to be attended to?—Yes.

C-1499. So that you only get slight benefit from the inclusion of Boiler Inspectors as part of your staff?—Quite.

C-1500. In addition to that you told us, as we observed elsewhere, that the *ex officio* inspectors are not of very great advantage?—They are not; I think in 1928 they did 56 inspections out of a total of 600.

C-1501. Is it your view then that the strengthening of the factory inspection department should proceed on the lines of additional whole-time inspectors?—Exactly; one whole-time inspector is far better than a hundred *ex officio* inspectors; that is my contention.

C-1502. You have just obtained one additional inspector?—Yes, an assistant whole-time inspector.

C-1503. That being so, what is your total staff for the moment not including the Boiler Inspectors?—The assistant and myself for factory work.

C-1504. That is two men for the whole of the United Provinces?—Yes. A great deal of my time is spent in administrative work; I find it exceedingly difficult to get away on tour myself; my time is spent in the office owing to my dual capacity.

C-1505. Then I take it, to put it mildly, that even with this new addition, you are much under-staffed for the work that ought to be done?—Yes.

C-1506. *Mr. Clow*: It has been suggested that there should be a reduction of the daily limit of hours for both men and women to 10 hours. If that were effected would it be necessary to give exemptions on a large scale?—No, not at all; most of the factories work 60 hours a week, 6 days of 10 hours a day.

C-1507. Do not seasonal factories as a rule work longer?—They had exemption once, but not now.

C-1508. They do not work 11 hours a day?—No.

C-1509. Are the ginning factories as a rule adequate to deal with the crop?—Yes; more than adequate in some cases.

C-1510. We have had in one memorandum a suggestion from an employer that, owing to the danger of cotton deteriorating, he ought to be allowed to work 70 hours a week?—He would probably like to.

C-1511. Is there in this Province a pool of ginning factories?—In some cases there are, but not in every district.

C-1512. Are factories kept idle?—Yes.

C-1513. Intentionally?—Yes.

C-1514. You say that the British India Corporation not very long ago were able to avert serious labour troubles mainly due to their welfare work. Is that a general statement or were you thinking of a particular instance?—I was thinking of a particular incident.

C-1515. Could you give us any particulars?—They brought to the notice of the various employees who were threatening a strike the benefits that accrued to them by having very fine housing arrangements and I am told that turned the scale. I gather that impression from conversation.

C-1516. In your memorandum you give particulars of an investigation which I understand you made with a view to ascertaining how far fatigue

was responsible for increasing accidents. Your investigation apparently gave an extraordinary negative result?—Yes. It surprised me.

C-1517. Because the accidents in the last few hours were very much less than at other times of the day?—Yes.

C-1518. In what kind of factory was this investigation made?—In all the factories in the Province. I took the total number of accidents in the Province.

C-1519. Can you explain this surprising result?—I cannot; that is just the difficulty. I anticipated that it would be the other way about.

C-1520. Do you think it might be due to the fact that the worker works with very much less intensity towards the end of the day?—It is possible, but I would not like to say that definitely.

C-1521. In your memorandum you say that a certain number of young adults work on both day and night shifts. Do you mean they work a full shift in the day and again at night?—No, certainly not; they work either at night or in the day. It is a question of working young adults at night and I mean that young adults are to a certain extent employed at night as well as in the day time.

C-1522. You do not mean, as we found in one centre, that people are attempting to work on both day and night shifts?—I do not mean that.

C-1523. Are you in favour of making any particular regulations with regard to young adults as distinguished from fully grown adults?—I do not myself see that there is any necessity.

C-1524. In your memorandum you refer to relations between employers and trade unions; you say that there has been no general recognition of the unions but that the employers would welcome a properly constituted union?—That is what I gather from the employers.

C-1525. What do you gather from the other side?—Nothing; I have not had any conversation on the subject with the other side.

C-1526. You say, "At times certain difficulties have arisen, due, it is said, to the union officials being unable to appreciate the technical and administrative difficulties connected with the situation". Do you mean it is said by the employers?—Yes.

C-1527. *Mr. Joshi*: Do you refuse to meet the unions?—I do not refuse to meet them. I have met them on occasions.

C-1528. There is lack of contact between you and the unions. What is that due to?—I do not know; it is not my fault; I am ready to meet them at any time.

C-1529. You have never taken the initiative?—I have done so on more than one occasion.

C-1530. *Mr. Clow*: With regard to deductions you said that this practice of requiring the weavers to take over damaged cloth is more or less general in the cotton mills and the amount so purchased varies from 5 to 10 per cent. of the salaries of the weavers?—Yes, of the total wage payments.

C-1531. In other words in any month a weaver receives about 5 to 10 per cent. of his salary in the shape of damaged cloth?—I would not put it in that way; I would say 5 to 10 per cent. of the total wage bill of the department; some weavers may get 5 per cent., some none at all or 1 per cent.

C-1532. And some much more than 5 per cent.?—Not very much more; I say between 5 and 10 per cent.

C-1533. *The Chairman*: Is it your view that the method of compelling the weaver to take damaged cloth is one of the chief grievances that leads to friction?—No.

C-1534. *Mr. Clow*: You say that it is said that men prefer this system to direct cash fines. I suppose again that is said by the employers?—No. I understand that from the men themselves, the reason being that they

can sell this cloth usually at a fair price in the bazaar and recoup themselves, whereas a cash fine is a dead loss to them.

C-1535. *The Chairman*: In some cases it has been represented to us as one of the continuing irritating points making friction between the weavers and their employers; that is not your view here?—I have not that knowledge, no.

C-1536. *Mr. Clow*: You have warned us that the figures you give of wages are not to be taken as reliable?—I should like to emphasize that.

C-1537. Apparently in 1919 the wages of spinners were at least as high if not a little higher than those of weavers. Since then the weavers' wages have risen steadily while the spinners are practically at the level they were at before?—That is so.

C-1538. To what is that due?—I could not say.

C-1539. *Sir Victor Sassoon*: Are they on piece work?—Some spinning is on piece work, winding for instance.

C-1540. *Mr. Clow*: Are the weavers here Mussalmans?—Not all, but a good sprinkling of them are.

C-1541. Outside the weaving department, I presume the labour is almost entirely Hindu?—A large percentage of them are Hindus, yes.

C-1542. Do you institute prosecutions on your own initiative?—Sometimes; and sometimes the District Magistrate does it.

C-1543. You do not have to refer to the Director of Industries before instituting proceedings?—No.

C-1544. *Sir Alexander Murray*: In your memorandum, speaking of jobbers, you say, "The defect in the system is that many of them are corrupt, which fact has more than once been the cause of labour troubles." Do you know of specific instances in which strikes have been a direct result of trouble over jobbers?—Do you wish me to mention names?

C-1545. No. Have labour troubles been specifically due to the jobbers?—I will not say specifically, but it has certainly assisted; it has had a large bearing.

C-1546. Have any of the petitions or statements of grievances that have been put to the employers by the workers at the time of these strikes specifically dealt with the question of jobbers?—I cannot say that; I have not seen those petitions.

C-1547. *Sir Victor Sassoon*: The point is: has a strike been caused by complaints against a jobber or because a jobber has been dismissed?—Sometimes because of a complaint against a jobber. One case which I can remember certainly was due to a complaint that there was bribery.

C-1548. Have there been cases where a jobber has been dismissed?—I cannot recall to mind such cases at the moment, but I believe jobbers have been dismissed.

C-1549. Has there been a strike consequent on a jobber being dismissed?—I cannot remember any though possibly there may have been; I would not definitely say there was not such a thing.

C-1550. *Sir Alexander Murray*: Have you ever in your capacity as a Factory Inspector had brought to your notice instances of corruption on the part of a jobber?—Not particularly of a jobber but of supervisors, yes.

C-1551. As we go round we get this complaint everywhere and there seems to be good ground for it, but we have never been able to find anybody who could give us chapter and verse of particular instances. Have you ever as a Factory Inspector had a worker or a body of workers coming to you and giving specific instances of corruption on the part of a jobber or overseer?—Yes, they have.

C-1552. Specific cases?—Yes.

C-1553. What have you done?—Nothing; I could not do anything officially.

C-1554. *The Chairman*: Have the employers in those cases dismissed the jobbers?—I could not say; I have sometimes brought that point to the notice of the employer.

C-1555. We had two cases in Nagpur where jobbers had been dismissed for that practice.

C-1556. *Sir Alexander Murray*: When you have had those complaints, have you gone to the employer of the jobber and stated the case, and if so, what has been the result of your having done so?—In one case I complained to the employer and I understand that the man was discharged, but I cannot substantiate that, because I am not certain.

C-1557. Can you tell us of any other cases?—In some cases I did not take any action at all, because it is not within the purview of the Factories Act and I could not very well do anything.

C-1558. *Sir Victor Sassoon*: Would not the employer welcome such a thing?—Some would. It is very difficult to prove a statement like that; very often the man will make a complaint to me, but will be unable to substantiate it; it is a complaint and it is very difficult to get to the bottom of it, so that one has to be very careful in what one does in acting on it.

C-1559. *Sir Alexander Murray*: I was hoping that in your experience you might have had specific cases?—No, I cannot say that.

C-1560. You say, "The main reason for the large number of accidents is the liberal leave rules in railway workshops." What do you mean by that?—A man has only to stub his toe against a machine or scratch his thumb and he gets 2 days' leave for things which would not be considered as accidents at all in other countries.

C-1561. You are referring to the Jhansi workshops?—Yes.

C-1562. We found in the Punjab and Bombay that the bulk of the accidents in factories in those provinces were due to increase in accidents in railway workshops. You are the first who has had the courage to say specifically that it has been due to some weakness in the leave rules?—It is not exactly the leave rules, but the discretion vested in the Medical Officer. He has a discretion to give two days' leave which constitutes it an accident for the slightest scratch.

C-1563. *Diwan Chaman Lall*: Have you had any specific cases?—Many.

C-1564. Would a responsible doctor give leave for two days for a scratch?—The fact is obvious. It is done.

C-1565. Has it ever been brought to the notice of the Agent?—Yes and very strongly too.

C-1566. Actual cases?—Yes. It has not been brought to the notice of the Agent, but to the notice of the man in charge of the Railway workshop concerned, the Deputy Chief Mechanical Engineer.

C-1567. *Sir Alexander Murray*: It is also an extraordinary coincidence that the Railway workshops are the shops that work the shortest hours and the shortest number of days in the week?—Yes, and they are possibly the best guarded too.

C-1568. And yet there are more accidents reported as accidents from those shops than from any other place. As a matter of fact last year, out of 1,600 accidents 1,300 were in the railway workshops?—Yes.

C-1569. Are the certificates enabling these men to go on leave given by Railway Medical Officers?—Yes, by the Railway Medical Officer, a salaried officer of the Railway.

C-1570. In the Jhansi workshop?—Yes.

C-1571. *Mr. Cliff*: Who, do you suggest, should decide if not a Medical Officer?—Naturally he must decide.

C-1572. Have you any proposal for obviating what you think is a thing that ought to be done away with?—Nothing except that the Medical Officer should use his discretion carefully.



C-1573. In a great deal of the evidence which has been given up to date we are told that in cotton mills and so on, workers do not work intensely; but our experience in railway workshops is that they do work intensely; may that be the cause of more accidents?—No, because accidents do not occur on machinery; the bulk of these accidents are simply a man hitting his thumb with a hammer, scratching his finger against a grinding stone or something like that; absolutely trivial things.

C-1574. *Sir Alexander Murray*: Statistics are given which show that very few of the accidents occur from machinery?—Very few.

C-1575. From your memorandum it would appear that you have personally observed men leaving factories at the midday interval and you have never noticed any signs of fatigue?—No, not visible.

C-1576. You also say; "Acquaintance of work-people with factory legislation is practically nil. Very few even know what the daily and weekly limits of working hours are." Are you speaking of seasonal or perennial factories?—It is worse in the seasonal factories but it is almost as bad in the perennial factories.

C-1577. Do the workers in the perennial factories wear any token or carry any tickets to indicate to them when they should go in or go out?—No; a worker has a register number, that is all.

C-1578. It does not state the hour of beginning work and the hour of ceasing work?—No.

C-1579. What have you done to instruct the workmen in these matters?—We have abstracts of the Act and Rules printed in two vernaculars and in English and posted up. The Rules and the Act can also be obtained in the vernacular.

C-1580. My own experience in the mills with which I have been associated is that every worker knows his closing time and the commencing time?—That is not my experience.

C-1581. *Miss Powel*: Are any complaints received from the workers as to non-observance of the Factories Act?—Yes, occasionally, and they are immediately attended to by me.

C-1582. How many in a year?—About half a dozen a year from the workers themselves.

C-1583. *Sir Alexander Murray*: Do you get reports from medical officers of health and other public officers regarding their visits to the factories?—Yes.

C-1584. Are they of any assistance to you?—Sometimes they are; on sanitary and medical matters they are.

C-1585. Do you think it is advisable to have these medical officers visit the factories apart from the regular whole time medical factory inspector?—Yes, I think it is very useful for the medical officer to inspect the factories.

C-1586. Does your Director of Public Health take an active interest in this?—I cannot say that.

C-1587. Has he visited the factories and made reports to you?—Not personally that I know of.

C-1588. *Mr. Ahmed*: You have said that you have never seen the Director of Public Health visiting factories. Would it not be a great help if the Director of Public Health were authorised by Government to inspect these factories?—He already is instructed by Government and he is already authorised to do so.

C-1589. Then he is merely negligent?—May I explain that he is an administrative officer and does not do this kind of thing himself.

C-1590. You have said that you have never noticed the workers looking fatigued. I suppose in this place in the middle of the day the temperature is sometimes 120 degrees?—Yes. It is warm here.

C-1591. Then I suppose people become fatigued?—I suppose they do at times, but I have never noticed it.

C-1592. I suppose manual workers become fatigued and require a drink of iced water, but it is not supplied to them?—I cannot say.

C-1593. *Sir Alexander Murray*: Is iced water supplied?—Iced water is supplied in some cases; the water is there for them to drink if they want it.

C-1594. *Mr. Ahmed*: I suppose that there are not sufficient provisions in some factories for supplying pure drinking water to the labourers?—There are.

C-1595. Everywhere?—Practically everywhere.

C-1596. In all the factories and mills?—Yes; it is part of my business to see that there are. When these people are thirsty they take water.

C-1597. You have seen them do so?—Yes.

C-1598. I suppose they become exhausted after their hard work?—I cannot say that they are exhausted. I have seen them drink water.

C-1599. In a ginning factory I suppose it is absolutely necessary for a boy or a girl to give full attention to their work, otherwise they get injured; for instance their finger will probably get cut?—If anybody is careless he may get his finger cut.

C-1600. They must give very full attention to their work?—Yes; they are sitting down all the time they are doing it.

C-1601. That being so, do you not think the hours of work should be reduced from 10 to 8?—I cannot agree with you; I do not really think that the hours should be reduced from 10 to 8.

C-1602. Do you not think it would be a great help to these people to reduce their hours from 10 to 8?—It would be, provided the wages are not reduced at the same time.

C-1603. What is the average salary these people get working in the ginning factories; is it 5 or 6 annas a day?—Yes, about that.

C-1604. I suppose that is a very small amount, considering that their cost of living has gone up a great deal?—I cannot say.

C-1605. What is the average cost of living of a man, his wife and two children?—I do not know.

C-1606. Have you any idea?—Not the faintest.

C-1607. No factory has made any provision for the education of the children of the workers?—Yes, they have; there is a list of them in my report.

C-1608. What about their housing conditions?—Many factory owners have provided housing accommodation.

C-1609. Is that the case in all the factories?—No.

C-1610. Are there any night schools?—There are night schools in some factories.

C-1611. *Sir Victor Sassoon*: Have you not got compulsory education?—Certain Municipalities have compulsory education.

C-1612. *Mr. Ahmed*: Men who have been working many years in a factory do not receive any pension?—A few factories give their old hands a pension and all Government factories do.

C-1613. Apart from Government factories, there is no provision for gratuities?—Yes, in some factories, a gratuity is given.

C-1614. Owing to the high temperature which prevents workers from giving full attention to their work there are a large number of accidents, and injured workers are not paid sufficient compensation?—I know nothing about that; I have nothing to do with the Workmen's Compensation Act.

C-1615. Outside the factories and outside the working hours no medical facilities are provided for the workers?—Yes, where there are housing settlements there are dispensaries as well.

C-1616. How many housing settlements are there?—There are three or four in Cawnpore; Begg Sutherland, the British India Corporation and the Sugar works have got some.

C-1617. The others have not?—Practically the others have not got any.

C-1618. Where medical facilities are provided there is a great demand for those facilities?—The Municipalities provide facilities for medical attention and there are Government hospitals and dispensaries.

C-1619. I am asking with regard to the proprietors and employers. Would it not be a great help to the work-people if medical facilities were provided by those employers who do not do so?—Yes.

C-1620. Are you in favour of instituting organizations to provide medical assistance for the workers in those places where such facilities do not exist?—No, I cannot say I recommend that; there is a limit to what an owner is required to do for his men.

C-1621. But you have already said it would be a great help?—It would be a help, but I am not prepared to recommend that it should be forced on owners.

C-1622. You have said to the Chairman that probably the payment made by the workers for damaged cloth is one of their grievances?—It may be.

C-1623. You have told us that wages are 5 to 6 annas; that is very low and that may be another grievance?—It is 5 to 6 annas in the ginning factories; it is more than 5 to 6 annas in the mills.

C-1624. I suppose some get less and some get more; I am saying it is one of their grievances?—It may be.

C-1625. *Col. Russell*: On the question of inspection by *ex officio* inspectors, is it not the case that it is only since 1926 that the Public Health Department has had a number of medical officers of health?—Quite correct.

C-1626. So that comparatively speaking, they are a junior set of officers?—Yes.

C-1627. Do you, therefore, anticipate that there will be in the years to come an increase in the number of those inspections made by medical officers of health?—Yes, I think so and I hope so.

C-1628. You are in favour of that?—Yes. I am in favour of medical officers inspecting factories.

C-1629. Mr. Ahmed has suggested that the Director of Public Health himself should carry out these inspections; you realise that is not possible?—It is not possible at all.

C-1630. The reports of these medical officers of health are sent to you?—Yes.

C-1631. What action can be taken on reports dealing with sanitary and medical matters in factories?—If they fall within the purview of the Factories Act, the factories are immediately ordered by me to carry out the recommendations.

C-1632. What is the procedure in connection with the model bye-laws?—Before a man can construct a factory or building for the purpose of a factory he has to submit drawings and plans showing the various sizes of the rooms, the area and capacity of each, the number of windows, doors, height of roof, etc.; this is to be sent to the Municipality in duplicate; and after they have inspected it in accordance with the municipal rules they send it to me for final approval.

C-1633. What officer of a Municipality is capable of deciding whether these plans are suitable or not?—The Executive Officer does that, I understand.

C-1634. What qualification has he to decide whether a factory is suitable or not?—I do not know.

C-1635. Would it not be better to send plans of that kind to the Public Health Department direct?—No, I do not think so; I do not think it is necessary.

C-1636. What are your reasons for that?—Because the Municipality have medical officers who can advise on the medical points and their engineering section can advise on the strength of the building. It finally comes to me with respect to the Factories Act.

C-1637. You are quite satisfied with the present arrangements?—Yes, if it is adopted, but there are not many doing it.

C-1638. You say these rules require to be adopted and then enforced and comparatively few have adopted them. There is apparently a flaw in the procedure. Can you suggest any means by which this flaw can be remedied?—I should suggest Government bringing pressure to bear on them. That is all.

C-1639. I take it that under the present Municipal Act which is enforced in the United Provinces, the Municipalities have got practically full powers?—So I understand. I am not conversant with that point.

C-1640. And Government cannot interfere with their administration?—Yes, that is the difficulty.

C-1641. You have no other suggestion for overcoming this difficulty?—If the Boards will not adopt the rules I do not see what could be done unless Government bring in legislation to enforce it.

C-1642. Would it not be possible for Government to say that these model bye-laws shall come into force on a certain date?—I cannot say where the machinery exists for that purpose.

C-1643. Would not that get over the difficulty?—It would, if it could be done.

C-1644. With regard to the housing of employees, is there any co-ordination among, for instance, the Public Works Department, the Public Health Department and Government for the supervision of type plans and so on, for houses of employees?—Not that I am aware of.

C-1645. So that the Public Works Department, for instance, could prepare plans and build quarters without any supervision from the Health authorities?—That will depend on the situation of the quarters; if they were within municipal limits they would have to comply with the municipal bye-laws with regard to sanitation and other matters.

C-1646. *Mr. Cliff*: Have you been on factory inspection work longer than two years?—Yes, 10 years: two years in Bombay and eight years here.

C-1647. In your memorandum you say you are not quite satisfied with the adequacy of the fines for breaches of the Factory Act. Have you any proposals to overcome that difficulty?—Government have addressed District Magistrates on the subject and asked them to see that experienced Magistrates try cases with a view to getting a proper penalty.

C-1648. Is it your view that the penalties stated in the Act are adequate but they are not enforced to the limit?—Yes.

C-1649. Has any improvement been noted since that circular was addressed?—Slight, but it has dropped off again.

C-1650. Have you any further proposals for dealing with the difficulty?—Yes, there is a proposal that in cases where a fine is obviously very small an appeal should be made to the High Court, if necessary, for enhancement; the ruling of the High Court could then probably be circulated to Magistrates and would make them realise the necessity for substantial fines. It is obviously no good fining a man Rs. 25 or 30 when he has made Rs. 500 by working overtime.

C-1651. *Miss Power*: You mention that your fines range from Rs. 2 to Rs. 125; to what type of offences would the latter refer?—I cannot say off-hand.

C-1652. *Mr. Cliff*: The record shows a number of offences for working overtime and outside fixed hours?—Yes.

C-1653. Are there some very low fines for those offences?—Yes, Rs. 50 is frequently the type of fine I get for that. Recently I had rather good fines.

C-1654. *Diwan Chaman Lall*: There was a fine of Rs. 800 on appeal to the High Court. What was that for?—The same thing, working overtime.

C-1655. After previous offences?—Yes. It was an appeal by the owner against conviction.

C-1656. *The Chairman*: What was the original fine in that case?—Rs. 1,400. There were four cases under Section 26 of the Act, working outside fixed hours, for which a fine of Rs. 800 was imposed and that conviction and fine stood. The other three cases were for working men more than 11 hours per day; that fell through and he was excused Rs. 600, so that the fine was decreased from Rs. 1,400 to Rs. 800 on appeal.

C-1657. *Mr. Cliff*: What was the ground on which the appeal partially succeeded in the High Court?—It is a matter which will probably have to be taken up by the Government of India. Section 52 affords a loophole to any owner; it stipulates that any interval by which the work is suspended for half an hour or more may be deducted in computing the hours under Sections 24, 27 and 28. The accused said that for three hours during that day his men were not working. Any owner can say that, even if he works 12 hours.

C-1658. *Mr. Clow*: Has he not got to comply with the hours as given in the register?—Yes, and that is why he was convicted under Section 26, for he was working outside fixed hours, but he was not working more than 12 hours. He was convicted under one Section but not under the other.

C-1659. Surely one is adequate?—It shows the weakness of Section 52 of the Act.

C-1660. *The Chairman*: Have you in your memorandum set out the amendment of the law which you suggest?—No. This is quite recent; in fact, it happened about a week ago.

C-1661. *Sir Victor Sassoon*: You were trying to convict him under two Sections for the same offence?—They are two separate offences; he was committing both.

C-1662. *Sir Alexander Murray*: Supposing you start at 6 o'clock and end at 6 and there are intervals in between?—You must fix those intervals and fix the times of starting and stopping; if you start before your fixed time or stop after your fixed time, you have broken Section 26 of the Act. In this case the owner's fixed stopping time was one hour from 12 o'clock to 1; he maintained he stopped from 12 to 3. Anybody can say that.

C-1663. *Mr. Cliff*: Can you enforce meal times where they are working a shift?—Yes, nobody is allowed to work more than 6 hours without a rest of one hour.

C-1664. How do you ascertain whether they are working?—Visit them during the meal hour.

C-1665. At Karachi a case was brought to our notice in which a flour mill was working continuously; there was a stated meal time but the men were having their meal time at any hour and there was no possibility of checking that. How do you check it?—A flour mill works from 6 to 6; one half of the staff have a meal time from 10 to 12 and the other half from 12 to 2.

C-1666. Are they named?—Their names are in the register showing their working hours; you can always check it.

C-1667. You state in your report that a good deal of time has to be spent with employers in explaining the Factory Act. Has it ever been thought part of the work of the Department to explain the Factory Act and the Workmen's Compensation Act to the work-people?—No.

C-1668. Do you think there is a possibility of doing that?—Yes, there is, if we had a sufficient staff. It takes a long time to give these explanations. I do not think you will find in any Province that the Factory Inspector is required to explain the Act to workmen, because the workman is not penalized under the Act; it is the owner or the manager who is subject to penalties and he is the one to whom the Act should be explained.

C-1669. You explain it to the factory owner in order that he may not contravene the Act?—Yes, knowingly.

C-1670. With regard to the work-people, who are less favourably circumstanced in any case than the employer, would you agree that, given the necessary staff, it would be a good thing to make them know their legal rights under the Act?—I agree, but I think it would come automatically if they were properly educated.

C-1671. But I am trying to deal with the position as it is, not as we hope it will be?—It will require greater staff to do it; it is impossible under the present conditions.

C-1672. You say that one of the causes of indebtedness is sickness. That is because they are without any earnings?—Yes.

C-1673. Have you given any consideration to the question of some form of provision during sickness?—I think the matter was considered by a Committee appointed by Government of which I was a member.

C-1674. May I rely on the conclusions of that Committee, which are set out by the Director of Industries, for your view?—Yes. There are obvious difficulties.

C-1675. You say that the employers would welcome, or do welcome, a trade union organized on proper lines?—That is the impression I got from them.

C-1676. How did you gather that impression?—From conversation with them.

C-1677. Have you any experience of the attempt at negotiation between the union and the Elgin Mills?—I have no personal knowledge of that but I have second-hand knowledge.

C-1678. So your statement here is based on what you have gathered in conversation?—Yes.

C-1679. *Sir Victor Sassoon*: With reference to increasing efficiency of production you state that there have been attempts made, but that these were dropped because the employees resisted it on the grounds that they would be required to increase their quota of work and the probability of reduction in staff. Have you said that these workmen are capable of being more efficient?—I have not considered that point. That would lead you to suppose they were capable, but I am not prepared to say they are capable. Possibly they would try if appealed to.

C-1680. You have no views as to their capacity to increase their efficiency?—No.

C-1681. In the main Government report they quote you, the Chief Inspector, as to the return of damaged cloth being more popular than a cash fine, and at another place they appear to make a contrary statement by saying that the practice in some cotton mills of the workers buying a portion of the goods damaged by them has always acted as an irritant. Do you know on what evidence that statement is made?—No.

C-1682. *Diwan Chaman Lall*: Why are there more prosecutions under Sections 26 and 28 this year than last year?—We have been able to be more active, that is all, and have devoted more time to catching them. Thirteen cases were against one man; it was one big case. This does not apply to Cawnpore only; it is the whole Province.

C-1683. Are the employers wanting to work their factory hands more?—Not as far as I know.

C-1684. *Sir Victor Sassoon* : Are these ginning factories?—This particular case of 13 charges is with regard to a flour mill in Cawnpore. The object of bringing 13 cases was to get a substantial fine, but I did not get it.

C-1685. *Divan Chaman Lall* : Is your staff sufficient for the purpose of inspections?—No, I do not consider it is, not the whole-time staff.

C-1686. You say in your memorandum that the fines do not act as a deterrent. Can you recommend any system by which you could get adequate fines imposed upon the employers?—I have tried various systems. One is bringing a multiplicity of cases. In this case of which you have spoken, instead of bringing one case, I prosecuted for 13 separate offences in order to get a big fine, but I did not get a very big one.

C-1687. What is the constitution of the tribunal which tries these cases?—A Magistrate tries them.

C-1688. Could you recommend any change in the constitution of the tribunal?—Not beyond what Government has done, no.

C-1689. If you look at the Factories Act, under Section 50 certain classes of offences are triable on appeal by a particular Magistrate who may sit with two assessors; the recommendation is that one of those assessors should be appointed by the authority to which recommendation is made in that behalf and the other one by the Magistrate himself. Would you be prepared to recommend a system for ordinary cases in which a special tribunal could be set up on which there might be a representative of the employers and a representative of the workers?—No, I do not think that is necessary at all. I think a better suggestion would be to have a competent prosecutor for factory work alone. Generally our cases are conducted by the Police prosecutor who knows nothing at all about the Factory Act. In fact, there have been times when I have felt I should like to conduct the prosecution myself, but I am not allowed to do it.

C-1690. The present state of affairs in your opinion is unsatisfactory?—Yes, undoubtedly.

C-1691. *The Chairman* : Are you not allowed to bring your own cases?—I am not allowed to speak and cross-examine witnesses. Some Magistrates have allowed me to do it, but others have objected to it and have told me if I wanted to ask any questions I must ask them through the Magistrate.

C-1692. Is that peculiar to this Province?—I cannot say.

C-1693. *Divan Chaman Lall* : Who is the complainant in these cases?—The King-Emperor.

C-1694. Then what objection could there be?—Because I am not a member of the Bar probably.

*The Chairman* : We are, of course, much concerned with any defects there may be in the present Factory Act, so that it is important that we should appreciate exactly what this point is.

C-1695. *Sir Ibrahim Rahimtoola* : Is Government represented by Counsel?—Yes, it is represented by the Public Prosecutor.

*Sir Ibrahim Rahimtoola* : The Government is the complainant. The ordinary procedure is that the Government is represented by a lawyer who has sole charge of the prosecution. The factory inspector has no *locus standi*.

C-1696. *The Chairman* : Clearly there is in your view a defect in the practice, if not in the law?—Yes. The difficulty perhaps is that I have to give evidence for the prosecution and therefore there is an objection to my cross-examining the witnesses. If we had one Public Prosecutor, who was really conversant with the Factory Act and Rules, we should be able to convince Magistrates much more easily and get cases finished much more quickly than at present.

*The Chairman* : I was afraid it might be the lawyers' trade union which was the difficulty.

C-1697. *Diwan Chaman Lall* : That is a very important point, and it strikes me that there may be another important point. In many places we have come across the difficulty that sometimes the magistrate in an outlying district who tries the case happens to be a friend of the employer, and it is difficult for him to impose a heavy penalty. That is why I am asking you if you think it desirable to recommend any other sort of tribunal?—I have had no complaints of the nature to which you refer. If we had a prosecutor who knew the Act and who could emphasize the points of the Act, it would serve the purpose.

C-1698. You say that the Chambers of Commerce are represented on the Legislative Council and on the Municipal Boards. Are the workers represented on these bodies?—No, not as workers.

C-1699. In your opinion would it not be better, in the interests of the workers, if some sort of system were introduced whereby they were given representation in the legislatures and on Municipal Boards?—I think that is only fair.

C-1700. Do I understand you to say that it would be a good thing if hours were reduced to 8 per day, provided there was no reduction in wages?—From the worker's point of view the lesser number of hours he works per day the better provided he does not lose money by it; but it is not so from the employer's point of view.

C-1701. *Miss Power* : There is a reference in this memorandum, in regard to workmen's compensation, to the advisability of the inspectorate bringing the regulations to the notice of workers who have been injured. How extensively is that done already?—Very little has been done. Any man who comes to me for advice gets it. I have sent several to the District Magistrate and they have received compensation as a result.

C-1702. It is said that there are a good many work-people entitled to compensation who do not get it?—That is quite possible, but these reports about compensation do not come to me. I get accident reports.

C-1703. Do you suggest it would be well to have an amendment of the Factory Act, empowering the inspecting staff to take up workers' cases whenever they arise?—Yes, if it will assist in the working of the Act.

C-1704. I take it that you think it will assist?—It probably will in some cases.

C-1705. The Superintendent of the Government Press implies that the inspections done by Deputy Magistrates are of a very inferior character. Is it your experience that it is, on the whole, better not to use *ex officio* persons, with no technical knowledge, on inspections of this kind?—I am of that opinion, other than medical officers.

C-1706. Would you rather have a sufficient staff, and do without the *ex officio* persons?—Very much so.

C-1707. What value do you put on the inspections of these *ex officio* persons?—Their inspections have this value: that these persons are in the particular districts. If they would only do what we want them to do, follow up our inspection and see that our orders are carried out, it would be very helpful, but that is not done unfortunately.

C-1708. They work at their own sweet will?—They work in a casual sort of way. They have not the time really. District Magistrates are very busy men with their other duties. They inspect factories occasionally but only when they can.

C-1709. To whom do they report?—To nobody as a rule. They sometimes come to me.

C-1710. How do you know they have been there?—They let me know.

C-1711. Who follows up their inspections in order to see that any recommendations are carried out?—We do in the normal way.



C-1712. I notice that the Director of Public Health refers to a case which arose in connection with a bangle factory, and he suggests the extension of the Act to places hitherto unregulated. What is your own view as to the extension of the Act to places at present unregulated?—I do not recommend it unless the staff is augmented.

C-1713. Taking it that the staff would be correspondingly increased, are there a number of fairly large places without power in the United Provinces which in your opinion should come under regulation?—Yes; the carpet factories in Agra, for instance. Bangle factories would be most difficult to control; the work is carried on in hundreds of little houses and mud huts.

C-1714. Is it home work?—Part of it is, and part is factory work. It is difficult to draw a line between the two.

C-1715. What number of persons do you consider would be the right number to include under any form of regulation?—Ten, subject to extra staff being given.

C-1716. *The Chairman*: And also including those which have no driving power?—I would not say 10 in that case. I would make it over 19.

C-1717. Then your recommendation is, 10 with power and to include also factories employing more than 20, even though they have no power?—Yes.

C-1718. By how much would your present staff be required to be multiplied?—It is difficult for me to say off-hand, but by two at least.

C-1719. *Miss Power*: What is the number of firms without power employing 20 and over in the United Provinces?—I do not know. There are no records.

C-1720. I take it that you have a record of those firms with power employing from 10 to 20 persons?—No.

C-1721. Therefore when you say you would require two additional inspectors, you are merely guessing?—Yes.

*Sir Thomas Smith*: The figure of two additional Inspectors is quite an under-estimate.

C-1722. *Miss Power*: How many Inspectors have you for factory work?—There is an Assistant Inspector, recently appointed, and myself. There are three Boiler Inspectors who are additional Inspectors of Factories, but they only do from 5 to 10 per cent. of factory work.

C-1723. You yourself have to be indoors for most of your time?—Yes, that is the difficulty, and the Assistant Inspector has been ill since shortly after his appointment.

C-1724. Who is doing his inspections?—I am. You will see in the memorandum the proportions of inspections done by myself and the others.

C-1725. How many additional full time Inspectors would you require for the existing number of regulated factories?—As things stand at present, one more Assistant.

C-1726. Making a staff of three in all?—Yes.

C-1727. Would that enable you to dispense with the *ex officio* people?—Yes, except the medical officers.

C-1728. How much inspection work would you be able to do yourself with two assistants—one visit per annum to each factory?—I should like to make two.

C-1729. Both in connection with perennial and seasonal factories?—Yes.

C-1730. Do you think that would be sufficient?—Yes; that would be the minimum.

C-1731. How many ginning factories are there?—About 100.

C-1732. Can you tell us anything about the conditions as regards dust in those places?—In the "Kappas Openers" in ginning factories there is an extraction fan which removes the majority of the dust.

C-1733. Is that fan compulsory?—No.

C-1734. Have you been able to enforce it?—All the ginning factories have them.

C-1735. How efficient are they?—They are about 50 per cent. efficient.

C-1736. Do you think they could be improved upon without any undue expense?—Recently I have been going into the question of improving on the present method of dust extraction, but I have not got far with any design yet.

C-1737. We have been told that no fan exists which is sufficiently reasonable in price for these people to instal. Is that your view?—I do not think that is sound.

C-1738. Do plans have to be submitted before a factory is erected?—Yes, under the Cotton and Ginning Pressing Factories Act.

C-1739. Do you take into consideration, in connection with these plans, this question of dust extraction?—No. We have not done so hitherto.

C-1740. Would it be possible to compel the installation of a dust extractor?—There is no such law at present.

C-1741. Would it be an improvement if there was?—Yes. We could do it under the Factory Act.

C-1742. Would you advocate such a thing?—It is difficult to penalize a few. It should be done in all cases if it is done at all. These are seasonal factories, and the people who feed the gins seldom work for more than a week in one factory. Therefore the effect on health is not serious.

C-1743. Do you mean to say that the work-people keep moving from factory to factory—even the seasonal labour?—Yes.

C-1744. Is there any difference in the rates of wages they receive at different ginning factories?—No.

C-1745. Then why do they keep moving about?—Do they receive any benefit from it?—No, they receive no benefit at all. They just please themselves.

C-1746. We have heard in certain provinces that it is practically useless to try to keep under-aged children out of ginning factories. What is your experience here?—I do not allow children in the factories themselves, but they are allowed in the compound.

C-1747. *Sir Ibrahim Rahimtoola*: You say: "Effects of the contracting system,—(a) on industry—is to lower the cost of production". Further on you say that the wages paid are frequently very low. Do you mean that the wages paid to labour are comparatively very much lower when they are paid by the contractor than when they are paid directly by the employer?—I do not mean that at all.

C-1748. Then how can the contracting system mean a lowering of the cost of production?—It is all piece-work as a rule, and the rates paid are very low.

C-1749. Lower than the contractors?—Yes.

C-1750. If the contractors were not employed, the labour would get higher wages?—They might possibly get higher wages from the principal. Every intermediary must make a difference in the ultimate prices of the article.

C-1751. Why do you say that the cost of production would be low. Is it that the wages paid by the contractor are lower than those paid by direct recruitment?—The production costs would be lower because the contractor would pay lower rates in order to get the production.

C-1752. On what basis does the employer pay the contractor?—Generally there is a competition for the contract and the lowest bidder gets it.

C-1753. If the employer pays directly to labour the same amount as he pays to the contractor, then the cost of production will be the same?—Yes.

C-1754. If he pays less to the contractor than he would be obliged to pay by direct recruitment, and if the contractor pays lower wages, then the question resolves itself into two parts: it would lower the cost of production because the contractor accepts lower wages than in the case of direct recruitment, and also pays much less to labour?—Yes.

C-1755. How is he able to engage labour at rates which are so obviously low?—He can do it. The men can earn probably a fair day's wage at the lower rate by working harder.

C-1756. That is to say, labour is more efficient under contractors than it is under direct recruitment. You say "the work too is often done in small lots in scattered uncontrolled premises which are neither sanitary or hygienic". How do you account for the fact that labour is willing to work under those conditions?—This is not working under factory conditions. I have never investigated it. This refers to houses in the bazaar, where I have actually seen those conditions.

C-1757. Does it mean that the supply of labour is so large that the workers accept any wages in order to get any kind of work?—I would not say that.

C-1758. Then what does this mean?—It means that the rates paid are low, but the ultimate amount obtained by the worker is fairly substantial, but he has got to work for it.

C-1759. Then the use of the words "very low rates" is only comparative?—Exactly.

C-1760. In your memorandum you deal with the working hours, and say: "Reduction of working hours is possible at the cost of production". Do you think it is possible, if hours of work are reduced, to raise the standard of efficiency of the workers so that they may be able at least to get the same wages by doing 8 hours work instead of 10 hours work?—I doubt it.

C-1761. You have given statistics to show the effects which have been produced by a reduction of hours from 12 to 10. Has the experience in this province shown that the reduction of hours has raised the efficiency of labour, or has it remained the same?—I cannot say.

C-1762. You state that any reduction of hours would be detrimental to labour?—Based on the figures which I have given here.

C-1763. You do not think that with the conditions prevailing in Cawnpore a higher standard of efficiency is possible by a reduction of hours?—I do not say it is impossible, but I doubt the possibility.

C-1764. *Mr. Joshi:* In connection with public employment agencies, you say you do not think they are either necessary or desirable. Why do you think they are not desirable?—From the point of view of corruption.

C-1765. Do you think that a Government officer is likely to be more corrupt than some one in the factory itself?—I do not say that. I think there is a likelihood of corruption. I may be quite wrong.

C-1766. You say that the employment agencies are not necessary. Do you say that from the employers' point of view or from the workers' point of view?—From both points of view. Apparently all the mills can get as many men as they want.

C-1767. Can the workers find work easily?—Yes, where the work exists.

C-1768. If there was an Employment Bureau at Cawnpore, a worker who wanted a job, instead of going to the gates of the mills one after another, could go to the employmen's agency office and enquire whether there were any mills which wanted workers, and the office could then get in touch with the mills by telephone. I think to that extent that an employment agency is necessary. I would like to know why you think an employment agency is not necessary?—I do not think it is called for. It would be helpful but it is not necessary, because the men can get work quite easily by going to one or two mills.

C-1769. You think an employment agency would be helpful in finding work for the workers?—It would be helpful in attracting workers to where work is available.

C-1770. You make a statement about industrial unemployment. You say "Industrial unemployment in a general sense as understood in European countries does not exist". What do you mean by that?—I mean we have not got bodies of unemployed moving around the country.

C-1771. You mean to say that they are not making their presence felt?—Exactly.

C-1772. The reason why they are not making their presence felt may be due to the fact that they are unorganized?—Possibly.

C-1773. Have you made any enquiries to find out whether there are many unemployed people or not?—Yes. I have no figures at all. I have just made personal enquiries.

C-1774. *Diwan Chaman Lall*: It is quite easy, is it, for any industry here to get workers, skilled or unskilled?—Yes.

C-1775. Do many people wait at the factory gates every morning?—Occasionally you find some. Most of them are there to take post as substitutes.

C-1776. *Mr. Joshi*: You state "The question of unemployment is closely connected with the state of industry and trade generally. Broadly speaking, the fostering of new industries and the expansion of existing ones would help towards this end". These workers come from villages, and in Indian villages there is a very large potential source of new recruits. Supposing new industries are started in Cawnpore, the small amount of unemployment which now exists will be removed by the starting of such new factories, but will not more people come in search of work, so that there will always be some unemployment?—There must be a certain amount of unemployment in any big industrial place.

C-1777. Are the piece rates paid in textile factories exhibited on notice boards?—Not as far as I know.

C-1778. Do you think it is necessary that that should be done?—No.

C-1779. How are the workers to know what rates they are going to be paid at the end of the month?—That is so.

C-1780. If the English practice were followed of putting up such notices compulsorily, do you think it would serve a useful purpose?—It would certainly let an employee know what rate of wages he was going to get for a certain job.

C-1781. There is a legislation in certain countries with regard to the maximum weight to be lifted by a woman. Is there much lifting of weights by women here?—No. In the whole of the United Provinces women do not do any heavy work. There are no women who lift any weights.

C-1782. Where there is any risk to human life, do you think it would be well to have some penalty in the form of imprisonment instead of fine?—I think the Indian Penal Code covers that. I think there is a section which penalizes any employer for negligent use of machinery. I cannot remember the section now.

(The witness withdrew: the Commission adjourned until Friday, December 13, 1929.)

**UNITED PROVINCES**  
**THIRTY-EIGHTH MEETING**  
**CAWNPORE**  
**Friday, 13th December, 1929.**

PRESENT :

The Rt. Hon. J. H. WHITLEY (*Chairman*).

Sir VICTOR SASSOON, Bart.  
 Sir IBRAHIM RAHIMTOOLA, Kt.,  
 K.C.S.I., C.I.E.  
 Sir ALEXANDER MURRAY, Kt.,  
 C.B.E.  
 Mr. A. G. CLOW, C.I.E., I.C.S.  
 Mr. KABIR-UD-DIN AHMED, M.L.A.  
 Mr. G. D. BIRLA, M.L.A.

Mr. JOHN CLIFF.  
 Mr. N. M. JOSHI, M.L.A.  
 DIWAN CHAMAN LALL, M.L.A.  
 Miss B. M. LE POER POWER.  
 Lt.-Col. A. J. H. RUSSELL, C.B.E.,  
 I.M.S. (*Medical Assessor*).

Sir THOMAS SMITH, Kt., V.D. } (*Assistant*  
 Maulvi MOHAMMAD YAKUB, M.L.A. } *Commissioners.*  
 Mrs. K. SRIVASTAVA (*Lady Assessor*).  
 Mr. S. LALL, I.C.S. } (*Joint Secretaries.*)  
 Mr. A. DIBDIN. }

**Lt.-Col. L.C. LARMOUR, I.A., Superintendent, Harness and  
 Saddlery Factory, Cawnpore.**

C-1783. *The Chairman:* How long has this factory been in existence?  
 —Since 1862.

C-1784. In normal times under your control there are 2,000 men?—That is right.

C-1785. Is that the number at present?—No; I have got about 1,800 men at present.

C-1786. With regard to labour turnover you tell us that the average duration of employment amongst skilled and semi-skilled men is nine years and 2½ years amongst unskilled men. You also tell us that the turnover for the past three years gives a figure of 40 per cent. in the case of skilled and semi-skilled men and 100 per cent. in the case of unskilled men. That means that amongst your unskilled men it is a case of very rapid come and go?—Yes; that is casual labour.

C-1787. That means that practically every year you get different men?—A certain number of them come back during the seasonal period and stay for three or four months.

C-1788. Are those men agriculturists from the villages?—I would not say that. Very many of them are coolies employed in the local bazaars; they get better rates in the bazaar for loading and unloading during certain times of the year and they go and work there; when the work gets slack in the bazaars and on railway platforms they come and work in my factory; the same men often come back over and over again. It is very hard to give figures; it is a floating population in Cawnpore.

C-1789. *Mr. Cliff*: Are you referring only to unskilled casual labour?—Yes, it is purely coolie labour who handle my goods-going out and coming in.

C-1790. Is there work all the year round if they desire to have it?—As I have stated in my memorandum, it all depends upon the orders that I get from the Government; but my skilled and semi-skilled labour has regular work.

C-1791. May we take it that the unskilled work is casual from the point of view of the work obtainable?—Yes.

C-1792. *The Chairman*: Those represent men who are on the look out for the best jobs for a few weeks or months in a year?—Yes.

C-1793. That evidently does not apply to a large proportion of the 1,800 men?—No. I have got some figures which I worked out the other day; perhaps they might be of interest to you. There are 7 men whose service in the factory exceeds 50 years; 14 men whose service exceeds 40 years; 61 whose service exceeds 30 years; 137 over 20 years, 170 over 10 years and 392 between 5 and 10 years.

C-1794. That is rather an unusual degree of stability?—Those figures represent the men who are working at the present day.

C-1795. In a memorandum submitted to us this morning from the Government Harness and Saddlery Factory-Labour Union there is a complaint about what they call compulsory leave. I take it that like other commercial departments of Government your output has necessarily been considerably reduced in recent years?—Yes.

C-1796. Is this system of compulsory leave an attempt to spread the work over as large number of men as possible?—That is exactly right. The men were given the option when the work was cut down. I had deputations from all the shops and I said "I have not got work for you all; you can arrange it amongst yourselves; I am prepared to take you for three days in a week or get rid of some of you". They unanimously decided that they would come and work in two alternative gangs, each gang to work for three days in a week, instead of some being put out of work entirely. When the work comes in they all come in; they are not shown absent; they are on my labour bureau books.

C-1797. You say you took their opinion?—Yes, and they all wanted it.

C-1798. Can you explain why the Union should object to it?—The Union does not have much bearing on my factory.

C-1799. Are you satisfied that your men still prefer this spread-over system?—Yes; the other day I asked my men in the saddlery department and they said that they preferred it.

C-1800. I suppose it is open to any man who thinks he can get work for more than three days in a week elsewhere to leave your service?—Certainly.

C-1801. Your policy presumably will be, as men do leave, to reduce the total of your staff so that there may be work for more days in a week?—Certainly.

C-1802. It would be better to have a small number of men working, say, five days a week than a large number working three days a week?—That is true; when there is not enough work for them in the bazaar they would rather come three days and have the money circulated amongst themselves than only a certain number of them working all days and the rest being without work.

C-1803. In the absence of another war it is hardly likely that your output will go back to what it was at one time?—No. I am trying to help the men as far as possible; if they are thrown out right away there is not enough of harness and saddlery trade to absorb them. Eventually when a man finds that he cannot earn enough, he may turn to something else; he may drift back to his village; but if I were to get rid of 500 men all of a sudden, it will cause them a lot of hardship.

C-1804. I do not think it will be suggested that at once and drastically you should do that, but it is a question to consider whether it would not be

possible, without hardship, to get your staff down to a number which will give them more than three days a week?—I quite agree, and that is my object; but I cannot do it right away.

C-1805. In their memorandum the Union also ask that there should be a provident fund system as they have in some other departments, particularly on the Government railways. Has there been any proposal for instituting such a fund?—The question has been taken up by the Master General of Ordnance. It is beyond my scope, but I know that it is being discussed with the Government of India.

C-1806. You make a reference in your memorandum to your labour bureau. Can you tell us what that is?—I thought I attached a report on it.

C-1807. Could you just describe it; is it to avoid the intermediary of jobbers or mistries that you have a recruiting department?—Yes; every workman who comes into the factory has to come through the labour bureau.

C-1808. Who is at the head of the labour bureau?—I have an officer at the head of the labour bureau.

C-1809. Is he a whole-time officer?—No; he does it as part of his duties. I have two clerks and a photographer on it. 'The function of the labour bureau is to centralize all dealings respecting entertainment, medical examination, discharge, etc., of all labour, and maintenance of labour records. The bureau is directly under the supervision of the Assistant Works Manager. The staff consists of a clerk and a photographer. The procedure for entertaining labour and the manner in which all records are maintained and registered, etc., are fully laid down in the instructions, copies of which are attached with the necessary forms. The main function of the labour bureau is to keep accurate records, while the actual selection of labour is given to the heads of sections. This is essential in a factory where such diversity of labour exists.' That is my own factory notes. Then I have the actual duties of the labour bureau laid down. I was under the impression that I sent these to the Commission.

C-1810. Perhaps you would hand them in now?—Yes.

C-1811. In your memorandum you tell us of a new scheme for housing which has, I gather, been decided upon but not yet begun?—The money was allotted, and I tried to get the land; I have actually got the land, but unfortunately the question of arbitration has come in; certain buildings on the land have to be evacuated and pulled down, and we have asked the sanction of the Government of India for this; it is all a round-about way and it naturally takes time.

C-1812. The scheme at present is hung up until the arbitration has taken place about dispossession?—That is right.

C-1813. I see that your scheme covers 340 houses for the lowest class of your labour?—That is changed; I cannot get the lowest class of labour into those houses; I could not get the land for them.

C-1814. Then how many of your workers will be covered by this new scheme?—At the present moment I am only going in for the superior class of labour. I cannot build the "S" class quarters because I cannot get accommodation for that. The only possible land is about four miles both from my factory and from the city, and the men would not like to live in such a far off place.

C-1815. What is the difficulty in getting the land; is there no vacant land available near enough to the factory?—No. We have been trying for four years and I got this land with the greatest difficulty; there were all sorts of objections to it.

C-1816. *Sir Alexander Murray*: What did it cost you per acre?—I am getting it for nothing; it is Government land, but I have got to buy two or three houses which are on the land.

C-1817. *Sir Thomas Smith*: How far is your land from the factory?—It is about half a mile.

C-1818. Is it in the Cantonment side or over the bridge?—It is in the Cantonment.

C-1819. *The Chairman*: You tell us that there is a co-operative society amongst your workmen which is evidently prosperous and well-managed. Have you anything further to say on that?—It is run by the men entirely. I am the President of the society, but I leave all the dealings to my men to do; I think it has been a very great success.

C-1820. You have found them capable of running the co-operative society economically and well themselves?—Yes; they pay 10 per cent. dividend and they have got a reserve fund of Rs. 4,500.

C-1821. You say that this year there are 723 members of whom 525 are workmen. The balance, I suppose, are men amongst the superior staff?—Yes.

C-1822. Do you find that men who have joined that co-operative society are men who are free from debt, or who have freed themselves from debt?—I would not like to say that. They join with the idea of getting out of debt, but whether they completely avail themselves of that I do not know. But the society does help them to a tremendous extent.

C-1823. It is an interesting case of self-management; you tell us that it is entirely managed by the men themselves and that they have chosen you as the President. But your control, I gather, is nominal?—I try to make it nominal.

C-1824. *Sir Victor Sassoon*: Who looks after the fund?—I have one of the clerks to attend to that; I no doubt sign the cheques, but they have to make up their minds what they spend and how they spend; they have certain rules and regulations laid down by the Registrar of Societies.

C-1825. *The Chairman*: By whom is the audit done?—They have their own auditor, and the Registrar sends down an auditor once a year. I check their funds very closely once a month. I must say that there is an exceptionally good man who is running it.

C-1826. *Sir Thomas Smith*: Is it entirely left to the men themselves to settle what advances are to be given to a borrower?—They have an elected committee before which all applications for loans are submitted; the committee decides what advances are to be given.

C-1827. *Sir Ibrahim Rahimtoola*: Under "Unemployment. Extent and Character." You say "The programme of army reorganization now embarked upon will result in smaller demands for our manufactures. Further, an increased proportion of army orders, normally placed with us, is being diverted to private firms". Why are these orders being diverted to private firms?—That is the policy of Government at present. They want to train up a certain number of private firms in the kind of work we do in the factory so that in case of mobilisation they can rely on these outside firms and not only on the Factory.

C-1828. That policy is directed to providing larger avenues of supply in time of an emergency?—That is right.

C-1829. It is not due to the fact that private firms are able to manufacture at cheaper rates than your factory?—No. The rates of the private firms average from about 25 to 50 per cent. more than my rates.

C-1830. The policy of Government, therefore, is to get their supplies from private firms at prices ranging from 25 to 50 per cent. more than your price, and in addition reduce your capacity for production?—That is so.

C-1831. *The Chairman*: Does not that depend a good deal on how the calculation is made? One is aware of Government costing not taking into account many items which a private firm is bound to take into account?—It is the other way round with us, unfortunately. We have to carry a very heavy dead load. If we had not to carry that heavy dead load we should produce very much cheaper.

C-1832. You are aware, no doubt, that there is a cross complaint on the side of the private manufacturers that you are entering the ordinary market



with some of your products in competition with them?—There is no competition. We only enter the market to a very small extent. Private firms come to me for a particular type of leather which they cannot get anywhere else.

C-1833. All I want to do is to establish the fact that there are two sides to the case?—I quite agree. I am not in competition with any private firm. Certain private manufacturers, specially in Cawnpore, cannot get the heavy type of leather which I make, and they ask me to supply it to them.

C-1834. *Sir Ibrahim Rahimtoola*: How do you account for the fact that private firms which are expected to work on an economic basis, are so much more expensive in their cost?—They have their shareholders for one thing.

C-1835. But shareholders only come in when profits are made?—Then I have far better machines.

C-1836. Is interest and depreciation taken into account in working out your profit?—Yes.

C-1837. And you can still produce from 25 to 50 per cent. cheaper than private manufacturers?—Yes, in certain articles.

C-1838. *Mr. Clow*: You refer to the change made from the contractor system to a system of direct employment and the excellent results which were obtained. What were the evils to which you refer which reached such a magnitude that you were compelled to make the change?—In the contractor system you do not pay the workmen, you pay the contractors, and you do not know if the workman gets his money or not. A man may be worth 10 annas a day; he owes the contractor a good deal of money (that is probably why he has got into the factory), with the result that he only receives from 6 to 8 annas a day. It is an evil custom.

C-1839. *The Chairman*: When did you abolish the contractor system—since the war?—Yes, in 1920, I think. We had a strike over it. The gangers worked a strike. Since the change, however, we have not had a single day's trouble.

C-1840. *Mr. Clow*: You pay some workers on a system of gang piece-work?—Yes.

C-1841. *Mr. Cliff*: Who receives the pay? Take a gang: is each man paid individually?—Yes.

C-1842. *Mr. Clow*: With regard to the Labour Bureau, do you take the recommendations of the gangers, or does the Labour Bureau finally select the men?—The head of the Section finally selects the men. The Labour Bureau keeps the records. A man may have been working in the factory a year ago, and comes back again for work. We have a photograph system, and the Labour Bureau gets all the details and sends the men down to be finally classified by the head of the Section.

C-1843. *The Chairman*: Do you find any objection on the part of the workers to the photograph system?—No.

C-1844. *Mr. Cliff*: Dealing with unemployment, you say "This year our labour is down some 20 per cent.". Does that mean that your labour is now only employed three days a week?—Yes, in certain shops.

C-1845. Did the Department make any provision for compensating those who were reduced or displaced?—No.

C-1846. Under the head "Hours" you state: "Our working hours are under 60, but in connection with this aspect of labour we find that if the working day is extended much beyond the normal length, there is a considerable fall in efficiency and we by no means secure the full advantage of any additional time worked". Is that declaration made over a long period of time?—It was my own experience immediately after the war with regard to men working in certain shops. For instance, we found with regard to the smithies that after they had done their full 8 hours with an extra two hours overtime we did not get the same production out of them as we did during the eight hours. Therefore it was not worth while paying overtime to them, and I stopped it on that account. It is much better to have separate shifts.

C-1847. Your normal work is 44½ hours?—Yes.

C-1848. Do your men work regularly through the day?—They knock off from 11 to 12.

C-1849. During the actual period of working do they work fairly regularly?—Yes. Most of them are on piece-work.

C-1850. You say that wages are fixed by mutual agreement at the time a man applies for employment. How do you fix the piece-work rate?—The head of a section knows the rate. He gives the men that rate, and it is sent up to the Manager's section for corroboration.

C-1851. What happens if there is any dispute between the head of the section and the workmen as to the rate?—If a man objects to his piece-work rate he comes along very quickly and lets you know it. Several of them are in a gang, on the same type of work, and you can very soon find out those who are slacking and those who are not. Once we have set a rate we never alter it unless there is a very bad mistake.

C-1852. Do you fix your rate after an experiment?—Our work is so much repetition work that we fairly well know where we are.

C-1853. *Mr. Birla:* Dealing with the application of International Conventions, you state: "Great caution should be observed in applying Western standards to a country offering so widely different racial and religious customs". Will you explain why you think that the introduction of International Conventions will be difficult on account of religious customs. I take it you know what the International Conventions are. I will tell you. They are Maternity benefit; Prohibition of women working during the night; Eight hours working day; Sickness insurance; and so on. Will you tell me why you think religious or racial customs present a difficulty in the introduction of some of these Conventions? Take, for instance, the 8 hour day. How do you think that will be affected by religious or racial customs?—I will tell you how it will affect clerks and such people. Most of the clerks in Cawnpore will not come to work before 9 o'clock in the morning because they say their religious observances are disturbed. They cannot bathe in the early morning.

C-1854. But these International Conventions are not applicable to clerks?—But the clerks affect the workmen.

C-1855. *Diwan Chaman Lal:* Do clerks in any other part of the world go to their offices before 9 o'clock?—My clerks come to work at 7 o'clock.

C-1856. Is that the case in any other part of the world?—I cannot tell you.

C-1857. If your clerks come at 7 o'clock, apparently it does not interfere with their religious observances?—Apparently not; yet many other clerks will not come to work before that. If you do not have a section clerk checking the labour, the workmen are upset. There is no one to carry on the ordinary routine of the day.

C-1858. *Mr. Birla:* What is the difficulty, so far as racial or religious customs are concerned, in introducing the 8-hour day?—I must confess that I did not understand what you meant by International Conventions. I misunderstood the phrase.

C-1859. *The Chairman:* All you mean to say was that the particular conditions of India must be taken into account in considering the application of Western conditions?—Exactly.

C-1860. *Mr. Birla:* If you dismissed a portion of your labour force because you had not sufficient work for it, would it be able to find employment at other places?—I doubt it at present—not in harness and saddlery work. If a certain amount of the work goes out to local firms, some of my men may drift to those local firms, but there is not enough to keep them going. As an instance, two years ago, I turned out 41 lakhs worth of work for the Army. This year I am only turning out about 24 or 25 lakhs. The difference is 'lost and I cannot employ the men. There is not enough harness and saddlery work to keep them all going.

C-1861. You told the Chairman that there was a difficulty in getting land for building houses. I could not quite understand what difficulty there should be. Is your Factory entirely surrounded?—Yes; there is not enough land on which to build houses.

C-1862. Could you not sell your factory and move elsewhere?—I cannot answer that. Who would buy it?

C-1863. *Mr. Joshi*: What proportion of goods are rejected out of your total manufacture?—I have two distinct inspection sections in my factory. One is my own Works Inspection, and my men are paid after their work has passed my own Works Inspection. Out of that I have rejections of under 1 per cent. If the goods go on to the Army Inspection Section and there they are thrown out it does not affect my men, because my men are paid after the inspection by my own Inspection Section. I stand by that.

C-1864. How often have you changed your piece-rates?—Very seldom—unless I find a man is either over-paid or under-paid.

C-1865. With regard to the reduction in the number of men you employ on account of orders going to private firms, we learn from certain figures given to us by the Harness and Saddlery Factory Labour Union that you have actually reduced the labour cost while your supervising cost has gone up 100 per cent. I will give you the figures and I will ask you if they are correct. It is stated that your cost of outturn for the year 1918-19 was Rs. 58,24,000, and that your temporary staff, including labour charges for that production cost Rs. 5,79,000; while in the year 1927-28 your outturn was 37,30,000 and your labour cost was Rs. 3,14,000; and while your supervising charges (that is, the permanent establishment) in the year 1918-19 were Rs. 1,39,000, to-day the supervising charges are Rs. 2,98,000. You have more than doubled your supervising charges, while you have actually reduced your labour charges. Are those figures fairly accurate?—I cannot tell you without reference. I can imagine it would be so. At one time we paid practically all our men on daily rates of pay. We had two pay rates—daily rates and monthly rates. The daily rate of pay was not quite fair to the workmen and during the last six years the staff has been revised considerably. A very large proportion of the men have been taken from the daily rate on to a monthly rate of pay, which put up supervising charges.

C-1866. Why have you felt the need for increasing your supervising charges to such an enormous extent?—If you analyse it, I do not think you will find that they have gone up. What happened was that many men who were previously on the daily rate of pay have now been brought on to the monthly rate and shown as supervising staff.

C-1867. *The Chairman*: There has been a transfer?—There has been a transfer, in fairness to the men.

C-1868. *Mr. Joshi*: You say: "Provision of electric lighting for individual houses of the larger type is to be made". Why do you restrict the provision of electric light to the large type of house?—That does not refer to individual types of houses, but to blocks of houses.

C-1869. You say that no reasonable leave requests are refused. Have you any system by which the workers, either skilled or unskilled, get any sick leave with pay?—All our men are on piece-work and are paid according to their outturn. No leave is refused them. They are not shown as absent. But I cannot pay them. I only pay them on their outturn.

C-1870. Why should piece-workers not get leave with pay?—They are paid on piece-work, and unless they produce the work I cannot pay them.

C-1871. *Mr. Joshi*: Other concerns, such as the Government Printing Press and Railways, pay their piece-workers for sickness leave.

*Sir Thomas Smith*: On what basis?

*Mr. Joshi*: A certain number of days in the year.

C-1872. *Sir Victor Sassoon*: I understand that in Cawnpore wages are usually paid twice a month, but that in your Factory they are paid monthly?—Yes.

C-1873. Therefore you differ from the general practice in Cawnpore?—I do not know if it is the general practice in Cawnpore to pay wages twice a month.

C-1874. *Sir Thomas Smith*: It is in a good many cases.—When I introduced the system of paying wages twice a month the men came up in a body and said they wanted their wages paid once a month.

C-1875. *Sir Victor Sassoon*: Did they give any reason why they preferred their wages being paid once a month?—I argued it with them and they said they had been used to receiving their wages once a month and they preferred it. As a matter of fact I think it was their banias who preferred it. I even tried the system of paying them once a week. My Accounts Section broke down completely over that. Then I tried paying them once a fortnight, but they would not have it. I did it for about three months and they petitioned me to revert to the monthly payment.

C-1876. *Sir Alexander Murray*: You say that although you have no definite figures available your conversation with some of your men leads you to state that to-day's cost of living is about three times that of pre-war times?—That is a figure I have got from questioning the men.

C-1877. Is that your own experience?—I would not put it as high as that.

C-1878. You cannot refer us to any statistics bearing on wages or on food prices which would support this statement?—I am trying to get some figures, but it has been very hard indeed to do so.

C-1879. Your wages have about doubled?—I sent up all my wages in about 1922.

C-1880. *Mias Power*: I see in the report of the Superintendent of Manufacture of the Clothing Factory at Shahjahanpur, that the workers are paid weekly and this has its advantages as "it is favoured by the employees". Do you suppose there is anything more to this than that the workers prefer the method of payment to which they are accustomed? Here is a large body of workers who prefer to be paid weekly because they are accustomed to being paid weekly?—They are Muhammadan tailors and I suppose they are on piece-work. I do not think they pay the full wages; I think they pay up to 75 per cent. every week; I cannot imagine the Government auditor allowing more. They say this entails a good deal of extra work on the clerical and accounts staff.

C-1881. Do your people get "subs" on their monthly payment; can they call for money in advance of the date of payment when they want it?—No, except that they have a fund, they are not allowed to do so officially.

C-1882. You do it unofficially?—The co-operative society allows them a certain amount of money, but the man cannot take advance on his wages.

C-1883. Do you think there is any connection between that and the extent of his indebtedness?—I would not like to say; his debts are a mystery to me. I have a statement as to the debts; some of the men tell me all their debts, but it is a hopeless figure to work on.

C-1884. Have you any opinion as an employer as to which method of payment is best: weekly, fortnightly or monthly?—Personally I like to pay them fortnightly, but I assure you they will not have it.

C-1885. *The Chairman*: In the private leather works in Cawnpore are the wages paid fortnightly?—I daresay, but they do not employ the same number of men as I do.

C-1886. They employ 2,000?—Cooper, Allens may do so; they are leather workers and I do not suppose they employ more than 300 leather workers. They are tanners and curriers; they make boots. It is much easier to deal with this matter when boots are being made. I am in sympathy with fortnightly payment if I can only get my men to agree with me.

C-1887. Has the Union ever made any representation in favour of fortnightly payment?—I cannot remember. Unfortunately my labour union does not represent the men; I wish it did; but its membership is very small compared with the number of men employed.

C-1888. *Miss Power*: In your memorandum you refer to a school at which a tuition fee of 8 annas a month is charged. You indicate that you cannot extend the facilities owing to lack of space, which presumably means that your school is full. What class of boy goes to that school; is it the children of the more skilled men?—No. Every boy who comes to work has to go to the school; it is compulsory.

C-1889. Who pays the 8 annas a month?—That is only paid by those whose wages are more than 6 annas a day; those whose wages are less than 6 annas do not pay.

C-1890. So that the children of the less well paid employees have free schooling?—Yes.

C-1891. You say that works committees have not been a success; could you tell us why?—The men take no interest in it.

C-1892. What sort of encouragement have they had to take an interest in it?—They had their own members whom they appointed, but they would rather come to me direct if they have a complaint to make. They are suspicious of their own committees.

C-1893. Was any real effort made on the part of the management to foster the system of works committees when it was in operation?—Yes, I have put my own men on the works committees; Europeans have run them; but the men will not take an interest in their committees at all.

C-1894. To what do you attribute that?—I think they are suspicious of each other. They feel that the other man is trying to get something out of it. They will much rather come to me direct or through their assistant foreman. As I go through the shops, if there is any complaint, the man sees me and tells me. I have very few cases like that.

C-1895. *Sir Thomas Smith*: You gave us very interesting and gratifying statistics with regard to length of service. We have it stated in evidence here that the general feeling of some millowners is that labourers keep good health for about 10 months after joining after which they show signs of breakdown and unless they take rest they are seldom found satisfactory after this period. Is that your experience?—No.

C-1896. So that really a statement of this sort is an unjust aspersion on factory conditions?—Yes.

C-1897. *Diwan Chaman Lall*: You work shorter hours than a mill?—Yes, but unfortunately my men do not stop work there.

C-1898. What is the average number of hours a man puts in in a factory?—7½ hours, but unfortunately they go and work in private firms after they have left me. I have no experience of men breaking down.

C-1899. *The Chairman*: I take it that the sentence referred to really means that the custom of the people to return to their villages for 2 months in the year is their own method of recuperation after factory work?—It may be that; on the other hand it may be to work on their fields.

C-1900. *Diwan Chaman Lall*: What is meant by permanent establishment?—That is my supervising staff.

C-1901. So that there is no change over from the daily to the monthly as far as the piece-workers are concerned?—No.

C-1902. Could you give us a correct statement in regard to these figures?—I could.

C-1903. Has this any bearing on the orders being diverted from your factory to private firms?—No. The overhead charges of my factory naturally must be high now because I have not got the work. Also they have increased the staff. That is the Government's policy; it is not in my hands at all. Only 25 per cent. of my harness work goes out which is a very small item in my outturn.

C-1904. You tell us your average wage is Rs. 19-8-0 for the past 9 years. Is that for the entire week's or month's work or is that for the period during

which they are employed?—A man actually takes that away in his pocket at the end of every month.

C-1905. You say there has been an increase in efficiency during recent years?—Yes, a distinct increase.

C-1906. Has there been a distinct increase in wages?—You see that in 1920-21 it was Rs. 18-3-0 whereas in 1928-29 it was Rs. 21. If a man has improved in his piece-work he will get more pay.

C-1907. Have the piece rates been increased?—In certain instances considerably.

C-1908. There was no machinery whereby matters relating to increase in wages which the workers may demand can be dealt with?—They do not like machinery.

C-1909. You merely depend upon pressure being put upon you by the Union, I suppose?—No, the Unions do not put any pressure upon me.

C-1910. So that when they want increased rates you do it on your own initiative?—Yes.

C-1911. You mention in your memorandum that you are providing "340 quarters for artisans of inferior class, single men on an average pay of Rs. 30 per month". May I take it that no housing is provided for the actual workers?—Yes, "S" class quarters are for workmen.

C-1912. But if the average wages are Rs. 19-8-0, they are excluded by your restriction to those getting Rs. 30 a month?—That is merely a question of getting the rent in.

(The witness withdrew.)

**Lt. Col. C. L. DUNN, C.I.E., D.P.H., I.M.S., Director of Public Health, United Provinces, and Dr. TRIVEDI, Municipal Health Officer of Cawnpore.**

C-1913. *The Chairman*: How long have you held your present offices?—(Colonel Dunn) About 10½ years. (Dr. Trivedi) 8 years.

C-1914. Then you both have had considerable experience of health work in the United Provinces. I notice from the memorandum which you have prepared for us that you are inclined to put rather wide responsibilities on to the employers. Is it really your view that all these matters of housing, provision of medical facilities and so on should be a responsibility of employers and not of the local authorities, whether Municipal or Government?—(Colonel Dunn) I think the conditions in India are such that unless the local employers, especially in a place like Cawnpore, take the initiative in doing things of that kind for their employees, a great deal will be left undone; I think it is a part of the duty of the local employers by example and precept to show what ought to be done, even if they ought not to be considered responsible for doing it altogether.

C-1915. But you suggest to us quite a number of statutory obligations to be placed upon employers in matters which in other countries are usually the duties of the local authorities?—I have enquired into what is being done in other countries, especially in England, and I came to the conclusion that in places where the industrial concern was situated in a large city as a rule a great deal was done by the Municipality; for instance, housing was not done by the local employers but by the Municipality concerned; but that if the concern was one which for economic reasons had been removed from a large centre of industry and placed out in the country, the local employers did the whole of the necessary welfare work for their own employees.

C-1916. But you would agree, I imagine, that such an imposition on employers would raise economic questions with regard to their power to compete with other countries?—Yes.

C-1917. *Colonel Russell*: How many Assistant Directors have you?—Six.

C-1918. How many Districts have you in the United Provinces?—Forty-eight.

C-1919. Of those 48, how many have District Health Officers?—Twenty-eight.

C-1920. Have all the Municipalities in the Province Municipal Health Officers?—No. There are 86 Municipalities in the United Provinces of which 31 have whole-time Municipal Medical Officers of Health.

C-1921. Are these Medical Officers of Health Government officials, or are they appointed by local bodies?—They belong to a Provincial cadre, chiefly with a view to giving them security of tenure, and they are, as it were, deputed or seconded to the service of the Boards. The Boards are always consulted before the appointments are made.

C-1922. For instance, in Cawnpore you have a Medical Officer of Health, who belongs to a Government cadre?—Yes.

C-1923. Supposing the health officer of Cawnpore put up a proposal for the clearance of slum areas which belonged to a landlord who was also a Municipal Commissioner, would he be at all influenced by that consideration, or can he depend upon his position as a Government medical officer?—If I may elaborate on that, the position up to the 1st June, 1927, was that the Municipalities could appoint their own Medical Officers of Health; Government paid half his salary, and for this contribution on behalf of Government, Government had the right to approve of the appointment. I found by practical experience that this did not work very well, because a Medical Officer of Health might, as you say, from a sense of duty, force or try to force, on a Municipality, an unpopular improvement and he might get the majority of the members of the Board against him. They might then

under the rules which then existed pass a resolution in the Board by a bare majority that he be dismissed. He had the right of appeal to Government; but this right was of very little use, because there was very little use in Government sustaining his appeal and sending him back to a Board in which there was a majority of members against him. Consequently this new rule was brought in to give better security of tenure, by which they were all put on a Provincial public health cadre, and the rule was altered to this extent, that the Municipality must appoint a Medical Officer of Health from this cadre. So that if they then at any time wished him dismissed, he was not thrown on a cold hard world, but came back on to the Provincial cadre and was appointed somewhere else. I may say that from next Monday the amendments to the Municipal Act will be discussed in the Council. There is a certain amount of difference of opinion as to the alteration of the Municipal Act to come in with the present existence of a cadre and without the rule in the Municipal Act having been altered to dovetail in with it. The present rule is that the Municipality may appoint their own Medical Officer of Health, provided he has the qualification laid down by Government, provided they give him the pay laid down by Government, provided that Government approve of their choice, and that they may equally dismiss him. That does not at all dovetail in with the Provincial service, and the Bill which is now to be put before the Council, which is *sub judice*, provides that the words should be so altered that certain Municipalities must employ the services of a Medical Officer of Health from the Provincial cadre and that their wishes shall be consulted in making the appointment.

C-1924. So that since July 1927 the health officers have not had that difficulty in making recommendations which otherwise they might have had?—They have still, because they might still get an antagonistic feeling against them in a certain Board with which they have been for some years. That did occur the other day. The Health Officer of Agra had held that position since 1917. A new Municipal Board was appointed and they seemed to have an antagonistic feeling towards him; they sent up a resolution passed at a special meeting of the Board asking for his services to be removed from the Board and somebody else appointed. I pointed out to the Board that he had been serving there for 12 years and every year had received in the annual report of the Municipality the praise of the Board for his work; I said: "What sudden alteration has there been in the circumstances that he is not now considered to be fit to be your Medical Officer of Health"? The result was that they could not make any case against him and they withdrew their resolution; he is still there.

C-1925. Have you any woman Assistant Director of Public Health?—No, not yet.

C-1926. Have you any female Medical Officer of Health for child welfare work and so on?—No.

C-1927. Have you any proposal to make to Government in that connection?—Yes, under the Lady Chelmsford League, which is run by a Provincial committee of which His Excellency is the President and of which I am Chairman of the executive committee, the organizing secretary, who is a fully qualified medical woman, is practically the adviser of myself and Government in all matters connected with maternity and child welfare centres.

C-1928. Do you agree that the time has come in India when these women Assistant Directors of Public Health are necessary?—I have made a proposal to Government that the title of this medical woman should be changed and that while she continues as organizing secretary of this Provincial League she should be on the cadre of Assistant Directors of Public Health for maternity and child welfare, with the same status, pay and prospects.

C-1929. You say in your memorandum: "For Cawnpore, however, I think it would be an advantage to have a separate and whole-time medical inspector, under the medical officer of health, as the normal duties of the medical officer of health there are heavy". Why do you say that?—I mean that Cawnpore is the place, as well as Lucknow, Benares and one or two other



towns, in which I have considered that one Medical Officer of Health is not sufficient. Cawnpore is the largest industrial centre of the Province, and, as a first step, there should be a medical woman with public health qualifications who should be in control or partial control. You see the Municipality subscribes to the child welfare centres here Rs. 10,000 a year.

C-1930. But this paragraph is dealing with factory inspection?—There are many women employed in the factories.

C-1931. But a very small proportion?—Many of the operatives have wives.

C-1932. Would you appoint first of all a man or a woman medical inspector under the Medical Officer of Health?—I would prefer as the first assistant a woman. I think she is more necessary for all departments of public health in Cawnpore, not factories alone.

C-1933. This paragraph is with regard to factory inspection?—That would be part of her duties.

C-1934. Have you got a District Health Officer in Cawnpore District?—No.

C-1935. Is not that a defect, Cawnpore being such an important centre?—The defect is altogether due to economic stringency in the Provincial finances, owing to two or three bad monsoons and remissions of revenue amounting to over 60 lakhs; the sanctioned scheme of Government for extending the district health scheme to the remaining 20 Districts has been held up for want of funds. The reason why Cawnpore is not in the 28 which now have a full public health staff is because we started with the districts in which epidemics were most prevalent. Cawnpore District is luckily one of those in which epidemics of cholera and plague are not nearly so frequent as in these other districts.

C-1936. The Chief Inspector of Factories and Boilers in his memorandum gives a list of inspections and says: "In spite of the somewhat formidable list of *ex officio* inspectors, the extent of their assistance can be judged by the statement that in 1928 the *ex officio* inspectors made 92 inspections out of a total of 612". I think the Chief Inspector yesterday described the help given by *ex officio* inspectors as "negligible"; but, apart from that, is this number of inspections sufficient in your belief to control factory conditions?—No.

C-1937. Do you anticipate any increase in this number?—I say that until such time as Government give us the funds for increasing the district health staff, it will be very difficult to increase the number of factory inspections. When you have one Medical Officer of Health and one Assistant Medical Officer of Health in a district with an average population of a million, they are so employed in their primary duties of dealing with outbreaks of infectious diseases that they can only attend to these subsidiary duties when they are free from their principal duties.

C-1938. I also have some experience of that, but if you take the figure for 1928 you will see that your Medical Officers of Health did 30 factory inspections in the whole year; you have 70 or 80 Medical Officers of Health, so that they did about half an inspection each per annum. Do you not think they could increase that number?—A large number of these Medical Officers of Health are serving in districts where there are no factories; the industrial centres in the United Provinces are limited to a very few districts.

C-1939. Do you see the reports that are sent in by these Medical Officers of Health?—I do not.

C-1940. Do you consider it would be of advantage if you did?—I think they should come through me; they go direct to the Chief Inspector of Factories at present.

C-1941. We have been told in certain other provinces that there is a certain lack of co-operation between Government departments that have the control of labour, such as the Public Works Department, with Public Health Departments in relation to such matters as the control of labour on large works with regard to health, and there is failure also to consult the Public

Health Department regarding plans for housing quarters, etc. What is your experience in that connection?—When I first took up this post I was never consulted at all, and it was only by insistence over a number of years that, to begin with, I got it laid down as a rule that no Government building should be put up unless the site and the plans of the building were approved by myself or an officer appointed by me. Before that they were putting Government buildings on unhealthy sites with plans which were not suitable for the purpose for which the building was meant, and the Public Health Department had nothing whatever to say to it; but I am glad to say that has been altered.

C-1942. You have definite rules on the subject now?—As to sites and buildings.

C-1943. So that there is no necessity to lay down any special set of rules in that connection?—No; they cannot now put up a Government building even at a cost of Rs. 500 without reference to the Public Health Department.

C-1944. *The Chairman*: But that is limited to Government buildings?—Yes.

C-1945. You have no control over the suitability of site or plans of any private building?—No.

C-1946. *Colonel Russell*: Are all plans of new factories and houses for workers sent to you for approval?—No.

C-1947. Do you think that should be done?—I think it certainly should be sent to me to depute an officer. I have been trying to get the local bodies to pass rules that no important building, or in fact any building, should be passed unless the Medical Officer of Health has passed it. Some local bodies have agreed, and the plans and site and everything are dealt with by the Medical Officer of Health; but in other local bodies it goes to a sub-committee called the public health committee, or, in some other Municipalities, merely to the member elected for that ward and he passes the building without any reference to expert opinion.

C-1948. I suppose he has not any expert knowledge himself?—Mostly not. The chairman of the public health committee is usually a local practitioner, but it does not follow that he knows anything about sites of buildings.

C-1949. In the United Provinces I take it you have a Municipal Act giving these municipal bodies wide powers?—Yes, very wide powers.

C-1950. What has been the general result of this widening of the powers given to Municipalities?—Very patchy.

C-1951. In connection with public health matters?—Some Municipalities are in advance of others. No Municipality has reached anything like the standard one would like to see, but some of them are doing their best.

C-1952. With regard to control of sanitation of *bustis* in municipal areas, the Chief Inspector of Factories in his report says there is no comparison between the accommodation provided by employers and that available for workers in rented *bustis*; the latter are overcrowded, insanitary and ill-ventilated. Do municipal bodies really have any effective control over the sanitation of these *bustis*?—If the Medical Officer of Health is doing his work, some Municipalities pay some small attention to it, but I might say in the Municipalities of the United Provinces these *bustis* are in nearly every case practically neglected. They are within the municipal area, they pay municipal taxes, and although you may get portions of the Municipalities in which roads, light and water are provided, generally when you go into one of these *bustis* you find absolutely village conditions: water from wells, no lighting, nothing but kacha roads and drains, and everything else exactly as you would find in a village miles away from anywhere.

C-1953. I notice you say the conditions are deplorable; what has the Public Health Department done to remedy these conditions?—They are merely advisers of the local bodies and have no executive power, but I personally have been in most of the *bustis* in Cawnpore. Cawnpore is one of the places which stands out in my mind as the very worst in regard to

these bustis. I have been all through them at all seasons of the year and I regret to say I do not find any improvement, although in my repeated reports which are sent to the chairman of the Municipal Board I have again and again drawn attention to the neglect of these areas within the municipal limits.

C-1954. In the preliminary part of your memorandum you say: "In 1927 bye-laws for regulating the construction and alteration of factories were approved by Government and are now being worked". The Chief Inspector in his report says: These, therefore, require to be adopted and then enforced by Municipalities and District Boards before they become operative, and comparatively few have adopted them. There seems to be a difference of opinion between you on that point?—They only came in recently and they cannot be enforced unless the Municipality adopts them. They are not compulsory bye-laws; they are model bye-laws. Where they have been adopted we are doing our best from the public health point of view in carrying out the necessary inspections.

C-1955. In view of the fact that the Municipalities are not carrying out their duties in connection with such subjects, as this, do you not think that these bye-laws should be framed under the Factories Act and made compulsory?—Certainly they should be made compulsory.

C-1956. I think you recommend that in your memorandum in connection with glass bangle factories in Ferozabad; there has been delay in dealing with the bye-laws and you recommend the application of the Factories Act instead of the Municipal Act?—Yes; I have a large file with regard to Ferozabad; they have been reminded and visited again and again, and we are doing our best to get them to adopt these bye-laws, but they have not done so.

C-1957. I suppose we may take it this is due to the general slackness of municipal administration. In the same paragraph you say: "Local Governments should have the power to close such works". Do you think conditions are so bad as to call for such drastic action on the part of Government as closing of works?—In certain works they certainly are.

C-1958. With regard to housing, is a room 8 ft. by 10 ft. sufficient for a worker and his family?—No.

C-1959. Have you any type plans suitable for different grades of workers?—Yes.

C-1960. By whom were they prepared?—By the engineering branch of the Public Health Department.

C-1961. Are these accepted by the persons interested, viz., the industrial concerns and Municipalities?—We supply them on demand; we inform them we have got them. Certain Municipalities have put up houses in accordance with our plans, but we find that instead of these houses being occupied by the people for whom they were intended, they are occupied by a higher class of workers, usually clerks in offices.

C-1962. Mr. Mackay says that in the British India Corporation lines there are single quarters consisting of a living room 10 ft. by 12 ft. with a verandah and a private courtyard. Do you approve of that type of house?—It is not big enough but it is much better than the places they are living in elsewhere.

C-1963. What size would you suggest?—It depends on the size of the family.

C-1964. But you must have some type which you admit to be suitable for the average?—I can supply the Commission with our standard plans; it is very difficult to describe them verbally.

C-1965. Do they contain one or two rooms?—We have them of various grades; two rooms is the smallest we have.

C-1966. *The Chairman*: Are these standard plans the ones which have been adopted by your Department and approved by the Provincial Government as model plans for the purpose of advice to the Municipalities?—Yes, and for rural areas also.

C-1967. Are there any cases where your model plans have actually been carried out?—We have got several model villages. In the Azamgarh District we have had four completely new model villages put up in the last year on these plans.

C-1968. It would be interesting to the Commission if we could have particulars of these plans and the cost.—(Witness): The cost is attached in each case—the whole specification.

C-1969. *Colonel Russell*: Mr. Crighton in his memorandum says: "It would help to improve housing conditions generally, however, if certain specifications regarding capacity, dimensions and material were incorporated in the agreement when a loan is granted. No control is exercised in this direction with the result that prevailing conditions are being perpetuated". Does that mean that the Public Health Department is not consulted?—Each year a certain sum is budgeted to provide loans for Government servants in order that they may build their own houses.

C-1970. Is no control exercised by the Public Health Department?—No, we have no authority.

C-1971. Do you not think that is a defect?—Certainly I do. Such houses are not Government buildings in the sense in which I have used that expression.

C-1972. *Mr. Cliff*: Have you any control over open works?—We used not to have any. For example, when they started to build the Sarda Canal, which is a very big canal, the Public Health Department were not consulted about it at all. It was only as the result of insistence that I finally got Government orders that the Chief Engineer in charge of the works was to come and consult me as to what provisions should be made for looking after the health of the labourers. I told him that as the head works were to be in one of the most malarious tracts in the world, there would need to be quite a large organization to deal with this matter. I pointed out to him the example of the Panama Canal. He seemed to know very little about it. I told him he had better buy Surgeon-General Gorgas's book on the subject, which he did, and after that there was very little trouble. I was supported to the utmost extent by the Irrigation Department, with the result that thereafter there was no stint of money; we were enabled to do successful work, to such an extent that the Chief Engineer finally said that if it had not been for the Public Health Department it was doubtful whether they could ever have built the head works at all.

C-1973. We have had several enquiries with regard to open works in other Provinces. It would be useful if we could have a statement as to what has been done on these particular works?—I can supply the Commission with a copy of the report of the Public Health Department on the measures taken on the Sarda Canal during the last 9 years. The report was submitted to Government about two months ago and Government propose to print the report.

C-1974. *The Chairman*: If you would be good enough to send us copies of that report, I think it would be useful?—Yes.

C-1975. *Colonel Russell*: You say the better class workers are not satisfied with the quarters which some of the mills provide?—It is a general cause of complaint.

C-1976. What is the reason for that?—The reason is that a labourer with a family of four or five has to live in a one room house. Some of the better class workers can only get the one room houses, because the houses with two and three rooms, which are very few, are already full. The industrial concerns from an economic point of view cannot go on supplying any more of the better class houses. Very often these houses are not occupied by the class of workers for whom they were intended; the houses are generally occupied by a higher grade than that for which they were built.

C-1977. Do you consider it the duty of the employer to build houses for his employees?—I divide my opinion: I say that if the industrial concern is in a large town in a country rather more advanced in the supply of the

amenities of civilization for workers, it is usually done by the Municipality concerned. In England houses are provided by means of Government grants being given to the local body usually up to 50 per cent. for large housing schemes. Where the concern is not in a large centre I consider it to be absolutely the duty of the employer.

C-1978. *Sir Victor Sassoon*: What is your view with regard to Cawnpore?—In Cawnpore I think it is the duty of the Municipality assisted by Government. I am talking of general housing, not industrial housing. For example, it would be rather a peculiar state of things if the employers in the mills in Oldham were expected to supply all the houses because practically every house in Oldham is occupied by somebody who is employed in a mill.

C-1979. *Colonel Russell*: Supposing housing schemes were being carried out, what sort of lay-out would you recommend to avoid this terrible overcrowding that takes place in the ordinary *busti*?—I am afraid I cannot answer that question off-hand.

C-1980. Generally would you recommend what might be called a village colony?—A village colony would certainly be the best, provided that from the economic point of view it was not too far away from the works.

C-1981. Supposing it were possible, in your preliminary lay-out you would first provide open spaces, and then sites for individual houses?—Yes.

C-1982. Perhaps you would also provide plinths of a suitable character. Then would you allow the workers to build on those sites houses according to their own requirements, with certain control over ventilation and so on?—Certainly not.

C-1983. Why not?—Because if they were allowed to put up houses at their own sweet will, they would simply reproduce the old type of house. I should lay down an absolute plan. You could not allow the worker to put up a shack.

C-1984. I say under certain restrictions?—It depends on the amount of restriction. If you say the restriction should only be with regard to ventilation, I do not think that is sufficient.

C-1985. You say in your memorandum: "I consider that separate blocks of family quarters (larger than the rest) should be provided for in all schemes of industrial housing". What is the meaning of that?—It is owing to the *parda* system in India; I think it is very necessary indeed to meet their religious susceptibilities.

C-1986. You also refer to the question of industrial areas and labour settlements; to whose decision should that be left?—In Cawnpore and Lucknow it is left to the Improvement Trusts, and if a well organized improvement trust is formed, I think it works very well. As far as I know, the Improvement Trusts of these two towns have exceedingly well thought out policies for providing industrial areas and laying out these areas in accordance with modern practice.

C-1987. *Sir Alexander Murray*: Are they being put into force?—They are certainly being put into force, but at a very much slower rate than Government originally contemplated when they gave the grants. That was chiefly owing to the fact that there was a great boom succeeding the War, in 1919 and 1920, when not only Government but other people got inflated ideas of the prosperity that was coming to the country; they started huge schemes, but, owing to the slump that followed, they have not materialized. But in Cawnpore, although there has been this slack period since about 1920 until last year, the industrial area is beginning to take shape.

C-1988. *Colonel Russell*: Who was responsible for the collection of the health statistics you give in your memorandum?—I have no doubt Dr. Trivedi gave the figures of mortality.

C-1989. Can we rely on the death rates given for Cawnpore and other places?—Yes, I think the percentage of error is under 2 per cent. In 1911, I was deputed on special duty here to enquire into the high death rate that occurred in October when it went up to 79 per mill. At that time I expe-

rienced the greatest difficulty in determining which areas in Cawnpore were unhealthy, because the statistics at that time were kept only for the city as a whole. I suggested that the city should be divided into separate areas so that we should be able to compare one area with another as regards mortality. The check provided under the Municipal Act is not by any means perfect; the law provides that the head of the family or guardian must report births and deaths; the sweeper of the *mohalla* must report the same occurrences. A further check is provided with regard to deaths from the returns of the burial grounds of Muhammadans and the burning ghats of Hindus.

C-1990. *Sir Alexander Murray*: I see in the reports of the Cawnpore Municipality for last year and the report of the Medical Officer of Health attached, it is said that the infantile death rate was 383 as against 322 per thousand in the preceding year; it is said that this figure will fall to 315 per thousand if the number of unregistered births is added to recorded births. Will you explain to us the difference between registered births and recorded births?—(Dr. Trivedi) The householder or sweeper reports. We have 6 registration officers in the city. Sometimes these householders do not report, but when the vaccinator goes round and makes searches from house to house, he comes across these unregistered births. He finds out where the child was born; if he finds the child was born in Cawnpore, he vaccinates the child and I get the information, but it comes to me after a year. I mention that over 1,600 unregistered births were found by the vaccinators.

C-1991. Then with regard to births there may be a margin of error of 20 per cent?—(Colonel Dunn) It varies; it depends upon the number of people who are afraid of having their children vaccinated.

C-1992. Then these figures are useless as far as their value for comparison is concerned?—For that year; but we can give a corrected return for that year a year later.

C-1993. *Colonel Russell*: Your figures show extraordinary variations in birth rates in the different areas; for instance, have you any explanation of why in Raipurwa it should be 35 and in Gwaltoli 51?—I have not with me the report I made giving the population of the various wards in Cawnpore in 1911.

C-1994. Do these figures refer to 1911?—No; but if I had that report with me, I should probably be able to show you by the density of population, which has a great deal to do with it. The result I gave to Government on that report was that in certain wards of Cawnpore the density of population per acre was the greatest in the world. That means gross and serious overcrowding in certain areas, which increases the death rate.

C-1995. That does not explain why in certain areas the birth rate should be as low as 35?—Why should it not be low under more healthy conditions?

C-1996. The birth rate is always high in crowded areas?—It is lowered by the more healthy condition of the parents.

C-1997. In dense urban areas is not the death rate higher than in rural areas?—I think it is almost invariably so.

C-1998. Have you got any figures to substantiate your statement that tuberculosis is also more prevalent in these industrial *bustis*?—We can only go on the reports by practitioners as to the number of tuberculosis cases in their practices.

C-1999. Did you make any special investigation?—I made a special investigation in Cawnpore in 1911-12 into the prevalence of tuberculosis.

C-2000. You say in your memorandum: "The death rate in the different *mohallas* of the city where labour predominates is as high as 88 per thousand among females". Is that for tuberculosis?—Yes.

C-2001. It seems to be a high rate even for a city like Cawnpore? From whom was the figure obtained?—From the returns of the Medical Officer of Health.

C-2002. *Sir Alexander Murray*: You give us figures only for certain *mohallas* and only for females. Could you give us complete figures for the

whole city and for the males also?—According to the system we have and within the degree of accuracy which we have reached, we could supply you figures for every ward of the municipality, for females and males. I could give them to you classified according to the various ages such as under 1 year, 1 to 5 years, 5 to 10 years and so on.

C-2003. *Sir Victor Sassoon*: We should like to know the death rate for males in those particular wards where you have given the death rate for females as 8-8, and also the death rate for females for the whole city. Would you give us the whole story of it?—Yes.

C-2004. *Colonel Russell*: Dealing with working conditions you say that “an average cotton mill is not equipped with all the modern devices for the health and comfort of the workers”. What have you in mind when you speak of modern devices?—I am not an expert on cotton mills, but I have friends among the owners and I have discussed the matter with them before. For example, there is always a great complaint in the cotton mills about heat in summer, especially with corrugated iron roofs.

C-2005. *The Chairman*: You are speaking generally when you refer to corrugated iron roofs?—Yes, some factories have such roofs.

C-2006. *Sir Thomas Smith*: In the main building?—Yes, some factories have.

C-2007. Are you mixing up godowns which are in the mill compounds?—I have seen people work there.

C-2008. With machinery?—I do not know about machinery. Do you mean that there are no workmen's rooms in any mill in Cawnpore in which there is corrugated iron roof?

*Sir Thomas Smith*: It is certainly possible.

*The Chairman*: I suggest that these questions are better put to the Inspector of Factories who is coming.

C-2009. *Colonel Russell*: Would you be in favour of the provision of fans or other mechanical means of agitating air in cotton and woollen mills during the hot weather?—Certainly. I have already said that one of my friends tried to find out how the economic factor worked out in reducing the temperature in June.

C-2010. *Sir Victor Sassoon*: How would fans do that?—Fans are no good. I do not wish to mention names I know of one general manager who has made experiments to see if it could be economically done and he has found it cannot be done economically. The expense is much too great to try to reduce the temperature in June.

C-2011. *The Chairman*: Are not these questions more in the sphere of the Inspector of Factories than the Director of Public Health?—I do not think so. We have got everything to do with seeing about humidity and temperature inside the factories in which workers have to work.

C-2012. Are you duplicating the work of the Inspector of Factories?—No, we merely advise.

C-2013. *Colonel Russell*: Dealing with working conditions you say that “study was made particularly of the working conditions of the labourers in places not congenial to health”. What attempt has been made to obtain information as to the health of the workers?—I regret to say that there is only one company in Cawnpore which keeps health statistics, viz., The British India Corporation.

C-2014. You say that “the details of the dietaries could not be obtained for more than a couple of hundred labourers”. How long did your investigation last?—One week.

C-2015. Had your investigator any special training in this work?—The investigator was the Assistant Director of Public Health.

C-2016. What kind of records did he make. How are those records analysed?—He has had a good deal to do with dietary as I had to submit a long report on village dietaries to Government within the last year. This

officer was put on special duty in connection with these village dietaries. He sent me a report of 40 pages on all sorts of dietaries and I think he was perfectly competent to find out what the value of the dietary of the milk worker was.

C-2017. Could you let us have any report dealing with this matter, for instance, the report of the Assistant Director of Public Health?—I could give you the report he made on village dietaries. Most of the Public Health Officers know the average diet of people in the province.

C-2018. *Mr. Cliff*: We are asked to investigate the standard of life of the industrial worker. Could your Assistant Director give this Commission within a reasonable period a statement of the standard of life of the industrial worker in Cawnpore?—Do you mean for an average worker with a wage of Rs. 15 to Rs. 16 a month?

C-2019. As far as the Commission is concerned, I think they are prepared to take it higher than that. Could he make an investigation into the dietary of a labourer receiving wages of Rs. 20 a month?—Yes.

C-2020. How long will it take?—The only way it could be done is by personal investigation, by going round from one labourer to another and asking, "What is your diet"? You would then get so many ounces of one kind and of another.

C-2021. Would it be sufficiently representative to be indicative, and if so, how long would it take?—It should not take very long to do. It could be done in a week. I should not even have to ask my Assistant Director. Dr. Trivedi is perfectly capable of getting all the information within a week with regard to the average diet of a labourer. If you want to put it into scientific language I could get that done.

C-2022. If the Commission were to make a request to you with regard to the collection of fairly accurate statistics as to the standard of life of the workers of say under Rs. 20 a month which should be sufficiently representative to be indicative, you think that it could be done within a period of 6 months?—Yes, quite easily.

C-2023. *The Chairman*: Is it done by the Medical Officer of Health without any trained staff?—He would not need any trained staff. All he would require is to go to the houses of these people and inspect their dietary.

C-2024. *Sir Thomas Smith*: A good deal will depend on the number of members of the family, dependent on the worker earning Rs. 20?—Yes, it varies a great deal.

C-2025. Various workers have various tastes and the food will vary according to the tastes?—Yes.

C-2026. For every rupee of additional wage he gets he certainly adds something?—Quite so.

C-2027. *Colonel Russell*: How many industrial workers are there in Cawnpore?—About 32,000.

C-2028. *The Chairman*: In view of what you have just said how is it that there was recently an attempt at this work and it was given up as a failure? We were told that the Government of India asked Local Governments to do this work of collection of family budgets. An officer was placed on special duty. With great difficulty figures were collected. 409 budgets were on scrutiny found to be fairly reliable. They were then analysed and so on, but no report was published.—What I was asked to do by the Minister of Public Health of the United Provinces was to submit a report on the dietary of the various classes of agricultural labourers, their dietary in various seasons of the year, the substance of the diet, their methods of cooking and everything else, and do propaganda to try to improve the dietaries so that their economic output might be increased. We went into the question altogether, getting the calorific values and in addition to that ascertained as far as possible under our present knowledge whether they were getting sufficient of the various vitamins. I sent copies of the reports of various diets to Colonel McCarrison, the expert on this subject in India. He gave me the vitamin



value of the various diets which cannot be described numerically, but as a series of pluses.

C-2029. *The Chairman*: That is merely a general statement as to the dietary?—Yes.

C-2030. *Mr. Cliff*: Could we have that report which was presented to the Minister of Public Health?—Yes, I could give you a copy of that.

*The Chairman*: I shall get a copy and if I find it useful I shall have it circulated.

C-2031. *Colonel Russell*: There are 32,000 workers in Cawnpore. What percentage of the family budgets of that population would you consider to be a sufficiently statistical sample in order to draw any conclusions?—Knowing Indian conditions as well as you do, Colonel Russell, you know that the dietary of the various castes is absolutely stereotyped. 0·1 per cent. or less would be sufficient to give an indication.

C-2032. It was said a few minutes ago that if wages were increased by a rupee, they spent more on food?—Yes.

C-2033. So there would be a large number of classes?—They are all stereotyped. They are practically the same as to what they add.

C-2034. *Sir Alexander Murray*: How many roughly out of 32,000, do you think, it would be necessary to examine?—If I were personally doing it I would get hold of five men in each caste getting Rs. 15 to Rs. 20 a month and ask them "How many rupees do you get; how many members of the family are there; and what kinds of food do you buy?"

C-2035. Is that quite sufficient?—Any Indian member will tell you that they all practically eat the same. All the members of a caste eat practically the same and there is very little variation.

C-2036. Have you seen the reports of enquiries made in Bombay, Ahmedabad and Sholapur?—No.

C-2037. You are speaking from your personal experience of the United Provinces?—Yes.

C-2038. *Colonel Russell*: Have you any mal-nutritional diseases in the United Provinces?—Yes, occasional outbreaks of scurvy, very seldom beri-beri; it is chiefly confined to the very eastern districts of the Province, because this is not a rice eating province as a whole.

C-2039. They do not occur particularly among industrial workers?—No.

C-2040. Is the milk supply in your municipal towns sufficient?—It is beneath contempt.

C-2041. Do you agree that milk and milk products are essential for a good vegetarian diet?—Essential for children.

C-2042. Have you any experience of the use of vegetable ghee?—Yes.

C-2043. What are your views in regard to that?—It is a very good medium for cooking other food; otherwise it is of no food value whatever.

C-2044. Does it not supply a certain proportion of fats?—It does, but the fats it supplies are totally deficient in vitamin value, so that it is not a good substitute for ghee in a vegetarian diet such as you get in India in which protein deficiency is well known. If you substitute vegetable oil for ghee which is animal oil, you get a deficiency of animal fats. It is the proportion of animal fats that is required to make a dietary a good one, not merely vegetable fats.

C-2045. That could be made up by milk and butter?—Yes.

C-2046. Have you an Adulteration of Food Act in this Province?—Yes.

C-2047. How does it work?—It works well enough. The District Magistrate sends cases to the stipendiary Magistrates to be tried. When he sends them to the honorary bench, punishments are not deterrent.

C-2048. Does it work well at all in the Municipalities such as Cawnpore?—It works in Cawnpore better than any other Municipality in the United Provinces.

C-2049. How many convictions do you get in a year?—(Dr. Trivedi) They are in the report. (Colonel Dunn) At present there is a temporary rule under which I send a quarterly report to Government of all cases tried under the Food and Drugs Act, also drawing special attention of Government when in any particular place the punishments are ridiculously low, so that Government may take action and instruct the District Magistrate to send cases to stipendiary Magistrates instead of to the honorary bench.

C-2050. If the fixation of minimum wage were desirable here, it would obviously have to be based on cost of food mainly?—Yes.

C-2051. Therefore accurate figures are essential?—Yes.

C-2052. Do you consider that in connection with this question, the figures that you would collect in a week or six months would be sufficiently accurate to draw any conclusions therefrom?—We could draw conclusions on the food they are taking now. Whether the food they take now is sufficient is another matter.

C-2053. We have been told that a man earning about Rs. 20 a month will have to spend from 60 to 70 per cent. of that income on food alone. Do you agree with that estimate?—It depends on the size of his family. The average per head among the labourers of Cawnpore is 2½ to 3½ annas a day per head, so that if he has a family of 5 members, Rs. 20 a month is very small indeed.

C-2054. *Diwan Chaman Lall*: For a family of five?—If he has no family, he will spend 3½ annas a day per head; if he has a family he will spend 2½ annas a day per head. In other words, if there are several members in a family they suffer in food. This is by direct personal enquiry.

C-2055. *Mr. Clow*: What is the expenditure per adult?—It depends on whether he is earning money to spend on himself or whether he has a family to maintain. It varies from 2½ annas to 3½ annas. That is what I find from enquiries made in about 200 to 300 families.

C-2056. *Col. Russell*: You say that your Assistant Director says that the diet of the workers was as a rule ill balanced. Is there not a possibility that with the same expenditure an ill balanced diet could be converted into a balanced diet?—No, it is not possible with the same expenditure.

C-2057. But Col. McCarrison has said that with the same expenditure an ill balanced diet can be converted, with a change in the purchase of the articles of consumption, into a balanced diet?—It may be right so far as a balanced diet is concerned, but it will be deficient in everything. I went into this matter only recently for the Jail Committee; I am speaking from very recent knowledge. I went into the diet of prisoners and worked out the actual protein and fat deficiencies and carbo-hydrate excess and the calori value. I found that in a vegetarian diet which is supplied to all prisoners in jails it would be quite impossible to balance it in its animal protein value unless we added ghee which was not an article in the jail diet. No substitute for ghee could make it a balanced diet.

C-2058. *The Chairman*: Are there enough cows in India to supply ghee to everybody?—I should not think there are enough cows in India to produce sufficient milk. The villager in the United Provinces is lucky if he gets ghee once a week. In the towns it all depends on what he can buy.

C-2059. *Diwan Chaman Lall*: Is ourd a usual diet?—No, it is a mistake that many Indians make. The villager gets very rarely anything more than his atta chapati, dal, and fruit when in season. As for ghee, he cannot afford it.

C-2060. *Mr. Clow*: Does he get milk?—It is absolutely impossible to talk about milk as a general article of diet in the United Provinces. There is not sufficient milk for the children alone.

C-2061. *Sir Alexander Murray*: Even in the agricultural districts far away from towns the diet of the village inhabitants is not physiologically balanced?—It is deficient in animal fats, that is ghee and milk.

C-2062. I want to put the following information on record. A question was asked as to how many cases had been instituted under the Adulteration

of Food and Drugs Act. I find from this book that 440 samples were taken last year and 137 persons were prosecuted. Out of these 137 persons, only 11 were acquitted. It shows quite a good percentage. The average fine was Rs. 14 to Rs. 15.—As I said Cawnpore is the place where the Food and Drugs Act is best administered in the United Provinces.

C-2063. *Mr. Ahmed*: But the fine is so small. In other towns in India it is much more?—In some places the fine is 4 annas. It is not deterrent enough at all.

C-2064. *Col. Russell*: You say that the general physique of the labourer is poor. Is it lower than that of the agricultural labourer?—Yes.

C-2065. Is that partly due to urban life?—I should say so.

C-2066. You have said something quite new as far as the evidence so far placed before the Commission is concerned when you say that after a period of ten months work the worker breaks down. Did you make any investigation to find out what that was due to?—I did not make any personal investigation. I got the questionnaire from Government on 2nd September 1929 and was asked to submit my reply by the 16th September. At the same time I was in bed with influenza. I had to depute one of my Assistant Directors to do personal investigation in Cawnpore.

C-2067. Whose statement is this with regard to ten months?—That is my Assistant Director's statement.

C-2068. *Sir Alexander Murray*: From your general knowledge do you agree with that?—I have no general knowledge as to how long a man remains in employment.

C-2069. *The Chairman*: Is their retiring to their villages every year necessary for their health?—I am informed by millowners in Cawnpore that the habit used to be, when the industrial centre here was first formed and mills began to spring up, that they drew practically all their labour from the agricultural tracts. The labourers came for a period and went back home. They were in no sense an industrial population. This phase has been gradually passing away and there is now an established industrial population which forms a very large percentage of the general labourers.

*Sir Victor Sassoon*: If this were true, you would get a labour turnover of 100 per cent. per annum.

C-2070. *Col. Russell*: The Factory Inspector gives figures which show that the average period of turnover is 2½ years?—I do not consider it is a very big figure.

C-2071. Compared to yours it is very large?—It is. I do not support that figure at all. I have told you the circumstances under which it was collected.

C-2072. Could you give us any figures with regard to the incidence of venereal diseases?—Quite impossible. The only source from which I can get any reliable information with regard to the incidence of this disease is the child welfare centres in which you get mothers suffering from syphilis, children born with congenital syphilis and still births due to syphilis.

C-2073. Could you not give us your impression as to what the rates are?—I could give my impression, but you must not attach too much weight to it. For the city of Bareilly, when the first annual report of the child welfare centre came to me I noticed that there were a large number of still births recorded. I asked the Superintendent of the centre if they could give me reasons as to why there was such a large percentage of still births. The wife of the Commissioner who was the president of the centre replied that it was probably due to malnutrition. About two months later I happened to be visiting the centre and then she said that it was all wrong; that 90 per cent. of the still births were due to syphilis.

C-2074. With regard to medical facilities, we have had various complaints in certain centres as to the ineffectiveness or insufficiency of the western system of medicine. Have you any remarks to make with regard to that?—No; I have never had any complaints.

C-2075. In your experience an industrial worker accepts these methods?—He prefers them.

C-2076. Is there any reluctance on the part of industrial workers, both male and female, to enter hospitals?—There is racial objection to go to hospitals. I do not think it is confined to the Indian race; there are many races who object to going to the hospital.

C-2077. *The Chairman*: There is no special objection here?—No.

C-2078. *Colonel Russell*: Do you agree with the statement that has been made that there is a paucity of medical men?—There are many medical men going about in Cawnpore who cannot earn a living; the place is full of medical men. There is great unemployment amongst medical men because they stick to cities and do not go to rural areas.

C-2079. *Sir Alexander Murray*: Why do they not go to rural areas?—It is a dull life in a village; there are no amenities and amusements that you find in a town.

C-2080. *Colonel Russell*: With regard to general sanitary arrangements, have you got any type plans approved for industrial areas?—Yes.

C-2081. Do the industrial employers apply to you or ask you for these type plans?—Yes, quite frequently not only in Cawnpore but all over the province.

C-2082. I notice that the Chief Inspector of Factories says: "The habits of the people, who much prefer to use the fields or the road side does not help to promote sanitation. It has been frequently noticed in mofussil seasonal factories that the latrines which have been provided in accordance with the law are not used, as the workers prefer the fields." Do you agree with that?—No, I do not. There seems to be a general impression among the general public or the educated public that it is very difficult to get the lowest class of the population from an economic point of view to use latrines. I am personally of the opposite opinion; I think it is comparatively easy to make them use latrines.

C-2083. Provided they are kept clean?—Yes. My experience is that where you have latrines they are over-used. What they object is to use a dirty latrine. (Dr. Trivedi) If there are fields within easy reach, and if there is no one to clean the latrine, they might use the fields, but if there are public latrines, they freely use them; there is no difficulty about that. (Lt.-Colonel Dunn) Of course, I do not advocate putting up latrines in a village with say only a hundred inhabitants because they would not be used.

C-2084. I come to the question of industrial diseases. You say that the industrial diseases were hardly ever noticed?—I have never had any complaint which required an investigation from my department.

C-2085. Have any cases of anthrax ever been reported from the tanneries in Cawnpore?—Never.

C-2086. Do you think that these bases are entirely absent?—During my 20 years' service in this province I came across only one outbreak of anthrax in a village in the Gorakhpur district near the Nepal border in which 19 sweepers ate a buffalo that died of anthrax.

C-2087. The hides are frequently infected with anthrax?—I do not think so.

C-2088. Is it not possible that cases of anthrax are missed by medical officers attending these factories?—I do not think they could be missed for 20 years.

C-2089. So that you definitely state that anthrax does not prevail?—I have never heard of one single case of anthrax in Cawnpore. I may say that when there was a scare about anthrax some years ago I carefully inspected the Brush Ware Limited, which is one of the concerns of the British India Corporation, and I laid down very stringent rules about disinfection of their products which they carried out. That was purely a voluntary step; I had no legal status at all.

C-2090. I notice that malaria gives a certain amount of trouble. For instance, the Chief Inspector of Factories says: "Quite recently Lucknow had an epidemic of malaria and the staff of the railway workshops there were depleted by over 25 per cent. for a time."—Lucknow has had an epidemic of malaria this summer; it started sometime in the month of April, and it is not quite finished; it was quite an unprecedented one in the annals of this province; during the months of May and June it was causing a death-rate of 112 per thousand per annum; it was the worst outbreak that I have experience of.

C-2091. Have you any idea why this happened?—We have submitted a report to Government in which we have given two reasons; we may be wrong, but these are the reasons. A survey of the Lucknow City was undertaken sometime in 1911 and the officer in charge of that survey laid down two places as the chief breeding grounds for mosquitoes; they were the river and an old disused canal built by Nawab Gazi-uddin-Hyder. He managed to get Government to eliminate the influence of the river by putting up a weir across the river which is lowered weekly. As to the effectiveness of this weir I can speak with absolute knowledge; it is one of the most effective anti-malarial measures that I have seen; it simply wipes out every single larva from that river once a week. The other existed until last year when we made the whole of the Gazi-uddin-Hyder canal *pucca*. We thought we had finished with Lucknow, but then we got this epidemic. We found on investigation that there was breeding in the road-side drains. It seems to be a paradox that the breeding grounds should be these drains which have been so well looked after within the last few years; previously they were so dirty that they would not breed mosquitoes. The second thing was exactly what happened in Bombay 30 years ago. Having cleaned up the usual places to such an extent that there were no breeding grounds, they took to breeding in the wells. We found that breeding was actively going on in some wells, of which there are over 5,000 in Lucknow, a large percentage of which were not in common use. I have got the Lucknow Municipality to pass bye-laws. We have started a campaign by which we are going to fill up every single well which is not in constant use. The cost is the only thing that will delay getting this carried out, but they have already started filling up unused wells.

C-2092. Malaria is one of the epidemic diseases and cholera is another?—Yes.

C-2093. In connection with the subject of sickness insurance and the actuarial basis on which one must estimate the cost, what importance would you lay on the incidence of epidemic diseases?—I would lay great stress on malaria and none on cholera at all.

C-2094. Why not?—As far as cholera is concerned, the man is dead in three days, or soon back to work, while if he is attacked with malaria he may be off work for months and months.

C-2095. The Chief Inspector of Factories in his memorandum says that a committee was appointed to consider the question of a sickness insurance scheme. Were you a member of that committee?—No.

C-2096. "The opinion of that committee was that such a scheme would be unworkable on account of the very great administrative difficulties, particularly in view of the numerous systems of medicine prevailing in India, and the impossibility of obtaining reliable medical certificates of fitness"? Have you any remarks to pass on that?—It is exceedingly difficult to get reliable certificates.

C-2097. You think there would be great administrative difficulties?—Very great.

C-2098. From the point of view of people in rural areas who would under the scheme be entitled to sickness benefits?—Yes, and also from the point of view of producing certificates which are not worth the paper on which they are written.

C-2099. What is your opinion on having a State medical service?—I am in favour, and am trying to push it through for some years.

C-2100. You think it will work in the United Provinces?—I think it will work in every country if it is properly worked.

C-2101. In your State medical service you will have maternity homes for pregnant women?—Yes.

C-2102. And maternity schemes will form part of the State Medical Service?—Yes.

C-2103. You have no maternity schemes at present in this province?—Yes. The all-India Lady Chelmsford Maternity and Child Welfare League has many centres all over the Province.

C-2104. You would have to have additional hospitals. Do you not think it would be too expensive?—In the present economic condition of the United Provinces anything is too expensive. This is temporary for the last two years. The finances of the Province have been completely depleted by failure of rains; this year they had locusts in addition which, I believe, reduced the provincial revenue by 20 lakhs.

C-2105. In your memorandum you have dealt with maternity benefits. For what period would you say that a pregnant woman should have maternity benefits?—A fortnight before and after childbirth.

C-2106. You think that would be quite sufficient?—For Indian conditions, I think that is sufficient.

C-2107. You say there are three Maternity Centres in Cawnpore?—There are now four.

C-2108. And you state that the infant mortality of the town continues to be the highest in the Province. How long have these Centres been working?—For three years.

C-2109. How many women and babies attend the Centres per day on an average?—About 2,670 confinements were done during this last year by the midwives of the Centres.

C-2110. What is the daily attendance at the Maternity Centres?—On the average, 120 for the four Centres.

C-2111. An average daily attendance of 30 at each Centre would not necessarily decrease the infant mortality within the period of three years, would it?—No. It has decreased. Infant mortality of Cawnpore has been very much higher than it is now.

C-2112. Referring to the question of general welfare work, Mr. Crighton of the Government Press says that the whole cost must be borne by employers. What is your opinion as to how the expenditure on welfare work should be borne?—The policy I am pressing upon Government, and which I think is being accepted, is that Government should bear at least one-third of the expenditure, that the local body should bear the second one-third and that the general public or the interested parties should bear the remaining one-third.

C-2113. Do you have a system of training midwives and *daïs* and health visitors?—Yes.

C-2114. What numbers of each of those classes are you able to produce each year?—We hope to train 200 midwives and 20 health visitors next year.

C-2115. Is it possible to obtain suitable women for these posts?—Yes.

C-2116. We have been told in other places that it is not possible to do so?—We have more applicants to be admitted to the Health Visitor School than we have vacancies.

C-2117. What type of women do you get?—We are trying to improve the class and we are getting gradually higher castes in. We have a Brahmin widow here.

C-2118. I notice you say that several progressive Municipalities also employ lady health visitors. How many Municipalities are doing that?—Practically every large Municipality.

C-2119. I take it you would approve of the provision of crèches for all factories where women are working?—Yes.

C-2120. Is it possible for seasonal factories to give maternity benefits?—I suppose it is, but it would be a little difficult.

C-2121. *Sir Alexander Murray*: Would there be a tendency to drop women out of the industrial employment altogether in that case?—Taking the other man's point of view, there would be that tendency.

C-2122. Speaking from your practical experience, is there any practical utility in it. Does it serve any useful purpose, or is it largely sentimental?—The utility of it from a public health point of view is great. I cannot speak from the economic point of view.

C-2123. *Colonel Russell*: Your Assistant Director says: "As far as the British India Corporation's colonies are concerned, the results are very satisfactory."—What he means is that the general result of all their work is in reducing death rate among the people who live in their settlements far below the general death rate of Cawnpore.

C-2124. *Mr. Cliff*: Does it increase the standard of health?—Certainly it does.

C-2125. *Sir Alexander Murray*: If expenditure on health and welfare does not bring in an economic return in some form or another, would the British India Corporation be spending about Rs. 60,000 annually on these heads?—I suppose they are hardheaded businessmen and I do not suppose they would throw away this money if they were not getting some return.

C-2126. *The Chairman*: "Some return." You do not suggest it is all sordid?—If they can afford it and still pay dividends, I suppose it is all right.

C-2127. *Sir Alexander Murray*: But they are not paying dividends and they cannot afford it. You put it down as having an economic return?—They have to do a certain amount, because they are forced by public opinion.

C-2128. How many of the employers in Cawnpore are doing this?—Very few.

C-2129. Then does public opinion make itself felt more on the British India Corporation than on other employers?—Perhaps the British India Corporation are more conscientious.

C-2130. Then such a thing as conscience or sentiment may enter into it as well as economic return?—You are asking me to give an opinion now on general questions, and not on public health questions. From the public health point of view, if we can increase the output of a working man, whether he be a manual worker or a physical worker, per day, without increasing his hours of work, by having him physically and mentally fit, he is of more value to his employers.

*The Chairman*: That is rather different from the statement you have put down here.

C-2131. *Colonel Russell*: You are of the opinion that factory owners should be required by law to employ paid officers for the purpose. What kind of officer have you in mind?—Certain welfare experts. They are employed in England by many large industrial concerns.

C-2132. *Sir Victor Sassoon*: Not by law?—No.

C-2133. You advocate it should be by law here?—I think we have come to that stage.

C-2134. *The Chairman*: Do I take it that what you really mean is that you would like to see all employers brought up to the standard of the best?—Yes.

C-2135. Do you not think that an attempt to put it in the form of a law would have a tendency to stereotype, and in some cases to reduce, the standard which is now reached by the best employers?—That is possible.

C-2136. That is a danger to be borne in mind?—Yes.

C-2137. *Sir Alexander Murray*: Where there is a settlement, or a population of working men living together, it is easy to carry out welfare work; but where there are thousands of workers living in congested areas, how would you propose by law to compel an employer to engage a health officer,

and how would that health officer function under those circumstances?—I pre-suppose advances in other directions as well. I think it would be exceedingly difficult to begin with for a welfare worker to have to deal with the employees of any commercial concern who are scattered about in lodgings all over the city. Nevertheless it is what the child welfare centres in the city are now doing. These workers are actually going into houses in the congested areas.

C-2138. Under municipal auspices?—No. The Municipality subscribes Rs. 10,000 a year to the Lady Chelmsford League Centres and they are represented on the Committee; but the movement is not a municipal activity altogether.

C-2139. You are speaking now rather in favour of the voluntary scheme?—No, I am not. I am merely saying that that is what voluntary effort is now doing.

C-2140. *Mr. Cliff*: Do I take it that these observations are being made in the light of the last paragraph under "General Remarks"?—Yes.

C-2141. *Sir Thomas Smith*: If employers were compelled by law to engage in welfare work, what obligation would you put upon the employee to receive the benefits of welfare work?—You cannot put any obligation on the employee.

*Sir Thomas Smith*: I only raised the point because the Superintendent of the Government Press in Allahabad says that they have been trying hard to get the employees to indulge in games after working hours, and demands have been put forward by those taking part that they should be paid overtime.

*The Chairman*: You may bring the horse to the water but you cannot make him drink.

C-2142. *Colonel Russell*: With regard to safety, according to the rules every concern with 500 workers must have first aid appliances. Do you think the figure of 500 is too high?—It depends upon the class of work. In business concerns where they are working in dangerous or semi-dangerous conditions, such as with machinery and belting, or in coal mines, railway workshops and places like that, I think it is necessary to have first aid appliances. But with some types of industrial concerns it is not in the least necessary.

C-2143. Your Assistant Director did not find any of the supervising staff, except in one instance, trained in first aid. Do you imply that there should be a certain proportion of the employees in these industries trained in first aid work?—I think it would be desirable.

C-2144. *Sir Alexander Murray*: Do you carry on St. John Ambulance Work?—Yes. It is carried on in every city.

C-2145. *Colonel Russell*: With regard to intelligence, you say that definite suggestions were made by you to Government, but no final orders were issued. What were your suggestions with regard to statistics?—It was suggested to the local Government by the Director of Public Health that proprietors of large factories should be required, by rules under the Indian Factory Act, to keep records relating to deaths, births, infantile mortality or still births, deaths and causes of death by ages and sexes. When the workers are housed in settlements the collection of this information should be easy. In other cases the workers should be required to report to the foreman the deaths of any of their relations, or births amongst such relations who actually work in any mill or factory. No orders were passed by the local Government in this matter.

C-2146. Do you think that workers could report causes of death to their foremen?—The provincial methods of reporting the causes of death are very defective.

C-2147. *The Chairman*: Do you want to make all millowners assistant medical officers of health?—The only way in which we can give a Commission like this any accurate information as to the incidence of disease, causes



of death, and so on in any individual concern is by the industrial concern keeping certain statistics, which would not be very difficult to keep.

C-2148. Some of the statistics you mention, for instance those in regard to leave and sickness, might be obtained fairly easily; but you go further than that. You want to ask the employer to hold an enquiry into some rather intimate domestic affairs of his workers, which might be very much resented?—I do not see how the workers could resent reporting to the foreman the fact that he had had a child born to him the day before yesterday.

*The Chairman:* The Indian must be very submissive:

C-2149. *Sir Victor Sassoon:* If he fails to give the information to the employer, would the employer be put in jail?—No. It is only the same as registration of births by law in the whole of India. The chowkidar of a village is paid Rs. 3 a month to report the presence of criminals and crime. He is also required by law to report births and deaths in his village. He is also required to guess at the cause of death.

C-2150. The coolie can go and say "Please Sahib, I had twins this morning and I want three weeks' leave on full pay"?—Exactly.

C-2151. *Colonel Russell:* We have a note by the Director of Land Records about the inspection of emigration depôts. It appears that there is no provision in the existing Act or rules for the inspection of emigration depôts. Have you any emigration depôts in the United Provinces?—I believe there is one at Gorakhpur.

C-2152. Do you inspect it?—No. It is chiefly for the supply of labour to the Assam tea gardens, and the system used to be that every coolie wishing to go to the Assam tea gardens had to go to the Civil Surgeon to be inspected, and was not allowed to go to Assam unless he got a certificate of fitness. The whole of that has been taken away from the Civil Surgeon and the certificate can now be given by any registered practitioner. Therefore it is not controlled by any Government agency whatever except the recruiting officer, who can take the certificate of any registered practitioner, or, on the other hand, he may refuse it.

C-2153. You have no power of inspecting these depôts?—No.

C-2154. Do you not think it would be a good thing to have emigration depôts under your inspection?—We ought to have the power to inspect.

C-2155. Because every now and then these emigration depôts are the sources of epidemics?—Yes.

C-2156. *Sir Alexander Murray:* How many emigration depôts are there in this Province?—I believe only one at Gorakhpur. I am not saying this officially, but I have heard recently that the system is going to be altered. Instead of being centred in one place to which everybody has to go, it is being decentralized and there are going to be several small places where the coolies may be examined.

C-2157. *Colonel Russell:* The recommendation is that there should be some provision for inspection by specified non-official visitors. I wondered what value that would be. I want to find out whether you think it should be done by the Medical Officer of Health or by the Assistant Director on his tour?—It could quite easily be done.

C-2158. You think it would be advantageous?—I think so, because there is no official inspector.

C-2159. *Sir Alexander Murray:* What are the steps which it is necessary for you to take before you can condemn an insanitary area in Cawnpore?—If I find an insanitary area I include the fact in my report to the Municipality. A copy of that report goes to the Commissioner. The Municipality are required to report within three months any action taken on my report. What they do is they send my report to the Medical Officer of Health, who puts up his note to the Public Health Committee of the Municipality. The Public Health Committee make their recommendations to the full Board. The Medical Officer of Health has to tell the Public Health Committee the cost, if anything is intended to be done. The Medical Officer of Health

has the assistance of the Municipal Engineer, to whom the matter is also referred if, as I say, anything is intended to be done.

C-2160. Have you made many reports about particular areas in Cawnpore?—Very many.

C-2161. Adverse reports?—Yes.

C-2162. In how many cases has action been taken?—In about 90 per cent. of the cases no action is taken. If it is something that can be done without the expenditure of money it is generally easy to get action taken, but when it comes to be an economic question, the answer simply is "No funds".

C-2163. *Mr. Ahmed*: Then the high death rate is due to the insanitary conditions of the mill areas?—No. The high death rate is due to the general congestion and insanitary conditions of the majority of the wards in Cawnpore.

C-2164. *The Chairman*: In your memorandum there is rather an extraordinary statement, namely, "Better working conditions and welfare work inspire confidence amongst workers and keep down wages". Does that mean that where these welfare schemes are carried out wages are lower than under employers who do not carry out welfare schemes?—You have referred, with many compliments, to the work of the British India Corporation and to the success of their welfare work. Do you maintain that in their case the wages are lower?—It is a mere matter of opinion. I do not say that the fact is so in every industrial concern; but I do say that in industrial concerns whose workers are looked after and are given good houses at an economic rent instead of paying an uneconomic rent for one room in a *busti*, you certainly tend to get a class of worker at a lower wage who is given a good house at an economic rent than you would by paying him more and he paying a high rent for a bad house.

C-2165. It is simply a theory of your own. It is not based on any facts?—I should think it is an arguable question. Suppose a man earns Rs. 20 a month and he is charged by his employers Re. 1 a month for a clean, well-ventilated and well-drained house. Surely that man would rather take Rs. 20 a month and pay Re. 1 for his house rent than get Rs. 22 and pay Rs. 5 a month for his house rent.

C-2166. That is a very different proposition?—That is what I mean by saying it keeps down wages.

C-2167. It is well to have that on record because it is very different from the statement made. What you now state is that where these benefits are given in the way of houses, at much less than an economic rent.....?—I did not say "less than an economic rent". I said at an "economic rent". Some of the people in the *bustis* in Cawnpore are being charged exorbitant rents.

C-2168. You do not suggest that Re. 1 a month for a house in a model settlement is an economic rent?—I was only taking that as an hypothetical example to show that they are charged less proportionately in one of these settlements for a fairly good house than they are charged for a very bad one in one of the *bustis*.

*Sir Ibrahim Rahimtoola*: In the one case the man gets Rs. 20, and if he pays Re. 1 rent he really earns Rs. 19. In the other case he gets Rs. 22 but pays Rs. 5 for his rent, and thus only earns really Rs. 17. Therefore the first man is not getting less wages but higher wages.

C-2169. *The Chairman*: All you mean to say is that the real wages are not wholly measured in cash?—Yes. The man gets so much benefit in kind.

C-2170. There may be benefits whether in housing or medical facilities or other kinds of facilities, which are really a part of his remuneration and which are not measured in merely cash wages?—That is so. I may have expressed it very badly but that is what I meant to convey.

C-2171. *Mr. Cliff*: Taking this paragraph, coupled with efficiency, does it not probably indicate that labour costs may be lower?—Yes.

C-2172. *Sir Victor Sassoon*: Have you any evidence of that?—The only evidence I have are the returns of the one concern that keeps statistics.

C-2173. *The Chairman*: The net result is that good seed does not always fall on stony ground?—Perhaps so. From the economic point of view, no industrial concern can spend money on improving the health of their workers if they have not got it; but you know, as well as I do, that there was a period in which profits were very large.

(The witnesses withdrew and the Commission adjourned till December 14, 1929.)

**UNITED PROVINCES**  
**THIRTY-NINTH MEETING**  
**CAWNPORE**  
**Saturday, 14th December, 1929.**

PRESENT :

The Rt. Hon. J. H. WHITLEY (*Chairman*).

Sir VICTOR SASSOON, Bart.  
 Sir IBRAHIM RAHIMTOOLA, Kt.,  
 K.C.S.I., C.I.E.  
 Sir ALEXANDER MURRAY, Kt.,  
 C.B.E.  
 Mr. A. G. CLOW, C.I.E., I.C.S.  
 Mr. KABIR-UD-DIN AHMED, M.L.A.

Mr. G. D. BIRLA, M.L.A.  
 Mr. JOHN CLIFF.  
 Mr. N. M. JOSHI, M.L.A.  
 Miss B. M. LE POER POWER.  
 Lt.-Col. A. J. H. RUSSELL, C.B.E.,  
 I.M.S. (*Medical Assessor*).

Sir THOMAS SMITH, Kt., V.D.	}	<i>(Assistant Commissioners.)</i>
MAULVI MOHAMMAD YAKUB, M.L.A.		
Mrs. K. SRIVASTAVA ( <i>Lady Assessor</i> ).		
Mr. S. LALL, I.C.S.	}	<i>(Joint Secretaries.)</i>
Mr. A. DIBDIN.		

**Mr. J. M. LOWNIE**, Vice-President of the Upper India Chamber of Commerce, and Director of Messrs. Begg, Sutherland & Co. (for the Sugar Industry); **Mr. H. A. WILKINSON** (Director, Messrs. Begg Sutherland & Co., Ltd., for the Cotton Industry); **Mr. W. R. WATT**, M.A., B. Sc., D.I.C., F.G.S. (British India Corporation Ltd., for the Woollen Industry); **Mr. A. C. INSKIP**, O.B.E., (British India Corporation Ltd., for the Leather Industry); **Mr. C. H. MATTISON** (British India Corporation Ltd., Welfare Department); **Mr. J. G. RYAN**, M.B.E., V.D., Secretary, representing the Upper India Chamber of Commerce.

C-2174. *The Chairman*: You tell us in the memorandum which you have prepared, that your Chamber of Commerce is a thoroughly representative body and is in a position to speak for the industrial undertakings not only in Cawnpore but in the Province as a whole?—(Mr. Lownie) That is so.

C-2175. *Mr. Cliff*: Does the Chamber cover the leather industry?—It does. (Mr. Ryan) The leather industry is represented by two separate members.

C-2176. *The Chairman*: In reply to our question about absenteeism, you state: "It has been found extremely difficult to arrive at any precise figure, but it is said that absenteeism prevails to the approximate extent of 10 per cent." Could the members of your Chamber help the Commission in this way: we find that absenteeism, so called, covers three or more quite separate causes of absence. There is, for instance, absence with leave, absence without leave, and also absence on account of sickness where the sickness has been certified by the medical officer of the factory. Would it be possible for a

number of your members, who perhaps keep their books in a more detailed form than some employers do, to help us with an analysis of absenteeism under three or more heads? There are two possibilities. One is an analysis of books over, say, a six months' period which has passed, and another possibility is over a six months' period in the future. It would add greatly to our information if we could get from a number of employers who had kept careful books an analysis of absenteeism?—(Mr. Lownie) We cannot do it at the moment, but we will endeavour to submit such a statement.

C-2177. *Sir Victor Sassoon*: Do you see any difficulty in supplying this information under the different categories named? Are you in a position to know when a man leaves, and whether he is leaving merely to go back to his village, or whether he is leaving on account of sickness. Are you also in a position to know, if he tells you that his absence is due to sickness, whether it is really due to sickness?—It is very difficult to prove. (Mr. Wilkinson) I could only give you the figures of men absent with leave and of men absent without leave. To say in the case of a man absent without leave whether it is due to alleged sickness or real sickness would be very difficult.

C-2178. *The Chairman*: Are there not some cases where sickness leave is given on the certificate of your own medical officer?—(Mr. Lownie) That is so.

C-2179. Knowing what the Commission would like in this respect, perhaps you will consult amongst yourselves and see if you can give us some figures covering three or four of the industries in Cawnpore. You understand what our difficulty is. "Absenteeism" is a very vague term, and it appears to be taken to cover both absence with leave and absence without leave. In some cases I understand the employers here do mark in their books with the letter "S" absence on account of sickness. Perhaps you will see what can be done to help us in this matter.

C-2180. *Sir Thomas Smith*: Do you want it for the next six months or for the past six months? The information is probably not available for the past six months?—(Mr. Lownie) It would be difficult to find out that information now.

*The Chairman*: It would be better if it were done in the next six months, and then no doubt the members of your Chamber interested in the matter could agree on a form which would be the same in each case.

*Sir Thomas Smith*: That would be better.

*Mr. Cliff*: In many places which we have visited there are included in the figures of absenteeism those men who have been "played off", that is to say, enforced absence. That, as well as sickness and absence with leave and absence without leave, has been included.

*Sir Victor Sassoon*: What Mr. Cliff would like is another column showing where the leave is forced leave.

*Mr. Cliff*: Yes, showing when men are "played off".

C-2181. *The Chairman*: That is the term used in England. I notice you call it here "compulsory leave". Compulsory leave ought not to be included under absenteeism?—That could be shown separately.

C-2182. *Sir Alexander Murray*: In the Factory Inspector's report there are a lot of interesting figures given with reference to a typical Cawnpore mill, showing what workers have returned to their villages, the number of times they went and how long they stayed. Could those figures be analysed so as to show how many went on leave with consent and how many went on leave without consent?—(Mr. Watt) I am sure that would be very difficult. To the best of my recollection the form was drawn up after discussion with the individuals themselves. I should think that in this statement both types of absence are included. If it were desired we could analyse it over the next period.

C-2183. *Sir Victor Sassoon*: Would six months be sufficient? Would it not be more valuable if taken over a whole year?—(Mr. Lownie) Yes, it would be more valuable if taken out over 12 months.

C-2184. *The Chairman*: We will take your knowledge and experience on that matter. We are anxious to get, in a place where conditions are favourable, as they appear to be here, a really careful analysis so far as is possible of what is called "absenteeism".

C-2185. *Sir Victor Sassoon*: No doubt Colonel Russell would also like to know the causes of such absenteeism where possible—what the nature of the sickness is.

*Colonel Russell*: Malaria and things like that—(Mr. Ryan) The Committee of the Chamber will take steps to have that done.

C-2186. *The Chairman*: With regard to housing you state it as your opinion that although a great deal of housing is done here by employers, it is essentially the duty of Government or of the corporate authority. It is not for the employers alone to discharge this function. Further you tell us that you believe the employer, where he has not already provided dwelling accommodation, is prepared to co-operate in any corporate or joint scheme for the purpose. It is valuable to have that statement on record.

C-2187. *Mr. Cliff*: Before leaving the question of housing, I see it is stated "land was offered by the Cawnpore Improvement Trust at exorbitant rates". Can we have a more complete statement on that?—Land was first offered by the Improvement Trust at Rs. 10,000 per acre. After protest the figure was brought down to Rs. 7,500 an acre. Even at that figure some of the mills were prepared to take it, but they found that it was impossible to obtain facilities such as water and conservancy. The Improvement Trust could not supply water, and the Municipality was unable at that time, owing to inadequate supply, to give any promise. Supply is more adequate now, but the distribution has not been improved so as to make it available in the remoter parts.

C-2188. How many years ago was this?—About 6 or 7 years ago.

C-2189. Were representations made to the Government?—We have made frequent representations to the Government.

C-2190. On this specific point?—Not on this specific point, as to the lack of facilities, because that is a matter of local self-Government.

C-2191. *The Chairman*: Referring to the question of education, you tell us what is done by a number of employers in Cawnpore, and you make the remark that in no case is any assistance received from the Government or from the Municipality. Do I take it that these schools which are maintained by employers receive no grant or assistance?—That is so, but the Municipality discharges a very large function from its own resources in the matter of education at large in the city. Nearly 14,000 children's education is provided for by the Municipality either directly or by means of grants-in-aid.

C-2192. But in respect of this particular employers scheme?—There is no assistance given and I do not think any is expected.

C-2193. You give us some recommendations with regard to the amendment of the law of workmen's compensation. You recommend that Schedule 2 be extended to cover two new categories of work—general construction and motor bus drivers and so on. I may say that all these recommendations will be carefully noted by the Commission. I see that you recommend that the minimum rate of wages should be raised from Rs. 8 to Rs. 12 a month. As regards the matter of hours in factories, you tell us that in your view in actual work, allowing for the time men go away from their machines, it may be said that 8 to 8½ hours work only is performed. Do I take it that it is your view that the worker would prefer less intensive work spread over the present 10 hours than 8 hours which would necessitate their being kept on their machines throughout the whole of the 8 hours?—(Mr. Lowrie) That is our view.

C-2194. *Mr. Cliff*: Would the employers themselves prefer that slackening in working?—(Mr. Wilkinson) In our case the present hours of work are the most suitable from our point of view and taking into consideration the conditions of the country. 8 hours' intensive work would probably entail consider-

ably more hardship on the individual worker than 8 hours' work spread over 10 hours.

C-2195. You prefer that the worker should have the leisure of the other two hours even though engaged on a 10-hour day?—Yes.

C-2196. *The Chairman*: You recommend that certain additional establishments should be brought within the Factory Act, of which we take due note. Dealing with the method of payment of wages, we understand that a fortnightly system is the usual custom in Cawnpore. Is that so?—(Mr. Lownie) In textile mills, yes.

C-2197. You find no difficulty in making these payments bi-monthly?—(Mr. Wilkinson) No.

C-2198. You give in the appendix to your memorandum a quotation from one of the welfare workers in Cawnpore who appears to have talked with a number of men giving their reasons why they prefer the fortnightly to weekly payments. May I take it that custom is the chief factor—that where they have been accustomed to fortnightly payments they are not in favour of a change?—(Mr. Ryan) This factor of custom is most important. Very large numbers of workers from this Province go to Bengal and accept weekly payments, but that is a case of doing in Rome as Roman does. But here they do not like it.

C-2199. *Mr. Cliff*: We visited a leather factory the other day and we saw their wage bill. Wages were paid at the end of 15 days from the end of the month. Within 6 days of pay day the whole of the employees were getting advances very nearly equivalent to two-thirds of their wages. Would it not be better, instead of making these advances, to pay them at the time the advances were made? On pay day the men were actually receiving less than one-third of their wages, the rest having been advanced previously?—(Mr. Lownie) We have no knowledge of that factory.

C-2200. That system is in operation at a leather factory employing about 500 workers, and the men were actually receiving Rs. 3 on pay day, their monthly rate being Rs. 15?—The remedy would seem to be to accelerate the date of payment of wages to bring it much nearer the end of the month rather than to give advances.

C-2201. Would it not be better that a man receiving wages on pay day should receive in effect his full wages. In this particular factory we visited the other day, the men were receiving less than one-third of their wages on pay day.

C-2202. *Sir Victor Sassoon*: Would that be an exceptional case?—Yes. We have no knowledge of that factory.

C-2203. *Mr. Cliff*: Is there not a great deal of room for improvement in the payment of wages in circumstances like that?—Yes.

C-2204. *The Chairman*: Has Mr. Mattison anything to say to us on the question of the feeling of the workers with regard to the fortnightly system of payment of wages which generally prevails?—(Mr. Mattison) Word came to us from within the Cawnpore cotton mills that the workers wanted to revert to the monthly payment of wages. I made enquiries from the workers themselves and from those in charge of them, and I found that the workers much preferred to continue with the fortnightly system; and they made no request for a weekly system.

C-2205. *Sir Ibrahim Rahimtoola*: Dealing with the hours of work you say that the effect on industry of a reduction of working hours "has certainly been adverse in competition with China and Japan, and this is more marked since this competition, has, recently, been intensified". Further on you say "Any further reduction in working hours would be most harmful to industry until such time as the Indian worker has become more efficient". Since the time that hours were reduced from 12 to 10, has there been any appreciable increase in efficiency amongst the workers? I have read what you have said about the piece workers—that there has been some additional efficiency in the matter of production; but as a general rule, has the cost of production increased in consequence of the reduction of hours?—(Mr. Lownie) That is so.

C-2206. Then will you tell us what you really mean by "competition with China and Japan"?—(Mr. Wilkinson) It is well-known that in recent years the cotton industry in India has been faced with severe competition from China and Japan, and by reason of the loss in production by the reduction of hours, necessarily that competition has tended to increase.

C-2207. That is to say the cost of production has increased in India?—Yes.

C-2208. You say "there has been a distinct reduction in the numbers of women and children employed in the Cawnpore mills and factories since the Factories Act was amended in 1922". Further on you say "Where children are employed the regulations are suitable. The numbers employed are, however, very small and are decreasing". Is it your opinion that this reduction in the employment of women and children is due to the effect of the Factory Act regulations?—(Mr. Lownie) Yes. It is largely due to the introduction of the Factory Act.

C-2209. The provision of these measures, which are considered by the legislature as required in the interests of labour, has had the effect of causing larger unemployment among women and children?—That has been the effect.

C-2210. You say: "Speaking generally, while wages have been maintained at the same level as between 1920 and 1928, profits have declined, in some cases to vanishing point". Is that due to lack of efficiency in labour, or what are the causes? You say that wages have remained at the same level: the cost of production remains the same and the profits have vanished. What do you think are the causes of these conditions?—That is a very large question. It covers many points.

C-2211. Can you indicate some?—Exchange. It is a very broad question and it covers a very large field.

C-2212. I will not press you, but if you can indicate some of the causes it would be helpful?—The cotton industry all over India has shown during the past years how little the profit has been.

C-2213. Does it apply to the textile industry only or to other industries which are located in Cawnpore?—It applies particularly to the textile industry.

C-2214. Then is it a fact that all other industries are making profits?—That is not within my knowledge.

C-2215. Dealing with the attitude of the legislatures, both Central and Provincial, you say: "The justice of this is recognised by the employer, whose only objection lies in the fact that this legislation has descended on him within recent years in a perfect spate." Is it your opinion that these measures which have been passed by the legislatures in the interests of labour, have adversely affected the industries?—(Mr. Ryan) I would not be prepared to say they have adversely affected the industries, but they have come in such a rush that all arrangements in regard to labour have been, from time to time and frequently, disturbed, and employers have not been able to settle down to the problem of their labour without renewed disturbance.

C-2216. That means that the industries have been, off and on, dislocated in their actual efficient working?—I am not even prepared to go as far as that. "Unsettled" is perhaps the better word.

C-2217. The effect has been a higher cost of production?—I am not prepared to accept that.

C-2218. Then how is it that industry has been adversely affected by these measures?—They are unsettling. They have not been without their contribution to the wave of labour dissatisfaction and unrest.

C-2219. Have they brought about labour unrest?—No, but they have not been without their effect.

C-2220. Will you explain the point a little more?—Labour obviously desires its conditions improved. The employer is perfectly prepared for that, but when new measures towards this end come in continuously, they have a disturbing effect on labour from new angles.



C-2221. What has been the effect on industry?—I am not in a position to say whether or not profits have been reduced or output disturbed, but there has been very considerable dissatisfaction with this intensified rush of legislation. In no other country in the world has there been this intensified rush. I would beg that the impression be not taken that we are adverse to the effect of this legislation. It is the method of its application under which we feel restive.

C-2222. *Sir Victor Sassoon*: Labour becomes like *Oliver Twist*?—Yes. It wants more and more and more.

C-2223. *Sir Alexander Murray*: It is not the nature of the legislation, but it is the spate?—In some cases we have had to resent the nature of it too.

C-2224. *Mr. Clow*: Will you give us an example of an Act the nature of which you have resented?—In the details we have obviously objected to the methods of trade union legislation because our recommendations were not adopted; that is one; but the Act having become law, we loyally accept it.

C-2225. But what would you have preferred?—I am being led into a discussion for which I was not prepared.

C-2226. I have heard this objection before about the spate of legislation and the disturbing effects. Since the Factories Act of 1922, which admittedly made a very big change, there have been only three Acts of any importance affecting factories: Workmen's Compensation, Trade Unions and Trade Disputes, and I gather that of those three the Trade Unions Act is the only one to the form of which you take objection?—Without prejudice, I admit that.

C-2227. Then how do you consider it could be improved?—There again, I am not prepared to speak without referring to my files on the subject; it is a big subject.

C-2228. Perhaps some of your colleagues could say in what way they think the present Act bears hardly on industry?—I am not going to say that it does bear hardly on industry. We think it does not bear as well as it should on the relationship between employer and employee.

C-2229. But the question of improving this Act will be one that is bound to receive our consideration and we should be glad to receive any suggestions from the representative body present in that connection?—I can make available a letter which we addressed to Government in 1922 when this matter was first mooted. Perhaps for future consideration that would be the shortest way to deal with your question.

C-2230. Have your views changed at all in the last 7 years on that subject?—I do not think they have materially.

C-2231. In your memorandum you refer to the question of the supply of labour. I understand that for a number of years there was a continuous complaint from employers of Cawnpore that labour was scarce; so much so that at one time at the instance of employers Government conducted a special enquiry into the scarcity of labour in Cawnpore; is that so?—Yes.

C-2232. You now state that at the present time, "the mills and factories find little difficulty in obtaining their full requirements of labour, even at times of extra pressure". Since when do you date this change?—It is more recent. I am not talking now of the extra pressure such as prevailed in the boom period of the War, but the seasonal extra pressure which is normal.

C-2233. But I gather from your memorandum that normally speaking the supply of labour is now at least equal to the demand?—Yes.

C-2234. Formerly it was not so?—Formerly it was on occasion not so; that is why for one thing we resisted the recruitment for the tea gardens.

C-2235. When did this change occur and to what do you attribute it?—Lower production generally.

C-2236. Are you employing fewer men than you were say in 1905 when the scarcity of labour was most acute and the complaints in that respect were loudest?—You are taking me to a period beyond my personal knowledge.

C-2237. Then take, generally speaking, the pre-war period?—I am not prepared to say yes or no to that; I do not know.

C-2238. Do any of your colleagues know?—(Mr. Lownie) We do not go as far back as 1905.

C-2239. Take since the War; labour has become for some reason equal to the supply?—(Mr. Wilkinson) As far as my experience is concerned, the number of men working in the textile industry has increased considerably.

C-2240. That makes it all the more remarkable, does it not?—We must suppose that labour is satisfied with the conditions offered. (Mr. Ryan) There are a lot of new mills open.

C-2241. That would tend to increase the scarcity of labour?—The answer would be that labour is more attracted than it was formerly.

C-2242. *Sir Victor Sassoon*: Would you say that was due to an increase in the population in the rural districts or to the fact that it is harder to make a living on the land?—I should say the latter, if I had any view, but I am not quite sure about it; I do not think there has been any marked increase in rural population.

C-2243. *Mr. Clow*: You would not attribute it to the beneficent measures passed by the State?—Not directly, because the recruits are not aware of these beneficent measures. The Factories Act, for one thing, has made it necessary to increase staffs to comply with the conditions.

C-2244. In that connection have you seen the memorandum submitted to us by the late Mr. Walton dealing with workmen's compensation?—I have not.

C-2245. He draws attention to the fact that in Cawnpore in a very remarkable degree the workers appear to be ignorant of the benefits to which they are entitled under the Workmen's Compensation Act?—That is a point to which my colleagues from the industries themselves could reply.

C-2246. While he says it is possible that they are less ignorant in the larger concerns, generally speaking he says in a large measure the workmen are not aware of their rights?—What has been reported to me is that the workmen are not only quite alive to it, but they are being well looked after by interested persons.

C-2247. The figures he gives show clearly that the number of claims brought is only a small proportion of the possible claims?—That I cannot answer.

C-2248. Have you in the mills any machinery by which when an accident occurs the question of compensation due is automatically taken up?—(Mr. Watt) I admit it is not universal, but in many of the larger firms the liability for workmen's compensation is covered by insurance; when an accident occurs the first thing that is done is to advise the insurance company straight away.

C-2249. *Sir Alexander Murray*: Who advises the insurance company?—The employer straight away advises the insurance company. I am speaking for my own firm in which I know that does in fact take place. Thereafter it runs its normal course.

C-2250. Have you any reason to believe that the insurance companies make attempts to settle with the workmen for sums less than the Act provides?—No. (Mr. Wilkinson) In case of any accident we have a system by which the accident is immediately reported and we immediately take steps to submit a claim. If you wish to have a copy of the form, it is available.

C-2251. *Sir Victor Sassoon*: You are insured too?—Yes. We do not wait for the workman to submit a claim. (Mr. Lownie) That generally I think is the practice in Cawnpore in the mills we represent.

C-2252. *Mr. Birla*: Having regard to what you said in answer to *Sir Ibrahim Rahimtoola*, I take it you are in complete sympathy with the legitimate demands of the workers in the direction of reduction of hours, sickness insurance and that sort of thing, provided you find yourself in a position to meet their demands?—I did not say sickness insurance; I do not think sickness insurance is mentioned.

C-2253. Reduction of hours?—Yes, I am.

C-2254. If then there were no competition from abroad and if the industries were passing through a prosperous time, probably you would be prepared to consider seriously the question of reduction of working hours.

C-2255. *Sir Victor Sassoon*: In other words, if you had more or less a monopoly and could settle the price at which to sell your product, you would be prepared to give workmen shorter hours?

*The Chairman*: That is rather a hypothetical question. (Mr. Lownie) I do not see how I can reply to that.

C-2256. *Mr. Birla*: I did not put that question; that was rather distorted by Sir Victor. It has been mentioned in your note that the chief difficulty so far as the cotton industry is concerned is the competition from Japan and China?—That is so.

C-2257. If there were no such competition and if the industry were passing through a normal period of prosperity, probably you would be prepared to consider the question of reducing hours more favourably?—I think we are now working hours in accordance with the Washington Convention. I think the number of hours we work in India is no greater than in other countries now.

C-2258. No, that is not so.—Except perhaps England.

C-2259. Except Japan I think all the civilised countries work 48 hours a week, while you are working 60 hours a week?—Western countries.

C-2260. *Sir Alexander Murray*: He has already said he thinks a 10 hour day suits the Indian and that he only gets practically 8 to 8½ hours work.

C-2261. *Mr. Birla*: We have heard from almost all the workers' representatives that they would prefer 8 hours work a day. From what you have said it appears that actually the worker works only 8 or 8½ hours. If the workers prefer 8 hours instead of 10 hours, would you be prepared to consider it more favourably?—I think we have pointed out that the present 10 hours day really amounts to 8½ hours work, and I think it has also been mentioned that the worker himself prefers to work 10 hours than 8 hours more intensively.

C-2262. Leave out what the worker prefers or does not prefer. Would you be prepared to work 8 hours instead of 10 hours if you found yourself in a position to do so, if there was no competition?—It is a question of whether the industry could afford it; if there were no competition from abroad, I suppose we could afford it.

C-2263. So that, as you have mentioned in another part of your memorandum, the crux of the position is the financial problem?—I think there is more than that in it.

C-2264. You say efficiency has not much improved and "the comparatively poor physique and health of Indian workers are adverse factors". Do you mean that in order to improve efficiency you will have to pay higher wages, provide better houses, have more stability, make some sort of provision for sickness insurance and that sort of thing?—Those are all factors.

C-2265. Will you kindly explain what you mean by the statement that the comparatively poor physique and health of Indian workers are adverse factors?—(Mr. Ryan) It is Cawnpore that we are particularly referring to here.

C-2266. If you could improve the food and health of the Indian workers, do you agree it would improve his efficiency?—Yes.

C-2267. How are you going to improve his physique and health; have you any solution except that of paying him higher wages?—There are many other methods, such as improving his surroundings in the matter of sanitation.

C-2268. Who is going to pay for that?—That is largely a corporate responsibility.

C-2269. Even if you provided him with better houses, that would not improve his physique, because unless he gets sufficient nourishment, a better diet, more wages, you cannot improve his physique?—It might ensure the preservation of such physique as he has got. (Mr. Lownie) Welfare work too would tend to improve physique.

C-2270. My own feeling is that we have to face the facts very boldly. As you have stated in one portion of your memorandum, the crux of the position is the financial problem?—Yes.

C-2271. Instead of mincing matters, I think it would be more proper for the employers to say that we are prepared to give them shorter working hours, sickness insurance, better houses and all that, provided we have sufficient money. We have not got sufficient money, therefore we cannot do it?—It is not entirely a matter for the employers, to provide housing.

C-2272. *The Chairman*: I take it your view broadly is that the economic position of India must always be borne in mind?—That is so.

*Sir Victor Sassoon*: And you do mention other matters in your memorandum including sanitation and housing.

C-2273. *Mr. Birla*: You say "The mills and factories find little difficulty in obtaining their full requirements of labour, even at times of extra pressure". Am I to take it there is a large amount of unemployment in Cawnpore?—(*Mr. Ryan*) There is no real unemployment.

C-2274. Then how do you explain this statement?—Because they are already employed in other capacities in the city, and when there is a necessity arising in the mills, the first flow to the mills is from the city. Any replenishment of the city's requirement is from the country, and when that pressure ceases that flow goes back into the city and is re-absorbed in its previous employment.

C-2275. Have you any reasons for making that statement?—Yes, because I am assured by persons who have themselves had occasion to resort to this.

C-2276. *Mr. Joshi*: Referring to employment agencies, you say: "This system of recruitment through mistries may have its objections. But it is exceedingly doubtful if employment agencies would be free from similar objections, while they might even introduce other evils." Can you tell me what other evils would follow from this system?—The particular evil that we had in mind there was that your labour would then be practically at the command and control of whoever conducted that agency. We had not in mind a Government agency but private agencies.

C-2277. May I suggest to you that you are misunderstanding the scope of the work of the public employment agency. The public employment agency does not make the actual appointment in a mill, nor does it supervise the work; but it would suggest to any particular mill the names of certain people who are available, and it would also suggest to the men themselves that work in certain mills was available. That is the proper function of a public employment agency. Do you think there would be all the evils that you fear in the system?—Put in that way, perhaps not.

C-2278. With regard to sickness insurance you state that if compulsory insurance were introduced you might have to dispense with a large number of people and you would only employ healthy persons. I want to know whether persons who are generally sick can work 10 hours a day for a year or for even 6 months?—Persons who are generally sick, at the time of being sick of course do not come into the mill to work; they stay away; but a person who was habitually getting sick and laying off from his work for that reason, would, for the purposes of a system of insurance, be regarded as unemployable.

C-2279. At present you are employing a certain class of people; they work generally 10 hours a day for 6, 8 or 10 months in the year. You do not mean that these people who work in that way are sick or unhealthy persons?—No.

C-2280. So that if compulsory insurance is introduced, what you propose to do is to select men?—Rather the reverse: you will have to weed out the men who are not up to the requirements of their job.

C-2281. And you will be prepared to pay more wages if you appoint more select men?—No; I am afraid I must not be led into an admission of that sort.

C-2282. In your memorandum you say: "In the case of sugar refineries a 13-day fortnight is the rule." Is that a general exemption given to the

sugar industry?—The sugar industry, being a continuous process, is under the Act entitled to ask for that, and I believe, on reason being shown, it is given.

C-2283. It is a general exemption?—Yes, for a continuous process.

C-2284. You have three shifts of 8 hours?—(Mr. Lowrie) Yes, with half an hour interval within those 8 hours.

C-2285. You say: "Any further reduction in working hours would be most harmful to industry, until such time as the Indian worker has become more efficient." You admit that the Indian worker shows increased efficiency if the hours of work are reduced?—Piece workers.

C-2286. You say that "the reduction in working hours has been accompanied by a measure of greater efficiency in the case of piece workers." You are faced with this problem, that the Indian worker does not give you 10 hours work because the hours of work are long; he does not become efficient unless the hours are reduced and you will not reduce the hours unless he shows better efficiency?—Which is to come first?

C-2287. I want to know really who should make a beginning: whether the employers should make a beginning by reducing hours or whether the workers should make a beginning by increasing efficiency?—We have made a start by reducing hours; I think it is now for the worker to increase efficiency.

C-2288. You say: "During the period 1919-20 wages advanced, by reason of the high cost of living, by approximately 25 per cent. of their previous level." What is the "previous level"; is it the level of 1914?—No, immediately preceding 1919.

C-2289. Your memorandum does not show clearly how much rise there was from 1914, the pre-War wages?—During the War certain increases were made in the way of War allowance or dear food allowance, and these were continued until 1919-20. They were continued some time after the War, but after 1920 this general increase of 25 per cent. was made.

C-2290. You cannot say how much wages were increased over 1914 pre-War wages?—We have not been able to get that information.

C-2291. Sir Thomas Smith: Individual mills had been working on their own giving increases, but in 1919 and 1920 there was a general increase; I think that is what you are speaking of?—Yes; I think it was general to give increases during the War as War allowances.

C-2292. Mr. Joshi: In your memorandum you say: "There is no standardisation either of muster or of rates as between mill and mill in Cawnpore." Did you ever make an attempt at standardisation?—(Mr. Ryan) To my knowledge no such attempt has been made.

C-2293. Do you think it would be desirable?—That is a matter to be considered.

C-2294. You say: "In Japan the average is one weaver to 5.5 looms." Is this an ordinary loom or an automatic loom?—(Mr. Wilkinson) An ordinary loom.

C-2295. So that the Japanese worker is much better even than the Lancashire worker?—Yes.

C-2296. Is that your personal knowledge?—The authority is the recent report by the Secretary of the International Federation of Master Spinners, Mr. Arno Pearse, published after his journey to Japan last year.

C-2297. You say: "It may be averaged, not unreasonably, that the efficiency of the Indian worker is from one-third to one-half that of his English confrere." You mean that production per worker in Great Britain is three times or twice that in India. Can you tell us what is the proportion between wages in India and in Lancashire?—(Mr. Lowrie) We have no information, but conditions are entirely different.

C-2298. You say: "The attitude of employers towards the *Sabha* has generally been that of non-recognition due to the fact that the large majority of their employees are not members." Am I to understand that you will not recognise any union till the majority of workers in Cawnpore become

members of a union?—(Mr. Ryan) Oh no, we realise that that is not quite always to the advantage of the employer.

C-2299. Then what is the meaning of this?—It should really have been put the reverse way.

C-2300. *Sir. Victor Sassoon*: Is not the point rather that the majority of the members of the union are not your employees?—No.

C-2301. *Mr. Joshi*: If 100 or 500 members have formed a union and they send in a representative on behalf of the members, should the employer say: No, we cannot receive your representation because the other thousand workers are not members?—(Mr. Lownie) No, we would not do that; we should not refuse to hear the deputation simply because a thousand workers were not members.

C-2302. Then will you explain what is the meaning of this statement?—We say: "and that the control of the *Sabha* is not vested in the workers themselves".

C-2303. So that this is not really a good reason that you have given?—(Mr. Wilkinson) My own experience with the local *Sabha* is that we have gone out of our way to receive their deputations, and they have shown us that they are unable to abide by their promises and undertakings; therefore a sort of mistrust has grown up. Further, as there is such a small body of our workers actually members of the *Sabha*, it tends to make us realise that the *Sabha* is not representing the interests of the men.

C-2304. But where the *Sabha* represents the interests of the members and you can make sure that the *Sabha* is only representing its real members, you will have no objection. You say: "and that the control of the *Sabha* is not vested in the workers themselves". Is that really a valid point to be insisted upon?—Not in view of the Act.

C-2305. But generally, that if an association is to be formed, its office bearers must be men who are doing that work?—Preferably as far as possible.

C-2306. Is that applicable to workers' associations only or is it applicable to associations of other people as well?—Logically to all such associations.

C-2307. You are the Secretary of this Chamber?—Yes.

C-2308. What are you doing at present?—At present I am having the pleasure of being examined by you on this point, but I am doing my job as Secretary of the Chamber.

C-2309. Are you an employer or an industrialist, or are you an outsider?—I have had considerable experience as an industrialist.

C-2310. So that what you really insist upon is not that the secretary should not be an outsider, but you want an experienced secretary?—Yes.

C-2311. I think you have put it rather wrongly?—Yes, perhaps so; perhaps we should have said: recruited from the ranks and one able to speak as from within the industry, or with knowledge of it.

C-2312. You want an experienced secretary?—Yes.

C-2313. *Miss Power*: Dealing with unemployment insurance, you say: "It is doubtful whether such measures could, indeed, be applied." You also say that the textile labour force is permanent, as is the case in the leather, wool, sugar and oil industries. In another place you say "the workers have, to a large and increasing extent, severed their connection with their villages". We are usually told that the difficulty in regard to unemployment insurance arises from the fact that the unemployed workers return to their villages and so do not constitute a permanent labour force. You tell us that difficulty does not arise here because your labour force is permanent. What difficulty is there, therefore, in having an unemployment scheme?—It is an anticipated difficulty.

C-2314. What is the difficulty that you anticipate?—I am afraid I have not quite grasped the point. What is it you wish me to reconcile?

C-2315. I want you to tell me why you think "it is doubtful whether such measures could be applied", when you have, on your own admission, a per-

manent labour force. What is there different about the labour conditions here, with a permanent labour force, from the labour conditions in any other country where there is such a scheme?—As I admitted, I think to Mr. Joshi, we perhaps have not quite grasped the meaning of the labour agency that was envisaged.

C-2316. I do not mean a labour agency; I am talking about unemployment insurance. You say: "The conditions are not such as to require the assistance of unemployment insurance." I am not raising that issue. Then you say: "It is doubtful whether such measures could, indeed, be applied." You have pointed out elsewhere that your workers are permanent in all these main industries, and that their contact with their villages is slight and is becoming increasingly less. I want to know what you anticipate would be the difficulty in inaugurating an unemployment insurance scheme, if such were considered necessary?

Sir Victor Sassoon: Is it not a question of defining the word "permanent"?

C-2317. Miss Power: I will leave that question if you do not feel able to answer it. With regard to labour turnover, you say: "There is a greater turnover in the case of cotton mills." With regard to wages, you say: "There is no standardisation either of muster or of rates as between mill and mill in Cawnpore." Is one of the reasons for the greater turnover in the case of the cotton mills the fact that there is less standardisation in the cotton industry as compared with, for instance, sugar or leather?—It is quite probable.

C-2318. They go from mill to mill?—Yes, that is right; it is known that they go from mill to mill.

C-2319. Has there been any discussion as to the possibility of standardisation such as there was in Bombay?—We used to have a measure of union, but it was more in the direction of preventing the filching of labour by one employer from another. I do not think it ever tended in the direction of standardisation of wages or rates.

C-2320. You say: "The experiment of setting up works committees has been tried. It was found to be a failure as regards its essential purpose, and where it now continues it has resolved itself into the formation of committees of mistries." I take it that means committees of people in the position of foremen?—Yes.

C-2321. What do those committees do?—(Mr. Wilkinson) We have in our mills a committee of mistries; they deal with matters such as fixing of holidays and internal matters affecting the workers themselves.

C-2322. But I take it the mistries are not in a position to voice the grievances of the workers, are they?—Yes, on many occasions they do.

C-2323. How friendly is the relationship between the two, because you infer that these mistries as regards recruitment are not always very suitable persons?—Admittedly a works committee consisting entirely of mistries is not satisfactory.

C-2324. But at present that is the only form of contact existing between the worker and employer?—Yes.

C-2325. You agree it is not satisfactory?—(Mr. Inskip) Works committees were tried I understand in my firm before I came to India, but it was turned down for the simple reason that the members of the committee brought forward hundreds of petty complaints that should never have been referred.

C-2326. You say it was "turned down". Do you mean the management stopped the works committees?—Yes.

C-2327. They did not peter out for lack of support; they were stopped?—Because they were being abused. In my Corporation the managers go round the mills daily and in some cases twice daily, the workers have direct access to the manager, and any grievance they have to bring forward is brought to the manager himself and not through the mistries.

C-2328. Are the petty complaints to which you refer those that are now dealt with by the mistries committees or not?—That I am afraid I cannot say; I was not here when the works committee was in force. I am told that was the reason why the works committees were dropped.

C-2329. *Sir Victor Sassoon*: Who deals with them now?—The manager himself direct with the workmen.

C-2330. *Miss Power*: Was any endeavour made to assist these works committees to develop in the proper channel?—Yes, I understand assistance was given by the management. As I say, it was not during my time, but I was given to understand that they were abused in that very foolish complaints were put forward and the Committee men were kept continually on the run to the office with these complaints.

C-2331. Could the Secretary of the Chamber tell me how extensive the use of works committees has been?—(Mr. Ryan) It has been occasional. I cannot speak of it from my own knowledge, but I may say that one reason assigned for dropping it was that very soon the members of the committee considered they were entitled to levy a fee before they took up a case.

C-2332. With regard to your statement that wages are paid fortnightly or monthly, what is the position as regards earned wages if a worker goes on leave without notice, because of sickness, family trouble or any other reasons; does the worker forfeit the full amount of his earned wages?—(Mr. Lownie) Do you wish me to reply with regard to the legal position or as regards the practice?

C-2333. I would like both.—(Mr. Watt) As regards the practice, so far as my own mill is concerned, the wages are set aside; they are credited to a special fund. If the workman returns they are practically paid on demand; if he does not return, if he goes away, falls sick and dies when he is away, they are paid to his heirs as nearly as we can get them. I might say that last year the balance on that fund was exactly nil, everything had been paid out. There is no question of forfeiture for going on leave either with or without notice, or anything of that sort; it does not arise with us.

C-2334. Supposing a worker wants to go on leave and not to return, is he able to draw his wages, even if it is not pay day?—Yes, even if it is not pay day we would treat it as an exceptional case and he would get his wages. It would perhaps take some time to make up the amount of his wages. I have had 24 hours notice, but it is very rare.

C-2335. In point of fact, is there much forfeiture of wages due to the worker going off without applying for his wages first?—There is absolutely none so far as I am concerned.

C-2336. Is the case of your mill at all typical?—I should say so.

C-2337. What is the legal position?—I am afraid I do not know. (Mr. Lownie): The legal position I understand is that, leaving without notice, he forfeits wages due.

C-2338. It would be possible in certain cases then to forfeit the whole month's wages where a worker is paid monthly?—That is the legal position, but I do not say that that is carried out at all.

C-2339. *Sir Alexander Murray*: Can you speak from actual knowledge of the legal position; have you ever been in the position of having to consult your lawyers on the point?—Not personally. We have no knowledge of a case of a man's wages for the whole month, or even for a large part of a month, being forfeited simply because he left without notice.

C-2340. *Miss Power*: With regard to maternity benefit, I understand that about 60 per cent. of your members do not employ women, and that the number of women in perennial factories in the Province is in any case small. In view of that fact, would your Chamber be prepared to support a Maternity Benefit Bill?—I am afraid I cannot answer for all employers on that point, but I should think they would favourably consider such a scheme.

C-2341. By mere arithmetical calculation you realize that it would not be a large expenditure?—That is true; that is realised; that is why I say they



might favourably consider it. (Mr. Watt) Speaking for ourselves, we do give a measure of maternity benefit.

C-2342. For how many weeks?—Actual wages are paid I think for a fortnight afterwards; the post is kept open for the woman whenever she wants to come back; and, of course, if she happens to be in our settlement, there are other facilities.

C-2343. Your benefit only covers a period of two weeks?—Yes.

C-2344. You do not suggest that from the health point of view a period of 2 weeks absence from work is adequate for a woman after child birth?—I am afraid I could not say. (Mr. Ryan) Perhaps it might assist if I say that when a Maternity Benefit Bill was proposed and came before the Chamber, the one feature of it which met with opposition was the mode of levying which it was then proposed to extend to all factories whether employing women or not; it was felt that that was entirely inequitable. If a measure were framed which applied equitably to the employers and was beneficial to the employees, I am certain it would be sympathetically received.

C-2345. You think the worker as well as the employer should contribute?—On the analogy of other proposals, we would prefer to see it; but we have got to realize that the woman worker is perhaps the worst paid of all and it may not be practical politics.

C-2346. Are you in favour of maternity benefit?—I am not prepared to say we are to-day. As I say, the large objection on the previous occasion was to the mode of levying. I would venture the opinion that it might be quite sympathetically received. (Mr. Lownie) One of our objections was that if a certain industry was in the habit of employing women, and one employer in that industry did not have any women in his employment, he was still going to be a contributor.

C-2347. *Mrs. Srinastava*. Is it a fact that out of so many mills in Cawnpore only 4, 5 or perhaps 6 subscribe to the Lady Chelmsford Welfare League?—I am afraid I cannot answer for individual employers as to what they subscribe, but I think I am right in saying generally that the Lady Chelmsford Welfare League is subscribed to by the larger employers in Cawnpore. I would not say that every member of the Chamber subscribes to it but I should think the largest employers of labour do. Some of our members are not sure that they have even been asked to subscribe.

C-2348. To my knowledge the League does a great service to the workers?—We agree.

C-2349. Do you not think some subscription ought to be given by each and every mill?—(Mr. Ryan) A good deal really depends on whether those who are responsible for this excellent scheme have sought the best means of reaching mills whether they have asked them. For instance, Mr. Watt says he has no idea whether his mill has been asked; it would seem to indicate that it has not been asked. The British India Corporation have their own welfare undertaking, but I do not suppose they would be unsympathetic to this League, the value of which is recognized by every employer.

C-2350. *Sir Thomas Smith*: Mr. Clow asked you if you could account for the fact that there is always a sufficiency of labour now. Of course in the old days here we had to go out into the highways and byeways and compel labour to come in, in other words, to try to get the people to leave their fields and get accustomed to industrial work?—That is right.

C-2351. But I put it to you that many years having elapsed it seems to me there is now a new industrial generation growing up; that is to say, the sons are following in the steps of their fathers?—That is so.

C-2352. So that that would give an additional supply of labour?—Yes.

C-2353. Also wages have increased so substantially within the last 10 or 15 years that there is more attraction in the wages to be earned in a mill now as compared with what can be earned outside?—That is correct.

C-2354. Mr. Joshi asked you about sickness insurance. You say: "Not the least of these difficulties is the fact that the institution of any system of

sickness insurance would render it imperative on employers to see that none but healthy persons were employed". Is it not perhaps rather that your Chamber is afraid that this is going to be a burden placed upon industry only?—On organized industry only, yes.

C-2355. We know that the Government themselves are the largest employers of labour in India; supposing Government started a system of sickness insurance among their employees and we had the benefit of their experience, do you not think industry would be prepared to follow, based on that experience, if it were not injurious to industry?—After having observed the results, yes.

C-2356. What is at the back of your mind? Are you afraid that under a system of sickness insurance there might be a good deal of malingering, for instance?—The Factory Inspector's Report brings out a very interesting matter in connection with accidents as affected by the rules and conditions prevailing in a railway workshop. I rather fear that Government would find themselves, under a system of sickness insurance, confronted with a similar position and that every trivial little thing would be resorted to.

C-2357. Could this Commission take it as your message in regard to sickness insurance that Government should try it out amongst their own servants on the railways and see what experience they gained from it?—(Mr. Lownie): Yes, I think so.

C-2358. In regard to Miss Power's questions as to maternity benefits, I put it to you on your memorandum that the fear at the back of your mind is that if it is imposed by law, what is now done voluntarily will be withdrawn?—(Mr. Ryan) A definite result, as we warned Miss Broughton many years ago when she came round, would be a still larger reduction in the number of women employed; that is to say, if it is enforced by law.

C-2359. Can you give me the figures of women employed?—In 1921 in 4 cotton mills, 1 woollen mill and 1 leather works there were 1,041 women employed in all. Now in 7 cotton mills and the others there are just a little over 600 employed.

C-2360. So that maternity benefits would not mean a great deal of expense. The only point it seems to me would be that if they were imposed by law, others outside organized industry might put the poor woman away from work just at the very time when she wants to earn a bit of money for her coming confinement?—Yes.

C-2361. So that she might really be a sufferer if this were enforced by law?—Yes.

*Miss Power:* I was dealing with perennial industries; I was not suggesting that seasonal industries should be included.

C-2362. *Sir Thomas Smith:* Of the 600 women employed in the textile mills, a good many I believe are widows, so that that would reduce your liability. A good many of the women employed have husbands who are spinners or weavers, not necessarily employed in the same mill but in some other mill; so that really in many cases there are joint earnings to meet the maternity benefit?—Yes.

C-2363. In your memorandum you say: "Speaking generally, while wages have been maintained at the same level as between 1920 and 1928, profits have declined, in some cases to vanishing point." Have you any idea to what extent profits have declined since 1920 in Cawnpore?—(Mr. Lownie) It has, of course, varied industry by industry, but the figures are available from the returns of the Registrar of Joint Stock Companies and from the companies' balance sheets.

C-2364. I myself made a calculation on five of the main industries in Cawnpore and it may surprise you to hear that in 1928 the profits were exactly one-tenth of what they were in 1920.

*The Chairman:* I think it is rather common knowledge; that does not apply only to India.

C-2365. *Sir Thomas Smith*: I merely wanted to show that while profits have been disappearing, wages have remained the same. After what the Chairman has said, I think that is sufficient.

C-2366. *Mr. Yakub*: In your memorandum you say: "The repeal of the Workmen's Breach of Contract Act has been distinctly harmful." Could you give us some idea of the extent to which its repeal has been harmful and what particular industries have suffered?—(*Mr. Ryan*) As we have stated, we refer in particular to engineering works; that is based on a definite complaint from a member, who is practically the only member who is engaged in such works, that at that time it involved him in considerable loss. I have no doubt he has now adjusted his methods so as not to suffer that loss.

C-2367. Do you know that brass-ware factories in Moradabad have suffered most from the repeal of this Act?—I can quite understand it, because there I understand the custom used to be to pay very heavy advances.

C-2368. Do you think it would be in the interest of the industry if this Act were again put on the Statute book?—Now it is dead and has been dead for some years, I do not think we would be prepared to support its resurrection.

C-2369. You complain of the unsatisfactory condition of the labour unions; could you tell us if any effort has been made by your Chamber to improve the condition of the unions?—I would like to explain that my connection with this matter is not that of an outsider; I was called into very intimate connection with this labour union question in 1919 when I had the honour of acting as Secretary and interpreter for the meeting of employers and employed in December of that year. As his Chamber is not an employers' union, since then the employers have resorted to meet in several instances with a view to arriving at a common composition of their troubles in this matter; I have in that capacity come into touch with the *Mazdur Sabha*. The employers have definitely been rendered nervous by the past attitude of our local lawyers—ablest and sanest from this point of view who, I understand, had been the Vice-President of the *Sabha* found it necessary to resign the *Sabha* because of his realization of their inability to impose control or discipline. I myself have heard it from the then Secretary of the *Sabha* who was a journalist that his mission was to create a divine spirit of discontent.

C-2370. That is not my question; my question was what attempt your Chamber has made to improve the condition?—I am coming to that. We were made so nervous by the attitude of the *Sabha* that definitely little if any attempt has been made towards the formation of a union such as you and perhaps I have in mind.

C-2371. That is, without making any effort you gave up the attempt?—We were taught a very hurting lesson.

C-2372. In your memorandum you say: "The statutory establishment of minimum wages is inadvisable". Could you give us reasons for that statement?—In a province such as this where there is an ample supply of labour one tendency of the imposition of a minimum wage would be to bring down all wages to the minimum. I think that is a very fair assumption, but I admit that beyond assumption I cannot go.

C-2373. Will it not help those—and their number is very large—who are getting even less than the minimum wages?—Are they getting less than a minimum, which has not been established? I cannot accept that fact.

C-2374. I mean the living wages?—The fact remains that in spite of the attractions of the flow of labour to other provinces, a sufficient number is attracted to Cawnpore to staff all the industries here on the present scales.

C-2375. Because there is so much unemployment in the country?—May be rural.

C-2376. You say: "The action and attitude of the Legislatures, both Central and Provincial, have generally been in the direction of benefitting the workers." Could you give us instances in which the United Provinces

Legislative Council have shown a sympathetic attitude towards the workers?—I am afraid I cannot single out just that instance here.

C-2377. Then probably your remark is too sweeping and too general?—Perhaps I would be prepared to accept that; our remark refers to the action and attitude of the legislatures taken together.

C-2378. *Sir Alexander Murray*: What has your Chamber done in the direction of benefitting the workers?—Our Chamber not being an employers' union has not done anything direct. But, for instance, this Chamber was the pioneer for the reduction of working hours two or three years before the amendment of the Act, that is to say in about 1919 and 1920. This fact has been acknowledged by the Bombay Millowners' Association, and I would very much like to make available—because time does not permit my reading—the remarks excerpted from the presidential address of Sir Thomas Smith who was the President of the Chamber during 1919, 1920 and 1921. His remarks made in 1920 were quoted by the Bombay Millowners' Association in a memorial which they submitted to the Viceroy in March 1920 praying for a reduction of hours. To that extent we certainly submit that we have functioned beneficially for the workers.

C-2379. *Mr. Yakub*: In your memorandum you say: "The Workmen's Compensation Act is in universal use." Could you say whether the employees are satisfied with the working of this Act; have you ever made enquiries in the matter?—No. We admit that the machinery was cumbersome.

C-2380. Would you suggest any amendments?—We have suggested all the amendments possible when we were last appealed to. This question of workmen's compensation is not treated unsympathetically by the employers.

C-2381. Is it not a fact that the labourers are generally heavily encumbered with debts?—I am informed so.

C-2382. Is it a fact that money-lenders flock to the factories on the pay day and a very large amount of the earnings of the workmen goes to the money-lender?—I do know this that when I was in charge of one of the settlements now belonging to the British India Corporation, I did not admit the very worst type of money-lender, that is the Kabuli, within the precincts of the place. (Mr. Wilkinson) We do not allow them inside the compound of the works.

C-2383. *Sir Alexander Murray*: Do you give them any facilities for recovering their dues?—No.

C-2384. *Mr. Yakub*: A very large proportion of the earnings of the workers goes towards the interest?—As regards the proportion, I cannot answer, but a very large number of them are evidently in debt.

C-2385. Is it not a fact that generally the labourers get loans at very high rates of interest; something they get at 2 annas per rupee per month?—(Mr. Lownie): We have no information as to the rate of interest charged.

C-2386. Do you not think that a very great deal of the poverty and misery of the workers is due to this unrestricted and uncontrolled money-lending business that is prevalent in India?—(Mr. Ryan) It is a case of their not being able to help themselves. They are impelled, or compelled, by custom and practice to be extravagant on various occasions, and as a result they must resort to the money-lender in the absence of any other agency for alleviating such distress. But I may say that in some factories such agencies are being established.

C-2387. My question was whether this system of uncontrolled money-lending in India is not to a very great extent responsible for the poverty of the workers and the masses?—I would beg to be permitted not to be led away from my book just on this point.

C-2388. *Sir Victor Sassoon*: I was not quite clear on the question put by Mr. Joshi regarding unions. Is your objection to the *Sabha* an objection because the bulk of its members have no knowledge of the industry, or because it does not possess among its members a majority of the workers in the industry?—(Mr. Lownie) Our objection to the *Sabha* is both: that it is managed

by those who have no practical knowledge of the industry and that it is not fully representative.

C-2389. Let us assume that there was a new textile union consisting of no one but members of textile firms. Would you refuse to recognize it if it had not actually in its body a majority of the workers in your firms?—No.

C-2390. Therefore the question of the number of workers being small would not prevent you from recognizing the union?—No.

C-2391. Would you object to recognizing it if it had a paid secretary or one of the members of the management did not happen to be a mill hand?—No.

C-2392. You have no objection to outside help?—No.

C-2393. As long as the trade union is predominantly a textile trade union you do not object to its taking outside help?—No.

C-2394. On the question of employment agencies, I understand you did not appreciate what was meant by an employment agency. Let us assume that they have an employment agency on the lines that have been discussed here to-day. Would you consider, in the present circumstances, that such an agency would be so much to the benefit of the workmen as to justify its cost?—No.

C-2395. In other words, the workmen do obtain employment that is available under the present system?—(Mr. Ryan) Yes.

C-2396. And therefore any employment agency of the kind mentioned would not help?—It does not appear to be necessary.

C-2397. Perhaps you would admit that it might be necessary if it enabled surplus workers here to go to places in other districts?—Yes, to that extent it would certainly be an advantage.

C-2398. Supposing the surplus workers here were told that there was a demand for mill workers in Ahmedabad, do you think that they would be tempted to go to Ahmedabad?—It might easily operate very harmfully against the industry in Cawnpore.

C-2399. I am considering the question from the point of view of the surplus worker. If he heard there was a demand for textile workers in Sholapur or in Ahmedabad, do you think he would be prepared to go there in search of work?—He has shown himself an emigrant in his habits and he might even succumb to it.

C-2400. So that there might be advantage from that point of view?—Yes.

C-2401. Generally speaking, do you think that the cost for carrying out legislation which is for the benefit of labour should be borne by the industry concerned or should be paid for by the tax-payers as a whole?—(Mr. Lownie) It very much depends on what the proposed legislation is. If it benefits the workers the workers might be asked to contribute.

C-2402. I was talking from the point of view of differentiating between the burden being placed on the industry and the burden being placed on the State, in the first place. Do you envisage that it might be advisable that a part of the burden should be borne by the labour, a part by the industry and a part by the outside agency?—Yes.

C-2403. Talking about workmen's compensation, you said that there was the difficulty of the workers "appreciating the benefits" due to the action of interested persons. What did you exactly mean by that?—(Mr. Ryan) I had in mind the Mukhtyar or the lawyer who is looking around for work. It is notorious that in certain places these people are interested in seeing that the worker submits his claims and fights his claims.

C-2404. Generally speaking, do not the employers soon after they hear of an accident to one of their employees, proceed to take action without waiting for the injured person to put in his claim?—Yes, that is so. (Mr. Lownie) If under the Act compensation is payable, it is immediately paid.

C-2405. The workman is not dependent on outside lawyers to learn that he is entitled to some compensation?—No. I understand from my colleagues that, to their knowledge, when the Workmen's Compensation Act came into force there was no general intimation given to the workers because they believed that the workmen would soon hear about it.

C-2406. Do you or your colleagues know of any instance where compensation was payable but that the workman did not ask for it?—(Mr. Wilkinson): There was such an instance within a short time after the Act came into force; the man did not know that he was entitled to compensation.

C-2407. But he was paid irrespective of whether or not he made any application?—Yes. (Mr. Ryan) We did not take advantage of his ignorance.

C-2408. In your memorandum you say: "if it is admitted that compulsory insurance is impracticable, no provision of this nature can be suggested". Would you explain that?—The Government themselves have stated that the endeavour to introduce it would be attended by serious administrative difficulties. We go further and say that any scheme for this reason alone is impracticable and therefore its extension to unorganized industries generally is not feasible. If it is impracticable then naturally no provision of the nature suggested can be made.

C-2409. Do you think that compulsory insurance is impracticable at present?—We are largely inclined to accept Government's admission that administrative difficulties would render it so.

C-2410. Your view is based on the Government statement?—Yes.

C-2411. *Sir Alexander Murray*: Mr. Clow asked you what objections you had in respect of certain Acts. Take the Trade Disputes Act; does it suit you as it stands at present, or would you suggest any improvements?—When the matter was under discussion we made what we thought was a strong point that in setting up boards of arbitration the first step or request should emanate from one of the parties concerned, and we wished this question of boards of arbitration to be treated on quite a different basis from that of courts of enquiry wherein the request need not emanate from either of the parties concerned. We feel that on the question of reconciliation which depends upon the good-will of both parties, it is wrong in principle to force them to the first step of arbitration.

C-2412. You are willing to accept the Trade Disputes Act so far as courts of enquiry are concerned?—Yes.

C-2413. You now suggest, in connection with boards of arbitration, that Government ought not to intervene unless there is a request by one or the other party?—Not now; we had suggested that previously and we still hold the same view although it has become law.

C-2414. Can you suggest any improvement to the Act? Can you suggest any machinery whereby you can get the employer and the workers together to discuss with a view to arriving at a settlement before the strike actually takes place?—You are asking me to suggest immediately what many people have found it impossible to do after many months of close inquiry.

C-2415. You as a Chamber must have been considering this question for a long time?—We had merely pious hopes. We were inclined to think that, with some machinery effected, public opinion, for instance, would compel one or the other party to advance a request for a board of conciliation and that the other, equally in view of public opinion, would respond.

C-2416. What type of boards of conciliation should be set up?—Speaking personally, I would be prepared to accept a panel which was representative of workers and of employers and selections should be made from the panel *ad hoc* as applicable to the industry concerned when occasion arose. I see a difficulty that it might not always be possible in the present state of labour to secure from the workers themselves fit and able representatives to serve on such a panel in which case we would have to accept better educated indivi-

duals to serve for them provided they were themselves definitely concerned or interested in industry.

C-2417. In a way you have suggested that trade unions ought to be representative of the workers. With regard to the conciliation board you would go to the length of suggesting outsiders to represent the workers?—Realizing the limitations of the available workmen to-day we cannot but make that suggestion.

C-2418. What would you suggest for securing the services of an independent chairman?—The independent chairman would, I fancy, have to be nominated by some authority, and I can see no authority other than Government.

C-2419. I can understand the employers putting forward their panel, but how are you going to get the workers to put forward their panel?—You have raised a difficult question which I would rather like at any time to discuss with you.

C-2420. If you could think of making any suggestions it would be very helpful to the Commission. Do you hold any views on the question of picketing?—I think it is accepted that everybody understands that the law of the land has failed in the matter of picketing, and that is a point on which we hold strong views. We have seen the results of many examples elsewhere that picketing is the one feature which leads to disorder and trouble and should generally be put under control.

C-2421. What would you suggest?—We suggest that, with regard to picketing in ordinary industrial disputes, the same measures as are employed in regard to disputes in public utility companies should be employed.

C-2422. But there is a difference between a public utility company and a private firm?—Yes, but we consider that it is possible to devise some measure of control which is essential.

C-2423. *Mr. Ahmed:* Under the present Act picketing is permissible?—We are not content with the present Act in that aspect.

C-2424. You have got a representative of your own in the Central Legislature?—No; he represents the Associated Chambers of Commerce.

C-2425. Many of your members are also members of the Associated Chambers of Commerce?—Yes.

C-2426. There are probably more than one representative of yours in the local legislature?—(Mr. Lownie) We have given that information in our memorandum.

C-2427. So that you have your say both in the Central as well as in the Provincial Legislatures. I suppose you accept the view of the majority in these legislatures?—(Mr. Ryan) No.

C-2428. Why not?—We have got to put up with it, but we cannot say we accept it.

C-2429. I take it that your view is against the majority?—We have got to put up with the majority view, but we cannot be taken as agreeing with it every time.

C-2430. You are all capitalists. You invest so much money in trade and industry and you cannot make any profit out of that unless you have the human agency to do your work. Therefore is it not just that you should pay a living wage to the workers who help you to make the profit?—That is axiomatic.

C-2431. You must make available to them the means of obtaining the necessaries of life?—That also is axiomatic.

C-2432. You accept the proposition that you should pay a living wage to the workers and you want to pay a living wage to your workers?—Yes.

C-2433. What is the living wage of a worker with a wife, two children and an old mother?—I do not know. It so entirely depends on what they consider necessary.

C-2434. Have you any idea as to what will be necessary?—I am not prepared to say.

C-2435. Could you not give an approximate idea?—I am not here to guess.

C-2436. You cannot tell us what a living wage for a worker is?—No.

C-2437. What do you pay on an average to a worker?—It is stated in a separate memorandum that has been submitted to you that the average earnings of a worker are Rs. 14 a month.

C-2438. If a family consists of five persons, will Rs. 14 a month be sufficient to maintain them all?—It seems to me that, since labour comes to us on those wages, it is quite sufficient.

C-2439. You have said that many workers in your Province migrate to Bengal. We also heard in Bombay that a large number of workers there had come from the United Provinces. I think it has been stated by somebody that one-third of the labour is employed here in this Province itself and the other two-thirds go outside the Province in search of employment. There may be a difference in the proportion, but the fact remains that labour migrates from the United Provinces to other places?—But the labour from this place does not go abroad. The rural population goes abroad, but not the labour from Cawnpore.

C-2440. I am speaking of the Province generally, not particularly with reference to the towns. Have you any idea of the proportion of labour that migrates abroad?—I have not the figures with regard to migration.

C-2441. Whatever the exact figure may be, since labour from this Province goes abroad in search of employment I take it that there is unemployment in this Province?—There is better employment elsewhere.

C-2442. You say that you get the labour you require at an average rate of Rs. 14 a month?—Yes. They come to us at that wage.

C-2443. When you have more than enough of labour going to you at that rate, could you not say that there was unemployment in this Province?—Do you refer to skilled or unskilled labour?

C-2444. Both?—All that we can answer is with regard to our own problems. Our labour supply is sufficient and there is no real unemployment in Cawnpore.

C-2445. Are you not contradicting yourself when you make that statement?—No. I am not.

C-2446. Do I understand that the industries are carried on here with ill paid or less well paid workers?—No.

C-2447. But is Rs. 14 a month a living wage for a man with his wife and two children and a mother?—I could not say.

C-2448. *Mr. Cliff*: In your memorandum dealing with sickness insurance you state the difficulties associated with a system of sickness insurance. You also answered a question of Sir Thomas Smith on the subject. May I take it, having regard to your answers to Sir Thomas Smith, that you would not oppose a test of sickness insurance scheme in order to find out its practicability and adequacy?—If carried out by Government protected factories which are not exposed to world competition.

C-2449. Would you oppose it in any selected industry?—(Mr. Lownie) We should prefer to wait and see the result of Government experiments.

C-2450. Would you be prepared not to oppose a scheme if it was tried not merely in a Government industry, but in any selected industry?—(Mr. Ryan) We should prefer to see it first carried out in a Government industry.

C-2451. Why?—I am not quite suggesting it as a case of trying it on Government because it is Government, but in these industries they are more or less protected and experiments may be tried there. Then there is this very important fact that Government is the largest employer of labour in India. Therefore let them try it at home before they go abroad.



C-2452. You prefer to try that on the largest employer of labour?—Or a section of them experimentally.

C-2453. Might you not take any large industry and try this experiment there? What is the principle of equity that it should not be tried in some large selected industry?—You will be unduly handicapping that industry in its world competition.

C-2454. Is that the reason?—That is one reason.

C-2455. Are there any more?—The principal reason is that we should be acting definitely; we do not want tinkering with these industries at all. We should prefer to wait and see what is going to be the result of it in a Government controlled industry.

C-2456. Is that a question of costs?—It is largely a question of costs.

C-2457. Is there any other consideration?—There is no question of lack of sympathy with the men, except that it might encourage malingering.

C-2458. That would ordinarily be prevented by regulations?—I hope so. (Mr. Lowrie) I hope the regulations would be sufficiently effective.

C-2459. In your memorandum you give an appendix dealing with the average actual monthly earnings in various industries. Could you give us the number of factories in each industry from which these figures have been compiled?—(Mr. Ryan) Yes.

C-2460. And also the number of employees in each grade in each separate industry?—In future it could be done.

C-2461. I take it that the figures with regard to the average actual monthly earnings have been arrived at with reference to two or more factories?—Yes.

C-2462. Could you not make available to the Commission the number of workers in each grade with reference to whom the average actual monthly earnings have been arrived at?—I will endeavour to do that.

C-2463. With regard to these industries, may I take it that the ginning and pressing factories and the sugar works are seasonal and that the others are perennial?—(Mr. Lowrie). The sugar works are partly seasonal and partly perennial. Some of them are sugar refineries and the others are sugarcane crushing factories. The sugar refineries work 10 or 12 months in a year, whereas the cane crushing factories work 3, 4, or 5 months in a year.

C-2464. Would you make it clear in the supplementary note that you are sending to the Commission as to how many of them are seasonal and how many perennial?—Yes.

C-2465. With regard to the attitude of your Chamber towards trade unions, when we were at Bombay the employers there suggested that they would welcome efficient trade unions. They made one rather novel suggestion to us that experts should be obtained from England to organize trade unions and train officers of trade unions here. Having regard to that suggestion would your Chamber welcome assistance from the International Labour Office of the League of Nations with a view to the creation of efficient trade unions in India?—Yes, provided these trade unions were controlled by persons with a clear knowledge of the aims and objects of trade unions.

C-2466. I am not referring to any single trade union for the moment. The proposal is to create effective trade unionism in India. It is suggested that assistance is required from outside in order that trade unionism may become effective and voice the aspirations of the workers. Would you welcome such assistance in that direction?—Yes, provided the assistance is from men with practical experience of the particular industry to which the union refers. Such assistance would go a long way to meet this objection about the non-representative character of trade unions in India as they are at present.

C-2467. Can it be taken that not only would you not oppose it, but welcome it?—I am only speaking my personal opinion. This matter has not been considered by the Chamber. (Mr. Ryan): It is really consistent with

our attitude that we should welcome really good and representative trade unionism.

C-2468. One of the constituent bodies of your Chamber has appointed a welfare officer?—More than one.

C-2469. More than one? I came in contact with one. Has he ever tried, as part of his work as welfare officer, to help the workers to form independent combinations amongst themselves in order to deal with matters arising out of their employment?—(Mr. Lownie) In some cases welfare work has not gone on long enough to express an opinion. (Mr. Mattison) I know that in my Corporation, the General Manager favoured the promotion of sound trade unionism either by the welfare officer or by any other organization.

C-2470. I would not stop to deal with the definition of the word, "sound". But have you ever attempted to help the workers in this direction?—No, that has not been tried.

C-2471. If a trade union officer who is sometimes termed an agitator,—I leave aside for the moment the question of soundness or otherwise—wanted to visit the settlement of your workers in the village in which we were yesterday, which was on a private land, in order to form a trade union organization, would his entrance be opposed or would he be welcomed?—(Mr. Lownie) I do not think we would oppose it. (Mr. Ryan) Unless he was a notorious agitator.

C-2472. I understand that all trade union officers are agitators?—We have another meaning for the term "agitator" as it is known here; it is not confined to agitators of trade unionism.

C-2473. May I take it that you will not be opposed to any independent combination of your workers?—We have not discussed this matter in the Chamber.

C-2474. Then I would not press you. With regard to welfare work speaking generally, this question has been raised before the Commission as to whether certain aspects of welfare work should be made permissive or statutory. What is the experience of your Chamber? Has your Chamber attempted at any time, dealing with welfare work as it is permissive at the moment, to set a standard for the whole of the members of your Chamber?—(Mr. Lownie) Do you mean that some employers should set a standard for the other employers?

C-2475. Some members have in fact set a standard. Has your Chamber as a Chamber agreed upon a common standard which should be adopted by its members?—I do not think there are sufficient members who have adopted welfare work to set a standard. Some of our members may not be of the same opinion as others; they may not be in favour of welfare work as it is carried on at all. They may have good reasons for that.

C-2476. I rather gathered from reading the memorandum that there was more than one point of view in your association with regard to welfare work?—There is.

C-2477. And that no common standard has been set?—No.

C-2478. With regard to the provision of housing and medical facilities in the conditions in which we are living to-day, do you consider that they should be permissive or statutory?—(Mr. Ryan) If you mean provision by the employers, it should certainly not be obligatory. Both of them have always been regarded as the duty of the Municipality and Government. We have been compelled to provide these in certain places owing to the absence of Government or Municipal agency. But a considerable advance has been made in regard to the provision of dispensaries by Municipalities and by Government.

C-2479. We visited a mill the other evening. I thought they were distributing handbills. I obtained a copy, and found that it was an invoice for damaged cloth. We were told that the damaged cloth amounted to Rs. 4,500 during the last six months. Taking any one mill, could you give us the percentage of damaged cloth in relation to the turnover during the last 6 months?

—(Mr. Wilkinson) The incidence of this damaged cloth for the past 6 months works out to approximately 8 annas per loom per month. The average value of a piece of damaged cloth is about Rs. 2. Therefore it comes to this, that one loom in four has produced a piece of damaged cloth during a month.

C-2480. Could you give us the percentage of that figure to the turnover, the worker's earnings and the price that was paid to you for the cloth?—I will send those figures. I made enquiries of the particular case to which you refer and found that the difference between the price the weaver paid for the damaged cloth and its value as a reject was 4 annas. It was a 24 yards piece of cloth.

C-2481. I understood that you were selling it at wholesale selling price. Could you give us the wholesale selling price, its relation to the turnover and the amount of wages paid to the worker?—Yes.

C-2482. It has been admitted before the Commission that the standard of life of the worker is low. Has your association given any consideration to the first step that should be taken to raise the standard of life of the worker?—In what direction?

C-2483. Whatever you care to suggest?—(Mr. Ryan) Put specifically like that I do not think we have. There is no machinery here to gauge the standard of living accurately. We admit that in our conception the standard of life is generally low, but there is no machinery that can gauge the depth of it.

C-2484. But there is obvious evidence that it is low?—We accept that.

C-2485. Then it requires to be raised?—It is distinctly desirable.

C-2486. Has your association any suggestions to the Commission whereby steps may be taken to begin to raise it?—I do not think it will be possible to say that off-hand.

C-2487. Would you like to consider that?—We would very much like to be requested to consider it.

C-2488. *The Chairman:* You have been asked several questions about sickness insurance. You have stated both in your memorandum and orally the difficulties you see in establishing a State insurance in the western sense of the word. Would you take the same objection to the institution of a State Medical Service in India?—(Mr. Ryan) That raises a new question which has many aspects to it. If that could be included as one of the points for a supplementary reply I should be obliged.

C-2489. You have not considered that so far?—No.

C-2490. As a possible alternative to sickness insurance involving contributions from the workers, the employers and the State?—In a letter to the Government of India we have stated all possible objections to that scheme. Among others, there was also the question of the difficulty of certifications particularly when the worker goes to his village.

C-2491. Many of these objections are present to the mind of the Commission. My question is whether you have considered a possible alternative in the form of a really thorough State Medical Service?—I am afraid not.

C-2492. When we were speaking of the hours of labour I understood you to say that in the opinion of the members of your Chamber two factors which militated against the intensive work of an Indian worker for a shorter period of hours were his physique and the climate?—These are two of the factors. We have mentioned others also.

C-2493. Do you think that climate is an important factor?—Yes, it is a very important factor. It is the climate that is responsible for the prevailing psychology of the worker and for his not being able to stand the strain of intensive work. I understand that in America tests were made which showed that a man was more fatigued after 4 hours intensive work than after a longer period of work at less pressure. My experience is that the psychology of the Indian worker is generally opposed to intensive work.

C-2494. Do you think that if the hours under the Factories Act were shortened to 8, he would still do his work in the same leisurely way in which

he is doing at present?—The piece worker would soon realize that if he did his work leisurely his earnings would be reduced. But the time worker would still continue in the same leisurely fashion. Efforts would have to be very urgent to combat that. This was what happened at the introduction of the shorter hours under the Factories Act. Then the worker tightened himself up as far as he could. On this point of shorter hours, Mr. Wilkinson tells me that the workers were actually asked whether they would still continue to snatch some time in loitering if the hours were reduced and they replied, "Yes, we would, and we would not have our wages reduced either."

C-2495. May I ask one of you representing the cotton industry whether you have ever considered putting the spinners,—the rovers and the slubbers—in a cotton mill on piece work as it is done in England?—(Mr. Wilkinson) Practically all our spinning department are on piece work.

C-2496. All your ring spinners?—We effected the change last year.

C-2497. It is very interesting. Do you know of any other part of India where this has been done?—Not to my knowledge. I reduced the total number of men from 260 to 188. As a consequence the earnings of the men rose. The doffers who were getting Rs. 15-10-0 got Rs. 18 a month; the piecers and the minders who were getting Rs. 15-10-0 and Rs. 18-0-0 get now Rs. 22 a month. Previous to the change they were all paid on a fixed monthly basis. But after the change they were put on piece work and their earnings have increased.

C-2498. Are they working only the same number of spindles?—No, they are looking after a larger number of spindles on account of the reduction of the muster from 260 to 188.

C-2499. *Mr. Joshi*: Does a spinner mind two sides?—Yes.

C-2500. *Sir Victor Sassoon*: Does a side boy mind two sides instead of one side?—I am not certain as to how the work was distributed.

C-2501. *The Chairman*: How many ring spindles does a spinner mind? It is certainly rather interesting, because hitherto we have only come across time work in the spinning department. Could you give us the details of the muster roll?—Yes, we shall prepare the details and send them on to the Commission.

C-2502. When you introduced the system of reducing the men and giving them higher wages a year ago, was there no objection on the part of the men to the introduction of the system?—No, they were only too glad to come back. The ring department had gone on strike and we locked them out. These were the terms under which we re-opened the department. When they went on strike the opportunity was taken to introduce new terms and readjust the conditions.

C-2503. What was the strike for; higher wages?—You have the report before you.

C-2504. Are the men now working happily under the piece work system, because they have the opportunity of getting higher wages?—Perfectly happily. Ever since we re-opened the department there has been no trouble of any kind.

C-2505. You answered a question of Sir Alexander Murray with regard to a system of arbitration. Am I clear that your Chamber would be in favour of the establishment of a panel of arbitrators from whom may be selected arbitrators for particular industrial disputes?—(Mr. Ryan) No, I gave my personal opinion, not the Chamber's opinion. The Chamber has to be consulted on the point.

(The witnesses withdrew and the Commission adjourned till Monday, the 16th December, 1929.)

**UNITED PROVINCES  
FORTIETH MEETING  
CAWNPORE**

**Monday, 16th December, 1929.**

PRESENT :

The Rt. Hon. J. H. WHITLEY (*Chairman*).

Sir VICTOR SASSOON, Bart. \

Sir IBRAHIM RAHIMTOOLA, Kt.,  
K.C.S.I., C.I.E.

Sir ALEXANDER MURRAY, Kt.,  
C.B.E.

Mr. A. G. CLOW, C.I.E., I.C.S.

Mr. KABIR-UD-DIN, AHMED, M.L.A.

Mr. JOHN CLIFF.

Mr. N. M. JOSHI, M.L.A.

DIWAN CHAMAN LALL, M.L.A.

Miss B. M. LE POER POWER.

Lt.-Col. A. J. H. RUSSELL, C.B.E.,  
I.M.S. (*Medical Assessor*).

Sir THOMAS SMITH, Kt., V. D.	}	( <i>Assistant Commissioners.</i> )
MAULVI MOHAMMAD YAKUB, M.L.A.		
Mrs. K. SRIVASTAVA ( <i>Lady Assessor</i> ).		
Mr. S. LALL, I.C.S.	}	( <i>Joint Secretaries.</i> )
Mr. A. DIBDIN.		

**Mr. J. C. DONALDSON, M.C., I.C.S., Deputy Secretary to Government of the United Provinces, Industries Department ; Mr. W. G. MACKAY, M.B.E., Chief Inspector of Factories, U. P. ; Mr. S. P. SHAH, I.C.S., Director of Industries, U. P. ; Mr. G. M. HARPER, I.C.S., Collector of Gorakhpur.**

C-2506. *The Chairman* : Mr. Mackay, you were good enough to answer a number of questions on Thursday last. We have since then visited a number of factories in Cawnpore, and there may be questions arising out of what we have seen during those visits. For myself there are only two questions I should like to ask you. The first is with regard to a question put to you on Thursday as to the strength of your staff in the event of our recommending an extension of the scope of the Indian Factory Act. You will remember that we put the question of the industries which are at present outside the scope of that Act. There are two classes of those industries—those which are excluded because they do not use any mechanical power, and those which are excluded on account of the number of persons employed. I think you suggested on the last occasion that if your staff was doubled you might be able to cover both those fields?—(*Mr. Mackay*) Yes.

C-2507. Would you like to say anything further to us on that point?—The question of additional staff is merely guess work, as we do not know how many of these small factories exist.

C-2508. Have you any means of making even an estimate of the number of these small factories?—Not readily.

C-2509. It was thought by some of us that your estimate was a very modest one. I myself thought it seemed a modest estimate, but you still adhere to that opinion?—As I say, it is purely guess work. I cannot say definitely how many extra officers would be required, but I think we might make a start with the number I suggested, and increase it later, if necessary.

C-2510. Have you any idea how many factories there are which do not employ power and which are therefore at present excluded?—No.

C-2511. Can you tell us what is the nature of those factories—taking first those which do not employ power but employing a considerable number of persons?—The biggest of those are carpet and bangle factories, which is all manual work.

C-2512. It has been suggested to us in some places that if those factories were to be brought under the Act two things might possibly happen: they might be split up into smaller numbers so as to avoid inspection and control, or in some cases they might be moved over the border into Indian States. Is that a danger in the United Provinces?—Yes, I should imagine it would be a danger.

C-2513. Have you had any instances of a transfer of a factory over the border in order to escape the provisions of the Factory Act?—No.

C-2514. Not in the case of ginning factories, for instance?—No.

C-2515. Have you heard any suggestion from employers that they might transfer their business out of the Province?—No definite suggestion.

C-2516. Another point is with regard to the health of workers in factories. Under the Factory Act, you have many duties to perform apart from fencing machinery and things of that kind which affect health. You deal, for instance, with ventilation, humidification, drinking water, latrines, and general sanitation of places where the people work. Therefore a considerable part of your duties comes really under the head of "Health"?—Yes.

C-2517. Do you find that the reports which you get from *ex officio* inspectors are of much help to you in that direction?—The reports I get from the Medical Officers are of help.

C-2518. You receive reports from them?—Very few.

C-2519. Have you any suggestion to make to the Commission how that side of the work might be improved?—I should like the visits of the Medical Officers of Health to be more frequent and numerous.

C-2520. Is there any co-ordination in organization between your Department and the Health Department?—No, except that they are instructed by Government to inspect these factories from a medical point of view. They have powers allotted to them, and they submit their reports to me when they have made an inspection, on which I take action.

C-2521. You do not hold conferences with them?—No.

C-2522. You have no point of contact except when they are pleased to exercise those duties and send in reports to you?—No, other than occasions when I happen to meet them and have conversation with them, as has happened with the local Medical Officer of Health.

C-2523. Have you ever thought of the possibility of holding periodical conferences with them to see how far they could be of more use to you?—No.

C-2524. Is there any difficulty in that, with regard to the organization of Government Departments generally?—I do not think there is any difficulty at all. It could be done.

C-2525. Do you not think it would be a great improvement if you had, say, twice a year, a conference?—It would probably help considerably.

C-2526. They would be more aware of how they could be of use, and I imagine that from your periodical inspections you could help them also as to where they could best direct their attention?—Yes.

C-2527. *Mr. Joshi*: With reference to production, you state that the average production for the years 1923, 1924 and 1925 was 55,875, which is a reduction of 18 per cent. on that of 1921. The working hours were reduced from 72 to 60 per week, which is a reduction of 16.66 per cent. These figures are quite contrary to the experience gained in other places, where we found that the average production of the weavers has not gone down at all. Is there not something wrong about these figures?—These

figures were supplied to me by the local mills in Cawnpore. I cannot vouch for their accuracy, but I believe them to be accurate.

C-2528. What is your general experience about production in proportion to the reduction of hours?—I have no experience of production. I am not a mill manager.

C-2529. You have not made any enquiries; you have merely taken the figures as supplied to you. And we must take them for what they are worth?—Yes.

C-2530. *Mr. Cliff*: In reply to the Chairman you said you had received reports from certain of the Medical Officers. Arising out of those reports, have you been able to form any conclusion as to whether the health of the worker is being effectively safeguarded?—No I have not.

C-2531. At one factory which I visited the other day, I was told they had organized a rest time which workers took during the day. For instance, they took 20 minutes in the morning for smoking, 20 minutes in the afternoon for smoking, and a further 20 minutes for bathing in the morning. If it is recognized that these intervals are necessary, having regard to climatic conditions, what is your opinion as to making them statutory?—I do not think that is the universal practice in all mills. That applies to one particular mill where they have been very liberal in that respect.

C-2532. It may be that they were making a virtue of necessity. May I put it in this way. When the Commission started, the figure given for actual effective working time out of 10 hours was 7½. As we have gone along it has now reached 8½ in Cawnpore. If the rest time in a 10 hour day is one and a half hours, the point I want to put to you, arising out of the experience of this particular factory, is: Had not that better be organized and regulated?

*The Chairman*: Was the machinery in that particular factory stopped during those 20 minutes intervals?

*Mr. Cliff*: No. They put a clerk on the door.

C-2533. What I want to ask is, firstly, what effective control has the Factory Inspector got to ensure that the meal interval is observed; secondly, why should these periods of intervals be published only in English and not in the vernacular?—It can be ascertained whether the men are getting an interval or not by visiting the factory during the interval and checking the register against the men who are working in the factory at the time of the visit. With regard to your second point, Form C, Notice of Working Hours, shows working time in English but not in the vernacular. There is no objection whatever to that being shown in the vernacular.

C-2534. *The Chairman*: It is not compulsory?—I do not think so.

C-2535. *Diwan Chaman Lall*: Usually, in your experience during the time you have been Inspector of Factories, the grievances of the men which have been made known to the employers have related to their terms of employment, wages, hours and such like things, I suppose?—Mostly so.

C-2536. You say in your memorandum, "simple grievances of workmen are often complicated by political considerations." What do you mean by that?—It has been my impression that some of the workmen are led astray by outsiders with political tendencies.

C-2537. Do you mean to say that the grievances they have made known to their employers are not legitimate grievances?—The ultimate grievances are not legitimate. The original grievances may have been.

C-2538. Do you not know that the usual experience in industrial disputes in India is that although the dispute may arise over a simple matter yet the prolongation of the dispute is caused by numerous other grievances which are added on and which have not been redressed from time to time by the employers?—Yes, I believe that is general.

C-2539. Is that what you are referring to?—Yes.

C-2540. You have no other information as to actual political entanglements?—No.

C-2541. *Mr. Ahmed*: Would you call it a political consideration if a member of the Union went into the mill in order to collect Union subscription?—No.

C-2542. When I visited the Lalimli Mill I noticed that in the process of colouring the cloth, it was necessary for the workers engaged on that process to put their hands into excessively hot water, and they told me they were doing that for 11 hours a day. From the point of view of health, do you think it is desirable that that should be allowed?—They do not actually put their hands in the hot water.

*Mr. Ahmed*: We saw them doing it.

C-2543. *Sir Victor Sassoon*: Would they be working 11 hours a day?—No, that would include the rest interval.

C-2544. *Mr. Ahmed*: They informed me that they were only getting from 8 to 10 annas per day. I take it that with your other duties you have not sufficient time to enquire into details like that. If you had additional help, I suppose such conditions as I have just stated, would be ameliorated by you, either by way of report to Government or by direct action on your part in taking steps to remedy the evil?—If I had more men I could certainly do more work.

C-2545. *Sir Victor Sassoon*: Do you think it is likely that they are actually working 11 hours a day?—I am quite sure they are not.

C-2546. *Mr. Ahmed*: How many hours are they working?—Ten hours.

C-2547. Do you think it is right that human beings should work 10 hours on work which I have described, and under such circumstances—the excessive heat of the water and with a temperature outside of 120°? I have travelled in many countries but I have never seen human suffering like that. Have you seen, in any part of the country, such human suffering as that for 10 pence a day?—No, not as you describe it. I have often been in that mill, but I have never seen the conditions as you have described them.

C-2548. You have stated that there is a danger that factories will move across the border into Indian States in order to escape the provisions of the Factory Act and of International Conventions?—I said there was a possibility of it.

C-2549. *Sir Alexander Murray*: You stated that it was not customary to post up notices in the vernacular. I have seen notices posted up in the vernacular as well as in English. Is not that the custom in Cawnpore?—No.

C-2550. I have been in two or three factories here, and I have seen notices put up in both languages?—You mean the Abstract of the Act and Rules. I was referring to the working hours notice.

C-2551. The Abstract of the Act and Rules has fitted into them the hours?—The statutory limits are put in, but not the hours of starting and stopping of the particular mill.

C-2552. The times of starting and stopping are written in?—We have a separate notice in this Province.

C-2553. There are no notices in the vernacular in any of the mills here, showing when the mills start and stop. Is that so?—In some mills, but not in very many.

C-2554. *The Chairman*: Does it lie within your power to order the form in which the notices shall be displayed?—The form is prescribed by Government.

C-2555. What about the language?—Our rules under the Factory Act do not prescribe that the notice shall be in the vernacular.

C-2556. *Sir Alexander Murray*: What does your rule say?—It prescribes the form—Form C.



C-2557. Is there no reference to the vernacular at all?—Not in the rules.

C-2558. *The Chairman*: The Provincial Government could, by rule, make that provision?—Yes.

May I read Section 36 of the Imperial Act:—"There shall be affixed in some conspicuous place near the main entrance of every factory, in English and in the language of the majority of the operatives in such factory, the prescribed Abstracts of this Act and of the Rules made thereunder, and also a notice containing the Standing Orders of the Factory upon the following matters, namely, the time of beginning and ending of work on each day, the periods of rest fixed under Section 21, the hours of beginning and ending of work for each shift, if any, the hours of employment of all persons employed, and the weekly holiday fixed under Section 22."

C-2559. *Sir Alexander Murray*: Is not that mandatory "There shall be posted in each factory in English and in the vernacular of the majority of the workers" a notice including the hours of work?—It is a matter of interpretation.

C-2560. There is no doubt about it, is there? The notice ought to be put up in the vernacular?—Hitherto we have not enforced the rule for the working hours notice.

C-2561. It is expressly stated that you ought to do so. Read it again?—I agree with you in that sense.

*Sir Alexander Murray*: There are no two senses about it. It is the practice in other Provinces, and it ought to be the practice here.

C-2562. *The Chairman*: There seems to be no doubt about the Section as I read it—"There shall be affixed in English and in the language of the majority of the operatives".—Probably that was the intention, but it has not been enforced.

*The Chairman*: Perhaps you will look into that matter.

C-2563. *Sir Thomas Smith*: In your memorandum you say that the production per loom in 1921 was 308 pounds and in 1923 it was 288 pounds. The difference is very slight?—Yes.

C-2564. That might be very well accounted for owing to a finer cloth being on the loom. The finer the cloth the lesser the weight?—Yes.

C-2565. It might also be due to the looms at one time being employed on a wide cloth, when you can get more production, and at another time being employed on a narrower cloth. It might also be due to the fact that the looms were not particularly busy in 1923 and that there was probably less coming off the looms?—Yes.

C-2566. The outturn in 1921 works out at 12 pounds per day and in 1923 it works out at 11 pounds per day; so that the difference is not very great. In regard to the Chairman's question about how many new factories you anticipate would come in, if the Act were amended, have you any figures in your office which would be help in showing how many would come in? In 1929 when Government were enquiring about the extension of the Workmen's Compensation Act, were any enquiries made as to how many new factories the Act would apply to?—No.

C-2567. Would it take you very long to get the information for the benefit of the Commission?—It would take some time.

C-2568. How would you proceed to obtain it?—We would have to make general enquiries in the Provinces.

*Sir Thomas Smith*: Perhaps, Sir, in the course of the next six months some enquiries might be made as to the number of new factories which would be brought in, and how many additional Inspectors would be required to meet the additional work involved.

*The Chairman*: One would be reluctant to burden an already understaffed Department. Perhaps it might be done by another Department.

C-2569. *Mr. Yakub*: Do you think the extension of the Factory Act would help small factories like brassware factories; and would it help to improve the conditions of the workers in these small factories?—It would help to improve the conditions of the workers.

C-2570. Has your Government ever taken any steps to extend the provisions of this Act to these small factories?—No, not so far.

C-2571. If the Workmen's Compensation Act was extended to these small factories, would it help the workers or encourage the industry?—I have no experience of the Workmen's Compensation Act, so I cannot very well reply to your question.

C-2572. *Miss Power*: How many different grades of officials collaborate with you in the work of factory inspection?—Eight different classes of persons.

C-2573. Of whom none are trained as factory inspectors except one?—Yes; that is so.

C-2574. You suggested the other day that you did not find this method satisfactory?—I did not say that with regard to medical inspection. I said it was insufficient.

C-2575. I take it you would prefer to have your own staff?—Very much so.

C-2576. Are you unique in having so large an assortment of assistants who are supposed to be helping you?—I could not say that definitely. Some of the other Provinces have *ex officio* Inspectors also, but to what extent I cannot say.

C-2577. *Sir Victor Sassoon*: In 1927 there was a strike at Hathras. The reason given for the strike is that there was an increase in the number of working hours?—I cannot support that reason. I do not believe it to be correct.

C-2578. Do you know any details of the matter?—I know that this particular mill has always worked a ten hour day, and I cannot see how they could have increased it without going beyond 60 hours a week.

C-2579. That is the point I am making. Was it an increase from below 10 hours up to ten hours, or an alleged increase from 10 hours to over 10 hours?—It may have been an increase from below 10 hours up to 10 hours, but it was certainly not an increase to above 10 hours.

C-2580. You do not know any of the details?—No.

C-2581. *The Chairman*: Mr. Donaldson, you are Deputy Secretary to the Government of the United Provinces?—Yes.

C-2582. For how long have you held that post?—Two years. Previously I was engaged in district work.

C-2583. I want to ask you one or two questions with regard to the Government memorandum. You make some important statements there under the heading of our query about Intelligence, which appear to show that there is a considerable lack of co-ordination in the Government services as far as they deal with industrial labour, its health and conditions. You say: "Speaking broadly, there is behind them no organised plan for unifying or co-ordinating or correlating the entire work." You say just before that "The preparation of this memorandum has naturally suffered from the lack of a unitary, trained and experienced office familiar with the details of labour problems." You have many other remarks to the same effect. For instance, "The important point to note is that for the collection of labour statistics no particular Department of Government is responsible." Then with regard to such facts as control, you say "Uniformity is very desirable. The staff should be capable of controlling the purposes for which the information is collected, and should be selected for their competence and efficiency in the handling of statistics." Those and many other remarks appear to indicate that your Government would wish to see improved co-ordination. Has your Government got further than the ex-

pression of the wish? Have they considered any scheme of improvement?—(Mr. Donaldson) We have not had in this Province an organized labour bureau, or anything of that kind, as they have in Bombay. We did at one time consider the question of appointing a Labour Commissioner, but the expense of the scheme was more than Government could face at that time. We have realised for some time that our information work is not as complete as we would wish it. We would like to have more information. The present intention is to create a section in the Director of Industries' office to deal with these problems.

C-2584. I take it the chief difficulty is finance?—Yes.

C-2585. Am I right in saying that the Director of Industries is engaged in the promotion of cottage industries and presumably in the increase of other industries in the Province?—Yes.

C-2586. But he has no contact with the Inspector of Factories or the Health Department?—No, he has direct contact with the Inspector of Factories; the Inspector of Factories reports to, and corresponds with, Government through him in the majority of cases; they are very closely connected and their offices are beside one another. The position is stated in the memorandum: "The factory inspection staff works under the control of the Director of Industries."

C-2587. *Sir Alexander Murray*: That is to say the Inspector of Factories submits his report through the Director of Industries; the Inspector of Factories does not take instructions in any way from the Director of Industries as regards inspections of factories; he only submits his report through the Director of Industries for the sake of convenience?—Yes, that is so.

C-2588. *The Chairman*: You have no suggestion to make to the Commission further than the wish that you have expressed in your memorandum?—The setting up of a separate department to deal with these matters would involve greater expense than combining it with the office of the Director of Industries.

C-2589. *Sir Victor Sassoon*: Have you any estimate of what that expense would be?—We had an estimate, I think in 1922, for setting up a Labour Commissioner who was to be entirely independent of the Director of Industries; the estimate for him and his staff was Rs. 50,000 per annum, rising to Rs. 75,000 per annum, and a further Rs. 10,000 for local price investigators.

C-2590. With that staff would you be able to get out statistics as to cost of living and so on?—That was the estimate for starting the office; the staff proposed was: a Labour Commissioner, two investigators, one lady investigator, two clerks, a stenographer and a typist. The duties which it was proposed to assign to this officer were extensive; it was obvious that the expense of that department was going to increase.

C-2591. *Mr. Cliff*: Will you state the duties suggested?—The suggested functions of the Labour Commissioner were: first, labour statistics for which he was to be entirely responsible; secondly, information, not statistical, but on general labour questions, something of the same type of information as is collected by the Labour Office in Bombay. Thirdly, it was thought that his services could be used for conciliation in labour disputes; he was to keep in touch with the labour leaders, trade unions and so on, and with the employers, and use his influence. It was thought if we got the right type of man he might be of considerable influence. Fourthly, propaganda. I think it was intended to make known the effects of existing legislation, to inform people of their rights and that sort of thing under the existing laws; and also to encourage welfare work and that sort of thing. Fifthly, to advise Government on such legislation as he thought was necessary.

C-2592. *Mr. Joshi*: Was he to be independent?—The proposal was for an independent officer.

C-2593. Not under the Director of Industries?—No.

C-2594. *The Chairman*: A new department?—Yes.

C-2595. That did not take effect?—Government decided that they could not face the expense, and I do not know that they were convinced that the expense they would have to incur would be commensurate with the results they would achieve; they had to balance it.

C-2596. In their decision was one of the factors that the United Provinces was so predominantly agricultural?—Undoubtedly.

C-2597. They felt it would not be fair to place on the Province that expense in regard to the proportion of persons employed in industry?—Yes, undoubtedly that was one of their reasons.

C-2598. In your memorandum, dealing with health, you tell us that in these Provinces malaria in particular takes a heavy toll on both the life and the efficiency of the people; you say that the leading diseases, "almost perennially endemic, involve a huge loss of efficiency and output even when they do not prove fatal". Has any estimate ever been made of the lack of efficiency of the worker due to malaria and these other debilitating diseases?—I am afraid I cannot say; I think the Public Health Department could give information on that point.

C-2599. *Sir Ibrahim Rahimtoola*: In your memorandum you explain why in the opinion of the Government of the United Provinces industrial development has not been greater; you say: "Though the vast and in the eastern districts congested population furnishes immense man-power, tradition, social custom and hereditary proclivities hamper industrial progress." What is really meant by that?—There are social and caste prejudices against certain forms of labour.

C-2600. What are they?—We all know there are many persons who would do any form of clerical labour, but who would not be prepared to undertake manual labour in a factory or certain types of work in a factory; for instance, would not work in a tannery.

C-2601. Does this represent a numerous class of the population?—I will not press you for an answer. You go on to say: "In addition to these internal difficulties, there are still wider factors which hamper the growth of industries in the province, e.g., the start gained by other nations and even provinces, powerful vested interests and the lack of control over tariffs and currency." What is meant by that?—I did not write this memorandum.

C-2602. This is the Government memorandum?—The Government have stated at the beginning that this was written by Mr. Shah; I cannot say that Government subscribe to every sentence of it in that way.

C-2603. I should like Mr. Shah to tell us what he meant by this. For instance, lack of control over tariffs and currency by whom?—(Mr. Shah) Lack of control by the Provincial Government.

C-2604. That is to say the Provincial Government have to accept the policy laid down by the Central Government and carry it out?—Exactly.

C-2605. And in your opinion the tariff policy of the Government of India has been instrumental in retarding the industrial growth of Cawnpore?—It is my personal view that it has not been particularly favourable to the industrial growth of the Province.

C-2606. *Sir Alexander Murray*: That the tariff policy of the Government of India has been against the industrial development of this Province?—I will rather put it in this way, that it has not been particularly favourable to the industrial development of the country. I want to make it clear that that is my own personal view and not the view of the Government of the United Provinces.

C-2607. *Sir Ibrahim Rahimtoola*: In dealing with "recruitment" you say: "Owing to the progressive sub-division of holdings the share of land held by the workman or his family may be too small to support them."

Is it your view that owing to the increase of the population the sub-divisions are becoming smaller and smaller?—That is so. It is not necessarily due to an increase of population; it is only a question of sub-division among the members of the family, i.e., of increase of population within the particular land-owning or land-holding family.

C-2608. But in your statement you show that there has been a steady increase of population in the Province?—There has been a steady increase of pressure of population on the land.

C-2609. Population is in fact also larger?—It has not increased very much.

C-2610. But it has increased?—Yes.

C-2611. And that imposes additional pressure on the land?—That is right.

C-2612. You say: "The cottage worker may find himself hard pressed by the competition of organized industry and may either give up his hereditary occupation and confine himself to agriculture or migrate to an industrial centre and take up work in a factory doing work related to his ancestral occupation." Then this state of things has been brought about by the development of manufacture by machinery?—Yes, that too is one of the reasons.

C-2613. And that has affected the cottage industries?—That is so.

C-2614. And the imports of manufactured goods. Dealing with unemployment you confirm that by giving figures; you say: "The numbers of persons engaged in cottage industries including their dependants, as ascertained at the 1901, 1911 and 1921 censuses were 6·24, 5·83 and 5·10 millions respectively." So that during these 20 years the number has steadily increased by over a million workers?—That is so. And in fact the Provincial Superintendent of Census Operations went a little beyond that; he said it was not merely a question of re-classification of people with some subsidiary occupation, it was not a question of their being classified as now belonging to some other occupation; it was an absolute decrease in the number of workers engaged in cottage industries.

C-2615. Brought about by the causes which you have given there?—Yes.

C-2616. *Mr. Clow:* In the introduction to your memorandum with regard to the smaller industries you say: "Normally a small local financier advances money or material and buys and distributes the finished product. The system is suited to the condition and genius of the province." We have a long and detailed memorandum from the Registrar of Co-operative Societies and the impression it leaves on my mind is that one of the essentials for the prosperity of cottage industries is the elimination of this middleman. What do you mean by saying this system is suited to the "genius of the province"?—The report of the Provincial Superintendent of Census Operations contains a statement that the conditions under which the Mirzapur carpet industry is being carried on are in his opinion ideal; those are the conditions to which reference is made here.

C-2617. Do you say that is generally true?—That is my view.

C-2618. Of all cottage industries?—Yes, I do not think the co-operative movement is going to achieve very much; I think the local financier is inevitable; you cannot eliminate him, at any rate for a long time to come.

C-2619. You think it is an ideal system?—Except that he has to charge a lot of interest, or make a big profit.

C-2620. *The Chairman:* Are you not to some extent eliminating the middleman by means of that admirable emporium which we visited yesterday?—I take it the tone of your question conveys its own answer; if an annual turnover of about Rs. 30,000 can eliminate the middleman, we have succeeded in doing so.

C-2621. *Mr. Clow:* I understand the view that it is suited to the conditions of the Province, but there does not seem to be much genius about it. Under the heading of Staff Organization there is a statement

that the contractor system is well suited to the genius and economic conditions of the Province?—I have given the answer in my statement in the memorandum: "The fact that in spite of the steady growth of large-scale organized industry the system still persists and is vigorous shows that it has an inherent vitality rooted in the genius of the people."

C-2622. But you admit, for instance, that sweating is not uncommon?—Yes.

C-2623. Do you not think there is something wrong with a system of that kind?—So far as sweating is concerned I admit it exists; it is not a desirable feature.

C-2624. Under the heading of Staff Organization you say: "Piece work contracts.—These are common in the weaving sections of cotton mills. It is estimated that 65 per cent. of the weaving is done in this way." Does that mean anything more than ordinary piece work payments; is there some system of contract?—(Mr. Mackay) This does not refer to contractors at all.

C-2625. *Sir Victor Sassoon*: It comes under the wrong sub-heading?—It is merely piece work.

C-2626. *Mr. Clow*: Under "Health" you say: "In 1927 model bye-laws for regulating the construction and alteration of factories were approved by Government." Under what powers can these bye-laws be enforced outside the municipal areas?—(Mr. Donaldson) They can also be enforced under the District Boards Act and in the case of factories situated adjacent to any district board road.

C-2627. With regard to sickness insurance you refer to "small-scale experiments in the government factories". Do you contemplate a system of compulsory or voluntary insurance so far as the workman is concerned?—We could experiment with both. We thought Government could make experiments of different types of insurance and find out in actual practice the cost of administration and also how far the difficulties with regard to certification which have been put forward by various people we consulted would operate in actual practice.

C-2628. You heard Mr. Mackay's remarks about *ex officio* inspectors?—Yes.

C-2629. Does that represent the Local Government's view?—No, I do not think so entirely. Naturally the *ex officio* inspectors are not fully trained in factory inspection and with regard to such things as the safeguarding of machinery; on the other hand, they are on the spot; they are about the only people who can, in the case of factories situated outside Cawnpore in the districts make a surprise inspection or pay a visit at night and that sort of thing. They can, if their other duties permit, inspect much more frequently than our present staff could do.

C-2630. *The Chairman*: Would you agree that there might be periodical conferences between them and the Chief Inspector of Factories?—I think they would be useful. When making that statement I was thinking particularly of the inspections by District Magistrates and Deputy Magistrates, not so much of the Medical Officers of Health. It would be more difficult to arrange for conferences in the case of District Magistrates.

C-2631. *Sir Alexander Murray*: In your memorandum you say: "It is possible that the interest of the *ex officio* inspectors could be stimulated, but the officers concerned find the work technical and uncongenial, and do not always have time to spare for such extra duties." Is it uncongenial for the health officers to visit and report on the health conditions of the factories?—I cannot say.

C-2632. What is the objection to a Health Officer visiting a factory and reporting to the Factory Inspector what he finds?—I do not consider there ought to be any objection, but I am not certain that they all take that view.

C-2633. Have you ever as a Government put it before these Health Officers that it is their duty as whole-time officers to do that as much as anything else?—There are orders on the subject and I imagine the Director of Public Health endeavours to stimulate their interest.

C-2634. Have you endeavoured to stimulate the Director of Public Health?—I am not in control of the Director of Public Health.

C-2635. *Mr. Clow*: I notice that prior to the present year, when there seems to have been increased activity in factory prosecutions, the *ex officio* inspectors seem to have been responsible for nearly as many prosecutions as the regular staff, although their inspections were fewer?—Yes, I think in certain years that has been the case.

C-2636. When dealing with industrial diseases, you say: "The incidence of tuberculosis in glass blowing factories was not found to be heavy, and no action was, therefore, recommended." Do you think that attitude is strictly logical?—As far as I recollect, in this particular case the report of the Director of Public Health, who investigated the question, was that the incidence of tuberculosis in these factories was no heavier than in any other form of employment. The suggestion was that in these factories tuberculosis was exceptionally and extremely prevalent, and the Director of Public Health reported that that was not the case.

C-2637. With regard to the practice of giving the weavers spoil cloth instead of fining them, you state that "The Chief Inspector found that this system of fine was more popular than cash fines". But in your conclusions with regard to industrial disputes, you say that this practice "has always acted as an irritant". Can you explain that?—(*Mr. Shah*) As between the two evils one may be preferable to the other, but it is an evil all the same; it acts as an irritant and yet it is more popular than cash fines.

C-2638. In other words, the cash fine has even acted as a greater irritant?—Yes.

C-2639. *Sir Alexander Murray*: What would you suggest instead of a fine?—Government have not made any suggestion, but only a statement of fact.

C-2640. *Mr. Joshi*: You have said that this Province is predominantly an agricultural province; is it your opinion that within a short period this Province is likely to develop industrially?—(*Mr. Donaldson*) We hope industries will develop; we wish them to.

C-2641. Has your Government formulated any policy as to the development of industries, as to whether they should be concentrated in a city like Cawnpore or should be distributed, and has your Government attempted to encourage the setting up of industries in different places?—We have no special policy of that kind; we are anxious to develop industries wherever we can.

C-2642. Am I to take it that you propose to develop your industries by haphazard methods?—No, I do not think so. We have a Department of Industries whose main object is to encourage industrial development and there are various other schemes operating; for example, there is the hydro-electric scheme in the West of the Province which we hope will give rise to industrial development.

C-2643. Have you considered this point, whether industry should be allowed to develop in cities like Cawnpore and create conditions which are not desirable such as exist in Bombay?—(*Mr. Shah*) I would like this answer to be regarded as my own personal opinion. This question has never been considered at all by Government. The Department of Industries has been more concerned, firstly, with imparting technical education, and, secondly, with trying to keep alive the few small-scale or cottage industries that have managed to survive the competition of organized industry. The question of creating new industries has been beyond the power of the Department, it may be the Department's pious wish, but very little more than that.

C-2644. The Factory Inspector is under the Director of Industries?—That is right.

C-2645. It is the business of the Director of Industries to develop industries, it is the business of the Factory Inspector not to check industry but to see that proper treatment is given to workers?—That is why we leave almost complete liberty to him; as regards the technical side of factory inspections, the Director of Industries has practically nothing to do with it; it is left to the inspectorate.

C-2646. With regard to your statement as to the contractor system, have you considered the question of the desirability of introducing a fair wages clause in Government contracts such as exists in Great Britain?—(Mr. Donaldson) The question has not been considered in detail. I think you have first to consider what a fair wage is, what fair wage you are going to prescribe; that is going to involve a very complicated local enquiry for each particular area and class of work.

C-2647. Is this a reply given by you after your Government have considered the matter?—It has not been considered in detail. There was an enquiry about minimum wages, and that was one of the first difficulties we came up against, to decide what should be a minimum wage.

C-2648. I am not talking about a minimum wage; I am talking about fair wages. In your memorandum you give the sizes of rooms. There are rooms of 8 ft. by 6 ft. Has your Government enquired from your health advisor whether a room of these dimensions is fit for human habitation?—(Mr. Mackay) No enquiry was made. These are private houses.

C-2649. Does Government or the Municipality regulate the size of rooms?—(Mr. Donaldson) The Municipality does not, as far as I am aware.

C-2650. There is no regulation as to what should be the minimum size of the living room?—Of any private house, no.

C-2651. With regard to sickness insurance, you state that a committee was appointed by your Government. Will you tell me the personnel of that committee and whether there was any representative of labour on that committee?—(Mr. Shah) The President of the local union was invited to attend, but I think he stated it was not possible for him to attend as he was engaged somewhere else, so that actually he did not attend. He did prepare a note for consideration by the committee and it was considered by the committee.

C-2652. And then, after considering his note, you came to this conclusion?—The majority did.

C-2653. How many employers were there and how many representatives of workers were there?—There was only one workers' representative.

C-2654. How many employers were there?—I am afraid I do not remember the details, but I can let you have a note later on, if it is desired.

*The Chairman:* This is all on record already before us; in the memorandum of the Government of India the names of the committee, their proceedings and report are given.

C-2655. *Mr. Joshi:* That committee made a recommendation that Government should make an experiment; does your Local Government control any factories of their own?—(Mr. Donaldson) Only the Government press; that is the only factory we control.

C-2656. Have you introduced this system of sickness insurance in that factory?—We have not done so yet.

C-2657. Do you propose to do so?—We suggested to the Government of India, who control a greater variety of factories, including some factories in Cawnpore, and who pressed this question of sickness insurance upon us, that they should make this experiment.

C-2658. *The Chairman:* Would any such system be real insurance unless you tied the worker to his particular place of work?—I am afraid I do not understand.



C-2659. Could it be called insurance if it were based on a single industry, with people coming and going in that industry?—That has not been considered?—No.

C-2660. *Mr. Joshi*: You state that reduction in working hours now is not possible without curtailing production. As a piece of history, was there any reduction of hours in India when this fear was not entertained?—(*Mr. Shah*) It is true that every time the question of reduction of hours has been thought of this particular plea has been put forward; but the fact that the plea has not made good so far does not mean that it is not going to make good in the future. After all, in the matter of reduction of hours as correlated to production, you must at a certain point reach a limit where it would not pay the industrialist to reduce the number of hours. It is the view of the Government of the United Provinces that that limit has now been reached. The Government of the United Provinces have not thought out this question in great detail; it is an *a priori* conclusion.

C-2661. I wanted to know if there was any period when the Government of the United Provinces thought hours should be reduced?—No, I do not think the Government have thought of that, because they were not called upon to do so.

C-2662. They were consulted at every stage when factory legislation was contemplated?—No, I do not think they have ever been consulted on this specific question.

C-2663. You say in your memorandum that Government consider it impracticable and inadmissible to establish and maintain minimum wages by legislation. By fixing a minimum wage by legislation do you mean merely legislation fixing say Rs. 10 or 15 as a minimum wage?—(*Mr. Donaldson*) No. We were asked to consider the setting up of machinery to fix minimum wages. The question as addressed to us was fixing minimum wages in industries in which wages were lower than the general level, and in which, owing to lack of organization of the workers, there was difficulty in raising wages by the ordinary method of collective bargaining. The view of the Government with regard to the establishment of machinery for fixing minimum wages in such industries was that, first of all, they would have to collect a great deal more information than they already possessed as to what actually the minimum wage should be in the circumstances of each particular case.

C-2664. The difficulty which you mention did not exist, because it is not suggested that a particular wage should be fixed by legislation. It is suggested that machinery should be established to collect information about all the circumstances of a particular locality, and then to fix wages for certain classes of workers.—We were asked whether we considered the setting up of such machinery would be practical, and Government said they did not think so, they were not in favour of it.

C-2665. I did not understand the reasons?—The reasons were, firstly, difficulty of collecting the information in a particular locality.

C-2666. But supposing a small wages board were appointed, consisting of three persons, to ascertain wages in a particular small town, would it be difficult for that board to get information about that small locality?—They consider that you would have to have such a board officiating in each locality collecting information. Secondly, that when you had the information, wages in the last resort in this Province mostly depend on the earnings of labour in agriculture. It is not practical by any method to fix the rates of wages for agricultural labour.

C-2667. *Miss Power*: While dealing with compulsory education, you say: "Where compulsion is in force in selected portions, the children of factory employees tend to be left out of its scope, as the wards largely inhabited by factory labour are usually backward and therefore considered unsuitable for the application of compulsion." That seems to be the reverse of what I understand is the policy in Bombay, where they introduced

compulsory education in F and G wards because those are the most densely populated wards as regards industrial workers. Why is it the policy here to leave out of the scheme of compulsory education what is declared to be the most backward section of the population?—The introduction of compulsory education is a matter which depends on the Municipalities; they first of all express their opinion as to the areas in which they consider it should be introduced and in which they are prepared to pay for it. This is a statement of what has actually happened; it is not a statement of policy.

C-2668. Do they not get any grants from Government?—They do get grants from Government.

C-2669. So that Government has some sort of say in it; has it not?—We have a say in it to the extent that we can help them to introduce it if they wish to introduce it; we cannot make them introduce it in areas in which they do not wish to.

C-2670. But does Government approve of the suggested system of leaving out these people because they are the most backward?—No, this is a statement of what is the actual state of affairs; it is not a statement that Government approve of it; Government wish to see compulsory education introduced over all the Municipalities as quickly as possible.

C-2671. But they do not suggest that it should be first inaugurated where the population is most backward, in other words, among the industrial workers in the city?—They are most anxious to assist the Municipalities to introduce it everywhere they express a desire to do so.

C-2672. Dealing with trade unions, there is the statement: "The great inducement to the acceptance of registration was and is 'recognition' by the employers. In this important direction the unions feel keen disappointment. It can safely be asserted that the failure on the part of employers to recognize registered unions is seriously affecting the utility of the Act, and tends to cause unionism to grow up along unhealthy lines." Has Government given any lead to employers as to their attitude towards recognition of trade unions?—No.

C-2673. Have they considered it at all?—I do not know that they have definitely considered the matter, but I think their attitude is that this is a question on which they must preserve their neutrality; they must hold the balance between the employers and employees; they cannot come down definitely on either side.

C-2674. But if they feel that the attitude of the employers is tending to make trade unionism grow up "on unhealthy lines", do they still feel they have to remain neutral?—They have not thought it so far their duty to interfere.

C-2675. Again there is the statement: "There is a general complaint that there is little direct and personal touch between the management and the work—people, and it is alleged that things used to be different some years ago. As there are no joint works committees and as even the registered unions have, except in one case, not been recognized by the employers. Opportunities for making representations are somewhat meagre. Every mill at Cawnpore keeps a petition box into which written representations intended for the manager can be dropped. Besides, there is the usual 'regular channel' through which petitions can be submitted. In exceptional cases the petitioner or complainant is permitted to have a personal interview with the manager." That is rather the contrary of what we understood was the position when the representatives of the Chamber of Commerce were giving evidence; they implied that it was perfectly easy for the most humble employee to bring his personal grievances to the management. Upon what is this information in the Government memorandum based?—(Mr. Shah) On the impressions gathered by the staff of the Department of Industries who actually worked out facts and figures for the preparation of this memorandum. As for the view of the

Chamber of Commerce, I should hardly expect it to be any different; after all, they are employers and naturally they would take up that line.

C-2676. You mean they would exaggerate the facilities for interviewing the management?—It would be difficult for them to say there are no such opportunities for employees.

C-2677. *Sir Alexander Murray*: Is it not natural that an employer should wish to know the grievances of his employees, so that he can remedy them?—We say opportunities for personal contact are lacking; the redress of a grievance is a slightly different matter.

C-2678. *Sir Victor Sassoon*: Is it common for Government employees to complain that they lack opportunities for personal contact with administrative officers—That is what our subordinates say about us, I expect.

C-2679. Do you agree with that view?—I agree, that opportunities for personal contact are in the main non-existent.

C-2680. *The Chairman*: Is it not the fact that in Cawnpore the actual employers and managers are more in touch with their workers than in other places in India?—I cannot answer that because I do not know other places in India.

C-2681. *Sir Alexander Murray*: You are not speaking from very practical knowledge?—No, I have made it perfectly clear that this is based on the views held by various members of the staff of the Department of Industries.

C-2682. *Miss Power*: I revert to my question, whilst allowing for a difference of opinion between you and the Chamber. It is alleged that things used to be different some years ago. Does that refer to the period before the strikes?—It is said the officer used to be of a different type 25 years ago.

C-2683. You do not wish to enlarge upon what has brought about this change in the last 20 years?—No, I do not think I should like any conclusions to be drawn as to whether the change is due to the strikes.

C-2684. Under "Administration" you say: "Neither labour in general nor factory labour as such has any special representation in the Legislative Council of the United Provinces." The Chamber has three representatives, has it not?—Yes. The two Chambers between them have three. We do not say that one Chamber has three representatives.

C-2685. Is there any history behind the failure to give a nominated member to labour?—(Mr. Donaldson) This was dealt with by the Government in their memorandum for the Simon Commission when they stated their position about this. Is it necessary to go into this question of the franchise for labour?

C-2686. *Mr. Joshi*: Did not the Muddiman Committee recommend that there should be nominated members for labour in the provincial legislatures?—Yes.

C-2687. Did your Government give effect to it?—This Government did not agree with that recommendation.

C-2688. *Miss Power*: Would you say that the labour vote has in any way influenced the elections in Cawnpore in the last 10 years?—Yes, the present Member of the Legislative Council for Cawnpore is the President of the *Mardur Sabha*.

C-2689. If the labour vote is strong enough to effect that influence, is not labour itself of sufficient importance to have a nominee on the Legislative Council?—If you give special representation to industrial labour, the question arises whether you should not also give it to agricultural labour which represents a much greater proportion of the population. In general I think Government are opposed to creating more special electorates.

C-2690. *Mr. Joshi*: You are not against having a special electorate for the employers?

C-2691. *Diwan Chaman Lall*: And for the landlords? Do the Government propose to have special electorates for rural workers?—No. Their

proposals were put before the Simon Commission; I am afraid I am not aware of what they were.

C-2692. *Miss Power*: With regard to relations between subordinate supervising staff and workmen, you say: "Corruption in various forms is a widespread evil." We have had very little evidence as yet as to the actual form of corruption here in Cawnpore. Is it your experience that workers here, as in many other places, have to pay the jobber in order to obtain their jobs in the first instance?—(Mr. Shah) One of the alleged reasons of a rather important strike was this corruption on the part of mistries. I think the fact that an important strike did take place is a strong enough argument to support the statement.

C-2693. Is there any suggestion also that there is a perpetual system of bribery in order to retain a job?—I do not think Government would like to go so far as that, because the question has not been considered. Government are aware of the fact that corruption does exist in the matter of finding jobs.

C-2694. If Government admits that, in view of the fact that Cawnpore is the greatest industrial city in the Province, would Government be prepared to support a system by which the worker obtained his employment through a labour exchange, which would largely eliminate that difficulty?—If labour exchanges were practical propositions.

C-2695. Why should they not be practical propositions?—Government's conclusion so far is that they are not practical.

C-2696. May we know why?—The reasons have been given in some detail in the memorandum.

C-2697. It is admitted, that the industrial population in Cawnpore is largely stable?—May I refer you to the paragraph of the memorandum headed "Desirability of establishing public employment agencies, and possibility of practical schemes".

C-2698. I am talking about Cawnpore, where the Chamber admits that the vast proportion of its industrial workers are a stable force resident in the city and having broken their connection with agriculture. If you say it is agreed that the bulk of these people have to submit to a form of bribery to obtain their jobs, would Government be prepared to agree that a labour exchange in Cawnpore would go a long way towards getting rid of that abuse?—Provided we could be certain there would be nothing happening like that at the labour exchange itself; our experience in this country in the matter of corruption is unfortunate.

C-2699. If it were a Government employment exchange, would you be prepared to agree that you could eliminate the possibility of that?—Not at all; no Government servant has been able to eliminate the possibility of corruption.

C-2700. Are you suggesting that your Government employee would be as subject to bribes as your jobber; I am asking you whether you insist that that would be so?—It would be almost so; the comparative extent cannot be defined, but I cannot possibly guarantee—I am quite sure nobody would—that when it becomes a Government exchange corruption would automatically be eliminated.

C-2701. It would be very much decreased, surely?—I cannot say.

C-2702. *Mr. Cliff*: Then is there any hope for the Indian worker?—I did not put it in that way; India has managed to get along in spite of the corruption, and unless a solution more satisfactory from all points of view is devised, will have to go on with the present system.

C-2703. *Mrs. Srivastava*: You say in your memorandum that crèches are provided in only about half a dozen mills in Cawnpore. Considering that there are over 6,000 women employed throughout the Province, would it not be advisable to make it compulsory under the Factories Act for factories employing women to provide chèches?—(Mr. Donaldson) The

Factories Act is an all-India Act; we have no control over the Factories Act.

C-2704. But I suppose Government can make it compulsory that mills employing women should have chèches?—We can only recommend to the Government of India that they should amend their Act; we cannot take action ourselves to amend it.

C-2705. *Sir Alexander Murray*: Do you not lay down your local rules?—I do not think we have any power under the Act to make a rule like that.

C-2706. *Mrs. Srivastava*: Does the Government of the United Provinces employ any woman inspector of Factories?—No.

C-2707. Has any proposal for such an appointment been made?—No; there was a suggestion that we should employ a woman inspector but it was decided that we had a greater need of more men inspectors at the moment.

C-2708. But if you had a woman inspector it would be a good thing for the women workers?—In this Province the proportion of women to men employed in factories under the Factories Act is about 8 per cent., and in Cawnpore it is only about 5 per cent. There are no provisions of the Factories Act which cannot be equally enforced by a man inspector. There was a proposal to appoint a part-time lady inspector in Cawnpore, but she would be only of use for Cawnpore.

C-2709. *Miss Power*: Why?—Because of the difficulty of touring.

C-2710. I take it that is not an insuperable difficulty?—The bulk of the women who are employed are in the ginning factories which are situated in very out of the way parts of the country districts, difficult to get at, and where there is no accommodation. It was felt that a man inspector would have very much less difficulty.

C-2711. Bombay has a woman inspector?—Bombay has a very much larger factory population than we have.

C-2712. I am talking of the capacity of a woman factory inspector to get to a factory in the country?—It was a choice of which would be most useful to us.

C-2713. You do not suggest it is impossible for a woman to get to a ginning factory?—I do not suggest it would be impossible.

C-2714. *Mrs. Srivastava*: Last July the Maternity Benefit Act was passed in the Bombay Legislative Council. Under this Act women who have been at least 11 months in the employment of a firm are entitled to 8 annas per day for two weeks before confinement and four weeks after. Would the Government be prepared to support a similar Bill in this province?—The Bombay Act, I think, was a private member's bill which was carried in the Bombay Legislative Council, and it imposes the entire burden on the employer. I do not think this Government has considered the question of similar legislation. They would probably like to see the effect of the Bombay Act before they move further in the matter.

C-2715. *Mr. Yakub*: In your memorandum you speak about the density of population in this Province. Do you not think that the enormous increase in population is the chief cause for poverty and unemployment amongst the people?—It is one of the causes, perhaps the main cause.

C-2716. You also speak of the middle class in the Province being financially weak. Do you mean to say that a very large bulk of the labourers, especially the agriculturists, are heavily indebted?—(Mr. Shah) That is not the idea. You take the middle class in a Province like Bombay; it is entirely a different proposition from the middle class in the United Provinces which usually relies on such little landed property as they have got, contrary to the practice, for example in Bombay, Gujrat, Sindh, or in southern Punjab. That is the type of people we had in view when we put down those remarks. We do not mean to suggest that the agricultural labourer is heavily indebted; in fact the agricultural labour would not form the middle class of society in the Province at all; he would be the lowest class.

C-2717. Is it not a fact that the agricultural labourer is heavily indebted in your Province?—That is a belief that is almost universally held, but the Government of the United Provinces have not gone into the question in detail. (Mr. Donaldson) There is the Provincial Banking Inquiry Committee which is going into the question of indebtedness to some extent.

C-2718. Does your Government not know that thousands of Afghan money-lenders raid the Province like locusts and carry away not only the money of the men who have actually taken loans but also that of their neighbours in the *mohalla*?—(Mr. Shah) We have referred to the Afghan money-lender in the memorandum but not in such picturesque language.

C-2719. Has your Government taken steps to save people from these money-lenders?—No cases of violence on the part of Afghan money-lenders have come to the notice of Government and therefore no action has been taken.

C-2720. But you know that they charge very exorbitant rates of interest?—We have mentioned in our memorandum that sometimes 150 to 300 per cent. is charged.

C-2721. Has your Government ever thought of taking any steps to check the exorbitant rates of interest?—There is the co-operative movement to counteract the activities of the Pathan money-lender. Apart from that, so far as I am aware no action has been taken.

C-2722. Has the co-operative movement been successful in your Province?—Yes, to a certain extent, especially as regards the provisions of credit.

C-2723. *Diwan Chaman Lall*: I think Mr. Yakub is thinking of legislation on the lines of the Punjab?—(Mr. Donaldson) We have not contemplated any legislation of that sort.

C-2724. *Mr. Yakub*: Is it not a fact that the masses generally do not take advantage of the Co-operative Societies?—(Mr. Shah) I am afraid they take too much advantage; after having taken the money they hardly think of returning it.

C-2725. Is the number who take money from your societies increasing every year?—The number has actually increased, and the liabilities of the Societies as well as the liabilities of individual members have both increased but that in my opinion—it may not be the opinion of the co-operative department—does not denote any progress. The number of Societies in the Province is about 6,200 at present, and it had steadily been increasing until the present Registrar took charge.

C-2726. Has your Government made any enquiry about labour unions in the Province, and if so, what is its result?—(Mr. Donaldson) I do not think any enquiry has been made. The Registrar of Trade Unions gets annual returns from registered trade unions.

C-2727. Does Government encourage the formation of such unions?—It neither encourages nor discourages; it registers them when they apply for registration.

C-2728. What is the general effect of the repeal of the Workmen's Breach of Contract Act on the industries in this Province?—(Mr. Shah) We have given our opinion in the memorandum. "No serious handicap to employers has come to this Government's notice."

C-2729. Do you know that this repeal has very seriously affected the brass ware industry at Moradabad?—I have no information; I have never heard of it.

C-2730. Could you say what is the effect of the new Tenancy Act on the industrial labour of the Province?—(Mr. Donaldson) I do not think we have any information on the subject. It is not very long since the Act has come into operation and as such it is difficult to say what effect it had on the supply of industrial labour. (Mr. Shah) Do you refer to the Agra Tenancy Act or to the Oudh Tenancy Act?

C-2731. To the Agra Tenancy Act?—That Act is much too recent, but its effect is more or less likely to be on a par with that of the Oudh Tenancy Act.

C-2732. But does it affect the industry of the Province?—Somewhere in the memorandum I have stated what the effect is likely to be. On account of the favourable tenancy rights conferred by the Act, it will tend to retard, though only to a very small extent, the flow of labour to industrial areas.

C-2733. *Sir Alexander Murray*: In your memorandum you refer to the various factors which hamper the growth of industries in the Province and you refer in particular to the lack of control over tariffs and currency. Do you expect that at any stage of its career a Province will be able to control tariffs and currency?—Yes, if you have a confederation of Provinces, not if you have a federal state. But I am not proposing a confederation. Provincial Governments can be given a voice in their determination.

C-2734. Take America or any other big country; are there tariffs as between State and State in America?—In theory you can have them. The Government's idea was not that one Province should put up tariff walls against another Province. Here the question is about tariffs on imports into India; it is not a question of tariffs between Provinces.

C-2735. Industries have flourished in other Provinces as well as in yours?—Not to the extent they should have.

C-2736. This is a big agricultural Province; something like 45 million people are not dependent on industry in any way?—That is, too big a figure. Cottage industries alone claim nearly 6 million (including dependants).

C-2737. What would you put the figure at?—We have given the number somewhere in the memorandum; about 68 per cent. of the population of the Province depends on agriculture.

C-2738. That is to say two-thirds are purely agricultural. In the interests of the remaining one-third are you prepared to put on tariffs to help the industries at the expense of the agriculturists?—I am afraid the question is getting too wide, and to answer it will mean so many suppositions and hypotheses. For one thing I would question the figures including the one-third. Secondly, I hold that the interests of the industrialist are not different ultimately from the interests of the consumer living in the same country, and so on.

C-2739. You make a statement: "As a rule relations are satisfactory where the managing staff comes in personal contact with the operatives. In very large concerns such close personal contact becomes almost a physical impossibility." Can you overcome that?—I am afraid I cannot make any suggestions except that all the employers should at least know the language of the workers.

C-2740. It, therefore, follows that labour disputes must continue in big concerns?—We have used the word "usually"; that statement is borne out by the statement appended to the Chapter on industrial disputes.

C-2741. You say that strikes generally take place in large concerns?—We say 'usually'.

C-2742. 'Usually' means 'generally,' I take it?—Yes, but not exclusively.

C-2743. Strikes generally take place in large industries?—In large concerns, not industries; there may be a distinction between the two.

C-2744. Strikes usually take place in large concerns?—Yes.

C-2745. And you suggest that that is largely due to the lack of contact between the employer and the worker?—Yes, because there is no opportunity for clearing up the misunderstandings that arise.

C-2746. And that is inevitable in large industries?—Yes, to a certain extent because of the size of the concern.

C-2747. And therefore the strikes are inevitable?—No, I do not want to say that they are inevitable. There is a greater tendency, but it is not the same as inevitability.

C-2748. May I refer Mr. Donaldson to that part of the memorandum wherein the names of members who are responsible for labour in this Province are given. As I read it you have got the Home Member responsible, the Finance Member responsible, the Minister of Education and Industries responsible, the Minister for Local Self-Government responsible, the Minister for Agriculture responsible, the Director of Land Records in his capacity as Superintendent of Immigration responsible, the Director of Industries, the Public Works Department, the District Magistrate, the Registrar of Trades Unions and others. What I want to know is to what extent are these various members and ministers responsible for a common policy of any description in regard to labour; have they met at any stage and actually discussed labour problems as such?—(Mr. Donaldson) The policy is the policy of Government which is taken after consultation between all the members and ministers, but the point is this: the subjects dealt with in this memorandum cover nearly every Department of Government and naturally different people are responsible for different Departments. The main subjects of your enquiry like labour legislation, the Factory Act, and so on, are with the Home Member, but questions of public health, questions of municipal administration and so on, which affect the welfare of labour directly or indirectly are dealt with in other Departments.

C-2749. At any stage have they ever met together to discuss labour problems or administration?—Government meet frequently to discuss questions of policy; I cannot give any further information; I do not know.

C-2750. *The Chairman*: You do not attend the meetings of the Cabinet?—No.

C-2751. *Sir Alexander Murray*: How many Improvement Trusts are there in the Province?—Three.

C-2752. You say: "There is on foot an important scheme on behalf of some of the owners of factories in Cawnpore for providing housing for some 20,000 workmen and their families." Could you tell us something about that scheme?—I believe the scheme has reached the Improvement Trust; it is based on the borrowing of money from Government at a low rate of interest which would be advanced by the Improvement Trust employers to build these houses. That is my information; the scheme has not yet come before Government.

C-2753. Has Government made advances or financed any of the Improvement Trusts?—They have made large loans and grants to all the Improvement Trusts.

C-2754. Is it your policy to continue making grants and loans?—I think so. A committee has recently been sitting on Improvement Trusts and its report has not yet reached Government; after the receipt of the report, there might be a fresh consideration of Government's policy.

C-2755. When you give loans to Improvement Trusts do you follow it up to see what has been done with the money given? For instance, take the Cawnpore Improvement Trust which is in existence for the last ten years; they have had loans from you. What has actually been done to improve the labour conditions in Cawnpore as a result of the operations of the Improvement Trust?—I am afraid I am not fully familiar with the operations of the Improvement Trust in Cawnpore. I understand that they have submitted a written memorandum to the Commission and will also give oral evidence. The committee which has been appointed by the Government will go into the question as to what Improvement Trusts have done.

C-2756. Do you know whether the Improvement Trusts can act fairly independently of the Municipality, or are they largely bound by the policy of the Municipality?—I think they can act more or less independently of the Municipality, but I am afraid I have not got any detailed knowledge.

C-2757. *Mr. Ahmed*: In this Province a sufficient number of workers are available, is it not?—(Mr. Shah) Not necessarily industrial workers.



C-2758. The services of a portion of the industrial workers of this Province are utilised in other Provinces, such as Bengal, Assam and Bombay?—That is so; they are utilised even in the Malay Peninsula, but they may not be industrial workers to start with.

C-2759. There is unemployment in this Province, is it not?—There is unemployment amongst the so-called educated middle-classes.

C-2760. I am referring to unemployment amongst industrial workers?—No.

C-2761. You will agree with me that if you want a number of workers to-day there is no difficulty in getting them?—If you want the number within reasonable limits you can have them; that does not necessarily mean that there is unemployment.

C-2762. And therefore, in the interests of the industrial workers, it has become absolutely necessary for Government to develop the scope of industry?—Yes; it is just the same in other Provinces.

C-2763. If you are in direct touch with the unions you will be able to solve the question of unemployment to a great extent?—In a sense we are in direct touch with the unions; the Registrar of Co-operative Societies is the Registrar of Trade Unions. Do you contemplate any closer contact?

C-2764. I might say that this Province particularly will be much benefited if you are in direct touch with labour unions?—All Directors of Industries have tried and try, to keep in touch with the labour movement and the labour leaders.

C-2765. Is Government agreeable to ameliorate the condition of the workers by way of improving the living wage?—(Mr. Donaldson) Government is naturally favourably disposed to anything that would increase the welfare of the working classes, but they have to consider it in connection with a large number of other factors; Government cannot give any general answer.

C-2766. In order to improve the industrial situation in the country would you like to give educational facilities for the workers and their children?—Yes, to the same extent as to the general population of the Province.

C-2767. In Municipalities and District Boards there are general areas and industrial areas. The Local Bodies do not consider it their duty to encourage education among industrial workers in industrial areas as among the general population of the district. Are you prepared as a Government to assist the industrial workers in the matter of the education of their children?—Government are anxious to give increased educational facilities for the industrial workers as for the remainder of the population.

C-2768. I am not expecting Government to do everything. Could they not request the employers to give facilities for the education of their workers under them?

C-2769. *The Chairman*: The employers also pay their municipal taxes like everybody else?—Yes, they do.

C-2770. *Mr. Cliff*: In your memorandum speaking of the welfare work done by the British India Corporation you say that it sometimes "gives valuable control over the men." Would you explain what that means?—(Mr. Shah) I have heard it said so in a personal conversation with one of the principal officers of the British India Corporation. He said that under their housing scheme they were able to provide their workers with houses such as no other concern did. If the men living in one of their settlements went on strike, according to the terms of the agreement they would be liable to be called upon to vacate their houses. There was a great demand for these houses; naturally the men did not want to lose their privileges by going on strike. (Mr. Donaldson) I think it might be better to use the word "influence" instead of the word "control". It is more or less a personal feeling, not so much a definite compulsion or anything of that kind.

C-2771. Mr. Donaldson, in answering certain questions earlier you used what may be regarded as the general conventional phrase certainly adopted by most Governments, and said that it was the duty of Government to hold the balance even between the employer and the work-people. In the opinion of Government is the balance to-day between the work-people here in Cawnpore and the employers even?—It is the function of Government to hold the balance even; they are doing their best to do it and treat the two parties equally.

C-2772. It is a different thing to say that the balance is even from saying that you hold the balance even. My point is: is the balance even between the two parties?

*The Chairman:* Mr. Cliff's point is that the employers are organized but the workers are not and the ones educated and the others illiterate?—We are doing our best to remove the difference.

C-2773. Having regard to the statement in this memorandum with regard to the recognition of trade unions by employers, is it any part of the function of Government to encourage employers to recognize trade unions?—I do not think Government consider that it is part of their function to encourage employers to recognize trade unions. It all depends on the circumstances.

C-2774. Take another way of holding the balance fairly even between the two parties. According to this memorandum at the moment trade unionism is not in a very effective position and you have said that it is not part of the duty of Government to encourage employers to recognize unions. One of the things that the Commission finds is that men fear to organize themselves into trade unions because of the fear of victimization. Would Government be prepared to consider the adoption of statutory machinery which would remove the fear from the minds of the work-people?—It would depend entirely on the details of the machinery proposed. Has such a machinery been in operation in any other country in the world? Does it exist in Great Britain?

C-2775. I am thinking of the German works councils?—Does that specifically remove the fear of victimization? I think that is to deal with industries in which labour is already very highly organized.

C-2776. They also deal with questions of dismissal and see that justice is done to the work-people. If your Government want to hold the balance even between the two parties, have they ever considered the adoption of statutory machinery to hold the balance even?—I am afraid I cannot say; they have not considered the question at all; they would prefer to wait and see what the exact proposals were.

C-2777. Would your Government be prepared to consider the adoption of compulsory arbitration?—We have the Trade Disputes Act which gives certain powers, but not compulsory arbitration. At any rate it enables the employers and the employees to meet and discuss the matters in dispute. I do not think Government will go beyond that. The difficulty is in enforcing your award in the case of compulsory arbitration.

C-2778. There may be some difficulty in enforcing the findings. Would your Government be prepared to consider favourably the adoption of compulsory arbitration?—I do not think they will do so for the reason I have stated. I cannot say definitely.

C-2779. One or two questions have been asked about representation of labour. I do not propose to go into the political side of that matter at all. In your memorandum you say that "no resolution specifically raising an industrial labour issue has been adopted". Is that due to the fact that labour is not sufficiently represented?—It is rather more due to the fact that labour questions are not provincial, but central. The Factories Act and other Acts dealing with labour are Acts of the Central Legislature and the Provincial Government is not concerned so much with these matters, though there are certain directions in which they can legislate as for instance the Maternity Benefit Act in Bombay.

C-2780. *Mr. Clow* : They can legislate on all labour matters subject to the previous sanction of the Government of India?—Subject to previous sanction, yes. But they consider it better that such legislation should be all-India.

C-2781. *Sir Victor Sassoon* : Even though it means a charge on your revenues?—We prefer that it should not be a charge on our revenues.

C-2782. *Mr. Cliff* : May I take it that the attitude of your Government on legislation dealing with labour questions is that it should not be provincial but should be all-India?—They think that there should be uniformity in the restrictions and regulations imposed by legislation between the different Provinces.

C-2783. Do they propose to obtain that uniformity by all-India legislation? Does that account for the absence of any resolution dealing with industrial labour questions?—I cannot say.

C-2784. Would it be unfair to suggest that because there was no effective labour representation, there was no resolution dealing with labour questions adopted?—I do not think there is no labour representation. As a matter of fact, there is one very prominent member who, though representing a general constituency, is the president of a labour union.

C-2785. *Diwan Chaman Lall* : In your memorandum you have detailed about 46 disputes that took place from 1920 to 1929. Each one of them, I see, was in connection with bonus or increase in wages or some matter connected with their employment, except the two where you say that no information was available. I take it, therefore, they are all industrial disputes?—(Mr. Shah) Yes.

C-2786. At the end of the Introduction to your memorandum you say, "Purely industrial questions often tend to take the form of disputes between castes or communities". Is there any single instance in all these 46 disputes that you have quoted where an industrial dispute has tended to become a dispute between castes or communities?—I cannot give you any instance of a dispute in a factory. None has been included here.

C-2787. What do you mean when you say that purely industrial questions often tend to take the form of disputes between castes or communities?—I can give an instance. There was an industrial dispute between the brocade weavers of Benares and the local financiers. The weavers were almost entirely Muslims and the financiers were Khattris. What was purely an industrial dispute in the beginning finally tended to become a dispute between the two castes. The District Magistrate of Benares gave that to me as an illustration and the statement here has been made on the information supplied by him.

C-2788. Was that only one instance of a dispute of this character?—That was the only one brought to my notice.

C-2789. Would you be prepared to correct your statement that purely industrial questions often tend to take the form of disputes between castes or communities, because you have been able to cite only one instance of that kind?—If I were sure that that was the only one I would, but as I am not so I would not alter the statement.

C-2790. Have you any other instance?—No.

C-2791. Would you be prepared to agree with me that on the facts submitted by you, this statement of yours cannot stand?—I would agree with you that my statement would not stand if I believe that there was not likely to be any other case of this character.

C-2792. But you are not able to give specific instances to substantiate a wide statement of that character?—I have no reason to believe that they do not exist.

C-2793. So, it is rather your feeling that such instances exist?—It is my belief that possibly there are other instances like that.

C-2794. But you have not given them here as you have no definite information?—Yes, that is so.

C-2795. In the Introduction to your memorandum you also say:

"The labourer's outlook is extremely narrow and produces in him an attitude to look upon his lot as one ordained by the fates and therefore not capable of much improvement by his personal exertion. Such a cramped outlook on life and fatalism help to perpetuate in the industrial centres the conditions which obtain in the rural areas and seriously handicap the reforming efforts of Government, the employers and private organizations." Could you give me instances of reforming efforts of your Government in regard to the amelioration of the lot of the working classes in this Province?—(Mr. Donaldson) We try to improve the sanitary conditions in factories. The labourers are provided with latrine accommodation, but they do not always use them.

C-2796. We have had evidence on that point and we have been told that they do use them?—That is one example.

C-2797. We have been told by the Medical Officer of Health that where accommodation was made available, the workers were quite willing to use them?—(Mr. Mackay) That is only what he said. I entirely disagree with him. Particularly in regard to the cotton ginning factories, that is not correct.

C-2798. Is there any other reforming effort made by the United Provinces Government in regard to the amelioration of the condition of the working classes?—(Mr. Donaldson) Efforts have been made in the direction of improved sanitation and provision of dispensaries.

C-2799. You are aware, Mr. Donaldson, of the terrible housing conditions in Cawnpore?—Yes.

C-2800. What is the attempt made by your Government to set it right?—The creation of the Improvement Trust was intended to solve that problem.

C-2801. How long has the Improvement Trust been in existence?—10 years.

C-2802. And yet the conditions are still the same?—It is possible that the conditions are not entirely what they were. The blame, if any, is not entirely to be laid at the door of Government or the Improvement Trust; the Municipality also is responsible to some extent.

C-2803. Is that one of the cases which you ascribe to the fatalism of the workers?—I think so.

C-2804. Take the question of minimum wages. Have you provided by legislation for minimum wages in any particular industry?—We have not considered that.

C-2805. Notwithstanding the fact that you state in your memorandum that there is a great deal of sweating in certain industries?—No, I do not think we have said so. (Mr. Shah) That was only with regard to the work given on contract and when the workers take it home to do it.

C-2806. You say that the practice is to give out the work on contract. You admit that there is sweating. Still you have not brought in any legislation for minimum wages?—No.

C-2807. Do you ascribe that to the fatalism of the workers?—Have we stated anywhere that it was due to the fatalism of the workers?—We have not.

C-2808. You say that your efforts to ameliorate the condition of the workers are handicapped by the fatalism of the workers. I ask you whether there was any effort made in connection with the fixing of minimum wages in industries where labour was sweated and whether it was handicapped by the fatalism of the workers?—But there have been so many other efforts of the local Government which have been so handicapped.

C-2809. Take old age pensions. Have you considered that question?—No.

C-2810. Do you ascribe that to the fatalism of the workers?—No. It is a question of finance.

C-2811. With regard to sickness insurance what was the original contribution made by your committee for the solution of the problem of sickness insurance?—The Committee said that sickness insurance was not feasible; that instead of sickness insurance, a provident fund scheme such as obtains on the Railways might be instituted and that it would meet all the financial needs of the workers.

C-2812. You yourself suggested that scheme and that was accepted by the Committee?—Yes, that is right.

C-2813. The memorandum of the Government of India refers to a resolution passed by your Committee. In that memorandum you find: "The Committee did not accept his contention and adopted the following resolution:—

'Some State assistance not only administrative but also financial is essential. Having regard to the system in force in Japan the Committee consider, that this is just about the system, which would suit the circumstances of the country.' "

Here is a definite resolution adopted by your Committee that the Japanese system would suit the circumstances of this country?—Yes, that is so.

C-2814. Just above that there is another resolution which is in absolute contradiction to this. It says that in the existing conditions of this country the adoption of such a system would place an intolerably heavy burden on the industry and that the Committee did not consider this an appropriate time even for experimenting with such schemes. Is that the original contribution made by your Committee to adopt two contradictory resolutions on the subject?—I do not see any contradiction in the two resolutions. The one says that a particular scheme should be inaugurated as it is the sort of system which would suit country, and the other says that the scheme as suggested in the Government of India's letter would place an intolerably heavy burden on industry and that some State assistance would be essential. The second resolution dealing with State assistance does not contemplate the giving away of a huge fortune. If a particular scheme costs industry Rs. 2,00,000, and another contemplates State assistance to the extent of, say, Rs. 2,000 you can say the former imposes a burden and you can still say the latter would suit the country better. Certainly the two things are not contradictory.

C-2815. When did you pass these resolutions?—I think about the end of January or the beginning of February 1929.

C-2816. Has your Government taken any steps to undertake legislation on the lines recommended by your Committee?—(Mr. Donaldson) We were asked to give our opinion to the Government of India and we gave it.

C-2817. Your opinion as given in your memorandum is that you do not consider such a scheme feasible?—We do not consider it feasible.

C-2818. Did you ever institute an enquiry into the existence or non-existence of industrial unemployment?—We made some unofficial enquiries; we did that.

C-2819. What sort of enquiry was that?—I think we addressed the various Chambers in Cawnpore and Government officers. As far as I can remember we also collected statistics.

C-2820. What has been the result of such enquiries? Did you find that industrial unemployment existed or not on a large scale?—The information we got was that it did not.

C-2821. In your memorandum you refer to the strike that took place in the Lucknow Paper Mills and in that connection say that the management of the mills "found no great difficulty in securing substitutes—facts which proved that plenty of casual and out-of-employment labour was immediately available". Does that not show that there is considerable industrial un-

employment?—(Mr. Shah) That was only with regard to the Paper Mills, not with regard to the industries generally.

C-2822. And you have not made any specific enquiries yourself with regard to that?—No, our conclusion was based only on my office records.

C-2823. And you have made this definite assertion only with reference to the Lucknow Paper Mills and not with regard to industries generally?—I am referring to those mills and not to industries generally.

C-2824. Have you not facts to prove that plenty of casual and out-of-employment labour which could be employed in other industries, is available?—No.

C-2825. Have you considered the question of unemployment insurance?—I do not think the United Provinces Government has done that.

C-2826. *Col. Russell*: In your memorandum, dealing with "Health," you refer to the Municipality of Lucknow having reserved separate areas for industrial labour settlements. Is there no such thing in Cawnpore?—(Mr. Donaldson) No, there is none in Cawnpore, not so far as I know.

C-2827. What is the difference between the conditions in Lucknow and Cawnpore in that respect?—Cawnpore was an industrial city already. Lucknow has not been any very large industrial city up to the present moment. You could regulate the sites of new factories, but you cannot regulate them where they already exist to a large extent. You cannot transfer them.

C-2828. Has the question of "zoning" for the development of industrial cities in the United Provinces been considered by Government?—I cannot say. I think the Improvement Trust deals with the matter.

C-2829. And Government have not considered the question?—I do not know.

C-2830. Have you "zoning" law in this Province by which you give the employers reasonable opportunities of providing their employees with lands for housing?—I am not acquainted with the operations of such law at all.

C-2831. Certain zones are reserved for industrial purposes where you have suitable land available for the housing of industrial labourers. Have Government considered this question?—Not, as far as I know.

C-2832. The Director of Public Health has recommended the adoption of such a scheme?—It has not come to my knowledge. I cannot say.

C-2833. Suppose you adopted a scheme such as this. Would Government be prepared to give the employers facilities for the acquisition of land for housing their labourers?—Do you mean the grant of Government land or compulsory acquisition of private land?

C-2834. Any land suitable for housing the labourers. I refer to the Land Acquisition Act?—That is an Act of the Central Government. Government have been advised that the employers could not, under the Land Acquisition Act, acquire lands compulsory for housing their employees; but a Municipality or an Improvement Trust could do that.

C-2835. In your memorandum you refer to further extension of medical facilities to rural areas by giving subsidies to medical practitioners who settle down to practise in such areas. In connection with a possible sickness insurance scheme and a maternity benefit scheme, it has been stated that it would be difficult to develop the schemes and follow up the cases in rural areas. Supposing you had a State Medical Service, would you be able to use the services of those subsidized practitioners for the development of these two schemes?—Do you mean a State Medical Service or private practitioners subsidized by Government or the Industries concerned?

C-2836. I mean a complete State service. Would you not be able to use the services of those subsidized practitioners in rural areas for the benefit of the workers who leave the industrial area and return to their villages?—Yes, that could be done.

C-2837. How many subsidized medical practitioners have you at present?—I cannot say. I think the scheme is not a success at the present moment, the reason being that medical men find it more attractive to practise in towns.

C-2838. What is the amount of subsidy that you give them?—I cannot say; I think it is about Rs. 600 a year.

*The Chairman* : At my request Mr. Clow will put the leading questions on the matter of recruitment of labour for Assam.

C-2839. *Mr. Clow* : I understand, Mr. Donaldson, that about half this Province is entirely closed to recruitment for Assam?—That is correct. The Divisions which are open are—Gorakhpur, Fyzabad, Jhansi, Benares, and part of the Allahabad Division.

C-2840. Roughly, the eastern half of the Province is open to controlled recruitment, and the western half is closed?—Yes.

C-2841. You mention that, as a result of the Report of the Royal Commission on Agriculture, you examined the question of the control of recruitment afresh?—We examined the question of the closing of this area afresh.

C-2842. That was considered?—Yes.

C-2843. You state that the local Government were not convinced that the time was ripe for a removal of all the restrictions on recruitment of labour, but you do not say what conclusion the local Government came to on the question of opening these five Divisions for recruitment?—The conclusion come to was this: they said there was no popular demand for it in the Province. They consulted opinions in both areas and came to the conclusion that the opening of the remainder of the Province would not find favour with the Provincial Legislative Council. They were, therefore, not prepared to undertake it.

C-2844. You state "The demand for a relaxation of the present restrictions comes from Assam, and from those who think that as few restrictions as possible should be placed on any movement of surplus labour from the congested parts of the Province". Are the local Government among those who take that view?—There are two questions. There is first of all the question of the opening of the area which is at present closed to recruitment. Secondly, there is the question of an alteration or abolition of the present restrictions. Government, after consulting opinions, said that they were not convinced that the time had come for the abolition of all restrictions on the method of recruitment. They also said, separately, with regard to the area, that there was no popular demand for that and that the Legislative Council is not in favour of it. Therefore they were not prepared to move in the matter.

C-2845. I take it that the classes which are articulate would not be likely to benefit in any way from the opening of any particular area; in fact their interests lie, on the whole, in the other direction?—That is possibly so. On the other hand, there does not seem to be any great desire among the population in the Province to go to Assam.

C-2846. Therefore as far as one can see, the opening of that area would not result in any large emigration to Assam?—Probably not. On the other hand, it is not in accordance with the wishes of the Provincial Legislative Council.

C-2847. Generally speaking, the western part of the Province is less congested than the eastern part?—Yes.

C-2848. *The Chairman* : Is it the case that employers of labour naturally do not much like to see a new avenue of employment open to people because it might result, for what it was worth, in an increased demand as against the supply, and therefore an increase in the standard of wages?—I do not know that this opinion is entirely confined to employers of labour. It seems to be the general opinion among the articulate classes. They are not in favour of any form of permanent emigration from the Province, either to outside India or to Assam.

C-2849. *Sir Alexander Murray*: If they agreed to it for the one half of the Province why did they not agree to it for the other half?—In 1901 when this Act came into effect, they apparently discussed the question whether or not they would prohibit recruitment altogether in the Province. There had been various objections to the old form of recruitment, and they decided that they would continue to allow it in respect of the four most eastern divisions from which in the past most of the labour had gone to Assam and which were decidedly over-populated. That was 28 years ago. On every occasion on which it has been considered since then the opinion has been against the opening of the other Divisions. As late as 1925 a resolution was to be moved in the local Council (it did not come up for discussion) that recruitment for Assam in this Province should be entirely closed.

C-2850. Who moved that resolution?—Rai Bahadur Lala Sita Ram. That appears to represent the opinion of the more educated and articulate classes in the Province. There has been no popular demand that we should throw open this division. The Royal Commission on Agriculture recommended it on logical grounds, and certain District Officers and others thought that it should be opened on the ground that such a restriction was illogical.

C-2851. *Mr. Clow*: Mr. Harper, you have been in Gorakhpur for about four years, I think?—Yes.

C-2852. You have had previous experience of that part of the Province?—Yes.

C-2853. Will you tell us briefly what is the actual control exercised by the district authorities over recruitment for Assam?—The control exercised is very slight. There is a local agent in Gorakhpur, who is paid by the Tea District Association. The *sardars* who are appointed by the tea estates report to him and go straight out into the district to get whatever recruits they can; they bring them back to the local agent who, if they are not single women, sends them off at once to the Superintendent of Emigration, who is at Allahabad. If they are single women they are kept for three days in the Depot at Gorakhpur and then sent off. That is the last which the District Magistrate hears of them. As a matter of fact he does not hear of them at all, unless any complaint is made at the time.

C-2854. He has the power to have any emigrant produced before him, but he very rarely exercises that power. Is that so?—He never exercises it unless any complaint is made.

C-2855. Is any counter-signature of the licenses required?—No.

C-2856. So that in actual practice the control consists of looking into abuses, as a rule, after they have occurred?—Yes.

C-2857. On occasions it may happen that the District Magistrate finds himself in a position to do very little?—Exactly.

C-2858. The coolies have gone and there is nobody left to complain?—Yes.

C-2859. *Sir Alexander Murray*: Whose fault is that?—I do not see that a fault arises. There is no rule requiring the production of the labourers before the District Magistrate, or requiring the District Magistrate to inspect the labourers before despatch. I understand that there used to be such a rule but there has been a relaxation of it in the last few years, and now the agent sends off the coolies direct to the Superintendent.

C-2860. As I remember it, the Act empowers the District Magistrate to see the recruits, but the local Government, of its own volition, has made rules under which it is not necessary for the Magistrate to do that?—Yes.

C-2861. But the District Magistrate first of all licenses the local agent. Nothing can be done without the previous licensing by the District Magistrate of the local agent, and the District Magistrate, if he chooses, can have the person who is recruited brought up before him. If that is not done, and if there is any grievance of that kind in the mouth of anybody it is due to Government not choosing to exercise a right which they have?—Yes. The agent is empowered to send off at once, the same day, the coolies to Allahabad.



C-2862. But the District Magistrate who grants the license to the agent can, if Government so desires, arrange for the men to be brought before him?—I understand so.

C-2863. *Mr. Clow*: The real effective control is this: if it is found that the local agent is not working satisfactorily you would be in a position to withdraw his license?—Yes.

C-2864. The actual emigration to Assam from the area of which you are in charge is only a small proportion of the total emigration, is it not?—Yes.

C-2865. You have given figures of the amount of money which is sent to one tahsil by persons working outside?—What I have stated in my written evidence conveys a somewhat wrong impression. It is a distinct understatement. It is quite correct from the revenue point of view that the whole of the land revenue of the tahsil is utilised in payment of money orders, but as a matter of fact in that one tahsil money remittances amount to no less than 16 lakhs, and towards these 16 lakhs the contribution from the land revenue is only one-third. The balance of 10 lakhs has to be sent out from headquarters. So that in one tahsil there are remittances from outside, in a purely agricultural area, of 16 lakhs. In another tahsil in the south it is 11½ lakhs. Then it varies down to the northern tahsils where it is 2½ lakhs.

C-2866. *The Chairman*: That is money coming into the villages from the emigrants?—Primarily.

C-2867. *Mr. Clow*: The 16 lakhs do not include payment of land revenue?—The payment of land revenue by money order is a very small proportion.

C-2868. But it is included in your 16 lakhs?—Yes.

C-2869. About one-half or one-third of the total land revenue is probably paid in that way?—Certainly not more than one-third.

C-2870. In that single tahsil there are 14 lakhs coming from persons outside by way of contributions to their families?—Yes.

C-2871. *The Chairman*: Can you say how much of that comes from Assam?—No.

C-2872. *Mr. Clow*: It would naturally be a very small fraction from Assam because people go there with their families?—From this particular tahsil very few go to Assam. There are no figures to show what comes from Assam.

C-2873. You presented to the Chairman a supplementary memorandum containing one or two items of interest. You observe: "The conditions prevailing in Assam, whether climatic or whether on account of the rate of wages paid, are such that the employment does not hold out the same inducement which is held out by employment in other places." You are not in a position to say whether it is the fear of the climate or whether it is on account of an insufficiency of wages?—From the enquiries I have been making the labour seems to be attracted almost entirely by the amount of wages which are paid. I was told that generally the further they go the higher the wages. In Siam they are paid the highest of all. In Burma they are paid very high wages, and in Calcutta not so high.

C-2874. They emigrate freely to Calcutta, Rangoon and even to Siam without assistance?—Yes.

C-2875. While the Assam employer gets labour with difficulty, although sending paid recruiters?—Yes.

C-2876. Do you think the dislike of going to Assam is in any way associated with the fact that a comparatively small proportion come back? Is it a fact that a small proportion do come back?—I cannot say.

C-2877. *The Chairman*: Have you any register of those who return?—No. We have a register of those who go.

C-2878. In the hands of the agent?—Yes.

C-2879. You yourself do not keep a complete register?—No, I have no register at all.

C-2880. *Mr. Clow*: You have the right to inspect the register that is kept?—Yes.

C-2881. *Sir Alexander Murray*: In the Government memorandum it is said that the labourers already engaged in the tea gardens come back and hold themselves up as examples to the people of the local area in which they have relations or friends. What do you mean by that. Do you mean that they come back and say how well they have been treated in Assam and try to persuade their relations and friends to go to Assam?—(Mr. Donaldson) That is the *Sardar* system of recruiting. They send down coolies from the tea gardens in Assam and these coolies take back with them their friends or relatives or whoever they can persuade.

C-2882. It is really the *sardars* to whom you are referring when you say the labourers come back?—Yes. The *sardars* are labourers.

C-2883. *Mr. Clow*: Provided the local Government has adequate control, would they be prepared to consider allowing recruitment by other persons than *sardars*?—Yes. (Mr. Harper) In that connection even though the recruitment other than by *sardars* for tea estates in Assam is prohibited, it is by no means the case that such recruitment does not go on. I have here a letter, dated the 9th November from the agent in Gorakhpur in which he says: "Certain contractors have sent about 300 coolies to Assam last evening."

C-2884. Was that for the tea gardens?—No.

C-2885. *The Chairman*: Is that legal?—It was quite illegal. About a fortnight ago I had another report in which the local agent wrote saying "some 40 coolies were leaving that night". The report of the 9th of November dealing with the 300 coolies was sent to Police for enquiry. Their report came in on the 6th of December saying that it was the case that 300 coolies had been taken away; that the men who had recruited them had also gone and adding that they would return in June or July of 1930.

C-2886. *Mr. Clow*: When you will be waiting for them?—Yes.

C-2887. *The Chairman*: Would it not be much better that any such recruiter should be a local resident with some responsibilities in your own area?—Much better.

C-2888. You also state in your supplementary memorandum "It is a noticeable fact that during the last four years while no applications of any kind have been presented as regards labourers who have gone to other parts in search of employment, a considerable number of applications have been presented at various times regarding people who have gone to Assam and whom the relatives want to have returned." Can you account for that?—The only reason is that they know they have been recruited by a certain agency which is connected with Government, and hence they have a source to whom to apply.

C-2889. There is a popular conception that Government takes part in recruiting for Assam, is there not?—I presume that is the basis of it and it is quite correct. When they come to me I can trace the relatives, whereas as regards the other people, I can no more trace them than any one else can.

C-2890. You do not suggest it is because there are more malpractices in connection with recruitment for Assam than there are in connection with recruitment for Calcutta?—Not at all.

C-2891. Do you consider there would be any advantage likely to accrue from opening employment agencies for industrial employment in your district?—I see no reason for it when there is such an enormous emigration of unemployed labour, men acting on their own because relatives have brought back news. We have a large emigration going to Calcutta, Rangoon and elsewhere.

C-2892. *Sir Victor Sassoon*: You have no information?—None at all.

C-2893. So that your public employment agency in this province would have to have some similar agency in other provinces for purposes of information?—Yes.

C-2894. *Mr. Clow*: You have in fact in your district and in the areas adjoining it a very much larger population than is sufficient efficiently to cultivate the land?—Yes.

C-2895. The population problem is really one of the most serious problems in that part of India?—Yes.

C-2896. *Mr. Joshi*: The Bill drafted by Government with regard to Assam recruitment provides for repatriation when the District Magistrate is satisfied there is fraud. Do you not think it would be desirable to give the District Magistrate a wider discretion with regard to repatriation at the expense of the employer; should he not have that discretion, for instance, when a man falls sick before he can save sufficient money to come back?—Yes, I think it would be a good idea. In some cases in which I have made enquiries on the basis of these applications, the reply has ultimately come from the employer in Assam saying the labourer will be returned provided the employee has remitted to him a very considerable sum which he quotes, by way of refund of expenses, and of course, in the ordinary way the sum mentioned is quite out of the power of the relatives to provide.

C-2897. Where a man has no money it is desirable that he should be repatriated in certain circumstances at the expense of the employer?—I should think so, yes.

C-2898. Are you aware that the planters in Assam have an agreement amongst themselves that no labourer recruited by one planter should be engaged by another planter?—No, I know nothing about the conditions there.

C-2899. If there is such an agreement, does it not restrict the freedom of the coolie taken there and make him helpless?—I am afraid I know nothing about the conditions in Assam. On general principles it sounds right.

C-2900. You know the distance between your district and Assam; if a coolie goes to Assam and finds that his employer is not a good employer and the other employers cannot employ him by reason of this agreement, his liberty to leave that employment is restricted?—If the employer has been put to expense in getting that particular coolie to his estate, it is only right that he should retain his services.

C-2901. That may be so from the point of view of the employer, but we are considering the question from the point of view of the coolie and his freedom. Does it not amount to a kind of slavery?—No.

C-2902. "Slavery" may be too strong a term, but when a man is in Assam and finds that no other employer will employ him, he is bound to one employer?—I think that applies to everybody who comes out on any contract; it applies to me: when I come out here I cannot be employed elsewhere.

C-2903. But you can take care of yourself; we are considering the case of a coolie who cannot take care of himself. Is not such a restriction against public policy and therefore should be made illegal?

C-2904. *The Chairman*: I understand you have no opinion on that point?—I do not think I am qualified to express an opinion.

C-2905. *Sir Alexander Murray*: Have you received many complaints about the system under which recruiting is done for the tea gardens in your particular district?—Practically none; in my supplementary note I have given some figures of actual prosecutions.

C-2906. There seem to be very few?—Extremely few, and very petty at that.

C-2907. Have you had reported to you many cases such as you have told us about, as to unlicensed recruiters coming into the Province and taking away hundreds of labourers to Assam?—Every year usually one or two such reports come in; they are complaints from the local agent.

C-2908. What do you do?—Here is a case in point; I sent it to the Police for enquiry; they say it is perfectly true, that the recruiters have gone off to Assam and no further action can be taken; in other words, the people cannot be traced.

C-2909. *Sir Victor Sassoon*: That is to say, the illegal recruiter has gone to Assam with the men he has recruited?—Yes.

C-2910. *Sir Alexander Murray*: You can trace those who go to the tea gardens through a properly licensed recruiter and find out what happens to them?—Yes.

C-2911. But in other cases have you no means of finding out where they have gone?—We could through the Police in Assam if we wished to do so.

C-2912. But you do not feel it your duty to trace it any further?—We have not done so. In this particular case it so happens that they mention a district in Assam to which they have been sent, but, of course, a district is a big place and no further address is given.

C-2913. So that you do not know whether they have gone to oil or coal or what?—Not at all; the usual thing is that they go for forest contracts.

C-2914. Probably a Government Department?—A contractor has probably taken a contract from Government.

C-2915. The existing method to which you are accustomed is the tea garden method through *sardars*?—So far as Assam is concerned, yes.

C-2916. As between that and the suggestion that there should be free recruiting what are your views?—I think the restrictions should be removed; I see no justification for them at all.

C-2917. Does not the fact that 300 are taken away and you do not know where they are constitute a justification?—I say the reverse; that is the reason why the restrictions with regard to the tea estates should be removed.

C-2918. *Mr. Clow*: It is not suggested that that 300 were unwilling to go?—No.

C-2919. *Sir Alexander Murray*: Your idea is that there should be no restriction whatever placed on recruitment from your Province?—I say I see no reason why the tea gardens should be selected.

C-2920. If there is freedom of recruitment elsewhere, there ought to be freedom of recruitment for the tea gardens?—Yes, so far as the local recruitment area is concerned.

C-2921. That is not the policy of your Government?—That is my opinion, not the opinion of the Government.

C-2922. *Mr. Donaldson*, speaking for Government, is that your policy?—(Mr. Donaldson) That is not the policy of Government; the Government have said they do not think the time is ripe for removal of the restrictions.

C-2923. As representing the Government, what do you prefer: to continue the tea garden system through a *sardar* who has been licensed at the other end and is subject to control through an agent at this end, or would you have general recruiting through any system of recruiting irrespective of the tea garden system?—Government have said they are perfectly satisfied with the present *sardari* method.

C-2924. But I gather that Government were prepared to go in for any system of recruiting in addition?—They were asked whether they were prepared to go into that, and they said that with certain safeguards and restrictions they were prepared to go in for it.

C-2925. *Sir Victor Sassoon* wants me to ask you whether you would like to restrict recruiting for everyone and everywhere?—No, there is no suggestion of that; it is simply with regard to the existing restrictions on recruitment for Assam which were imposed about 20 years ago for sufficient reasons when this Act came into force.

C-2926. *Mr. Harper* seems to think the time for that has passed, but you still in the interests of the individual think it ought to be continued?—Government still think some restriction should be maintained.

C-2927. *Sir Victor Sassoon*: You say in your memorandum that labour is comparatively immobile. From what we have just been hearing, it seems to be extremely mobile in this Province?—(Mr. Shah) That is a survey of the Province from the point of view of the actual industrial development of the Province and of the possibilities of its further industrial development;

the comparison is not necessarily with the other provinces of India but with other countries as well; United Provinces labour is *comparatively* immobile.

C-2928. Are you suggesting that labour is immobile when it is a matter of leaving the Province to go elsewhere, but immobile within the Province?—I have served in Bundelkhand from which it is very unusual to come across a man serving in another part of India; in that division labour is particularly immobile. From the western districts too the emigration of labour is comparatively speaking rare. What you refer to as the mobility of United Provinces labour has reference more or less to labour from the Eastern districts of the United Provinces.

C-2929. Then your statement is concerned with labour in the Western districts of the Province?—It is a general statement about the Province as a whole, though there are some local exceptions.

C-2930. *Mr. Ahmed*: I understand no particulars are kept as to workers emigrating from here elsewhere than to the Assam tea gardens?—(Mr. Harper) Anybody is entitled to go where he wants to as long as he does not require a passport. These workers go voluntarily.

C-2931. *Sir Victor Sassoon*: I take it the family remains behind?—As a rule, yes.

C-2932. *Mr. Ahmed*: How do you know that?—I have enquired in the vilages; in some vilages all the adult men go, leaving only one man behind in each family.

C-2933. Do not the women go with them?—No, the women usually remain at home.

C-2934. Do these emigrants come back?—Yes.

C-2935. But you have no particulars or papers to enable you to know whether they come back?—I have met many of them who have said they have come back from Burma and various other places.

C-2936. If a coolie commits an offence, are particulars kept by the Police?—If they commit an offence in my district their thumb impressions are taken.

C-2937. Do you not get any particulars as to where they are going and their addresses in Assam or other places?—If they are registered bad characters we can trace them, but if they are not registered bad characters they are free to go where they want.

C-2938. But for their welfare and protection are there no restrictions as regards the man who takes them, provisions for their repatriation?—It does not seem to be necessary except as regards the tea gardens.

C-2939. Do you remember the trouble in 1921 when many people were stranded.

C-2940. Is it not necessary to reserve the right of repatriation by the employers who should pay the expense if the workers find it necessary for some reason to return home?—You cannot apply it to all the labourers who go abroad, and I do not see why it should be applied merely to those who go to the tea gardens.

C-2941. Are you aware that a portion of the wages of these emigrants is taken by the contractor or broker who takes them away; have you never enquired into that?—I have no occasion to enquire into that.

C-2942. So that I take it you do not afford any protection to this labour that goes to Assam and other places?—No.

C-2943. You have no welfare centre or society for the protection of these workers; there is nothing for these poor people to take advantage of; in other words, you do not give them any protection?—No.

C-2944. You are aware that these middlemen who take them get a percentage of the wages of these emigrants?—Not that I am aware of.

C-2945. What do they get?—I do not know.

C-2946. *Sir Alexander Murray*: If these men go to Assam, say 300 of them, I suppose they go of their own free will and are in the same position

as an individual who goes of his own free will?—The position is just the same whether they go to Assam or Calcutta or Rangoon.

C-2947. So that a man can leave your district and go to Assam of his own free will and you can take no steps of any description?—No.

C-2948. If such a body of 300 men said to you: "We did not go because of what was said to us by a recruiter, but we went of our own free will", you could not do anything?—I could not do anything.

C-2949. *Mr. Cliff*: Do the Government here oppose the proposal of the Central Government that a board should be constituted of labour representatives as well as of tea planters?—(Mr. Donaldson) The Government here anticipated a certain amount of difficulty, I think, in getting representatives who would really represent the type of labour which is recruited for Assam.

C-2950. Did they oppose it for that reason?—That was the reason; they said they thought a representative of this Government would be more to the point.

C-2951. The Bishop of Ranchi says: "Generally the labour comes back after one year although about 3 per cent. leave the country for ever and settle in the neighbourhood of tea gardens." What would you say of your own experience here?—(Mr. Harper) I am afraid I cannot give any information on that.

C-2952. *Diwan Chaman Lall*: Do you keep in touch with these people who are taken away to Assam?—No.

C-2953. Would it not be advisable to institute some sort of system by which you could keep in touch with these men?—It seems to me there ought to be control in Assam and not in the recruiting centre.

C-2954. Would you advise the organization of a sort of labour board to include an equal number of labour representatives and representatives of tea planters?—I am afraid that is entirely beyond my sphere. (Mr. Donaldson) The difficulty is to get representatives of the type of labour which is recruited from Assam who would really represent them; they would have to be men who had been recruited to Assam and knew something about it; we anticipate difficulty in getting such men.

C-2955. If that difficulty could be overcome would you be in favour of it?—If that difficulty could be overcome and suitable men could be got, I think we would consider it.

C-2956. *Mr. Yukub*: Is emigration from your district to Assam very popular?—No, it is not popular to Assam.

C-2957. You say your district is very much congested; why is not emigration popular?—I have asked in a good many villages and they seem to say the air and water are bad and the climate of Assam is bad.

C-2958. Do you really think the climate of Assam is worse than the climate of Gorakhpur?—I do not know.

C-2959. Has your Government made any enquiries as to the climatic conditions in Assam?—I expect the Government knows but I am afraid I do not.

*Sir Alexander Murray*: The figures show that Assam is healthier than Cawnpore.

C-2960. *Mr. Yukub*: If it is not so, then do you take any steps to popularise migration to Assam?—No, none at all.

C-2961. Why not?—It is not part of my duties to encourage emigration.

C-2962. But when there is congestion in your district, is it not part of your duties to see that this state of congestion is remedied?—I would not do that without orders of Government; I could not encourage people to go outside without instructions.

C-2963. So that you think Government do not like this emigration from your district, even though the district is, as you say, very much congested?—I do not know what Government's views are on the matter.

C-2964. Do you think it would be advisable to carry out propaganda in your district to tell people that the climate of Assam is not as bad as they think?—I think it is probably a question of the amount of wages. I do not know what wages are paid in Assam, but I would imagine that also weighs in the balance.

C-2965. *The Chairman*: From what you have said I take it your personal view is that one of your citizens should be allowed to migrate to Assam as easily, for instance, as the Scot migrates to England or Calcutta?—Yes.

C-2966. I think you told us some 400 *sardars* came into your own little area?—That is right.

C-2967. And they took back, on an average, one recruit a head?—The Provincial reports say that there is an average of 2.

C-2968. The last figures I saw were 0·9 of a recruit per *sardar*. A *sardar* is merely a coolie who has served for three years and who says he thinks if he is allowed to go home at the expense of the tea planter he will be able to bring somebody back, which he does not always do, and sometimes the *sardar* stays himself, does he not?—I think that is probable.

C-2969. There is a leakage, anyhow?—Probably.

C-2970. Contrast that system with a system where, in cases like yours where there is a great surplus of population, a substantial local resident, or several of them, were entrusted under license, which could be withdrawn, with the power to recruit for Assam, somebody who is known to his neighbours. Do you think that might be a superior system, both from the point of view of the confidence of the people and putting the truth before them, than the system of *sardars*?—As applied only to the tea estates, no, I do not think it would.

C-2971. In the case of tea, public opinion at any rate at present will insist upon some sort of control?—I do not think a committee of that kind would be able to control the areas; the number recruited amounts to only 1,000 in a population of 3½ millions over 4,000 odd square miles.

C-2972. I am not speaking of a committee; I am suggesting that the recruiter should be a person resident within the area in which the recruitment is made instead of an outside contractor coming along; but you think the area and scale of population would make that impracticable?—I think it would make it very difficult and I do not think it would obviate abuses any more than the present system in so far as such abuses exist.

C-2973. Then if any control is to continue, in your opinion the present *sardar* system is as good as any that can be devised?—I can only speak on the basis of the prosecutions that have been instituted; as my statement shows, there have been 13 in 5 years.

C-2974. But you do tell us this in your memorandum, and it is supported by the Royal Commission on Agriculture, that it would be a very good thing, to relieve the pressure on the land, in such districts as yours and under proper conditions to enable the labour to migrate to where there was employment for it. Therefore in your view it would be a good thing if more than a thousand persons per annum were recruited for Assam, always assuming the conditions to be satisfactory?—Yes, quite so.

C-2975. It would to a large extent relieve the pressure on the land?—Undoubtedly.

C-2976. Therefore, if local resident recruiters were able to recruit larger numbers of people for Assam, assuming there were no false pretences, you would think that a good thing for your district?—Undoubtedly, very much so.

C-2977. *Sir Alexander Murray*: That would only be from the point of view of your district, but who would take those coolies to Assam and be responsible for them in Assam. The *sardar* who comes from the tea garden comes from a specific tea garden and takes the coolies back to his own particular garden where the Government of Assam exercises control through the tea garden manager and the *sardar* over the particular coolie. You would be all right at this end of the recruiting, but what would happen at the other end?—I speak only for my district.

C-2978. *Sir Victor Sassoon*: I see that out of 40,341 *sardars* 20,181 were completely unsuccessful in bringing anybody back. Would they be suggesting to their employees that they should become *sardars* merely in order to get a free holiday?—It sounds like it.

C-2979. Or would this be merely a method by which they would get repatriation at the expense of the employers. Would they all go back to the gardens?—I have no information.

C-2980. *Miss Power*: The Bishop of Ranchi in a statement he has made with regard to Bihar mentions a number of abuses in the recruitment of women. The number of women recruited here must be very small; you say it is only one in five, and the total number is just over a thousand?—The one in five does not apply to the tea estates; that is as regards general migration; it is only a rough figure. I have not got figures as to the proportion of women among the 1,161 recruited last year for Assam.

C-2981. Have you any figures as to the number of women recruited to the tea estates?—I have not got them at the moment. (Mr. Donaldson) I can give you the figures for last year: 4,226 men, 2,403 women and 3,216 dependants, sex unspecified; I suppose that is children. 9,000 altogether went last year.

C-2982. Are they recruited mostly in family groups?—They try to get them in family groups if they can because they think they will then stay in Assam.

C-2983. Are there any rumours in your Province of the kind referred to by the Bishop of Ranchi with regard to Bihar?—There are occasionally complaints; one or two of the prosecutions we started last year dealt with complaints of that kind.

C-2984. At what age can a girl be recruited without going with her husband or some male relative?—I cannot remember any restriction about the age, but she is kept for three days in the depôt.

C-2985. What is the purpose of keeping her for three days?—To see if there is anything wrong about her recruitment.

C-2986. She is kept in her own district for three days?—Yes, after being taken to the local agent.

C-2987. Who gives the consent; does her husband or some male relative give it?—She comes in of her own accord; she is brought in by the *sardar*.

C-2988. For instance, can a girl of 16 give her own consent to go to Assam, or does she have to get the consent of some male relative if she has any, or of her husband if she is married?—Every single woman has got to take the consent of her guardian, and that is why she is kept in the depôt for three days in order that such evidence may be verified.

C-2989. Is there any check on the *sardars* to ascertain how far that rule is operative?—Prosecutions have been instituted in the last three years. Of the 13, I think 8 were as regards women who were produced as having obtained the consent of their guardians.

C-2990. That implies that the prosecutions made against the *sardars* are more or less in respect of abuses of that kind, does it not?—In 1928, two cases were as regards females recruited without the permission of their guardians while the third case was one in which a *sardar* recruited a Brahmin representing him to be a Kurmi. Of the 1,329 cases five were cases in which females were recruited without the consent of their guardians.

C-2991. You only ascertain whether the recruitment has been made without the consent of the guardian if somebody claims the girl within three days?—Yes.

C-2992. If nobody claims within three days, it is presumed that consent of the guardian has been obtained?—Yes.

C-2993. It need not necessarily be so, I take it?—No.

C-2994. So there is a liability to abuse there?—Yes, it is possible.

C-2995. *Mr. Clow*: You do not recruit any girl who is not of age?—No. She must be of age.



C-2996. *Diwan Chaman Lall* : Who is to check it?—She is produced before a Medical Officer at Allahabad.

C-2997. *Sir Alexander Murray* : Do you suggest women recruiters?—Women of respectability who can be in touch with the villagers would not be obtainable.

C-2998. *Miss Power* : The Bishop of Ranchi in his note says: "According to the Act, unmarried girls of 16 are not minors, but if 18 and married they are minors since they require their husband's leave to be recruited. Unmarried boys and girls are considered by the aboriginals as minors. The Act might perhaps be changed in this way: 'for the purpose of this Act all unmarried young people are presumed to be minors'." This is his suggestion. Have all those who are recruited got husbands?—No, not necessarily. If a woman who is not married represents that she has got no guardian and that she is a solitary woman, she would be taken.

C-2999. But I take it that no girl who is under 16 is recruited?—No, except when they go in as dependants.

C-3000. Do you think that the amendment of the Act suggested by the Bishop of Ranchi is a good one? He suggests that 'for the purpose of this Act all unmarried young people should be presumed to be minors'?—(Mr. Harper) I take it that the point is one of extending the age-limit from 16 to 18?

C-3001. He says that there are great abuses under the Act. He is of course referring to his area and not to your area. I am really trying to ascertain whether such abuses as he refers to exist also in your area?—Not that I am aware of.

C-3002. *The Chairman* : The figures show that last year there were some 9,000 recruits from the United Provinces to Assam?—(Mr. Donaldson) That is correct.

C-3003. Can you give us an idea how those were distributed; which is the district that sent in the largest number?—The largest district was Basti with a total of 2,040; next comes Fyzabad 1,964, Gonda 1,687, Gorakhpur 1,631.

C-3004. *Sir Victor Sassoon* : That differs from the figure given by Mr. Harper in his note?—These are taken from the latest report of the Superintendent of Emigration.

C-3005. Perhaps one figure includes dependants and the other does not?—I think that is so; if you take the dependants you get the figure given by Mr. Harper. Cawnpore was 1,067.

C-3006. *The Chairman* : What report you were referring to?—To the annual report of the Superintendent of Emigration, Rai Bahadur Babu Brij Lal, who has sent to the Commission his written evidence.

C-3007. Is that a report made to Government?—It is an annual report made to Government.

C-3008. Can I see a copy of that report?—I can send you one; it is not printed; it is a typewritten report, and I can send you a copy.

C-3009. Is it a report that will be published?—No, it is not published; it is an annual statement which is sent to Government.

C-3010. Does it contain purely figures?—Figures and his remarks.

C-3011. Will you please send us a copy?—Yes, certainly.

C-3012. Do you, as representing Government, consider that under satisfactory conditions it would be a good thing if migration to Assam was increased to relieve the pressure on your land?—Government, I think, consider that it would be a good thing if the pressure on the land could be relieved whether by emigration to Assam or elsewhere. I do not know whether Government would like to express any definite opinion about emigration to Assam.

C-3013. One knows that there is here a prejudice against Assam possibly on the ground of certain things that occurred there sometime ago?—Public opinion appears to be rather opposed to emigration to Assam.

C-3014. Has Government as such ever satisfied itself as to the conditions in Assam where on an average 8,000 or 7,000 people go every year?—There were all-India committees which reported on Assam emigration; I think there was one in 1921 and one previous to that. We recently had Sir William Marris as our Governor, who had been the Governor of Assam and was familiar with the conditions of Assam. We never sent any special commission of enquiry to Assam or anything of that kind. We get the Assam Government's reports.

C-3015. You never thought of sending an officer of your own so that you could tell your own people what the conditions are?—We have not done that, as far as I know.

C-3016. *Mr. Clow*: I think there seems to be an error, Mr. Harper, in your statement in one place. You refer to an indentured labour association in the adjoining district of Basti. There is no indentured labour now either for any part of India or for outside?—(Mr. Harper) I have stated that I have no information about it. This is only a report sent in by the local officer; it is quite possible that he may have misused the term.

C-3017. *Mr. Cliff*: Under the heading "Dietary" you say: "The Department of Public Health has worked out a table of quantity, cost and caloric value of the diet which a man doing hard work should take in the hot and cold weather, but no attempt has so far been made to ascertain how far the actual dietary of workmen and their families compares with the minimum and the ideal dietaries." Is it possible for Government to consider whether they could get information with regard to the standard of life of work-people in Cawnpore?—(Mr. Donaldson) Do you mean generally with regard to the standard of living, or this particular question of dietary which is a scientific one? In 1921 we were asked to collect family budgets in Cawnpore and a certain number of budgets were collected, but they were not very satisfactory or reliable; they were sent to the Government of India. We could, I suppose, collect more family budgets if that is what you want, but I cannot guarantee their reliability.

C-3018. *The Chairman*: If I remember aright, at that time, out of 1,400 family budgets you had to discard a thousand straight off and the balance also were not quite reliable?—That is true. We had no trained investigators.

You have not got them now?—No.

C-3019. *Mr. Cliff*: Is it possible for your Government to help the Commission in collecting working-class budgets that could be relied upon?—I cannot say off-hand how long it would take or what they could do. We have no machinery established and we should have to set up whatever machinery is necessary.

C-3020. I would like Government to give a considered reply about it?

*The Chairman*: I would hardly like to ask a particular Provincial Government that question until we come to a conclusion on the broader question which is under our consideration.

C-3021. *Mr. Cliff*: I want to deal with the question of dietary. Is it possible for Government to collect information regarding dietary?—It would undoubtedly be possible for Government to collect information, but I could not say how long it would take or what special staff would be required. Inquiries into dietary have been made by the Director of Public Health and the question was also gone into in connection with jails, but I do not know exactly what material is at present available and how much more would have to be collected.

C-3022. You say in your memorandum "The conclusions of a social worker who is also an economist were almost identical." Having gone so far, is it possible for your Government to assist us in this matter?—I think the Director of Public Health appeared before the Commission and he was asked about this; he is our authority on dietary.

C-3023. I think he said that it could be done within three months?—I cannot give an opinion against that of our expert.

C-3024. When your expert has said that it can be done within three months, would it be possible for your Government to help us in this matter?—All I can say at the moment is that they will consider it.

C-3025. You say: "supervision over labour has had to be stricter, and there is less loitering than before". May I ask you if that is your general experience?—(Mr. Mackay) Yes, that is my general experience of factories.

C-3026. You do not carry it any further than that?—No.

C-3027. I want to ask whether Government has considered the appointment of a labour commissioner? Do I understand that the cost would be about Rs. 85,000?—(Mr. Donaldson) The cost was estimated to be about Rs. 85,000.

C-3028. What is the capital employed in industries in Cawnpore?—I am afraid I can give no estimate.

C-3029. *Diwan Chaman Lall*: Have you had any objections raised on the part of workers to any schemes for their amelioration?—Government have no information.

C-3030. Mr. Shah made a statement a little while ago that as far as these houses are concerned, there is a rush for them. That shows that it is not passive but active desire to live better?—I believe there is competition to get these particular houses. (Mr. Shah) As I explained, the rents are particularly low.

C-3031. The housing is better, is it not?—The housing is better and the rents are particularly low; I would stress the latter point; that explains their desire to get into those houses.

C-3032. Where there is a desire to improve the housing conditions and you give them cheap and better houses, they are ready to avail themselves of it?—There is always a market for goods going cheap.

C-3033. In your memorandum you admit the fact that at Cawnpore the permanency of labour is somewhere about nine years?—This is what we say: "A certain mill at Cawnpore reported that the average duration of employment among permanent employees in it was 8·87 years. In the opinion of the Chief Inspector of Factories this figure is fairly representative of factories which provide housing accommodation for large numbers of their employees, and thus enjoy the benefit of a comparatively stable labour force." (Mr. Mackay) That was at the time when this memorandum was prepared. Since then a further inquiry has been made, and the result given in my note on recruitment.

C-3034. Engineering works, 3·5 years and textile factories 6·5 years; that is for skilled and semi-skilled workers. That shows a fair amount of permanency. In your memorandum this is what you say: "Owing to the strong inclination of the workman to cling to his habits even when his environment has changed and to the migratory nature of a large proportion of industrial labour the reforming efforts of Government, public bodies, local boards and employers are slow to bear fruit, and the incentive to action for the improvement of the conditions under which industrial workers live and work is weakened." How do you justify that statement?—(Mr. Shah) By a visit to labour localities.

C-3035. On what information have you based that statement? Considering, firstly, wherever housing accommodation is provided cheap and good, the workers have been ready to avail themselves of it, and secondly that there is a fair amount of permanency, how could you attribute the lack of better conditions to the weakness on the part of workers, their lack of desire to avail themselves of better opportunities and their migratory character?—I do not say that there is no incentive to action on the part of workers; reference is made to the incentive to action on the part of Government, public bodies, local bodies and employers.

C-3036. Because of the migratory character of the workers, of their lack of desire to avail themselves of better facilities?—We have not stated that.

C-3037. Can you tell us what are the improved conditions which the workers have failed to avail themselves of?—For example, they still continue to use the open space for answering calls of nature even though municipal latrines have been provided.

C-3038. What others?—If you provide a sanitary well, it is not always made use of. In short, sanitary conveniences provided are often disregarded.

C-3039. Anything else?—If the employer provides a ventilator, it is not an uncommon thing to find that it is obstructed. I think you found that in the chawls at Bombay.

C-3040. Anything beyond that?—In the matter of disposal of refuse and rubbish, again it is the same thing; they throw it all over the area where they live.

C-3041. So it is all a question of sanitation?—Yes.

C-3042. Anything else beyond sanitation?—I do not think they are particularly careful in the use of accommodation provided. For example, they put nails and pegs into the walls and damage the place.

C-3043. So that is on what you based this statement of yours?—No; these are only some of the illustrations.

C-3044. *The Chairman*: As to the sense in which you used the words “permanency of labour” may I try to clear that a bit? What you would call a permanent worker in Cawnpore, I take it, is a man who has severed his connection with his village. Could you suggest to what proportion of the total industrial workers does that apply?—(Mr. Shah) I am afraid I cannot give the figures.

C-3045. Even those whom you call permanent, do they usually go back to visit their relations in the villages for one month in the year?—They would not necessarily take a month’s leave or holiday in order to visit their relations. They do go out in order to visit their people and in connection with social events.

C-3046. I take it that they are comparatively permanent?—Yes.

C-3047. *Mr. Clow*: What proportion of the permanent labour force has been completely divorced from the land?—I expect it is a very small percentage.

C-3048. *Sir Alexander Murray*: But you said that in some woollen mills the workers stay there for a period of 8 or 9 years?—We did not refer to a woollen mill, but to a local mill.

C-3049. You said that only 25 per cent. of the labour comes from Cawnpore and the rest from the surrounding districts?—Yes, that is true.

C-3050. Even in a mill where the people have been working for 8 or 9 years, only 25 of the people are really from Cawnpore and the rest come from the surrounding districts?—Yes.

3051. *The Chairman*: I take it that even those whom you call permanent or semi-permanent, they very often go back to their villages as they get older?—Yes, that is true. But I should say that we have no definite figures on the point.

(The witnesses withdrew. The Commission adjourned till Tuesday, 17th December.)

**UNITED PROVINCES**  
**FORTY-FIRST MEETING**  
**CAWNPORE**

**Tuesday, 17th December, 1929.**

PRESENT :

The Rt. Hon. J. H. WHITLEY (*Chairman*).

Sir VICTOR SASSOON, Bart.

Sir IBRAHIM RAHIMTOOLA, Kt.,  
K.C.S.I., C.I.E.

Sir ALEXANDER MURRAY, Kt.,  
C.B.E.

Mr. A. G. CLOW, C.I.E., I.C.S.

Mr. KABIR-UD-DIN AHMED, M.L.A.

Mr. JOHN CLIFF.

Mr. N. M. JOSHI, M.L.A.

DIWAN CHAMAN LALL, M.L.A.

Miss B. M. LE POER POWER.

Lt.-Col. A. J. H. RUSSELL, C.B.E.,  
I.M.S. (*Medical Assessor*).

Sir THOMAS SMITH, Kt., V. D.

MAULVI MOHAMMAD YAKUB, M.L.A. } (*Assistant Commissioners.*)

Mrs. K. SRIVASTAVA (*Lady Assessor*).

Mr. S. LALL, I.C.S.

Mr. A. DIBDIN.

} (*Joint Secretaries.*)

**Dr. RADHA KAMAL MUKERJEE, M.A., Ph.D., Professor and**  
**Head of the Department of Economics and Sociology,**  
**Lucknow University.**

*The Chairman:* I propose to put one or two questions to you in the first place and then to ask our Medical Assessor to follow on some of the details of your statement.

C-3052. You say: "It is striking that the Indian worker in the factory not merely requires but also obtains more calories than are needed by the Indian peasant or the professional man engaged in sedentary pursuit." Later on you say "Both climate and physiological adjustment have fitted the Indian factory hand to work at a slower pace;"—(that is, at a slower pace than the European)—"and if he has to labour unremittingly and strenuously for long hours he adjusts himself by occasional idleness as well as absenteeism." Do I take it, then, that your conclusion supports what we have had put before us by witnesses, namely, that what I may describe as a rather easy-going procedure spread over 10 hours is more suitable to the Indian by reason of his diet and his climate than a shorter term of, say, 8 hours in which he would be kept at his spindle or his loom during the whole of the time and not allowed any of the relaxation which he takes at present in the longer spread-over. Is that a correct summary of your conclusion?—My point is that the Indian labourer cannot work unremittingly and strenuously for very long hours, and that if there is a leisurely disengagement his efficiency increases. I cannot be definite on the point whether 10 or 8 hours would be more suitable for the Indian labourer under present conditions, but I am definite on the point that the hours of labour in India are not adjusted to the conditions of the climate. For instance, a factory, in my opinion, should commence work very much earlier in the morning, say, at 4.30 or 5, especially during the summer when the temperature is so very high.

C-3053. *Sir Victor Sassoon:* What hours do you suggest?—From 4.30 to 8.30—and then again from 9 to 6.30.

C-3054. That is an 8½-hour day?—Yes. If it were a 10 hours day, the afternoon hours would be from 3 to 8.

C-3055. *The Chairman* : My first question did not have regard to the times of the day which you thought were suitable to Indian conditions, but whether or not, supposing a reduction in the hours, you could even then expect the Indian worker on his present diet and in his present climate to be working at his spindles during the whole of the time without being allowed any of the relief which is at present allowed under the 10-hour system?—My submission is that we should seek efficiency in other directions first, in adjusting hours of labour to the conditions, and to the climate.

C-3056. As to the time of the day in which those hours were put in?—Yes.

C-3057. You have not reached a conclusion as to whether even in those circumstances it would be practicable to expect the Indian worker to work unremittingly during those hours?—Unremitting work would be inefficient for an Indian worker if it were continued over very long periods.

C-3058. By "unremitting" I should mean that the workmen are not allowed to go from the room in which they work on any excuse other than illness?—There are occasional spells of absence which do not mean unremitting work.

C-3059. We are told that even if the hours were reduced to 8 per day, the Indian would still take French leave, and that is due to his nature and climate and could not easily be altered?—If the hours were reduced from 10 to 8, I do not think there would be the same absences.

C-3060. What do you suggest by your term "unremitting work for long hours"?—The Indian worker now goes away from his room in order to make himself easy and to smoke, and in some cases to take food in the morning.

C-3061. *Sir Victor Sassoon* : What do you mean by "unremitting work for long hours"? How many hours of unremitting work do you think the Indian worker can do?—It is for the physiologist to answer that.

C-3062. You said he should not work unremittingly for long hours?—My point is that unremitting drudgery for long periods is unsuitable under the present conditions of Indian climate and diet.

C-3063. What do you call a long period?—Ten hours.

C-3064. You mean the total spread-over. You do not mean that five hours without a break is too long. You are talking of the whole day's work?—Yes.

C-3065. *The Chairman* : We have been told by some witnesses that at present the actual working time at the spindle or at the loom of a factory worker amounts to about 8½ hours out of the nominal 10. Do you think that that easy-going method is suited to his character?—That is due to occasional absences during the official hours?

C-3066. Yes?—What do you mean by easy-going methods?—These are more or less a physiological necessity.

C-3067. I mean that absences from the working place in the course of the day, amounting to 2 or 3 or more periods of absence, are suited to the needs of his physiology and to the climate in which the Indian worker works. That is what we were told by some witnesses?—It all depends on the circumstances under which the workers have to work, the kind of drudgery they have to undertake, the rest periods and so on.

C-3068. We have also been told that there might be a half an hour interval, say, at 9 o'clock or at 9-30 in the morning when the engines should be stopped and the whole of the workers have a period of rest or relaxation, but it has been stated that the workers would not like that; that their needs and desires vary as to time, and that for all the workers to leave their work at the same period would not meet the varied needs of the workers?—I think the occasional absences should be checked as far as possible, and that there should be regular intervals of leisure.

C-3069. You think there should be definite breaks when every man is obliged to take his relief and that no relief should be allowed while the engines are running?—Yes.

C-3070. *Col. Russell*: You say "hard work has been done in India and in Japan on the basis of 2,000 calories as compared with 5,000 which was the British war ration". Where did you get the figure of 2,000 calories?—From McCay's investigations on the jail diet in Bengal.

C-3071. That investigation was carried out about 20 years ago?—Yes, but since then no investigation on those lines has been undertaken in this country.

C-3072. Why has no other investigation been carried out?—Apathy towards labour problems in general.

C-3073. But physiologists do not worry about labour problems?—I think they should, as they have been doing in all other countries.

C-3074. Is it not due to the fact that, in the opinion of physiologists, the calorie estimation of diets is not so important as other methods of calculation?—What other methods of calculation do you mean?

C-3075. I am asking you whether it is not the opinion of physiologists that calories are not so important now as other methods of estimating diet values?—It is the only workable and practical method. It gives useful results.

C-3076. You think the calorie estimation is the only useful method?—I do not say it is the only useful method, but it gives the most practical results.

C-3077. In making your investigations did you estimate the average weights of Indian workers?—It is a general estimate that I have given you in my memorandum—that the weight of an Indian is less by 10 to 20 per cent. than the standard weight of a European.

C-3078. Twenty per cent. less than 154 pounds would be 124 pounds. Do you think that the average Indian worker weighs 124 pounds?—That figure has been arrived at on a rough estimate.

C-3079. I should say it is a very rough estimate?—I do not think so, it is the result of taking grades of workers coming from different communities.

C-3080. There are figures in existence which show that the average weight of an Indian worker is about 104 pounds?—There are differences as between the different provinces. I think you will find my estimate for the United Provinces quite accurate.

C-3081. You say "In India clinical researches tend to show that the level of protein consumption which is sufficient for healthy subsistence and normal efficiency of an adult stands much lower than the same level for the European adult." To which clinical researches are you referring?—McCay's.

C-3082. In 1907?—Yes.

C-3083. Have you any figures to show what is the average protein consumption of an Indian labourer?—I am dealing with comparisons. It is mainly the result of McCay's investigation which I have mentioned here.

C-3084. I want to know if you can give me any figure?—I have not got it with me at present.

C-3085. You have made an investigation?—Yes.

C-3086. Would you say that 43 grams of protein per day were sufficient or too much or too little?—As I have not the figures with me I cannot enter into a discussion on that.

C-3087. You go on to say "If in the system of diet that prevails in a race depends more on carbohydrates than on proteins for the energy needs of the body, there is a tendency for the nitrogenous assimilation to suffer." Is not that so all over India?—Yes. There are systems of diet where there is an excess of proteins even in this country.

C-3088. There is an excess of proteins?—As compared with carbohydrates.

C-3089. To which diets are you referring?—There is, for instance, the North-West Frontier Province diet.

C-3090. The general Indian diet usually contains an excess of carbohydrates, does it not?—Yes.

C-3091. In your memorandum, you say "An artisan family in Bengal. Grams of protein per man per day—40". Is that correct?—Yes.

C-3092. You say "Burridge finds from a recent survey of the peasants' diet in the United Provinces that it gave its caloric energy as 2,400 and allowing for 10 per cent. waste as 2,160." What amount of proteins, carbohydrates and fats did you find in a diet giving a 2,400 caloric content?—I can tell you from the Cawnpore diets.

C-3093. That will do. How much protein per day?—Those were Dr. Burridge's results.

C-3094. Have you got figures?—No.

C-3095. Do you agree with the statement "The Indian ryot according to European standard has a low level of nutrition which may cause fatalism but may fit him better for his actual task."?—Yes.

C-3096. What exactly do you read in that. If he has got a low level of nutrition how does it fit him better for his actual task?—Throughout the country much of the agricultural work permits of leisurely disengagement at intervals. The low level of nutrition, and the kind of diet to which the Indian peasant is used, accustoms him very well for this kind of work.

C-3097. *The Chairman*: It may fit him better for his actual task but it would not fit him for the unremitting intensive work for a shorter period?—Yes, that is the point.

C-3098. *Sir Victor Sassoon*: Do you hold that the low diet is going to fit him for his task better than if he had a better diet?—If he had a better diet, and his standard of protein consumption were different, he would be fitted for exacting tasks where there is no leisurely disengagement.

C-3099. Let us take his actual task in the fields. You say that his present nutrition fits him better than any other form of nutrition. Do you consider that the peasant in the field would be better fitted for the work he is actually doing by a low standard of nutrition: in other words that he would not work so well if you gave him more food?—You are carrying the point much further than what was intended.

C-3100. It is stated: "but may fit him better for his actual task". How do you read that quotation?—As I have explained, agriculture which permits of some leisurely intervals fits an Indian worker better.

*Sir Victor Sassoon*: Surely what you are saying is that the task fits him better for the nutrition and not that the nutrition fits him better for the task.

C-3101. *The Chairman*: As I read it, the emphasis is on the words "according to European standards." The first is a statement of fact; "the Indian ryot according to European standard has a low level of nutrition." It would perhaps have been better to have said "and this may cause fatalism but it also may fit him better for his actual task."?—That is the intention of that quotation.

C-3102. *Col. Russell*: You say "A further and detailed investigation at the Physiological Laboratory at Lucknow of the basal metabolism of a peasant of the United Provinces showed that the number of calories needed was about 1,200." How many cases did you investigate in order to obtain that figure?—I think two dozen cases have been investigated.

C-3103. All typical peasants of the United Provinces?—Yes.

C-3104. You have taken their actual diet and have worked out the caloric value—in two dozen cases?—Yes.

C-3105. You give us details of a working class family diet where the income is Rs. 12 per month. Is the total income of the family Rs. 12?—Yes.

C-3106. That is all that come in?—Yes.

C-3107. When the family eats wheat, gram and barley they only get 14 acres a month?—Yes.

C-3108. And they only have meat one or two days in the month, so that it can be practically neglected?—Yes.



C-3109. Do you think that this whole diet is physiologically adequate?—It is 2,341 calories per adult worker.

C-3110. From a caloric point of view you think it is adequate?—Yes.

C-3111. Do you think from the vitamin point of view that this diet is adequate?—There are some important vitamins which they take in with the greens.

C-3112. You base your opinion as to the adequacy of this diet wholly upon its caloric value?—Yes, and that has been the practice in the study of industrial diets in other countries.

C-3113. Twenty years ago?—Even now.

C-3114. You say that for ordinary days the diet yields 2,393 calories, with vegetables, which are a substitute for meat and *dal*. In what way do vegetables act as a substitute for meat and *dal*?—During days when meat and *dal* are not taken only vegetables form the food along with the cereals.

C-3115. If you look at diet No. 3 in your memorandum, you will see that the amount of vegetables that that family gets per month is half a seer only, giving 315 calories for a whole week for a family of four individuals. Do you think that 315 calories of vegetables is a sufficient supply for a family for a week?—The adequacy or inadequacy is shown by the total amount of calories which the whole diet yields.

C-3116. You still maintain your point that the diet is adequate?—Yes.

C-3117. Then the other diets are more than adequate?—What leads you to think that it is adequate or more than adequate?

C-3118. From the caloric values which you give to the other diets. They are obviously much better?—They are higher. The adequacy or inadequacy of these diets has not been investigated by me.

C-3119. I have been asking you whether you consider that this first diet is an adequate one or not?—My point is this—that for strenuous conditions of work such a diet is not adequate; and that explains the occasional absence and idleness of the workers.

C-3120. If it is not adequate, in what way would you amend it?—Where meat is consumed only once or twice a month I would amend it by having more meat consumption.

C-3121. But there are large numbers of people in this country who never eat meat. How would you amend it for them?—By the addition of milk and milk products and more vegetables.

C-3122. You state "It is striking that the Indian worker in the factory not merely requires but also obtains more calories than are needed by the Indian peasant;" but we have been told frequently that he does not obtain more calories than are needed?—These investigations show that the number of calories which the Indian worker in a city obtains is much greater than what the Indian peasant obtains from his food in his village.

C-3123. But you consider that the Indian worker in the industrial areas obtains an inadequate diet?—Yes.

C-3124. So that the peasant's diet is still more inadequate?—Yes.

C-3125. You say "The calories which the Indian working man's diet yields, hardly reach the level at which the British working man's dietetic position ordinarily stands." That must be so. I take it, seeing that there is a difference in weight, a difference in climate and so on. Therefore that would be hardly a good point?—But climate and weight will not explain the great difference between 3,500 and 2,400.

C-3126. But the difference between the basal metabolism accounts for about 500?—As I have stated later on, the British worker has a surplus of 1,850 calories to expend on bodily movement, while the Indian has only 1,200 calories left.

C-3127. But the difference between the basal metabolism accounts for about 500?—Also it is accounted for by lower weight. Nevertheless the difference is too big still, and it ought to be rectified by better diet.

C-3128. If you increase the amount of the Indian worker's diet, to the standard of the British worker, do you think you will get the same amount of work out of the Indian worker?—If we at the time adjust the hours and conditions of work.

C-3129. *Mr. Cliff*: And the training, I assume?—That is quite a different problem; we are dealing with the physical basis of efficiency.

*Mr. Cliff*: I understood the question to be as to whether you would get the same amount of work as with a Western worker; that is surely not merely a physical question.

C-3130. *Sir Victor Sassoon*: I take it you would have to assume that the other factors of training and so on were equal?—Not merely should we improve the standard of nutrition but also the hours and conditions of work, in order to achieve efficiency, and then it is for industrial training to improve that efficiency as much as possible.

C-3131. *Col. Russell*: At the end of your memorandum you say: "This is responsible not to a small extent not merely for industrial inefficiency, but also for greater absenteeism and prevalence of disease and mortality among the factory workers in our country." Do you attribute the high incidence of diseases like cholera, plague, dysentery and so on to the inadequacy of the diet of the Indian worker?—It is well known that inadequate nutrition results in a pre-disposition to all diseases. And especially when such inadequate nutrition is accompanied by fatigue which lowers the resistance of the body still more.

C-3132. So that you think the high incidence of diseases which are very common in India, like cholera, leprosy, malaria and so on, is due to an insufficient diet?—You are mentioning some diseases which have nothing to do with mal-nutrition, but one of the causes of the high incidence of disease and mortality in all our industrial cities is inadequate nutrition coupled with fatigue which lowers the resistance.

C-3133. You say that in the industrial cities you have this high incidence of mortality; do you not get high incidences of mortality in the same way in rural areas?—The mortality in the industrial cities is always much higher than in the rural tracts.

C-3134. That is so all over the world?—Yes, but the difference is very much greater in this country than elsewhere.

C-3135. Are you sure of that?—Yes.

C-3136. *The Chairman*: Is the incidence of plague, cholera and malaria higher in the cities than in the villages?—Take, for instance, a disease like tuberculosis which is essentially a disease of the slums.

C-3137. I was leaving that out for the moment and referring to malaria, cholera and plague; are those diseases not just as prevalent in the villages in the rural areas as they are in the cities?—They are as much prevalent in the villages as in the cities, but on the whole the mortality in the cities, and especially in the industrial cities of India, is very much greater than in the rural districts.

C-3138. *Col. Russell*: I put it to you that that is the same in every part of the world, that you get a higher death rate in urban areas than in rural areas. Would you not say that part of that mortality is due not only to inadequacy of diet, but is due to other conditions, such as overcrowding, insanitation, and so on?—Overcrowding and congestion are connected with certain special diseases. Of course I do not mean that inadequate nutrition is the sole cause of the high mortality of our cities; that was never my intention.

C-3139. *Sir Victor Sassoon*: Do you maintain that disease and mortality in an industrial centre are higher among the factory workers than in that part of the population which is not employed in factories?—Obviously the workers represent the poorer grades of an industrial city; take Bombay or Cawnpore where 75 per cent. of the population live in single room tenements.

C-3140. I am not speaking of where they are living. As far as I can see you maintain here that one of the reasons of the prevalence of disease and

mortality among factory workers is the pressure of unremitting work in standardized productions. I am trying, therefore, to compare a worker in a factory with an ordinary sweeper in the streets or in other occupations in a city. We have never been able to find in our investigations up to now that there is more disease or mortality among the actual workers employed in factories than in the rest of the poorer population, the other workers. Have you any figures or facts to advance in that respect?—Workers who are employed in factories show a greater pre-disposition to disease and a higher mortality than unskilled labourers who do not work within closed doors.

C-3141. In the same city?—Yes.

C-3142. That is the point. What evidence can you put forward to justify that statement?—I had an opportunity to study the incidence of tuberculosis in the industrial cities of India, and I found that tuberculosis was a far greater scourge in those districts or cities like Bangalore, Madras, Calcutta and Bombay where the industrial workers are localized.

C-3143. Would you find there is more actual tuberculosis among actual workers in a factory than among the other workers in that city; in other words, are you sure it is the work in the factory that causes it and not housing and other conditions?—There is a plurality of causes and you cannot take one cause and emphasize that.

C-3144. But you seem to be emphasizing the cause of unremitting work in standardized production?—Will you read the sentence again: "This is responsible not to a small extent not merely for industrial inefficiency, but also for greater absenteeism and prevalence of disease and mortality among the factory workers in our country." It is far from my intention to say that it is work in factories which is the only cause of increased mortality in our cities; there are so many other causes which are inter-mixed; my conclusion is simply this, that there is inadequate nutrition, there is fatigue, there are also overcrowding and congestion for most of our workers who live in single room tenements, and there is the mal-adjustment as between rural and urban habits of living. All these causes have brought about the increased mortality of all our industrial cities, especially the mortality of our industrial workers.

C-3145. Supposing I take two workers with the same factors, with only one difference, that one is working in a factory and the other is not; would you say that the fact that one worker was working in a factory would make him more prone to diseases than the other worker living in the same conditions who is not working in a factory?—I think the question is too theoretical.

C-3146. I am trying to make it practical. However, you have no evidence to answer that question, although you do consider that this is responsible not to a small extent for his being more prone to diseases.

C-3147. *Col Russell*: In reply to Sir Victor Sassoon you said you had investigated mortality of industrial workers in places like Bangalore and Madras?—Madras, Bombay, Cawnpore, Calcutta.

C-3148. Take Bangalore and Madras because I know those places. You said you found the tuberculosis death rate was higher in the industrial areas of these towns than in the other areas?—Yes.

C-3149. Which are the areas for instance, in Madras which you call industrial areas?—You will find these results published in one of my books, "Comparative Economics", to which I can refer you.

C-3150. *Sir Victor Sassoon*: Could you explain for the benefit of a layman what you mean when you say: "Both climate and physiological adjustment have fitted the Indian factory hand to work at a slower pace"?—His standard of nutrition and his metabolism are such that he cannot work unremittingly and strenuously for long hours.

C-3151. *Sir Alexander Murray*: Would you differentiate between a Punjabi and a Bengali. Supposing I have side by side a Punjabi and a Bengali, am I to give one less work to do than the other, or am I to pay one man less than the other man; if I fix a minimum wage am I to fix the minimum

wage of one man at less than that of the other man?—The physique, diet and weight of the Punjabi are far different from that of the Bengali and his efficiency will be different accordingly.

C-3152. Therefore I should have to pay the Punjabi more money than I pay the Bengali?—That does not necessarily follow.

C-3153. *Mr. Clow*: I suppose the stronger man would probably drift to different types of occupation?—It would depend to a great extent on physiological endowment.

C-3154. *The Chairman*: Does it not also follow that the present system of "rather go as you please" during working hours enables the varied people to meet their physiological needs?—That is true, but at the same time this is a very fertile cause of industrial inefficiency. These things have to be regularised; occasional absence should be prohibited as far as possible during factory hours; if the men would be idle while the machinery is running, there would be so much waste.

C-3155. You are using the term "inefficiency" as compared with a European standard?—Yes.

C-3156. *Sir Alexander Murray*: If I were to start a textile factory in the Punjab, would I have to pay a higher minimum wage to a Punjabi than I would have to if I had started a textile factory in Cawnpore?—It would follow from your own assumption that the Punjabi's industrial output *per capita* would be greater.

C-3157. You want me to pay by results and not according to a man's capacity to live on a particular diet; you tell me the Punjabi is a fitter man and yet you tell me I must pay by results?—That is always the case; that must happen.

C-3158. Therefore the employer must not pay too much attention to all these statistics of yours; he must largely judge by the results in the mills in which the workers are working?—No, my statistics are significant in this, that there is already a gradation of selection according to efficiency based on such considerations as I have submitted.

C-3159. *Mr. Clow*: Is it your point of view that so far as the rural population is concerned, their diet is adequate?—I have never said that; what I said was that the Indian industrial worker obtains more calories than the Indian peasant.

C-3160. But he has more and harder work to do?—My point was also that even with higher calories the industrial worker's diet was deficient and inadequate.

C-3161. You say that the number of calories needed by a peasant is about 1,200, and I understood you to say that you consider the caloric measurement a sufficient measure of adequacy?—I simply gave a comparison as between the diet of the peasant and the worker; I have not given any opinion regarding the adequacy or inadequacy of the Indian peasant's diet.

C-3162. You say the number of calories needed is about 1,200?—That is the basal metabolism.

C-3163. You have not formed any estimate of the total number of calories you regard as sufficient?—These investigations are still being conducted; I have not given here exactly what would represent the number of calories that an agricultural labourer, for instance, would require during busy times.

C-3164. We have received a memorandum from Mr. Shitla Prasad Saksena, who, I take it, is a research student working under your direction?—Yes.

C-3165. Are you able to give any opinion about this enquiry?—This enquiry into the cost of living index of the working classes in Cawnpore was undertaken some 9 months back by Mr. Saksena who is one of our research students.

C-3166. Mr. Saksena in his memorandum says in regard to computation of the index numbers that the weighting of the various articles of diet was based on an abstract from some of the monthly budgets of the workers. How

many budgets were collected and on how many is this abstract based?—Something like 200 family budgets are being collected by Mr. Saksena.

C-3167. He gives a table dealing with 10 serials; does each serial correspond to a single family budget or to a group of budgets?—A group of budgets; in each group there would be 15 or 20 budgets.

C-3168. *Mr. Ahmed*: In your memorandum you give a statement as to the diet of "a working class family of the lowest grade, income Rs. 12 per mensem. The family consists of the worker and his wife and two children aged 8 and 6". Do you think Rs. 12 is sufficient?—My concern was with the diet.

C-3169. But you have experience in the United Provinces, Bengal and other places and I want your personal opinion?—It is not at all adequate.

C-3170. You then give the figures with regard to "a working family of the middle grade, income Rs. 25 per mensem. The family consists of a single adult worker". I suggest to you that in that case Rs. 25 is quite inadequate?—I agree with you that if you increase the income, the caloric value of the food consumed by the worker would similarly increase and that would constitute the physical basis of an increased industrial efficiency.

C-3171. *The Chairman*: And that will apply to everybody?—Yes.

C-3172. *Mr. Cliff*: Were these budgets collected by yourself or by members of the staff?—These were collected by my Department.

C-3173. Are these budgets still in existence?—Yes.

C-3174. I take it the examination of the budgets is purely from a calorific standpoint?—We have undertaken an investigation of the social and economic conditions of the workers generally speaking, and this is part of the scheme.

C-3175. Is the investigation complete?—It is still being carried out.

C-3176. Have you any idea when it will be completed?—Yes, within four or five months.

C-3177. *The Chairman*: Who collected these budgets?—Mr. Saksena, our research student. There is a teacher on our staff, Dr. Raj Bahadur Gupta, whose book on "Labour and Housing in India" has been forwarded to you. Both students and teachers take part in this investigation.

C-3178. Have they had any training in investigations of this kind?—Yes, in the University.

*Mr. Cliff*: I should like the Commission to be supplied with the results of the completed investigation.

C-3179. *Sir Victor Sassoon*: Was any individual budget checked by another investigator?—Yes, there has been a thorough scrutiny. One of the teachers went to the same family of workers and checked each budget item by item.

C-3180. Was it usually found that the results of those two investigations were the same or different?—There were some differences in some cases but usually the first results were found to be accurate; where there were any differences they were corrected.

C-3181. *The Chairman*: I understand that later on you will be able to give the Commission such results as you have?—Yes, some more results relating to the hours and shifts of labour, the systems of wage payment and recruitment, and housing conditions; I will send you a memorandum on those subjects.

C-3182. *Mr. Cliff*: I am in great difficulty in regard to obtaining evidence as to the health and standard of life of the worker; will you let us have a memorandum explaining the method of collection of information and investigation, and then the results of your social and economic studies?—Yes.

C-3183. *Sir Victor Sassoon*: And the number of investigators and what types?—Yes.

C-3184. *Diwan Chaman Lall*: Have you seen these budgets and examined them?—Yes.

C-3185. *The Chairman* : Would you prefer to leave that until we get the papers?—We will give a considered view on this subject.

C-3186. *Mr. Cliff* : You say: "If he has to labour unremittingly and strenuously for long hours he adjusts himself by occasional idleness as well as absenteeism." Is it your opinion that by regulating those periods you will get greater efficiency?—If we have regulated rests there will be greater efficiency.

(The witness withdrew.)

**Mr. J. P. SRIVASTAVA, M.L.C., Chairman, Rev. C. H. MATTISON, Trustee, and Mr. A. ROLAND PRICE, M. Inst. M. & Cg. E., Chief Engineer, representatives of the Improvement Trust, Cawnpore.**

C-3187. *Sir Alexander Murray*: We are very interested in the working of the Improvement Trust, because as we have gone round from mill area to mill area we have found difficulty in arriving at the best method of providing accommodation for the workers. The Holland Committee in 1918 made certain recommendations, and I see that the United Provinces Town Improvement Act is dated 1919. Was your Improvement Act a direct result of the Holland Committee's report?—(Mr. Srivastava) No, I do not think so.

C-3188. What was the origin of your Improvement Trust?—We had congestion in Cawnpore and the Government appointed a Committee in 1914 to investigate the matter. This Committee reported about 1918, if I remember rightly. As the result of the report of that Committee the Trust was formed, after the passing of the Town Improvement Trust Act of 1919.

C-3189. How many Trusts are there in the United Provinces?—There: at Cawnpore, Lucknow and Allahabad.

C-3190. Does your Trust provide for extension inside or outside the municipal area?—It is all within the municipal limits, but it is really outside the city as we understand it. Very little of our work has been outside the municipal area and I think even that area has since been taken into the municipal limits which have been extended.

C-3191. So that there is no reason for any difference of opinion between you and the municipality. Where there is a congested area and an attempt is made to house the people outside the municipal area, sometimes a municipality will take objection owing to the loss of revenue?—Yes.

C-3192. But in your case there is no reason why the two bodies should not work side by side?—There should be no reason.

C-3193. Do you actually work in unison or do you find differences of opinion arising between you?—In all human affairs there are differences of opinion and we are not exceptions to that general rule, but generally I think we work hand in hand.

C-3194. I see your constitution is such that the municipality is represented on your body?—Yes, they have three members out of six on our body.

C-3195. I see you had a committee who were making enquiries and who recommended that settlements should be provided for the workers?—Yes.

C-3196. Where would these settlements be that you have in view?—The settlements do not yet exist but we have land for them; we have three or four areas marked out for that purpose.

C-3197. Outside the congested portion of the town?—Yes.

C-3198. How far are they from the mills, for example, the Elgin Mills?—In each case these areas are in close proximity to a group of mills.

C-3199. Are you referring to the McRobertganj area?—Beyond that; we have some land beyond there. These sites are within a mile or a mile and a half of the mills; for instance, the Khalasi Lines and Gwaltoli Sites would be about half a mile from the Elgin Mills and about a mile and a quarter from the Muir Mills.

C-3200. If you put workmen's houses in the Khalasi lines, do you think the workers will travel the distance to the mills?—Yes.

C-3201. What is the longest distance you now have workers travelling?—I know some workers come quite a long way; some walk 6 miles every morning.

C-3202. A man must be tired before he gets to work if he has to walk 6 miles?—Most of them walk more than a mile, and then most workers have now got bicycles. Bicycles have taken on very well.

C-3203. If you tell us the workers are all getting bicycles, we are delighted to hear it, but we want to consider the position of workers who have not got bicycles. In Bombay we heard complaints that the houses were too far from the mill area and that the workers were not prepared to walk so far; they preferred to live in the congested *bustis*?—The congested *bustis* are not less than 4 or 6 furlongs from the mills; for instance, the workers in the Muir Mills live in Colonel Ganj and Bacon Ganj which are not less than 4 or 5 furlongs from the mills, and many workers live at a greater distance than that.

C-3204. So that you are going to set up these settlements a mile or a mile and a half from the mills and you do not think that difficulty will arise?—No, I do not think they would mind that.

C-3205. What is your experience, Mr. Mattison?—(Mr. Mattison) My opinion and my experience is that they will walk even further for good homes.

C-3206. *Sir Alexander Murray*: Are there tramways to any of these settlements?—There is a service from Halsey Road, but it does not seem to be used very much; they seem to prefer to walk.

C-3207. *The Chairman*: Do you think a mile or a mile and a half is an unreasonable distance?—No.

C-3208. It was stated at one place we visited that it was rather good for the worker to have a little walk?—A reasonable distance we regard as good for him.

C-3209. *Sir Alexander Murray*: What is the cost of the land likely to be?—(Mr. Srivastava) It will certainly be below Rs. 1,000 an acre.

C-3210. You will be able to get land at a distance of a mile or mile and a half from the mills at a cost of Rs. 1,000 an acre?—Yes. Of course, there will be no developments carried out by the Trust; if that is to be done, the cost will go up.

C-3211. What will be the cost of what the Trust does in the way of roads, lighting and drainage?—(Mr. Roland Price) Roughly Rs. 7,500 an acre. (Mr. Srivastava) We usually supply water connection, storm water drains, levelling and terracing the land and roads; those four things will cost Rs. 1,000 each.

C-3212. So that though the land will originally cost Rs. 1,000 an acre, by the time you hand it over for building it will have cost Rs. 7,500?—But we do not propose to do all that ourselves; it is not necessary, for instance, to level up all the land, and one does not want water laid all through. If the mills are going to build, they would much rather have land which has not been developed; they will do the development themselves and it will be cheaper for them.

C-3213. But we shall be in the same state as in the congested *bustis* unless you are going to lay down roads, drainage and make proper provision. Are you not going to put down roads?—No, not inside the settlement. They can make their own roads there. They can lay them out according to the plan approved by the Trust.

C-3214. As for drainage?—They can make their own arrangements for that also. The British India Corporation are buying lands at Rs. 600 to Rs. 700 an acre and developing them.

C-3215. Your suggestion is that the mills should take over the development of the land at a cost of Rs. 1,000 an acre. You will leave it to them to do whatever they think necessary?—Yes. It works out much cheaper in that way. Mr. Mattison will bear me out that it is so.

C-3216. But that is not the usual function of the Improvement Trust. The usual function is for them to make roads, streets, and develop the lands under their control in so many ways?—We have roads outside the area you suggest and just contiguous to it, but not inside the settlement itself. It is for the mills to do this inside the settlement. If we were selling small plots inside the settlement then we will do the development ourselves. But we are



now selling one large plot of land and we leave it to the mill to carry out the developments in any way they like.

C-3217. What about congested *bustis*. What have you done to move the people living in those *bustis* to outside areas?—Nothing very much. We started with the idea of extending Cawnpore. We had dreams of a bigger Cawnpore and we have not tackled the problem of the congested *bustis* yet. As you would have seen from our written statement we have now decided to take up the question of the congested areas in the city. But the difficulty is that we come into conflict with the Municipal Board.

C-3218. In what way?—These areas belong to them absolutely. They have powers to pull down bad houses in those areas.

C-3219. Do you mean that those areas are outside your limit?—Yes, they are. They are not covered by our schemes.

C-3220. Can you not condemn a particular congested area in the municipal area?—Yes, but since the Municipality have also the power to do it, it is primarily their business.

C-3221. Then the two bodies are working side by side but not together?—That is what it amounts to.

C-3222. What are the special functions of the Improvement Trust? How do they stand with regard to condemning *bustis* inside Municipal areas as unfit for human habitation and trying to improve them?—We have not so far tackled this work. We know that the Municipal Board has ample powers to do that. Of course we are now going to take this up. Though the Municipal Board can condemn the *bustis* wholesale, they do not generally do it, because they are mostly elected members and they do not want to incur the displeasure of their voters. This is the main reason why they have not been able to do anything in the matter of congested *bustis*.

C-3223. Would you be able to condemn these areas?—We would acquire them and then pull down the houses.

C-3224. *The Chairman*: You would acquire them, but you have no power to over-ride the Municipal Board?—No. We would acquire these areas with the houses standing on them, pull down the houses and then lay out the area afresh.

C-3225. *Sir Alexander Murray*: That is a question of finance. How do you stand financially at the present moment?—We are in a very bad position. We have no resources whatever. We have managed so far on loans and grants from Government. We took a loan of Rs. 37½ lakhs from Government. The interest on that amount has come to Rs. 15 lakhs. We have paid back probably a few thousand rupees out of this so far. We owe Government about Rs. 50 lakhs. We have also had Rs. 10 lakhs in grants.

C-3226. *Sir Ibrahim Rahimtoola*: For the past ten years?—Yes.

C-3227. *Sir Alexander Murray*: Your position is that you are more or less insolvent as an Improvement Trust?—Absolutely so. From a business point of view we are bankrupt.

C-3228. What is your income at the moment?—Nothing, except what we get from the lease of our lands. We do not get any income just as they get in Bombay or Calcutta.

C-3229. You have Rs. 20,000 actual income?—(Mr. Roland Price) That is roughly our income from permanent leases. From sales of land we get about 1½ to 1¼ lakhs of rupees a year. (Mr. Srivastava) But that is not income.

C-3230. You have acquired about 1,500 acres and disposed of about 500 acres. You have 1,000 acres still to be disposed of. How do you value them?—There has been a difference of opinion as regards valuation. Some experts say that the land should fetch Rs. 50,00,000; others say that it would not fetch even Rs. 16,00,000. The Enquiry Committee could not itself go into the matter. They have recommended valuation by experts.

C-3231. Where is the land chiefly situated; is it nearly in the centre of the town or in the outskirts?—In the outskirts.

C-3232. Is it suitable for workmen's houses?—Some of it is. We are going to acquire fresh lands if we take up this scheme.

C-3233. I have read your reports. I find that you have been functioning for 10 years. You are left now with about 1,000 acres of land. You have debts of about Rs. 50,00,000. You have no income. You have done nothing so far to improve the congested areas in the centre of the town. What are you going to do to help us in providing suitable accommodation for these people who live in congested areas?—We have stated that in our memorandum.

C-3234. That does not show where you are to get the money from?—We have shown that.

C-3235. You expect to get stamp duties?—Yes.

C-3236. On conveyances?—Yes, and on mortgages.

C-3237. Do you expect to get a terminal tax?—Not exactly a terminal tax, but a Municipal contribution.

C-3238. Has the Municipality agreed to give it?—They are very much opposed to it, but considering that they take the taxes from the land that we develop and sell, it is reasonable that they should contribute something.

C-3239. My difficulty is this. There are two bodies here, the Improvement Trust and the Municipal Board. The latter have the power to effect improvements in congested areas if they choose to do that. The Improvement Trust also has the power, but it has no money . . . ?—May I just explain the position a little? The Municipal Board has the power to pull down houses which are unfit for human habitation and ask the owners to rebuild them at their own cost. They need not acquire the land wholesale. But we have no power to pull down houses piecemeal like this. We can acquire the whole area, develop it and lay it out.

C-3240. But you have no funds to do that?—If you read the scheme that we have proposed in our memorandum you will find that we are short of Rs. 2,00,000 every year. We have made proposals to meet that deficit.

C-3241. But you are already heavily indebted?—Government wants to reduce that.

C-3242. Do they?—Yes, they are bound to; they have to.

C-3243. *Sir Ibrahim Rahimtoola*: Who is ultimately responsible for any loss that the scheme may involve?—The Municipal Board. When we cease to exist or stop working all the assets and liabilities are transferred to the Municipal Board.

C-3244. You have debts of about Rs. 50,00,000 and assets of about Rs. 16,00,000. If you cease to exist or to function as an Improvement Trust the liability of Rs. 34,00,000 will be placed on the Municipal Board?—Yes, if we stopped working to-day, Government could recover that sum from the Municipal Board. That is the legal position. Whether they would do that or not is another matter. Very likely they would not do that.

C-3245. Your function is to acquire the slum areas, pull down insanitary dwellings and lay out the ground again on sanitary lines?—Yes.

C-3246. What work have you done in that direction during the past ten years of your existence?—We have done that in one or two small areas.

C-3247. Of what size?—Five acres in one of the most congested areas of the town. There the land is worth Rs. 50 a square yard.

C-3248. How much did you spend on acquiring the five acres of land and laying it out afresh?—(Mr. Roland Price) In the Dhankutti we acquired about 4½ acres of land. We paid Rs. 3½ lakhs for the acquisition of land and have spent up to date Rs. 73,000 on engineering. In the Nazirbagh Ghusiana, another congested part of the town, we acquired about 13 acres of land. We paid Rs. 2,64,000 for the land and spent Rs. 31,000 on engineering.

C-3249. After acquiring those lands, did you pull down the houses standing on it?—(Mr. Srivastava) Yes.

C-3250. Did you make any provision for those people who have been displaced?—In the Nazirbagh Ghusiana the milkmen used to live there. They

had very insanitary surroundings. They had no drainage or anything of that kind. We have cleared them out and they are living in one of our developed areas.

C-3251. Did you provide for them?—We have built some model dwellings to accommodate them.

C-3252. All those who have been displaced?—Most of those. Some did not want to go there. We told them that we would provide for everybody who wanted to go there.

C-3253. Did you take a census of the number of people displaced and the number provided for?—No. I do not think we did that; but no one had a complaint to make.

C-3254. We are not concerned with complaints; we are concerned with facts?—I could not tell you the exact number off-hand; we could probably find it out and tell you.

C-3255. What was the cost of developing the areas and providing the displaced people with houses?—This was a very big area which we developed. Part of the land was "filled land" on which only cheaper structures could be put up. We put up some quarters and housed our ghosies (milkmen) there. The cost of filling the land was very high, but we have not valued it very high in our books, because substantial structures could not be put up on it.

C-3256. You made temporary arrangements for the accommodation of these displaced people?—They are not temporary. We have built sheds and regular houses for them.

C-3257. At what cost?—(Mr. Roland Price) We put up 78 quarters including sheds at an approximate cost of Rs. 76,000.

C-3258. After providing for them elsewhere you demolished the insanitary houses on the old site and laid it out afresh?—Yes.

C-3259. Did you sell it?—We have just completed developing it and started selling.

C-3260. *The Chairman*: Are you selling the land on freehold or on lease?—Both. If a person wanted to take the land on lease he could do so; if he wanted to purchase it outright he could do so by paying cash at once or in instalments.

C-3261. When you have replanned and developed one of these congested areas, apparently you do not get an adequate return, say 5 per cent., on the cost of the scheme?—No, we do not get that.

C-3262. You get only 2 to 2½ per cent. on the cost of the scheme?—That figure relates to the workmen's dwellings put up by the Mills. But our return is not so bad, because the ghosies (milkmen) can afford to pay a higher rent than the workers.

C-3263. *Sir Ibrahim Rahimtoola*: According to the statement in your memorandum one of your functions is to provide new sanitary buildings for the people living in the congested areas of Cawnpore?—We have had various proposals from time to time. Once it was suggested that the Trust should build houses for them; then it was suggested that it should only provide sites and the individual workers and the poor people should be given facilities for building their own houses themselves. Now there is a third proposal before us. We have never favoured the Trust itself constructing the buildings, because we have the example of Bombay before us. Most of the chawls there are empty.

C-3264. But these buildings were not put up by the Improvement Trust; they were put up by the Development Department?—Still some department built those chawls and most of them are empty.

C-3265. *Sir Alexander Murray*: Are your houses intended for the Pharias of Collectorgunj full?—No. We built small houses for them, but they have not occupied them. There is some trouble between us and the Municipality over this matter. They do not want to eject the Pharias from where they are now.

C-3266. You are not always on cordial relations with the Municipal Board?—The difficulty is that the Municipal Board is not consistent. It changes its policy according to the public opinion of the moment.

C-3267. Has not your own Board also changed? As far as I can see the only one member of your Trust who has had more than a year's experience of this matter is the Chairman?—Yes.

C-3268. And Mr. Vikramjit Singh. All the rest of the members have been there for less than a year?—Quite so. But we never go back on our previous policy. In the case of the Municipality it is not an uncommon thing for them to pass a resolution to-day and an exactly contradictory resolution a few days hence.

C-3269. When you provide buildings for certain classes of people, you say that they do not implement their agreement and ask the people to move into those buildings?—Yes, they gave a definite guarantee to that effect. I do not know why they do not now want to ask them to move. We provided the buildings at their request, but we were told recently that they were not going to eject the Pharias from where they are now. I am informed only to-day that probably they will reconsider the matter once again and will eject them.

C-3270. The point in which we are directly concerned is the housing of the working classes. You have given a statement showing that the cost of constructing workmen's quarters on a sanitary basis would come to about Rs. 600 a room.—Yes.

C-3271. And that in order to get a reasonable return on the capital invested you require a rent of Rs. 4 a month for each room?—Yes.

C-3272. You further say that it is not possible to rent that accommodation for more than Rs. 2 a month, thereby giving a return of 2½ per cent. on the capital invested?—Yes.

C-3273. In that case you can well understand that no capital would be available for investment in landed property giving a return of only 2½ per cent.?—That is why we have evolved this scheme. The Government should lend money to the mills who wish to put up workmen's quarters under the supervision of the Trust at a cheap rate of interest. We think that Government, Municipal Board and the Improvement Trust, all the three, have a duty in this matter. Unless the three co-operate and each bears its own share of the burden, nothing could be done. We have said that Mills in Cawnpore have done nothing for housing their employees, because it is not a paying proposition. It is true that they get an indirect advantage, but it is not so great as to justify the investment of the sum required.

C-3274. Quite so. The industry cannot afford to invest capital on housing their employees and get a return of only 2½ per cent. on their investment. Would not that mean an indirect increase of wages and increase in the cost of production?—That is what it would amount to, unless the indirect advantages outweigh the loss.

C-3275. Quite so. You say that in the interests of the public health of Cawnpore the burden ought to be distributed amongst Government, local bodies and the millowners in view of the indirect benefits which they get?—Yes.

C-3276. What chances are there that this co-operation will materialise?—The Enquiry Committee appointed by Government sat for several days in Cawnpore and as a result of its deliberations we are hopeful of attaining this co-operation.

C-3277. May I take it that the present attitude of Government and the Local Bodies is such that there is every hope of their co-operating with the millowners to solve the problem of sanitary housing for the work-people in Cawnpore?—Most definitely so.

C-3278. Mrs. Srivastava: Is there any park or open space provided for women in Cawnpore? You know that they do not go to these public parks on account of the parda system.—Not so far. We have just taken up this

matter. We have set apart 4 acres of land near the zenana bathing ghat which is the best place for that purpose. It has been recently decided to put up a parda park there.

C-3279. *Mr. Yakub*: Your Improvement Trust came into existence in 1909?—No, it came into existence in 1921; the Act was passed in 1919.

C-3280. Since then for how many people have you been able to provide accommodation in your model houses?—We only build model houses for those people whom we turn out from the congested areas which we propose to improve. We have been able to build houses for about 800 people.

C-3281. Is that what you have been able to do since 1919 in the direction of improving the congested areas of the town?—We have been trying to remove the congestion by providing the people living there with lands outside. We do not aim at building the houses ourselves at all. We do build in certain cases, but we do not recognize that as one of our main duties.

C-3282. To how many people have you provided lands for buildings?—We can give you the figures in terms of areas or the number of sites. But we could not say how many people live in one plot.

C-3283. *The Chairman*: For how many people have you provided accommodation under your MacRobertganj scheme? I understand that the land was provided by you?—About 2,700. Only part of the land was provided by us; the MacRobertganj extension land.

C-3284. *Mr. Yakub*: For how many persons have you provided accommodation in that extension?—(Mr. Mattison) We have 50 acres of land there. On the basis of 40 homes to an acre and three persons to a home, there would be accommodation for 6,000 persons. (Mr. Roland Price) In the whole of the Trusts Schemes there are 507 acres of land disposed of and housing approximately  $507 \times 40 \times 3$  persons.

C-3285. You have built some big bungalows?—(Mr. Srivasatava) Yes, we built quarters for our staff.

C-3286. That was what you did first?—We thought that unless this was done our staff could not work.

C-3287. How much did you spend over these staff houses?—About six lakhs.

C-3288. And you have transferred or sold those houses since then?—Excepting two.

C-3289. Did you sell them on profit or on loss?—On loss of course; they were built in 1921 when the value of the property was very much higher than what it has been since.

C-3290. How much money have you spent in acquiring land for the poor people?—The question is rather vague.

C-3291. You just now gave the area of the land that you have acquired?—We have given you the area of the land which we have disposed of so far. It is not all sold to poor people; there are many rich people, and extremely rich people, who have taken the land.

C-3292. Have you acquired any land for the poor people?—Not specially marked out for them.

C-3293. What is your scheme to give better housing to the workers in the town who live in congested and dirty areas?—As I have already explained, we have now got a scheme that would earmark several areas for the housing of workers.

C-3294. Have you started doing anything?—No; the whole matter is now before the Government; this is the recent recommendation that has been made to Government.

C-3295. In your memorandum you speak about the recommendations of the Holland Commission. Has the United Provinces Government accepted those recommendations and done anything to give effect to them?—I cannot say; we have got nothing on record.

C-3296. Nothing came out of it as far as you know?—No.

C-3297. You state in your memorandum that a joint committee of the representatives of the Municipal Board, employers of labour, and the Improvement Trust was appointed in 1928. What steps have you taken to give effect to the decisions of that committee?—The whole thing was under consideration since then, and now, as you know, a scheme has been formulated and put up to Government.

C-3298. The Government has not taken any steps yet?—It has just gone to them; of course, they appointed a committee this year consisting of about 12 members including some members of the legislature.

C-3299. Can you give us an idea as to how much money has been spent over these special committees which have been appointed to consider the question?—We do not keep accounts of that.

C-3300. Is the Cawnpore Improvement Trust popular with the people of the town?—I think so and I hope so.

C-3301. You have definite indication that it is popular with the people of the town?—There is no out-cry against it so far as I am aware. Of course improvement trusts are always unpopular bodies.

C-3302. *The Chairman*: You cannot make improvements without treading upon the rights of some one or other?—Yes. If you compare the Cawnpore Trust with the other Trusts in the province, you will find that the Cawnpore Trust had the least opposition so far.

C-3303. *Mr. Yakub*: That is probably because the Cawnpore Trust has not so far tread over the rights of anybody?—I do not know.

C-3304. Has the Cawnpore Municipality any control or hand in your work?—Out of the six trustees on the Trust, three come from the Municipal Board. Every scheme that we frame goes to the Municipal Board for objections, and those objections are all considered by Government.

C-3305. I suppose your relations with the Municipality are cordial?—Just now they are cordial.

C-3306. *Miss Power*: The Upper India Chamber of Commerce use rather a strong expression about your body. They say: "Land was offered by the Cawnpore Improvement Trust at exorbitant rates and with no undertaking for the provision of water or sanitation, while the Municipality was unable to assist with these necessary requirements". It will be interesting to know your comments on that statement?—(*Mr. Srivastava*) That statement is correct in so far as it goes, but this land at Rs. 7,500 an acre was developed land. Since this memorandum was written by me, I understand that the price was reduced to Rs. 4,500. This is an old matter; I was not personally conversant when I wrote this. The price was reduced to Rs. 4,500 and the Trust has also guaranteed water from tube wells which they had especially put up. The Municipality resolved as far back as February 1921 that if employers would put up quarters they would remit taxes entirely on those quarters.

C-3307. *The Chairman*: In perpetuity?—It means that; they do not state the time. The house taxes be wholly remitted, that is the resolution.

C-3308. *Mr. Cliff*: What was the date on which the Crosthwaite Committee concluded their report?—They concluded their report just about six weeks ago.

C-3309. With regard to the scheme that is now mooted, will the public have a right on these lands which are made over on lease?—I do not think so; the land would belong to the particular concern which takes it over, and it will be for that concern to control it afterwards.

C-3310. Will the Municipality do in those lands what they do in other lands and will not the public have a right?—The Municipality would have to provide certain conveniences in order to help the scheme.

C-3311. If the Municipality do exactly in those areas what they do in other areas, will not the public have a right on them?—I do not see how they can.

C-3312. Is that a recommendation of your committee?—That has nothing to do with us, because that would be for the Municipal Board to consider. But I should think that an employer who puts up quarters and also a boundary wall would seriously object to any interference.

C-3313. *The Chairman*: Who will provide lighting; will it be done by the Municipality or by the private landlord?—The lighting will be provided by the Municipality.

C-3314. *Mr. Yakub*: Who provides lighting for the MacRobertganj?—(Rev. Mattison) Largely the Municipality.

C-3315. *Mr. Cliff*: Your committee was represented on the Joint Committee of 1928?—(Mr. Srivastava) Yes.

C-3316. Do I understand that the Crothwaite Enquiry Committee did not agree with the Joint Committee of 1928 that the land should become the property of the millowners after 30 years?—Yes.

C-3317. They disagreed?—No. The millowners will pay for the land and buildings in 30 equated instalments at the end of which period they would become their property.

C-3318. That is the proposal of the Joint Committee of 1928 and not that of the Crothwaite Committee?—No, it is exactly the same.

C-3319. In your memorandum you will find that the Joint Committee's recommendation is that after a certain period the settlement ought to become the property of the millowners, while the Crothwaite Committee's recommendation is that they should be made available to the mills on a 90 years' lease?—The idea is that when the entire cost has been paid the land would become the property of the factory. Probably this is not made clear. The slight change has been made because of a legal difficulty. If land is sold outright then the Trust or Government can have no control over it; if it is leased then Government would have a bigger hold, but once the dues of Government are paid off, there is no need for that hold to continue.

C-3320. May we take it that the Crothwaite Committee have declared on the lines of the 1928 committee?—Yes, excepting this difference that the Joint Committee of 1928 recommended that the Trust should build whereas the Crothwaite Committee has recommended that the mills themselves should build out of the money provided by Government.

C-3321. The question is mainly a question of public rights on those lands. Whose property will it be?—It will be the mills' property.

C-3322. *Diwan Chaman Lall*: The same Committee that Mr. Cliff was referring to recognize the moral responsibility of the employer, the municipal board, etc., to share the financial burden in the matter of providing houses for workers. Do you agree with that?—Yes.

C-3323. You do not agree with the recommendation of the Industrial Commission which said that it would be undesirable and unjust to compel individual employers to house their employees?—Compulsion is one thing and moral responsibility is a different thing.

C-3324. If the moral responsibility is not being discharged what is your remedy for it?—The remedy may be gentle persuasion.

C-3325. Obviously gentle persuasion has failed because if you turn to the Report of the Cawnpore Improvement Trust you will find there stated: "There is perhaps no city in the Provinces where the problem of housing for the working classes is so serious or of such great dimensions as in Cawnpore. The conditions under which the poor live in Cawnpore are a standing disgrace and the sooner something is done to remove this blot, the better for all concerned".—I obviously wrote it in a moment of excitement or enthusiasm.

C-3326. *Mr. Yakub*: Was it written before you wrote the Simon Committee's report or after?—After.

C-3327. *Diwan Chaman Lall* : If you visit the spots that you call blots you would probably be fortified in the excitement that was caused when you wrote that?—I agree.

You agree that they are a standing disgrace?—Yes.

C-3328. You say that the sooner something is done to remove this blot the better. What comprehensive scheme have you in view for doing something?—We have put up a scheme before Government which would solve the problem; it would ensure the co-operation of all concerned.

C-3329. Let me examine this scheme: you are providing for 2,000 workers and their families?—No.

*The Chairman*: For 20,000 workers.

C-3330. *Diwan Chaman Lall* : In reply to Mr. Yakub you said that you had at the present moment a scheme whereby you are going to allot a certain number of acres which would provide housing for 2,000 workers?—I said: nothing of the kind. The land which one firm of which Mr. Mattison is a member has taken up from us recently would provide housing for 2,000 workers.

C-3331. How long is it going to take to provide housing for 20,000 workers?—I cannot probe into the future; it is all a question of ways and means, how much money is forthcoming, at what rate the employers are prepared to build and so on.

C-3332. In this scheme that you have propounded have you come to any definite conclusions as to the number of houses to be provided, the period it is going to take and the money it is going to cost?—When Government accepts our proposals, then the Trust would be in a position to approach the employers and ask them whether they would take up the thing at once. Of course, before the Improvement Trust Enquiry Committee, the Chamber of Commerce expressed their approval of the scheme, but the Chamber of Commerce could not obviously speak on behalf of other concerns; it would be for individual concerns to decide.

C-3333. Has it struck you that it might be desirable to have a co-operative housing scheme in connection with this?—I have thought over it several times, but I am not a great believer in co-operative movement yet; somehow or other it has not taken root in this country. A great many of these co-operative societies in the province which deal with all sorts and manner of things are more or less a failure.

C-3334. So that if the employers do not avail themselves of these opportunities that you are placing before them, the matter will be at a stand-still?—We have got an alternative scheme. If the employers do not avail themselves of the offer, we will offer the land and the facilities *minus* the money which Government is expected to provide to private parties who can build houses for workers. But the trouble there would be that you cannot bind them to a low rate of rent; no one would like to build a house unless it fetches at least 6 per cent. interest.

C-3335. You have thought of the private landlord but you have not thought of the worker working the scheme on the basis of the co-operative system?—We thought of that a few months ago.

C-3336. Would you be prepared to make the land available to the workers?—If a scheme is put forward before us, we will very gladly consider it.

C-3337. You have not thought out working that scheme yourself?—How can we work unless the workers themselves join together? There was a co-operative housing scheme started in Cawnpore some time ago which was, I believe, a failure; they took up some land from us, but we had to get that land back from them.

C-3338. *Sir Victor Sassoon* : Has the union thought of negotiating with you?—No.

C-3339. *Diwan Chaman Lall* : Have you thought of negotiating with the union?—No.



C-3340. May I make that suggestion?—I will place it before the Trust.

C-3341. *Colonel Russell* : In your memorandum you give certain interesting suggestions as to the method by which you propose to house persons who are removed from a certain area. I think it would be of particular interest to have some details. Could you send us a statement as to the cost of each plot, the number of plots per acre, the cost of the plinth, the cost of the erections on the plinth, and the cost of the materials which you have provided for these individuals for filling in the gaps?—Yes, we will supply a statement.

C-3342. *Mr. Ahmed* : Is it not a fact that there is unemployment amongst workers in the town of Cawnpore?—I do not think there is very much of unemployment.

C-3343. If you want a sufficient number of workers you can always get a supply?—Those who do not find work in the mills find work in bazaars; Cawnpore is a particularly industrial place.

C-3344. We have evidence to show that there are a lot of people who do not get sufficient work?—Not a lot of people; there may be a few.

C-3345. To some extent they look upon the Improvement Trust for ameliorating their condition?—I do not know how we can give them employment.

C-3346. You can utilize their services in the various schemes that you launch upon?—Yes; we naturally employ men who are available in Cawnpore.

C-3347. You said that you have a deficit. Did you think of levying a terminal tax from the passengers who come to this city?—That proposal has been discussed time and again, but I believe there is an objection to it in principle, namely, why should an outsider who comes to Cawnpore for a day should contribute towards the improvement of the city. Terminal tax is only levied in centres where pilgrims congregate.

C-3348. Did you try to levy a tax on exports and imports of goods, like cotton and woollen?—We have no power to do that.

(The witnesses withdrew.)

**ACHCHHA SINGH and other representatives of the Harness and Saddlery Factory Labour Union (interpreted).**

C-3349. *The Chairman*: You represent the Labour Union in the Harness and Saddlery Factory of Cawnpore?—Yes.

C-3350. You tell us that your Union consists of over 500 members who are labourers in the Factory, except the President of the Union who is an outsider?—That is so.

C-3351. I understand your Union was formed in 1927?—Yes.

C-3352. And that it is recognized by the Government who control the Factory?—Yes.

C-3353. Then you have an opportunity of representing your grievances direct to the Manager of the Factory?—We can represent our grievances.

C-3354. Do you represent your grievances from time to time to the Manager of the Factory?—When we have grievances and when matters arise which we want to represent through our committee we represent those matters to the Manager.

C-3355. I notice that you appear to complain about the piece-work system in the Factory?—We have many grievances in regard to the piece-work system.

C-3356. The piece-work system, I think, was established about 10 years ago?—It was brought into force after the war ended.

C-3357. It was established in order to do away with the evils which had arisen under the previous system, which meant the employment of jobbers and contractors?—That is so, but by the institution of this system we are put to a great deal of trouble.

C-3358. You do not ask to be put back to the system of jobbers and contractors which existed 10 years ago?—We do not want that.

C-3359. But you would like some changes to be made in the piece-work system as it at present exists?—One of our greatest difficulties is that we do not get paid for the work which we turn out. Before the present system was introduced we were paid, for instance, Re. 1 for a particular nut that we turned out. Whether we turned it out in an hour or in a whole day was our concern. Now when we turn it out it depends upon the charginan's goodwill to pay us the Re. 1 which is fixed or to pay us 2 annas for it. If a man is taken on at Re. 1 a day, and in the course of the day he turns out work worth Rs. 3, he is not given the Rs. 3, but only Re. 1. On the other hand if a man is engaged on Re. 1 a day and he turns out work worth two annas, he is not given the rupee but he is only given 2 annas.

C-3360. Do you tell us that the men are not paid by the charginan the arranged rate of piece-work for the different jobs?—The charginan gives us a particular article to manufacture and he fixes the rate. But when we have manufactured the article he says the rate has gone down.

C-3361. That seems a proper matter for you to represent to the Manager through your recognized Union. Have you put that point before the Manager?—Many times we have represented this matter, and the reply we have received is "The charginan has fixed this rate; we cannot do anything more."

C-3362. *Mr. Yakub*: He says that they have not represented the matter through the Union but only to the foreman individually?—Recently a new foreman was appointed and he cut down the rates of the whole section which employs about 50 men. When they went to receive their wages at the end of the month they found that their wages were lower than they used to receive. They made enquiries from the clerks and the clerks said that probably the rate had been made lower. Then the matter reached the ears of the foreman, and the only reply we got from the foreman was that the rate had been lowered. No reason was given why the rate had been lowered.

C-3363. *The Chairman*: This seems to me to be quite a proper matter for your Union to represent to the Manager. I understand you have not, as a Union, represented this matter to the Manager?—There is no point in our

representing the matter to the Manager. I will cite an example. A year ago the Manager put us on to a piece rate and we worked very hard, with the result that instead of getting the usual Rs. 50 a month we got Rs. 55 a month. When the wage bill was prepared the Manager said "Why are they going to be paid Rs. 55. You must cut the rate down to Rs. 50", and the rate was cut down. If the Manager acts like that towards us, he is not prepared to listen to our grievances.

C-3364. I still suggest that what you have told us is a proper matter for you to represent to the Manager through your Union.—Although we have not actually represented the case through the Union, we know that the Manager and the Superintendent are perfectly well aware of all our grievances. The Superintendent is familiar with the state of affairs prevailing in the Factory.

C-3365. With regard to the question of compulsory leave, you tell us that there is not work for the 6 days in the week at present for all the workmen who attend the Factory?—That is true. We are given compulsory leave. That is because instead of keeping four men on the register they keep on the register 6 men.

C-3366. You think it would be better to employ a smaller number of men so that the four men could have full work instead of the six working for four days a week?—That is quite true. We would like them to keep just the number of men for whom there is work. As it is, they call us in for four days and keep us off work for 8 days.

C-3367. We were told on Friday that the men had been consulted and that they preferred this system of compulsory leave when work was short to the dismissal of men. Is that so?—That is not so.

C-3368. Would you be prepared to abide by a vote of the whole of the workmen employed, as between the system of compulsory leave—that is, spreading the work over the whole number now on the rota,—or alternatively dismissing a number of the men in order that the remainder may have a full 6 days' work?—We would abide by the decision of the workers.

C-3369. The number of members who belong to your Labour Union is about one-third of the total number employed?—At present there are about 1,100 men working in that Factory, and about 500 or more are members of the Union.

C-3370. It would seem to be quite a proper matter for the Union to represent to the Superintendent, and if there is any doubt in the matter as to what the workmen prefer, to consider the propriety of taking the opinion of the whole of the workmen. In your statement you say that wages should be paid fortnightly and not on the 7th of each month?—We put this in our statement because if a man is given work only for a fortnight then it is difficult for him to last out the whole month, and fortnightly payments would help him.

C-3371. But are the workers paid once a month or once a fortnight?—After a month.

C-3372. Was not a proposal made by the Superintendent to the men asking them if they would prefer to have the payment made fortnightly?—Yes, that was so; for two months this system of fortnightly payments was in vogue, but then those people who were given no work during the fortnight and therefore got no wages made a complaint that they were given nothing at all and it would be better that the payment should be made monthly, and therefore it was put back to the monthly system again.

C-3373. Again that hardly seems to be a question that this Commission can deal with further than by making a suggestion that the recognized Union should take the opportunity of discussing this matter with the Superintendent, and that the wishes of the whole body of workers should be ascertained?—That is so, but the policy of the European supervisors, chargemen, etc., has been not to let the Union increase in strength.

C-3374. In your statement you tell us that a number of the workmen who live at a distance from the factory cannot leave the factory, nor are they at present allowed to leave the factory during the interval; that is between 11 and 12 o'clock. Do you mean to say that they are not allowed to go outside the factory during the interval?—This is true, that we are not allowed to go outside the factory during the interval, and if anyone of us does, there is danger of his not being treated well.

C-3375. But the hour from 11 to 12 is an hour when you are not in the employment of the factory?—We cannot understand why we are not allowed to go outside the gate, although it is the hour of leave; and if we do not come back at the regular hour, that is 12 o'clock, then of course they can take action against us, but we cannot understand why they do not let us go out between 11 and 12.

C-3376. *Sir Victor Sassoon*: Has that always been so?—From the very beginning it has been like this.

C-3377. *The Chairman*: Then you ask that proper arrangements should be made in the factory for providing sheds for bathing and having food. Are there no sheds for taking food?—There is no arrangement for bathing and there is no dining shed either; it was because we were not allowed to go out during the interval and we wanted to have a wash before taking our meals that we suggested we should have bathing sheds as well as a dining shed.

C-3378. Has this been discussed by the Union with the Superintendent?—Not through the Union.

C-3379. Lastly you ask that better arrangements should be made to provide cold drinking water to all workmen during the hot season. What is the complaint there; is there no water or inadequate water?—There is no well water inside nor is there any pump water inside; the water we get is water from the river which is brought in and through a tank which goes into the reservoir; from there they draw a pipe and that is the water we drink; it is the water that is used for washing leather, etc.

C-3380. Is the complaint that there is not sufficient water, or that it is not cold?—There is no arrangement for pure drinking water at all.

C-3381. The Factory Inspector inspects these works to see that there is a proper water supply?—In only one section have we got a man who provides water for the workers. Our hands are all covered with oil and dirt and we want water for washing and drinking purposes.

C-3382. Do you know that anyone can complain to the Inspector of Factories if the Factories Act is not observed; he can even anonymously, without putting his name, send a complaint to the Inspector of Factories?—About the water we have not put in any petitions like that, but about other similar complaints we did; the result was that in every case the man was dismissed.

C-3383. But you are an organized Union with, you tell us, 500 members; it should be your duty to know where you can address the Inspector of Factories, and you are entitled if you please even without signing your name, to put any complaint before him where the Factories Act has not been observed.—Nobody informed us about this.

C-3384. *Sir Ibrahim Rahimtoola*: You say in your statement that payment is made monthly only on the manufacture of those goods which are passed finally by the department; no payment is made on those goods which are rejected. Will you explain whether this means that for the whole work done by you on articles rejected by the department you get no pay at all?—We get nothing for the work.

C-3385. What becomes of the article which has been rejected?—We get nothing for it, but they collect these rejected articles, heap them up and occasionally auction them.

C-3386. Who takes the proceeds of that auction sale?—The Deputy Manager.

C-3387. No portion of the proceeds is paid to the workmen?—No, nothing is paid to the workmen.

C-3388. The whole of their labour is therefore wasted?—That is so.

C-3389. Can you give me any idea of the proportion of rejected articles as compared to articles passed by him?—Not many—out of 100 probably about 10.

C-3390. *Mr. Joshi* : The Union memorandum contains figures about the increase of expenses of permanent and supervising staff. When the Superintendent was asked about this he explained that this increase was due not to an increase of personnel but to some change in the denominations. Recently have any new officers been appointed and fresh appointments created in the factory?—That is so; there are more employed in the supervising staff now.

C-3391. *Sir Victor Sassoon* : Has any transfer been made in classification; have some men who were called temporary now been called permanent?—Yes, that is so.

C-3392. *Mr. Joshi* : I want to know whether the number of officers has been increased?—Yes, they have been increased.

C-3393. Has an Assistant Manager's post been newly created while the number of workers has been reduced?—A new post has been created.

C-3394. Have they also appointed officers in the inspection branch?—Yes, that is so.

C-3395. *Sir Victor Sassoon* : How many new posts have been created?—Formerly there was one Manager Superintendent; now there are two of them, and so they have duplicated posts.

C-3396. Have any posts been suppressed?—Where there was one formerly there are three of them now; there has been no retrenchment.

C-3397. Have any Foremen been made permanent who were originally temporary?—In this way they have become permanent, by being given a rise, Foremen becoming Assistant Managers and so forth.

C-3398. *Mr. Ahmed* : Have the salaries of these people also been increased?—That we do not know.

C-3399. They have been promoted?—Yes.

C-3400. So that I take it there must also be an increase of salary?—I do not know.

C-3401. Do you see the Government Inspector coming there; does he take steps to look after you?—We have not seen the gentleman.

C-3402. Did you see him coming to your Union to hear from you your grievances?—No, we are not familiar with his movements.

C-3403. Do you see the Chief Inspector of Factories sitting there; he has been serving here since 1926; have you ever seen that Factory Inspector?—I have seen the Factory Inspector who came to pass the boiler, because he is also a Boiler Inspector.

C-3404. Did he enquire about your conditions there, that you are not supplied with drinking water?

*The Chairman* : He cannot answer that.

C-3405. *Mr. Ahmed* : Do you say there are no free medical arrangements?—There is a dispensary inside the factory but it is not according to our wishes.

C-3406. You want certain pensions and gratuities after retirement; do you know whether among you there is anybody who has served for 5, 10, 20 or even 25 years?—There are people who have worked for a longer period than that.

C-3407. And still they did not get any gratuity or pension?—No, they got nothing.

C-3408. Have they worked in one stretch all the time without being absent for 25 years or more?—They worked for that long period only in this factory and nowhere else.

C-3409. No facilities are given for your children's education?—There is a school inside the factory and they charge us As. 8 per month per child.

C-3410. And you cannot afford to pay that?—We cannot.

C-3411. I understand that many of you are indebted; would you like some co-operative society to be started in order to relieve you from the payment of a high rate of interest?

*The Chairman:* There is a co-operative society.

C-3412. *Mr. Ahmed:* What is the rate that you have to pay for the money you owe?—It depends on the need and the person from whom we take the money. Sometimes we pay 1 anna in the rupee per month and sometimes 2 annas.

C-3413. Is there no co-operative society to lend you money at a lower rate of interest?—Yes, there is.

C-3414. What rate do they charge?—Two pies in the rupee; but we cannot take any loans from that society.

C-3415. Why do they not lend you the sum you want?—Because the work is less now, as against a deposit of Rs. 100 they lend only Rs. 90. Formerly whoever had a deposit of Rs. 100 was able to get Rs. 300 if he furnished two securities. But now he could get only Rs. 90 with two securities.

C-3416. So that inspite of the deposit and the securities they do not lend you the required sum of money?—That is so.

C-3417. *Mr. Cliff:* Do all the men that are with you in the deputation to-day work in a factory?—Yes, all of us work in a factory.

C-3418. What was the actual earnings of each last month?—(Mr. Achchhar Singh) I earned Rs. 40 last month working as a daily rated fitter. (Mr. Laltoo) I am a Mistri on a fixed rate of pay. I got Rs. 95 last month. Since the Union was started I took an active interest in it with the result that my rates were cut down. A man on lower pay was put in my place.

C-3419. *The Chairman:* Are you still getting Rs. 95 a month?—Yes, but my increment has been stopped. (Mr. Patrakhan Lal) I am a motor cleaner on daily wages. I got Rs. 15-18-0 last month. (Mr. Badloo) I am a machiner. The month before last I got only Rs. 27; last month I got Rs. 30-15-0. (Mr. Mashar Hussein) I am the jemadar of the coolies. I got Rs. 15-7-8 last month. (Mr. Ram Piari Lal) I am a boiler Mistri. I got Rs. 26-4-0 last month. (Mr. Shivnath) I work in the D-I section which puts the hide in lime and takes it off.—I got Rs. 26-12-0 last month at the rate of 14 annas a day.

C-3420. Did all of you work full time?—(Mr. Singh) As it is the holidays are many and if the factory plays us off for a few days each month we would get nothing.

C-3421. Were none of you on short time? Were you not played off?—There is one who was played off for three days. He was idle for one day. Then he got news that there was some more work in the factory and he went back to the factory.

C-3422. You say that if your services were dispensed with permanently you might be able to earn your living elsewhere. Is there any possibility of earning your living elsewhere in this trade?—There are other factories in other towns.

C-3423. Leather factories?—Not necessarily leather factories. We can do all sorts of work.

C-3424. When did your Union last meet your Superintendent?—We never have any personal interview with our Superintendent. We only communicate with him by means of letters.

C-3425. *Miss Power* : Have you ever asked for a personal interview?—No, never.

C-3426. *Mr. Cliff* : Why do you not go to the Superintendent in the same way as you have come to the Commission with your grievances?—There is no arrangement for us to meet the Superintendent. We are afraid to go before the Superintendent.

C-3427. *The Chairman* : But the Superintendent has told us that he is willing to see the representatives of the Union—of course on proper occasions—and discuss matters with them?—That may be so. But whenever an opportunity arises again, we shall go to you again.

C-3428. Do you think that we are not as formidable as your Superintendent?—The chageman is the autocrat of the factory. He is the commander-in-chief.

C-3429. *Mr. Yakub* : What is the attitude of the officers of the factory towards your Union; is it sympathetic or antagonistic?—It is very antagonistic. When we came to give evidence before the Commission we were told that we would be turned out and that the Commission could not do anything to them.

C-3430. Which officer told you this?—Mr. Baptist.

*The Chairman* : You have no need to be afraid of victimization.

C-3431. *Mr. Yakub* : What is the minimum wage that you expect?—Rs. 25 to Rs. 30 a month and nothing less than that in these costly days. But there are many of us getting only Rs. 5 or Rs. 6 a month and we do not know how we are going to maintain a family on this small sum.

C-3432. When you are treated like this why do you not leave the factory and go somewhere else?—We have worked here for 15 or 20 years and how can we go somewhere else?

(The witnesses withdrew.)

**Mr. GHASITA and Mr. MUNIR, representatives of certain workers in the Textile Mills, Cawnpore (interpreted).**

C-3433. *The Chairman* : Mr. Munir and Ghasita, you are workers in the Textile Mills in Cawnpore?—(Mr. Ghasita) Yes, we are.

C-3434. Do you all work in the same mill?—No, we work in different mills.

C-3435. Some of you in woollen mills and some in cotton mills?—Yes.

C-3436. Are you all members of the Union, the *Mazdur Sabha*?—No. Only some of us are members of the Union.

C-3437. Your first grievance is that you are not granted leave when you require it of necessity?—Yes. When we ask for leave for urgent occasions we do not get it. We go to the man in charge and ask him for leave; he says something in English; we do not understand what he says. If we stay away for three or four days, we are told that our names are crossed off and our wages forfeited.

C-3438. Clearly that has not happened to any of you here to-day; you are all working in the mills to-day?—It has happened to almost all of us.

C-3439. And you have gone to work in other mills?—Yes. Either our wages are forfeited or we are played off for another 10 or 15 days, with the result that our children suffer a good deal.

C-3440. That is only if you take leave which is not granted by the employer?—Yes.

C-3441. The second claim is that your pay is very low and is not sufficient to support you and your families?—Yes. Our wages are very low; our children starve and we are all in debt. Sometimes it happens that nothing is left to us at the end of the month after paying the debtor.

C-3442. Does that apply to all the mills here?—Yes, that applies to the workers in all the mills.

C-3443. Mr. Munir, at which mill do you work?—Both of us work in the Victoria Mills. There are others here with me who are working in the Muir Mills and various other mills.

C-3444. What is your occupation?—I am a slubber.

C-3445. What are your wages?—It comes to Rs. 9 or 10 every fortnight. I am not speaking for myself.

C-3446. Your third request is that there should be provision for old age. Is there no such system in the mills you work?—No.

C-3447. Then you say that you should be given some share from the profits of the company. Are you sure that the companies make any profits just now?—That can be seen from looking at the balance-sheets. Our impression is that they are making profits.

C-3448. Is it not the case that in some of the mills, when there is a profit there is a bonus given to the workers out of the profits?—For two years we were given bonus, but that has been stopped now. It is difficult for us to carry on now with the present wages; we cannot pay our debts.

C-3449. Then you say that you should be allowed one month's leave with pay after one year's service?—Yes.

C-3450. And that your residential quarters are bad and too small for your requirements and that the mill-owners should provide quarters for you at low rents?—Yes.

C-3451. You then say: "Women workers should be given one month's leave with pay before the time of confinement as is the practice in Bombay." You would like the Maternity Act of Bombay to be applied to the United Provinces?—Yes.



C-3452. Then you ask that a lady doctor should be appointed by Government to look after the health of women workers?—Yes.

C-3453. And lastly you ask that legislation should be enacted to enforce fortnightly payments of wages, the payments being made within four days of their becoming due. Is it not the general custom in Cawnpore to pay wages fortnightly?—In the woollen mills we do get our wages fortnightly but not in other mills.

C-3454. Is it not a fact that in the cotton mills in Cawnpore wages are paid fortnightly?—The wages are paid twice a month, but they are paid after a lapse of some period; there is regularity in woollen mills but not in other mills.

C-3455. Your complaint then is that the payment is too long delayed after the fortnight when the wages have been earned?—That is so.

C-3456. How long is the payment delayed after the fortnight has expired?—Sometimes ten days.

C-3457. You ask that it should be made compulsory that not more than four days should elapse between the date of the payment and the date of expiration of the fortnight?—That is so. (Mr. Nur Muhammad): In the Cawnpore Cotton Mills sometimes payment is delayed for a fortnight.

C-3458. Where this delay takes place, have any complaints been made to the mill authorities?—We have made complaints several times, and sometimes they have been put right but not always.

C-3459. Has any complaint been made to the Chamber of Commerce which represents all the mills?—The *Mazdur Sabha* must have represented the matter to the Chamber of Commerce. (Mr. Mashir): Nobody listens to our grievances, and we are often abused.

C-3460. In the Victoria Mills in which you work you do not claim that your language is not understood by your Manager?—How can we go up to the Manager? There are many people in the mills who do not understand our language.

C-3461. *Mr. Joshi*: Instead of receiving payments twice a month, would you prefer receiving four times a month?—We will get very little every week and it might be difficult for us to pull on.

C-3462. Do you take any advances during the fortnight?—Yes, we do take advances.

C-3463. Advances from the mills?—No, not from the mills but from outsiders.

C-3464. Do you get any pay during sickness?—No.

C-3465. Do you incur debts during sickness?—We borrow money and we live on borrowed money; if we cannot raise loans we die of starvation.

C-3466. Would you prefer to have some scheme by which you can get some portion of your pay during the days of sickness?—Yes.

C-3467. Will you contribute a small monthly payment of say, 4 as. or 2 as. if the employers and the Government also contribute similarly towards such a scheme?—We would be quite willing to contribute, but we are so poor at the present time that we cannot contribute say more than 2 annas.

C-3468. *The Chairman*: Would the women workers who have come like to say anything?—(Mats. Jamania and Janki): We are extremely poor. We earn about Rs. 2 or 3 every fortnight out of which we have to keep our children going on and pay the rent. If we fall ill and stay away for more than three or four days, our names are crossed off. At present we are given leave only two days before confinement; we want that Government should provide for maternity benefits one month before and one month after confinement. One of us is working in the New Victoria Mills for the last 12 years, while the other for the last forty years.

C-3469. *Miss Power*: Do you ever go to see the mill doctor?—No, never.

C-3470. Why not?—We do not get good medicines; the medicines given are almost water. Suppose we rely on the mill doctor and die, who is going to look after our children?

C-3471. *Mr. Ahmed*: When you said that you are not given any holiday with pay, are we to understand that even on festivals like Id and Id-uz-suha you are not given holidays with pay?—(Mr. Ghasita) That is so.

C-3472. You say that our wages are too low and that they should be raised?—Yes.

C-3473. What does it cost you a month for food, taking the family to comprise of yourself, your wife and two children?—If we eat well, as we should, it could not obviously be less than 8 as. per head; at the lowest we require Rs. 1-4-0 or Rs. 1-8-0 a day.

C-3474. How much rent have you to pay for the house in which you live?—It ranges from Rs. 3 to Rs. 6 a month.

C-3475. What will be the cost of the cloth that you will require?—We cannot afford to buy clothing, but if we were to get clothes for winter, it would cost Rs. 10 for a person to have decent clothes.

C-3476. *Mr. Clow*: Why have no weavers come with you?—Because two persons from each mill wanted to come here and they have come; the others did not come because it would have been a great concourse of people.

C-3477. Are fines imposed upon you?—If we make a mistake we are fined; if by chance we are late by ten minutes or so we are also fined two annas or thereabouts.

C-3478. Last month have you been fined at all?—There are many who have been fined.

C-3479. At what times you take meals in a day?—Twice we get it, but we do not get sufficient to fill our stomachs; one of the two meals we take at 12 noon. (*Mr. Mashir*): There is one prayer that we want to make and that is that the working hours should be reduced. They are too long now; we have to leave our children in the dark and go back to them in the dark.

*The Chairman*: We will give attention to that and to all other things that you have said.

(The witnesses withdrew, and the Commission adjourned to Patna.)

*Mr. Joshi*

# ROYAL COMMISSION

ON

# LABOUR IN INDIA

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ROYAL COMMISSION  
ON  
LABOUR IN INDIA.

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WRITTEN EVIDENCE.

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Vol. IV.—Part 1.

BIHAR AND ORISSA with Coalfields.

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1930

**ROYAL COMMISSION ON LABOUR IN INDIA.**

**FINAL MEMORANDUM OF THE GOVERNMENT OF BIHAR AND ORISSA.**

**PRELIMINARY STATEMENT.**

Number of persons employed in :—

Census year.	Total number of persons employed in industry.	Coal mines.	Mica mines.	Iron and steel works.	Machinery and engineering works.	Sugar factories.
1911 .. .. .	179,714	86,878	10,840	5,077	562	2,559
1921 .. .. .	219,974	103,315	12,804	25,735	8,181	4,948
Figures of C. I. mines for 1927.	—	108,842	13,418	—	—	—
Figures of C. I. factories for 1928.	—	—	—	21,052	7,514	5,534

Even allowing for the fact that the number of persons employed in industry is only the actual number so employed and does not include families of industrial workers, it can be seen that the number of persons connected with industrial concerns in this province represents a very small part of the population of the province.

It is also perhaps noticeable that in the Jharia thana of the Dhanbad sub-division of the Manbhum district, the population at the last census was 180,072, which gave 887 persons per square mile. Therefore, even in this area, which is probably the most heavily populated area in the Jharia coalfield, the density of population is less than that in the Muzaffarpur district (907), which is purely an agricultural district.

It must, however, also be noted that a considerable number of labourers migrate from Bihar and Orissa to other provinces for industrial or other works. Thus at the time of the census of 1921, 459,497 persons from the Chota Nagpur plateau were recorded in Bengal, and 403,784 were recorded in Assam. There is also migration from Bihar to the jute mills.

**I.—RECRUITMENT.**

(1) (i) Two statements are given below, taken from the last census report, showing the birthplace of persons engaged in industry :—

*Birthplace of skilled workers classified according to their industry and occupation.*

Census year.	Class of industry.	Born in district or states of enumeration in Bihar and Orissa.	Born in contiguous districts and states of Bihar and Orissa and other provinces.	Born in non-contiguous districts and states of Bihar and Orissa and other provinces.	Total.
1921	Coal mines.. .. .	19,132	10,416	9,411	38,959
1921	Mica mines .. .. .	3,837	347	24	4,208
1921	Iron and steel works ..	1,184	1,028	7,017	9,229
1921	Machinery and engineering works.	1,951	607	946	3,504

*Note.*—Figures in columns 4 and 5 are approximate, and figures in column 4 include a certain number of persons who should be enumerated in column 5.

*Birth place of unskilled labourers classified according to their industry and occupation.*

Census year.	Class of industry.	Born in district or states of enumeration in Bihar and Orissa.	Born in contiguous districts and states of Bihar and Orissa and other provinces.	Born in non-contiguous districts and states of Bihar and Orissa and other provinces.	Total.
1921	Coal mines . . . . .	28,191	14,614	17,909	60,714
1921	Mica mines . . . . .	7,034	934	64	8,032
1921	Iron and steel works . .	6,870	4,311	3,413	14,594
1921	Machinery and engineering works.	2,567	770	914	4,251

*Note.*—Figures in columns 4 and 5 are approximate, and figures in column 4 include a certain number of persons who should be enumerated in column 5.

*A. Jharia Coalfield.*—The fluctuation of labour as a result of agricultural condition is still very marked. An instance is given in the census report for the year 1918-19, which shows that in the third quarter of 1918 the labour population of collieries was about 65,000. When the rains failed in September of that year, the number began to rise; in the last quarter of 1918 the population numbered 80,000, and in the first quarter of 1919 when the pinch of scarcity was actually felt, it reached 100,000. The collieries, therefore, had very little trouble in connection with their labour in 1919, but when the agricultural situation improved in 1920, constant complaints were again heard of shortage of labour. The figures given in the annual reports of the Chief Inspector of Mines for the total output of the Jharia coalfield show very clearly the effect of agricultural operations on mining output, and it will invariably be seen that there is a drop in output at three periods of the year:—(a) In March-April, at the time when marriages are frequent; (b) In June-July, at the time of sowing; (c) In November-December, at the time of harvest.

It is commonly stated in the coalfields that if the condition of harvest and rainfall could be known at the beginning of the year it would be possible to prepare an accurate graph showing the monthly output of the coalfield for the year. The extent of the variation in the labour force in some collieries is shown in the table below, which shows the total labour force on seven collieries on that date (during the last 12 months) on which the maximum labour force was employed, and on 26th July, 1929 (a date when a large amount of labour was absent for sowing), and it will be seen that the labour force in July was only two-thirds of the maximum labour force. In November the proportion would probably be lower:—

*Statement showing number of workers employed in various collieries.*

	Maximum number employed.				Number employed.		
	On any date in last twelve months.				On 26th July, 1929.		
	Date.	Male.	Female.	Total.	Male.	Female.	Total.
Standard . . . . .	28th September, 1929	1,606	489	2,095	1,412	322	1,734
Bhowra . . . . .	23rd March, 1929	1,773	955	2,728	1,023	403	1,426
Gaoliband . . . . .	Not known . . . . .	792	523	1,315	635	197	832
Gopalichak . . . . .	27th February, 1929	2,038	668	2,706	1,547	423	1,970
" (East)							
" (West)							
Central Kirkond . . . . .	Not known . . . . .	1,823	1,144	2,967	1,639	460	2,099
Lodna . . . . .							
Bhugutdih . . . . .	Not known . . . . .	1,340	373	1,713	754	232	986
Pura Jharia . . . . .	31st December, 1929	245	191	437	178	84	262
Total . . . . .		9,618	4,343	13,961	7,188	2,121	9,309

A colliery contractor states: "It is customary for labour to return to their villages to work on the land about the first or second week in July until late in August or early September for planting. The labour returns to collieries for a short

while and again goes back to the land for harvesting about the latter part of October. If the harvest is poor the labour returns to the collieries by mid-December, and if good by the end of December or sometimes as late as middle of January."

A table is given below showing the birthplaces of labour in the whole of the Jharia coalfields as recorded in the census of 1921, and as at present in July in certain mines from whom reports have been received. The reports received are insufficient to give an accurate picture of the birthplaces of the labour force, but they possibly indicate two features wherein the present labour force differs from that at the time of the census. These are an increase in the labour force coming to the coalfield from the Monghyr district and an increase in the labour force coming from United Provinces districts; the latter labour is almost exclusively employed in drilling :—

	Total employed.	Manbhum and Bankura.	Hazaribagh	Santal Parganas.	Gaya.	Monghyr.	Other Bihar and Orissa districts.	Bengal districts.	Central Provinces districts.	United Provinces districts.	Other Provinces.	Uncertain.
Census, 1921 :—												
(a) Persons .. .. .	97,245	36,717	18,188	2,659	8,951	14,777	3,223	1,219	7,764	1,852	97	1,904
(b) Percentage to total	—	37.75	18.70	2.62	9.20	15.19	2.92	1.24	7.98	1.87	0.09	1.95
Collieries :—												
Standard .. .. .	1,734	554	209	—	118	473	40	20	56	264	—	—
Ehowra .. .. .	1,436	736	67	2	198	294	21	11	52	3	2	—
Pure Jharia .. .. .	262	107	2	24	50	63	—	3	2	—	9	—
Kirkend .. .. .	148	30	66	—	14	36	—	—	—	—	—	—
Total .. .. .	3,580	1,427	344	26	380	868	61	34	110	267	11	—
Percentage to total	—	39.86	9.60	0.72	10.61	24.24	1.70	0.94	3.07	7.45	0.30	—

Reports received from other mines give the following as birthplaces of their labour :—

East India Coal Company, Ltd., recruits its labour from Arrah, Gaya, Hazaribagh, Monghyr, Manbhum, Santal Parganas in Bihar and Orissa, from Bilaspur and Raipur in the Central Provinces, from Bareilly in the United Provinces, from the Punjab, and occasionally from Madras.

Gopalchak and Central Kirkend collieries recruit their labour from Santal Parganas, Hazaribagh and Patna districts, in about equal proportions. They state, however, that during the monsoon the labour force from the districts mentioned above is reduced to about 40 to 50 per cent., and during that period labour from the Central and United Provinces is recruited, but the number available only brings up the labour force to 75 per cent. of the average during the cold weather.

Bhuggutdih colliery reports that 25 per cent. of its labour is local and the remaining 75 per cent. is drawn from the Santal Parganas, Hazaribagh and Monghyr districts in about equal proportions and that during the monsoon the labour force from the districts mentioned above is reduced to at least about 50 per cent.

Loyabad.—Labour employed is either local labour or recruited from the Santal Parganas, Gaya, or Hazaribagh districts, with a few workers from the United Provinces districts.

**B. Mica Mines and Splitting Factories.**—Practically all labour is local, though there is a certain amount of what is called *pardesi* labour, that is labour coming from some 14 or 15 miles away from the factory or mine.

The labour force uses the mica mines and factories as a means of adding to its earnings from agriculture and there is a reduction in the labour force at times of sowing and harvest. A noticeable point about the labour force is that whereas in the coal mines drillers are largely recruited from the Central Provinces and United Provinces, in the mica mines all drillers are recruited locally and found to be quite satisfactory.

**C. Iron Mines.**—Bengal Iron Company had a total of 133 males and 651 females working on 26th July. Nearly the whole of the labour force comes from the Singhbhum district or the neighbouring Feudatory States, though there are approximately 150 workers who come from Bilaspur or Raipur in the Central Provinces.

*D. Factorias.*—Generally, the labour employed in factories is solely local. In the sugar, oil, rice and tobacco factories the great bulk of unskilled labour is drawn from the neighbouring villages and sometimes from the neighbouring districts. In some factories (e.g., in the Purnea and Balasore districts) there is some female labour from Chota Nagpur, and in the extreme north, on the borders of Nepal, male and female labour from the Nepal tarai is found. The percentage of local recruitment in the case of skilled labour is not so marked; in some cases local labour is trained, but in many instances trained men are imported from urban and industrial areas, sometimes from neighbouring provinces.

*Jamshedpur.*—In Jamshedpur conditions are different.

(a) Tata's Iron and Steel Works (*see* Company's memorandum).

(b) The Tatanagar Foundry state that skilled labour comes mostly from Orissa and Bengal districts non-contiguous to Singhbhum, while their unskilled labour comes mostly from the Singhbhum district.

(c) In the Tin Plate Company, labour is drawn mainly from the Punjab, United Provinces, Bihar and Orissa, Bengal, Assam, Madras and South India. About 10 per cent. of the labour is local, i.e., Santhalis.

(ii) (a) The reasons that induce labour (resident in the province) which would normally prefer to remain engaged in agricultural work to work in industrial concerns may be summarized as the desire to add to the income of the family from agriculture. This desire may arise from indebtedness of the family, or insufficiency of agricultural work to support the family.

(b) The main feature of practically all classes of labour in the province is the desire to return to their lands in important agricultural seasons and there is, therefore, considerable migration from practically all labour fields at this time.

(c) There is generally no particular reason for any particular stream of migration from any particular district. Connection is obtained with the factory or mine either as a result of scarcity in the home district or as a result of a desire to earn more in order to supplement agricultural wages, and this connection once established is maintained. Other members of the same or neighbouring villages see what their fellow-villager earns and obtain from him information regarding the conditions of work. There have, however, been two fairly large streams of migration. The first was that of the Bilaspuris into the coalfields. These Bilaspuris arrived in the first instance to work on railway construction and thereby established a connection, and since then the employment of Bilaspuris from the Bilaspur and Raipur districts of the Central Provinces has continued, and though the numbers vary and the miners often return to their native villages there is always in the coalfields a considerable force of labour from Bilaspur and Raipur. The second was an influx of some 7,000 people in 1920 from the Central Provinces into Jamshedpur. This influx was due in the main to severe famine conditions prevailing in the native states comprising part of that province. This labour, which is called "Chattisgarhia", has remained resident in Jamshedpur and remains as more or less a permanent labour force, and Messrs. Tatas Iron and Steel Works report that about half of their daily rated unskilled labour is recruited from this force.

(iii) There have been practically no changes in recent years, though the Manager of the Tatanagar Foundry reports that he finds it more difficult to recruit skilled labour from Orissa and Bengal, because such labour has found that wages are not as high as they appear on account of the high cost of living at Jamshedpur, while also the company states that there is some unwillingness among this labour to engage in any industrial work because an idea has developed (based on experience of cooly lines in certain Bengal mills) that industrial labour is apt to be short-lived.

## 2. Contact with Villages.

*A. Jharia Coalfields.*—(i) A committee which was held in 1917 found (a) that 15 per cent. of the colliery labour in the Jharia coalfield was settled and that this was mostly Santali labour, that 75 per cent. came for weeks or months together and lived in *dhowras* provided by mines, and that 15 per cent. lived in their own villages; (b) that there was no sign of a labour force divorced from agriculture coming into existence; (c) that it was necessary in order to induce a family to settle, for the mine managers to provide land for cultivation, and that as at Jharia there was a shortage of land, it was impossible to settle miners in the same manner as was done at Raniganj or Giridih fields.

(ii) Some mine managers, especially those in charge of old established mines, however, report that a higher percentage of the labour force is now settled. Thus Lodna, which is the oldest mine in the Jharia coalfield, estimates that 65 per cent.

of its labour is settled even though the company has no land to give the miner. Loyabad, the second oldest mine, estimates that 50 per cent. of the labour force is settled and is mostly housed in houses provided by the colliery. In some cases the grandfathers of labour now employed on both these two collieries had worked on the mines. Standard colliery estimates that 75 per cent. of its labour is settled. Bhowra colliery estimates about 50 per cent. of its skilled labour and 30 per cent. of its unskilled labour as settled. Bhuggutdih estimates 25 per cent. is settled. The mine managers apparently mean by "settled labour" labour that works fairly regularly and pays one or two visits to its home. Generally, skilled labour is reasonably settled and visits its home once a year. Unskilled labour probably visits its home more often.

(iii) In Loyabad colliery each miner is given a token number at the beginning of the year and this miner retains this token number throughout the year; it is, therefore, possible in this colliery to trace the history of a year's working of any individual miner. A statement has been furnished by this colliery showing for No. 8 pit the birthplace of each miner, the number of days in each week on which each miner worked, and the number of tubs raised by each miner during the year 26th July, 1928, to 29th June, 1929. This period was selected, as it was stated by the mine manager, to be a period of more or less normal working. From this statement the following figures have been extracted :—

STATEMENT A.

Number of weeks on which miners classified by birth districts worked.

(i) *Period 26th July, 1928, to 11th January, 1929.*

	Total workers.	27 weeks.	26 weeks.	25 weeks.	24 weeks.	23 weeks.	22 weeks.	21 weeks.	20 weeks.	19 weeks.	18 weeks.	17 weeks.
Allahabad .. ..	10	1	1	—	—	—	—	—	2	1	—	—
Hazaribagh .. ..	17	—	1	4	—	—	—	2	—	—	—	1
Manbhum .. ..	98	6	6	4	11	4	9	5	12	6	7	2
Monghyr .. ..	16	—	1	—	—	—	—	—	1	—	—	—
Pratapgarh .. ..	1	1	—	—	—	—	—	—	—	—	—	—
Santal Parganas ..	81	3	6	5	8	9	4	6	4	1	5	3

(ii) *Period 12th January, 1929, to 29th June, 1929.*

Allahabad .. ..	6	—	—	2	—	—	1	—	—	—	—	—
Gaya .. ..	1	—	—	—	—	—	—	—	—	—	1	—
Hazaribagh .. ..	25	—	—	—	—	2	1	1	3	1	—	3
Manbhum .. ..	63	—	—	4	5	7	6	4	4	9	4	6
Monghyr .. ..	27	—	—	—	—	2	1	4	1	2	3	1
Pratapgarh .. ..	1	—	—	1	—	—	—	—	—	—	—	—
Santal Parganas ..	63	—	—	—	—	4	2	9	4	3	2	2
Unknown .. ..	31	—	—	—	—	—	1	1	—	5	2	4

(i) *Period 26th July, 1928, to 11th January, 1929.*

	16 weeks.	15 weeks.	14 weeks.	13 weeks.	12 weeks.	11 weeks.	10 weeks.	9 weeks.	8 weeks.	7 weeks.	6 weeks.	5 weeks or less.
Allahabad .. ..	1	—	2	1	—	—	—	1	—	—	—	—
Hazaribagh .. ..	1	—	—	—	—	—	—	1	3	4	—	—
Manbhum .. ..	4	4	2	—	1	1	1	3	3	2	—	—
Monghyr .. ..	—	1	2	—	—	—	1	—	1	3	1	5
Pratapgarh .. ..	—	—	—	—	—	—	—	—	—	—	—	—
Santal Parganas ..	—	1	2	3	2	1	4	3	7	1	1	2

STATEMENT A.—*continued.*(ii) *Period 12th January, 1929, to 29th June, 1929.*

	16 weeks.	15 weeks.	14 weeks.	13 weeks.	12 weeks.	11 weeks.	10 weeks.	9 weeks.	8 weeks.	7 weeks.	6 weeks.	5 weeks or less.
Allahabad .. .. .	1	—	1	—	—	—	—	—	—	—	1	—
Gaya .. .. .	2	2	4	—	—	—	—	—	—	—	1	1
Hazaribagh .. .. .	3	1	—	—	—	—	—	—	3	—	1	4
Manbhurn .. .. .	2	2	—	1	1	—	2	—	—	2	2	3
Monghyr .. .. .	2	—	—	—	—	—	—	—	—	—	—	—
Pratapgarh .. .. .	2	—	2	—	2	—	1	1	—	2	3	19
Santal Parganas .. .. .	3	—	—	2	2	2	3	1	—	1	1	3
Unknown .. .. .	—	—	—	—	—	—	—	—	—	—	—	—

*N.B.*—The statement furnished by the colliery omitted the birthplace of certain miners, which have, therefore, been classified as unknown.

## STATEMENT B.

Certain averages obtained from the statement.

*Period 26th July, 1928, to 11th January, 1929.*

	Allahabad workers.	Hazaribagh workers.	Manbhurn workers.	Monghyr workers.	Pratapgarh workers.	Santal Parganas workers.	All workers.
Average number of weeks worked per worker.	17.80	15.11	19.65	9.25	27.0	18.23	17.99
Average number of days worked per week in which work was done.	3.30	3.50	3.58	3.56	4.22	3.50	3.55
Average number of tubs raised per day's working.	2.32	2.81	2.86	2.77	6.75	2.83	2.84

*Period 12th January, 1929, to 29th June, 1929.*

	Allahabad workers.	Gaya workers.	Hazaribagh workers.	Manbhurn workers.	Monghyr workers.	Pratapgarh workers.	Santal Parganas workers.	Unknown workers.	All workers.
Average number of weeks worked per worker.	18.00	18	15.16	18.80	14.82	25	12.86	13.80	15.46
Average number of days worked per week in which work was done.	4.23	4	4.16	3.83	3.80	4	4.04	3.90	3.94
Average number of tubs raised per day working.	3.35	2	2.75	2.84	2.55	8	2.92	2.66	2.84



It will be seen that in this colliery (which as noted above estimates its settled labour at 50 per cent.), the miner is by no means regular in his attendance, and works on the average for only about 33 weeks in the year. The most consistent worker was a Partabgarh man, who worked during all the 52 weeks, and it will be noted that this man raised a far higher number of tubs than the average. A reference was made to the colliery as to whether more than one man worked under the token number, and it was stated that only one man worked and that it was the same man in each half-year.

*B. Mica Mines and Splitting Factories.*—The whole labour force is locally recruited. The worker generally works spasmodically for periods of years, returning to agriculture when he feels so inclined. Labour is by no means regular in its attendance; in a shift of 21 workers in Khunjia mine it was found that in a period of 13 days taken at random the average number of days worked by a worker was 5.8 days. In the factories, attendance though still irregular is slightly more regular, as shown from the statement below.

	Total workers.	Worked.					
		6 days.	5 days.	4 days.	3 days.	2 days.	1 day.
17th-23rd .. { April	120	46	16	16	17	14	11
{ July	119	81	16	11	5	4	2

The greater regularity in July is explained by the fact that money was then wanted to arrange for sowings.

The table below shows the difference in strength of the labour force in two mines on a day of normal working and on a day in which a considerable portion of the labour force was absent due to sowings.

	Date.	Un- skilled.			Date.	Un- skilled.		
		Skilled.	Total.	Skilled.		Total.		
Lomchanchi mine.	28.5.1929	129	127	256	26.7.1929	60	30	94
Dudpani mine	11.4.1929	80	19	99	26.7.1929	58	19	77

*C. Factories.*—Generally in factories, labour will return to its villages when it feels inclined, but figures are generally not available.

The figures for employments and discharges in Tata's Iron and Steel Works in 1927 seem to show that workers even from distant districts will frequently return to their home districts for periods longer than that of the leave allowed to them. These figures also show that the percentage of discharges and employments is generally highest for those born in Singhbhum and the neighbouring districts.

### 3. Methods of Recruitment.

#### (i) Existing Methods.

*Jharia Mining Field.*—There is no method of recruitment of skilled labour, but when skilled labour is required, applicants obtain information from persons already employed and vacant posts can easily be filled.

As regards unskilled labour, recruitment is either by means of sardars or recruiters.

(a) The sardar visits villages and brings the labour with him and the labour brought by him forms his gang. He has to pay the labour *bakshish*, *khoraki* and travelling expenses, and for this purpose the sardar frequently receives advances either from the contractor or from the company. Thus at Bhowra colliery advances varying from Rs. 3 to Rs. 10 are paid to miners in addition to their travelling allowance and food, and such advances are seldom recovered and never if the gang maintains good attendance at work.

The sardar obtains remuneration for his services in various manners. Sometimes he is paid a commission and salary, but generally he is paid a certain amount on each tub of coal raised by miners working in his gang. Certain instances are given:—

(1) *Loyabad Colliery.*—The miner sardar is paid a fixed rate per month (which fixed rate is based on his own attendance at the mine as sardar and the number and attendance of miners controlled by him) plus a rate of 3 pies per tub raised.

(2) *Bhagatdih Colliery.*—The cooly sardar is paid 6 pies a tub raised.

(3) *Bhowra Colliery.*—The sardar is paid a commission and salary.

(4) *Pure Jharia Colliery.*—The sardar is paid a commission of 3 to 6 pies per ton and *bakshish*, etc., is given.

(5) *Batihari Colliery.*—The sardar is paid 3 to 6 pies per tub raised.

It is reported that in other Indian managed mines, in some cases the cooly sardar is paid a fixed pay, in others fixed pay plus commission, and in others commission only. All three methods exist.

(b) In some collieries, in addition to the sardari system, there is recruitment by means of a recruiter who visits villages. Thus at Bhagatdih recruiters are sent out into the villages and are paid at 9 pies per ton raised.

(c) In some cases the miner comes of his own accord. This is generally the case with miners coming from the United Provinces and further west. In the case of certain collieries, if the miner is unattached to a cooly sardar, he is paid the commission per tub which would ordinarily be paid to the cooly sardar. In the East Indian Coal Company's collieries, labour which is accustomed to work in the mine frequently comes in without recruiting, but such labour will realize all travelling expenses from the contractors before going to work.

(d) As regards the cost of recruitment, the following figures have been furnished by the Indian Mining Association relating to two large collieries situated one in Jharia and the other in Mohuda :—

	Total raisings of two collieries.	Total expenditure on recruiting.	Average expenditure per ton raised.
		Rs.	
Year 1927 .. .. .	552,000	21,280	7.82 pies
Half-year, 1st January to 30th June, 1928	291,000	15,140	10 "
Half-year, 1st July to 31st December, 1928	172,000	9,400	10.5 "
Half-year, 1st January to 30th June, 1929	263,000	12,740	9 "

In the case of Pure Jharia Colliery, the manager states that his recruiting expenses vary between 1 to 2 annas per ton in the present state of the market, but it will be more if the price of coal improves.

(e) No inducement will bring local miners during the cultivation season, and it may be said that the mines themselves are the best recruiting agents. Good houses, easy conditions underground, with plenty of tubs close to the working face, good ventilation and facilities to make good wages attract labour. Steep seams do not attract labour.

*Mica Mines.*—There is no definite method of recruitment as all labour is available locally. Occasionally, however, sardars are sent out as recruiters when necessary. These are generally paid fixed wages and nothing as commission for coolies brought in, though occasionally, if the recruiting has been successful, they are given something as *bakshish*.

*Iron Mines.*—Bengal Iron Mines report that as the mines are old established there is a continuous flow of labour coming of its own accord whenever agricultural work and other mines are slack. Work is carried on half departmentally and half on contract. Departmentally, no recruiting is done beyond sending mates to the surrounding *basars* on *basar* day to let the labour know that they are wanted. Contractors, however, send out recruiters to more distant districts to bring labour in.

*Factories.*—Generally, there is no organized recruitment. Skilled labour hears of possible employment and applies for employment. Unskilled labour is generally local or has established a connection with the factory and applies for employment. There is seldom an excess of labour applying for employment over demand. Recruitment such as it is, is either direct or through labour contractors. In the sugar factories the bulk of the unskilled labour is engaged through a labour contractor. In rice mills also the unskilled labour is largely engaged through contractors, but in oil mills direct recruitment is the general rule. Some reports have been received from factories.

*Tata Iron and Steel Company* maintain an Employment Bureau where skilled and unskilled workers are registered and employed. Applicants for work assemble in a yard and daily requirements are selected by the officer in charge. No outside recruiting is done in the literal sense of the word, but in the event of special qualifications being required and no applicants being available, the post is advertised in three or four leading daily newspapers.

*Indian Cable Company.*—When no skilled persons were available, recruitment was local from trainable people. As output increased, labour has been recruited from applicants for employment, who assemble at the factory gate when it becomes known that there is a likelihood of vacancies.

(ii) *Possible improvement.*

The existing methods work satisfactorily and there is no need for any improved methods.

(iii) *Desirability of establishing public employment agencies.*

The matter is dealt with in answer to question (7).

**4. Extent and Effects of Disturbance of Family Life.**

*Jharia Coalfield.*—From reports received it would seem that between 40 to 50 per cent. of persons coming from non-contiguous districts leave their families in their home districts, but as such persons frequently visit their families there is little or no disturbance of family life.

*Mica Mines.*—Generally the worker lives in his village home. In the case of *pardesi* labour, in some cases the worker brings his family with him and lives in the houses provided by the mines. In cases, however, in which he leaves his family behind at his village there is little disturbance of family life, as the worker goes back to his village whenever he wishes.

*Factories.*—Ordinarily, labour is local, and there is no disturbance of family life. In Jamshedpur there is some disturbance, partly as a result of shortage of housing referred to in Section III, and partly because labour coming from further off does not invariably bring its family.

**6. Recruitment for Assam.**

(i) It would not be safe at present to dispense with control for the following reasons :—

(a) The recruiting is of aboriginals who, in spite of the undoubted spread of education, are still extremely ignorant, and are amongst the most backward classes in India.

(b) Most of the abuses in connection with recruitment occur in connection with the recruitment of women and minors.

(c) Though it is possible to reach Assam by train in a few days, to the aboriginal, Assam is still immensely far away. The Deputy Commissioner of Ranchi writes :—

“ I am not acquainted with conditions on the tea gardens and can only give my views on the matter as it appears to an officer in charge of a recruiting district. It is easy to consult the railway and steamer time-tables and to work out how long it takes to return from the garden to Ranchi. But that is not the way in which the problem presents itself to the dissatisfied cooly. He cannot read or write and probably has only a slight acquaintance with any language but his own. His first acquaintance with railway travelling is probably his journey to the garden. Above all, he has no money. It is somewhat cynical to point out the excellence of modern communications to a man whose only real resort is to walk home. That the difficulties of communication are formidable is evinced by the fact that in this district the fact that a man has gone to Assam or ‘ Bhutan ’ is often regarded as synonymous with his total disappearance.”

(d) Similar recruitment for the Darjeeling and Duars gardens is subject to no restriction. It has been argued that for this reason restrictions are no longer necessary for Assam recruitment. In answer to this argument it must be stated (1) that the frequency with which the aid of the magistrates is sought to recover women and minors who have been taken to the Duars indicates that abuses occur on a fairly considerable scale under free recruitment, (2) in the last resort a cooly in a Duars garden can walk home. An Assam cooly cannot, owing to the greater distance and the difficulty of the country.

(e) The supply of labour for Assam is not equal to the demand and it is not possible to trust to the growth of public opinion to prevent, if control were withdrawn, a recrudescence of the abuses previously prevalent. Chota Nagpur coolies are in great demand on the Assam gardens. The co-existence in the recruiting districts of free recruitment, both for the gardens and other forms of labour, has resulted in the survival of labour contractors and similar agencies who would turn their attention to Assam recruitment if the present restrictions were relaxed.

(ii) (a) A statement is given below showing the total number of emigrants recruited for Assam from each of the districts of the province during the last three years for which figures are available :—

Districts.	Number of emigrants recruited in—		
	1925-26.	1926-27.	1927-28.
Monghyr .. .. .	140	156	279
Santal Parganas .. .. .	478	1,103	3,346
Cuttack .. .. .	436	553	499
Puri including Feudatory States .. .. .	670	335	201
Balasore .. .. .	—	—	126
Sambalpur including Feudatory States .. .. .	8,017	6,336	4,757
Angul including Feudatory States .. .. .	808	779	520
Hazaribagh .. .. .	101	117	247
Ranchi .. .. .	2,029	5,312	7,932
Palamau .. .. .	207	437	887
Manbhum .. .. .	144	242	256
Singhbhum including Feudatory States .. .. .	551	904	1,085
Remaining district .. .. .	—	—	—

Notes.—(i) Santal Parganas—The increase in recruitment in 1926-27 was due to an increase in the number of coolies recruited for short term six-monthly contracts. The increase in 1927-28 was due to a partial failure of winter rice crop.

(ii) Ranchi—The increase in 1926-27 was due to a partial failure of the lac harvest, and that of 1927-28 to the growing popularity of short-term recruitment.

(iii) Sambalpur—The decreases in both years are due partly to good harvests and partly to the increased local employment of labourers on the construction of a new railway ; while it is reported that in the Feudatory States, owing to the existence of a ready market for labour within the States (as a result of the large expansion of public works projects, and the development of lac and tassar industries), the raiyat is no longer as ready as previously to emigrate if his crop fails.

(b) A statement is given below showing the number of males, females and dependants recruited from the three main recruiting districts during each of the last three years :—

Year.	Male.	Female.	Dependants.	Total.
	(Angul (including Feudatory States).)			
1925-26 .. .. .	545	164	99	808
1926-27 .. .. .	587	118	74	779
1927-28 .. .. .	382	89	49	520
	Sambalpur (including Feudatory States).			
1925-26 .. .. .	4,074	1,882	1,961	8,017
1926-27 .. .. .	3,336	1,494	1,505	6,336
1927-28 .. .. .	2,579	1,144	1,034	4,757
	Ranchi.			
1925-26 .. .. .	1,154	472	403	2,029
1926-27 .. .. .	2,886	1,165	1,261	5,312
1927-28 .. .. .	3,883	1,870	2,179	7,932

(c) The number of garden sardars and sardarins engaged to recruit coolies during the last three years is given in one statement below :—

	1925-26.	1926-27.	1927-28.
Santal Parganas .. .. .	366	464	1,368
Ranchi .. .. .	3,052	3,878	3,868
Manbhum .. .. .	574	415	533
Singhbhum .. .. .	742	929	1,378
Hazaribagh .. .. .	259	162	330
Palamau .. .. .	428	378	552
Sambalpur .. .. .	5,113	5,507	4,650

(d) The places of accommodation for emigrants are regularly inspected and are maintained generally in a good and sanitary condition.

(e) The number of criminal cases connected with emigration was :—

1925-26	..	10 cases	..	9 persons convicted.
1926-27	..	27 "	..	19 "
1927-28	..	28 "	..	26 "

Most of these convictions are either under section 174 of the Inland Emigration Act (infringement by a garden sardar of the conditions for recruitment laid down under section 91) or under section 164 (recruitment in contravention of the terms and procedure of the Act).

(f) There has been recently a considerable increase in short-term recruitment. This is very popular with the labourers, as they go to Assam for the non-cultivating season and return in time for the next cultivating season. It is, however, expensive for the gardens and is only workable on the assumption that a good many of the labourers decide to stay on, on the gardens and that a large number return as short timers every year, as such labour is trained and is at once useful on the garden.

(iii) The Assam Labour Board is composed of an official chairman and 16 members of the Tea industry.

The Labour Board generally supervises the work of local agents and garden sardars. It maintains three supervisors who spend a considerable number of days on tour.

(iv) (a) The Act read with the notifications thereunder provides for the recruitment of coolies through garden sardars. This system has the following defects :—

- (1) It does not produce sufficient recruits.
- (2) It is unsuited to the needs of a new garden.
- (3) It is unsuited to recruitment in a new recruiting district.

(b) The composition of the Assam Labour Board presents the following defects :—

- (1) There is a lack of liaison between the Board and the local Government.
- (2) In times of difficulty the one-sided composition of the Board might weaken its action.

(3) The Board as at present constituted is practically equivalent to the Tea Districts Labour Association. There are other local agencies, besides those maintained by the Tea Districts Labour Association. It is inadvisable that the Tea Districts Labour Association should (as a result of the constitution of the Assam Labour Board) have any opportunity for control over its trade rivals.

(v) 1. The local Government agree that the Sardari system is unable to supply the legitimate demands of industry in Assam for labour, and are, therefore, prepared to supplement that system by admitting recruitment through recruiters duly authorized by the employer subject to certain safeguards.

Those safeguards must lay down that local control over recruiting is reserved to the local officials of the recruiting district. The local Government consider the following to be the minimum safeguards necessary :—

- (1) That all sardars and recruiters should be licensed by the district authorities of the labour district (i.e., Assam district) and that the issue of such licence should be notified to the district authorities of the recruiting district.

But that (a) the local Government should have power to authorize the District Magistrate of the recruiting district to endorse, suspend or cancel the licences, whether of sardars or of recruiters, and (b) in the case of recruiters who are natives of the recruiting district, licences must be countersigned by the District Magistrate of that district before issuing.

- (2) That no person should be allowed to recruit or assist in recruiting without a licence.

(3) That all local agents of the employers or the recruiting organization should hold licences issued by and withdrawable by the District Magistrate of the district in which they operate.

- (4) That all recruits should be registered at and sent through recognized forwarding depots.

(5) The District Magistrate of the recruiting district should retain the existing power to inspect depots and call for the production of documents or of recruits.

- (6) Power should be given that in case of necessity all sardars and recruiters should be required to work under local agents.

2. The local Government have considered the draft Bill which was prepared by the Government of India and circulated with their letter No. L. 1266, dated the 3rd December, 1928, and have in their letter No. 1028 Com., dated the 16th February, 1929, reported on the provisions of that Bill. The main points which the local Government raised in connection with this Bill may be summarized below :—

(a) The registration of all licensed recruiters and sardars in the office of the District Magistrate of the recruiting district should be made compulsory, and that in the case of recruiters, countersignature of the District Magistrate of the recruiting district should be necessary (though the local Government do not press particularly for this latter point). (b) That powers be given to the District Magistrates of the recruiting district to endorse, suspend and cancel all licences of sardars and recruiters. (c) That a clause be added to the effect that no person may recruit, engage or assist in recruitment unless he holds a licence. (d) That power be given to the local Government with the previous sanction of the Governor-General in Council to prescribe that recruiters shall work under the control of local agents. (e) The local Government apprehend that the definition of "Estate" given in the Bill might lead to evasion of the Act, as it would be possible for the planters to split up their lands and devote a small portion, which could be treated as a separate estate, to the cultivation of some other crop, e.g., sugar for which they could recruit labour. It would be difficult in practice to deal with this abuse.

### 3. Assam Labour Board.

In the same Bill, the Government of India proposed a reorganization of the Assam Labour Board. The local Government do not approve of the proposed formation, as it would appear that the Board would lose the strong disciplinary power over the industry which has, in the main, been effectively exercised and at the same time would not gain any effective representation of the local Government or liaison with them. The local Government consider that it is necessary that on the Board a preponderating majority of the representatives of the industry should be retained in order that the authority of the Board over the industry may not be impaired, but the local Government consider that the remaining representatives should be rather representatives of the local Government than of labour. The constitution, therefore, of the Board which appears to the local Government to be most suitable is an official chairman, a majority of members to represent the tea industry (say, eight members) and a minority composed of representatives of the local Governments. If, however, it is considered inadvisable to have the whole minority composed of representatives of the local Governments there might be two representatives of local Governments and two representatives of the interests of labour appointed by the Government of India. But it must be recognized in this latter case that the inclusion of the labour representatives will quite probably paralyse the united work of the Board.

### 7. Unemployment.

(i) 1. Industrial unemployment as it is understood in the west is unknown in Bihar, and will probably remain unknown until a purely industrial population of some magnitude has been created. At present, hardly any industrial worker is solely dependent on industry for his livelihood. The population is almost entirely agricultural. The bulk of the industrial workers are agriculturists or field labourers, and industry is a subsidiary rather than the permanent means of livelihood to them.

Illustrations of this from various industries are given below :—(a) At Jamshedpur, during the recent strikes in 1928, it was found that even in a big industrial centre and specialized industry the bulk of the strikers returned to the land while they were out of employment. (b) In the coalfields a large portion of the mining population, other than the skilled staff, is really agricultural and only works in the mines at periods at which work on agriculture is slack and in order to add the earnings obtainable in mining to those obtainable from agriculture. (c) *Sugar Factories*.—These factories are also dependent on agricultural labour, and factory managers call attention to the tendency of unskilled labour to return to agriculture in November for the harvesting of the rice crop, and in the latter part of March or in April for the harvesting of the *sabi* crop, though both these times are periods in which the factory is extremely busy over crushing.

2. There are, however, signs of a nucleus of a small body of unemployed coming into existence. Thus in Jamshedpur, persons who took their settlements from Tatas either before or after the 13th September, 1928, the date on which the recent strike ended, did not leave the place. A number of these have now found employment in the Tinplate Works, but in a large measure these will simply be replaced by the tinplate strikers. The numbers, however, are small and it is doubtful whether any

of these men are entirely dependent on industrial wages for a living. Similarly, in the coalfields a certain number of skilled staff, such as fitters, pump *halasis* and clerks, are out of employment as a result of the depression in the industry and the closing down of certain mines and cannot find fresh employment. These persons also, however, have their agricultural earnings to fall back on and only seek industrial employment to supplement those agricultural earnings.

(iv) There is at present no necessity for any method of alleviating or remedying distress caused by unemployment or for the provision of unemployment insurance in this province.

(v) The International Conventions relating to unemployment are not applicable to conditions in this province.

As there is no unemployment there is no necessity for returns giving information, statistical or otherwise, concerning unemployment and the measures taken to combat it.

There is also no necessity for the establishment of free public employment agencies in the province, partly because there is no industrial unemployment and partly because there is no indication on the part of employers of a desire to make use of such official agency. The only unemployment that exists (and that only to a small extent) is that of middle class, partially educated persons suitable for employment as clerks, etc., and of skilled labour such as fitters, pump *halasis*, etc., in an industrial concern, but the establishment of employment agencies would not be likely to assist such persons, as their unemployment is the result of an excess of supply over demand and is not caused by any ignorance as to where opportunities for work exist.

### 8. Labour Turnover.

(i) It is very difficult to obtain any accurate statistics of labour turnover as there are few concerns that keep such records.

*Factories.*—It may generally be stated that skilled labour is fairly regular in its work and has an average duration of employment of several years. Unskilled labour is less regular but it is apt to keep its connection with the factory and with periods of intermittance has probably an average duration of employment of several years.

*Messrs. Tata Iron and Steel Company* report that the average duration of employment is one to four years and that their labour turnover during the last three years of normal working has been :—

1925	..	..	..	..	..	..	36.6 per cent.
1926	..	..	..	..	..	..	31.3 "
1927	..	..	..	..	..	..	24.1 "

In the case of recruitments that are taking place in this company at present it is estimated that 75 per cent. of the new applicants are men who have already served in the Steel Company. It is, however, reported that this percentage is probably higher than the normal as there are some men who took their settlement last year after the strike who are applying for fresh service, while also some of those, who went home during the strike and did not return to employment within the three weeks allowed and so were not taken on, are now applying again. It is also stated that men with families try to keep their connection with the works and if one member of the family leaves another tries to take his place.

*The Indian Cable Company* reports that throughout the five years during which the factory has been working skilled labour has remained largely unchanged, but the unskilled aboriginal class has changed to the extent of about 30 per cent. annually and continues to do so. Several of this class habitually come to the industry for a short period to collect a small capital or to tide over a difficult period in their usual agricultural employment.

*The Tinplate Company* reports that the factory has been operating for 6½ years and that the average duration of appointment to date has been 2.6 years. The Company gives the following figures of service records of their employees (other than clerks and foremen) :—

Less than one year's service	..	..	..	42.9 per cent.
One to two year's service	..	..	..	15.4 "
Two to three years' service	..	..	..	10.6 "
Three to four years' service	..	..	..	8.0 "
Four to five years' service	..	..	..	14.0 "
Five to six years' service..	..	..	..	8.3 "
Six to seven years' service	..	..	..	0.6 "
Seven to eight years' service	..	..	..	0.2 "

Among clerks and men of the foremen type, the labour turnover is small and the duration of service considerably longer than the figures given above.

*In the Coal Mines* skilled labour is fairly regular in its employment and the average duration of employment amounts to several years. Unskilled labour is less regular, but there is a distinct labour force which tries to keep its connection with the mines and its average duration of employment may be said to be for several years with intermittent periods of work and absence.

*Mica Mines.*—The position is much the same as in the case of coal mines, but probably unskilled labour has a slightly longer duration of service and maintains with the same periods of intermittance a longer connection with the mines.

(ii) Messrs. Tata Iron and Steel Company report that the extent of their casual employment is .03 per cent. and they base the figure on the total number of temporary employments in 1927 and the average monthly staff on the roll for that year.

The Indian Cable Company reports that it has little casual employment, which amounts only to about 3 per cent. of its complement.

Peninsular Tobacco Company report that all their employment is permanent and there is no casual employment.

(iii) Absenteeism is extremely frequent both in factories and in mines.

*Factories.*—In the larger organized factories it is perhaps less frequent than in the smaller factories and in mines. There is, however, considerable seasonable absenteeism consequent on marriage and agricultural seasons. The figures given in (2) C indicate the extent to which this occurs in Messrs. Tata's Iron and Steel Company and it probably occurs to a similar or even greater extent in other factories. There is also absenteeism due to lack of effort of the worker, and Messrs. Tata's Iron and Steel Company find it advisable to offer a bonus of two days' pay extra to each man of their weekly rated labour who works 27 days out of a possible 28 and one day's pay extra to each man who works 26 days out of a possible 28. It was estimated that approximately 80 per cent. of the weekly rated labour get this bonus.

*Coal Mines.*—In the coal mines absenteeism is of two distinct sorts:—

(i) Seasonal absenteeism caused at the three periods of the year, i.e., March and April for marriages, June and July for sowings, November and December for harvest. The extent of this absenteeism can be estimated by the figures of production furnished by the Chief Inspector of Mines in his annual reports. The relation of these figures of production to miners working is shown from the figures below, which show the total of tons cut in each month and of miners, including loaders in the Loyabad and Standard collieries. It may be noted that these two collieries were the only ones which were asked to furnish this statement:—

Month.	Tons of coal cut.	Miners including loaders.
1928. Loyabad Colliery.		
January .. .. .	42,508	33,690
February .. .. .	49,001	41,736
March .. .. .	46,907	37,702
April .. .. .	39,729	33,792
May .. .. .	46,934	40,756
June .. .. .	35,817	29,290
July .. .. .	23,458	19,334
August .. .. .	39,100	39,865
September .. .. .	40,123	40,213
October .. .. .	36,425	35,058
November .. .. .	28,694	24,272
December .. .. .	28,268	25,169
Total .. .. .	456,964	400,877



*Standard Colliery.*

	Month.	Tons of coal cut.	Miners including loaders.
January ..	.. .. .	34,149	18,750
February ..	.. .. .	37,466	20,168
March ..	.. .. .	36,540	19,869
April ..	.. .. .	36,095	16,773
May ..	.. .. .	42,117	19,333
June ..	.. .. .	34,524	17,043
July ..	.. .. .	28,231	14,685
August ..	.. .. .	42,022	20,285
September ..	.. .. .	53,051	22,154
October ..	.. .. .	43,419	26,284
November ..	.. .. .	35,100	25,844
December ..	.. .. .	37,904	24,705
Total ..	.. .. .	460,618	245,893

(ii) Absenteeism caused by lack of effort of the miner and the unwillingness to work more than a small number of days in the week. Figures regarding this given for Loyabad in answer to question 2 and for a number of collieries in answer to question (64). From these figures it seems that the average number of days worked in a week by a miner is about 4.

*Mica Mines.*—Absenteeism is of the same nature as in the coal mines.

9. Apprentices Act, 1850.—The Act is not used in the province.

## II.—STAFF ORGANIZATION.

(*Note.*—For convenience the answers to all questions in this section are given separately for the Jharia Mining Field and for all other Industrial concerns.)

### A.—JHARIA MINING SETTLEMENT.

#### 11. Selection of Managing Staff.

Mine managers are required to hold the following qualifications:—

For a mine with an output of more than 2,500 tons a first-class certificate,

For a mine with an output of less than 2,500 tons a second class certificate though managers holding only "permits" are allowed in collieries where the output does not exceed 600 tons a month.

In the larger coal mines managed by European firms, the managers are generally Europeans who have originally been recruited from home. These Europeans are usually appointed as assistants and after they have had time to learn the conditions and the language are put on to manage a mine. Most of these persons hold first-class coal mine manager's certificates from home, but a number of European managers have been trained in India and hold Indian coal mine manager's certificates. These European managers frequently change from one company to another.

With regard to Indian managed collieries, the Indian managers have usually had their training in India and have passed their examinations in this country. A few, however, have obtained their certificates in Great Britain.

The Indian Mine Managers' Association points out that the number of mine managers is in excess of the demand for them, and that the number of persons to whom certificates have been issued by the Mines Department since 1906 up to date in 1929 is as follows :—

*First Class.*

	Indian (speaking Indian language).	Rest (speaking any language other than Indian).	Total.
In lieu of Home Certificates ..	2	344	346
Service .. .. .	43	115	158
Competency .. .. .	83	121	204
<b>Total .. .. .</b>	<b>128</b>	<b>580</b>	<b>708</b>

*Second Class.*

In lieu of Home Certificates ..	Nil	27	27
Service .. .. .	135	70	205
Competency .. .. .	328	119	447
<b>Total .. .. .</b>	<b>463</b>	<b>216</b>	<b>679</b>
<b>Grand Total .. .. .</b>	<b>—</b>	<b>—</b>	<b>1,387</b>

The number of mines worked at the end of 1923 was 942; at the end of 1927, 644, and at the end of 1928, 554; and even allowing for casualties among the passed mine managers, for those who have taken up other posts and for the fact that some of those obtaining first-class certificates are those who had previously obtained second-class certificates, the Association considers that there is considerable unemployment among Indian mine managers. It also considers that the conditions of service of mine managers, owing to the depressed condition of the trade, have become unsatisfactory, and that in some cases mine managers have to work under unsatisfactory conditions.

### 13. Recruitment and Training of Subordinate Supervising Staff.

(i) In the case of the better educated classes, a person usually joins a colliery as an apprentice. After he has had practical training for three years and attained the age of 21, he may sit at the examination for a sardar's certificate, and, if successful, may be appointed as a sardar or over-man. In the case of a person holding an approved degree or diploma the period for practical training is reduced to one year. He may also sit for the second-class mine manager's certificate after three years and for the first-class certificate after five years. In the case of those holding an approved degree this period is reduced to two and three years respectively. A person holding one of these certificates enhances his prospects of being appointed as an assistant manager and possibly eventually as manager.

In the case of the uneducated classes, a coolly sardar may sometimes pass the examination (which is an oral one and on practical lines) for a sardar's certificate. In some mines, persons desirous of doing this are giving an opportunity of working as assistant sardars (though their wages are not shown in the books as such), and before a sardar's certificate can be granted the aspirant must have three years' practical experience of working in a mine. When a certificate has been obtained, such a person may be appointed as an over-man.

(ii) (a) No facilities are given for training workmen to obtain the position of over-man but the training required is largely practical and obtained by aspirants in the course of their ordinary duties in the mine. Classes, however, financed by the local Government and run by the Mining Education Advisory Board, are held at Jharia and Sijua in the evening so as to allow assistants, over-men and apprentices to attend them. The classes comprise a three-year course and by attending the classes a student is able to pass his examination for the first and second-class certificates while in the third-year class; instruction in surveying also is given.

(b) The following reports have been received from mines showing the number of certificated sardars at present working who started work either as cooly sardars or workmen. In some cases those who were originally workmen became first cooly sardars and thereafter certificated sardars.

	Number of certificated sardars who started work in the mines as—	
	Cooly sardars.	Workmen.
Bhuggutdih .. .. .	12	Nil
Bhowra .. .. .	0	3
Central Kirkend .. .. .	0	4
Guslitan .. .. .	2	8
Lodna .. .. .	8	4
Standard .. .. .	7	6
East Indian Coal Company (for all collieries)	9	35

(c) There are no arrangements for the theoretical training of such skilled labour as winding engine men, haulage engine men, pump men, boiler fire men, fitters, etc., who are mostly illiterate.

### 14. Relations between Staff and Rank and File.

(i) Relations generally in the coalfields are, on the whole, good. This is shown by the absence of strikes. In many mines, managers make a point of knowing their labour and it is not uncommon for a manager to know all his labour by name.

(iii) *Works committees: Their extent and achievements.*—These are unknown in the coalfields.

### 15. Contractors as Intermediaries.

(i) (a) Contractors are employed by a large number of collieries to provide the labour required for cutting the coal and loading the coal on wagons, and are paid at a fixed rate per ton for all coal loaded on wagons. In some cases, however, the rate paid per ton is increased either because coal is being extracted from difficult places in the mine or because the contractor has difficulties in maintaining his labour supply. The extent to which contractors are employed for this purpose is considerable and probably more than half the coal raised in the Jharia coalfields is raised on the contract system. Definite figures are not yet available, but the Indian Mining Association reports that 70 per cent. of the coal raised in mines belonging to that Association in the Jharia coalfield is raised by the contractor system.

(b) Contractors are also employed simply to provide the labour requisite for cutting the coal.

(c) In some cases also contractors are employed for petty contracts for cutting the coal from particular places.

(iii) (a) The contractor is generally responsible solely for raising the coal while the colliery supervising staff is responsible for seeing that the mines are run safely. In some cases where the supervising staff has been paid by the contractor the Department of Mines has objected to the practice as there is then a tendency that the supervising staff would pay more attention to raising than to safety.

(b) Housing and medical facilities are invariably provided by the management, though in some cases the contractor is required to pay sickness payments to the labourer employed by him, e.g., in Standard Colliery.

(c) A contractor is generally at liberty to pay a labourer as he considers fit, but is more or less bound by the law of supply and demand to pay the rates which are general throughout the colliery area as otherwise his labour would probably leave him. In some cases, as at Standard Colliery, the contractor is not authorized to alter rates of pay without consulting the manager, but in other cases this custom does not exist though generally managers report that no complaint had been received by them regarding the rate of wages paid to labourers by contractors.

(iv) *Effects.*—When proper control is exercised by the management there should be no ill-effects either on labour or on the working of the mine. If, however, the contractor is not properly supervised the system may have a bad effect more particularly on the working of the mine, in that the contractor may endeavour to win coal from the easiest places so as to get a good output.

**B.—FACTORIES AND MINES (OTHER THAN THOSE IN  
THE JHARIA COALFIELDS).**

**11. Selection of Managing Staff.**

(a) In the larger industrial concerns the Managing Agents or Board of Directors generally appoint the higher staff either by direct recruitment from abroad, sometimes under a covenanted system, or by promotion from the junior ranks or by direct recruitment from large industrial cities in this country. In the Indian-owned concerns which are generally small establishments, the occupier or one of the occupier's agents often manages the concern with a clerk or clerks to keep registers and accounts, but in a few concerns such as some of the Indian-owned sugar works in Bihar, there are regular managers with previous business training in some industrial firm either in this province or elsewhere. The majority of such managing staff, however, belongs to this province.

(b) Messrs. Tata Iron and Steel Company report that their managing staff consists principally of men with a wide and varied experience acquired in the foremost iron and steel works in America or Europe. The heads of departments are usually men with experience in similar departments of other steel works, recruited in America or Europe, but there are a number of Indians, some of whom have had training in foreign steel plants, while others have obtained practically all their experience with the company at Jamshedpur. As vacancies occur in the positions of heads of departments promotions are made from other employees engaged in the department (if a suitable man is available) otherwise it is necessary to recruit from abroad.

(c) Messrs. Indian Cable Company report that their managing staff is recruited from especially trained men in the English factories belonging to their Managing Agents.

(d) The Tin Plate Company report that their managing staff is recruited from abroad.

**12. Recruitment and Training of Subordinate Supervising Staff.**

(i) (a) The subordinate supervising staff in some of the larger industrial concerns where the work as well as the skill required is of diverse nature is recruited from all classes. Some are members of this province, some Anglo-Indians, some Europeans, and some members of other provinces. In the railway works, Anglo-Indians form a fair percentage. In other concerns where the work is not so varied or in smaller concerns, local men are generally trained up to hold these positions, but here also there is a sprinkling of persons belonging to other provinces.

(b) Messrs. Tata Iron and Steel Company report that the Company maintains the Jamshedpur Technical Institute to train in theory and practice certain selected students for positions in the operating departments of the works. The course is a three-years' one—half of which is spent in the works and half in the institute, and during training each student is paid Rs. 60 per month. Since the institute was started in 1921, 137 students have entered the institute of whom 50 are now under training and of the remainder 63 are in the works. Many of these students have replaced imported covenanted labour and quite a number are successfully filling foreman's positions in various parts of the works, though none are yet fit for the higher positions of Departmental Superintendents.

Foremen in the Electrical and Mechanical Departments are also often recruited from persons who have graduated from the various mechanical and electrical training colleges in India.

The Company gives the following figures to show the extent to which the number of covenanted imported employees in the manufacturing departments has been reduced since 1925-26.

	Number of covenanted employees in 1925-26.	Average monthly output in 1925-26 in tons.	Present number of covenanted employees.	Present average monthly output in tons.
Coke ovens .. .. .	Nil	57,840	Nil	63,000
Blast furnaces .. .. .	13	50,200	10	65,000
Steel plants .. .. .	49	39,210	42	50,000
Rolling mills (finished product)	108	27,000	40	35,000

(c) Messrs. Indian Cable Company report that when their factory opened the subordinate supervising staff was recruited from senior students of reputable engineering colleges. The method was found satisfactory as although the men were not particularly skilled at their duties, they had sound education and were found able to receive practical training and also to control labour. Future subordinate supervising staff will, however, to a great extent, be drawn from their present labour.

(d) In the Mica Industry, sardars are generally persons who have had their training as ordinary workers, while mining assistants are generally recruited from Bengal.

(ii) (a) In some of the industrial concerns, as for instance, in the engineering firms, there is an apprenticeship system and the apprentices on completion of their term are kept on but the percentage of students completing their term is very small. Details of such apprenticeship systems other than those existing in the Jamalpur East Indian Railway Works are given below :—

(1) *Arthur Butler and Company, Musaffarpur*, takes in apprentices for motor works and structural works. Period, 3 years. Usual number of apprentices about 20. Approximately 20 per cent. remain with firm on completion of the term.

(2) *Saran Engineering Company, Marhowrah*, takes in apprentices as moulders, turners and fitters. Period, 5 years. About 1 per cent. remain with firm on completion of the term. Usual number of apprentices about 10.

(3) *Tata Iron and Steel Company* takes in apprentices in the brick department, roll-turning department, electrical department, machine shop and foundry. Period, 5 years. Usual number of apprentices in these departments about 100. Attendance of all apprentices at the Technical High School is compulsory.

(4) *Paina Iron Foundry, Paina City*, takes in apprentices in the machine shop moulding and fitting work. Period 2 to 3 years., About 5 per cent. remain with firm on completion. Usual number of apprentices varies from 3 to 5.

### 13. Relations between Staff and Rank and File.

(i) (a) Generally the relations between the staff and rank and file particularly in the smaller factories are satisfactory. In some of the larger concerns, however, there is sometimes a lack of contact between the managing and supervising staff, who are frequently ignorant of the language of their workmen, and there is also a tendency on the part of foremen to abuse their authority.

(b) In Tata Iron and Steel Works the lack of contact between the supervising staff and the workmen and the abuse of workmen by foremen has been stated as one of the reasons leading to the 1928 strike. The company itself reports that "the present relations between the staff and workmen are generally speaking of a cordial nature. In the earlier days of the company it was not uncommon for foremen to abuse their authority and powers by demanding from the workmen sums of money in return for which men were given preferential treatment and employment, promotion, etc. In recent years this has largely disappeared and charges against the foremen of this nature are now seldom preferred. Nevertheless confidence in the integrity of the foremen by the workmen has not yet been completely restored. The difficulty of establishing such confidence is greater here because of the labour belonging to various communities, and the almost impossible task of trying to please each. Efforts have been and are being made to educate all our foremen up to the responsibilities of their positions and the necessity of dealing with workmen in a straightforward, honest and sympathetic manner. This instruction is given by the Departmental Superintendents to all foremen under them in a series of lectures."

(iii) *Works Committees.*—(a) As regards Tata Iron and Steel Company *vide* the Company's Memorandum.

(c) The Indian Cable Company report that a Works Committee was started in January, 1929, and has met monthly since that date, and it is the unanimous opinion that the management and the workpeople have derived considerable gain from this system. The Committee consists of ten workpeople elected by vote from ten sections and two representatives of the management. The first two meetings produced nothing beyond reiteration of wants, but it can now be considered that

the Committee is permanently established as an excellent bridge between labour and control and that the individual workman takes considerable interest in the work of the Committee.

(d) In the Tin Plate Company there are two main Works Committees. Of these one deals with safety regulations and is composed of two superintendents, doctor, sanitary officer, and a number of Indian foremen and supervisors. This Committee holds meetings periodically to discuss safety first propaganda and makes enquiries into accidents. The other is a committee composed of Indian and European employees which considers the works organisation and makes suggestions for improving efficiency.

#### 15. Contractors as Intermediaries.

(i) (a) Generally the construction of factory buildings and other such work is given on contract. But in other matters the extent and character of work given on contract varies considerably between the various concerns.

(b) As regards Tata Iron and Steel Company *vide* their Memorandum.

(c) Tatanagar Foundry report that most of the work of the company is given on piece-work contract system, and that the relations between the staff and rank and file are consequently very cordial. They find that labourers on contract can finish the day's work in much less time and do it with care and interest, and that after a reasonable contract has been made, there is neither detailed demand from one side nor complaint from the other.

(iv) (a) Messrs. Tata Iron and Steel Company report that it has been found more profitable and expeditious to employ contractors for the classes of work done than if the company employed its own staff. This is because the work given on contract is principally work which can be done on a piece-work basis. The contractors have quarters that accommodate approximately 600 labourers, who form the nucleus of their staff. The workmen, therefore, are readily available for work of urgent nature on account of their proximity to the works. As most of the work for which they are employed can be completed within 5 or 6 hours this labour is not employed for a longer period than that prescribed, and the Chief Inspector of Factories reports that the contractors' labour does not seriously violate the rules regarding hours of work.

### III.—HOUSING.

[The answers to all questions in this section are grouped together for the Jharia Mining Settlement and for the remaining industrial concerns.]

#### A.—JHARIA MINING SETTLEMENT.

##### 16. Extent to which Housing is Provided.

(i) (a) All collieries in the Jharia coalfield (as distinct from the Mugma or Lower field) are amply and efficiently equipped with approved types of houses. Their design, construction, ventilation, and general amenities are governed by the Jharia Mines Board of Health By-laws.

(b) Those workers who are recruited from villages situated within five miles from the mine frequently prefer to live in their own villages and walk backwards and forwards to their work.

(c) A statement is given below showing the extent of housing provided on 15 collieries, of which 5 have been selected by the Additional Deputy Commissioner, Dhanbad, as being the best-equipped, 5 the worst equipped, and 5 normally equipped in the matter of housing.

A comparison of housing figures with the average labour population in the collieries selected does not give an absolutely accurate picture of the extent of housing provided for the following reasons:—

(1) In many cases more than one miner is accommodated in one *dhaura* or house.

(2) Very frequently a man and his wife and his family, all of whom may be regarded as separate labourers in the figures of the mining population, occupy one house, and

(3) The extent to which the workers go back to their own houses in their own villages is not definitely known.

Colliery.	Average number of workers.	Number of houses of each class provided.					Total.	
		White licence.	Con-cession White licence.	Special licence.	Blue licence.			Red licence.
					Standard.	Others.		
I.—Five best equipped collieries.								
Bhowra ..	2,082	733	—	—	6	320	—	1,059
Jamadoba..	2,052	755	48	—	19	360	42	1,224
Pure Jharia	409	168	53	5	30	—	—	256
Kustore ..	2,187	267	412	97	121	395	—	1,292
Loyabad ..	3,383	277	149	36	10	368	110	950
II.—Five worst equipped collieries.								
New Barwa-bera.	55	—	—	—	—	10	—	10
Sonardih (No. 106).	190	—	—	—	—	17	—	17
Angarpathra (No. 137).	107	—	—	—	88	1	—	89
Kantapahari	106	—	—	—	—	20	—	20
Kesolpur (128)	61	—	—	—	20	—	—	20
III.—Five normally equipped collieries.								
Gopalichuk—West.	1,185	118	55	—	21	132	—	326
Ena ..	605	158	—	30	18	47	—	253
Bhutgoria..	558	77	21	13	89	2	—	202
Kirkend (No. 196).	736	143	—	31	—	49	—	223
Central Kujama.	—	44	22	28	11	53	—	158

*Note.*—A white licence is given to those houses which conform in every way to the standards laid down by the Board, *vide* 18 (ii) below :—

A concession white licence is granted to houses which differ from the standard specifications in one or two minor details, e.g., floor space 100 square feet cubic capacity 900 cubic feet; floor space 90 square feet, cubic capacity 1,000 cubic feet, width only 7½ ft., but full floor space and cubic capacity, etc.

A special licence is granted to houses with tiled roofs, but insufficient slope—the defect to be remedied on renewal of roof.

A blue licence—considerable improvements required, but carrying out of improvements deferred.

A red licence requires renewal within 12 months.

(iv) In the Mugma or "Lower" field the housing by-laws mentioned in question 16 (i) above have not yet been applied. In the majority of the collieries there is no resident labour, the workers coming in from their own villages. In the few large collieries in this area, accommodation is provided by the management or land is given to the workers to build their own houses. Elsewhere in the Jharia minefields, except in the instances mentioned in question 16 (i) (b), the workers do not provide their own houses.

#### 17. Facilities for Acquisition of Land for Workers' Houses.

Difficulty has been encountered by collieries in the Jharia coalfield in acquiring land for the purpose of housing schemes. In 1920 the Coalfields' Committee suggested that every facility should be offered to a colliery company or proprietor to acquire land under the Land Acquisition Act for the housing of labour (paragraph 52 of the Coalfields' Committee report). In considering the amendment of the Land Acquisition Act in 1922, the Local Government in paragraph 5 of letter No. 132-R.T. of 13th August, 1922, suggested some such amendment to give some facilities for the acquisition of land for colliery purposes. The Government of India, however, did not include any such amendment in the Land Acquisition Act. The matter has again been before the Local Government in connection with the revision of

Sections 49 and 50 of the Chota Nagpur Tenancy Act and a Bill was introduced and passed in the last winter session of the Legislative Council. Slight alterations were found necessary in the Bill to improve its working, and these changes have recently been passed by the Legislative Council.

The Bill will in the first place facilitate the transfer by the occupant of a holding of raiyati lands to a colliery requiring land, and in the second place allow the lessor of mineral rights to acquire for his lessee (the mineowner) such land, which he is required by the terms of his lease to provide for the development of the mine. The Bill will therefore give facilities to collieries to acquire through their landlords such land as may be necessary for housing their labour.

#### 18. Nature of Accommodation Provided in each Class.

##### Summary of standards.

- |                                  |   |
|----------------------------------|---|
| (a) Floor space 100 sq. ft.      | (e) Verandah floor space 40 sq. ft.       |
| (b) Cubic capacity 1,000 cu. ft. | (f) Verandah width 5 ft.                  |
| (c) Width of rooms 8 ft.         | (g) Doors 5 ft. x 2 ft.                   |
| (d) Average height 7 ft.         | (h) Adequate and independent ventilation. |

Every house must be licensed. Licences are not given unless the standards are complied with. If labourers are found in occupation of unlicensed premises, the management is liable to prosecution.

The type of house most commonly found is that known as the "arched *dhaura*" built of cement concrete throughout, though many other types are favoured, including some two-storeyed buildings.

The provision of satisfactory housing is controlled by the Jharia Mines Board of Health, and in 1919 it was decided that the elimination of non-standard housing should be extended over a period of three years. Early in 1923, however, it became clear that the three-year programme was drastic having regard to the financial condition of the trade, and it was, therefore, decided to substitute a five-year programme commencing with the year 1923-24 and ending in the year 1927-28. This programme was accepted as a provisional basis by the Indian Mining Association and Indian Mining Federation. Subsequently, however, owing to the depression in the coal industry, moratoriums have been allowed in subsequent years and full compliance with the programme laid down has not been insisted upon, though the Board insists that new constructions must comply with the standard specifications and that houses which fall into disrepair and become unfit for human occupation are thoroughly repaired. The housing provided may, nevertheless, be described as eminently satisfactory on the whole.

#### 20. Rent Rates in Various Classes.

No rent is ever charged.

#### 21. Special Problems Arising in Connection with Various Classes of Housing.

- (a) Sub-letting is not known.
- (b) Occupation of employers' houses by tenants in other employ is sometimes permitted by special sanction of the Board. Workers on one colliery may be housed in the buildings of a neighbouring colliery or a shopkeeper may be allowed to use a *dhaura* for the purpose of trade. It also frequently happens that two friends, one of whom may be working on one colliery and one on another, share a *dhaura* on one or the other of the collieries.
- (c) *Eviction*.—Generally the miner leaving work in the collieries leaves the *dhaura*. At the same time on some occasions a miner going to work on another colliery keeps his house on his original colliery and there may be difficulties in connection with his eviction, but such cases are rare.
- (d) In some cases if a colliery manager wishes to concentrate the labour working in one pit in houses close to that pit he finds difficulty in doing so, but the matter is not of great importance.

### B.—INDUSTRIAL ESTABLISHMENTS OTHER THAN THE JHARIA MINING SETTLEMENT.

#### 16. Extent to which Housing is Provided.

(i) *By employers*.—It may generally be stated that where labour has convenient access to its own house, whether in villages or towns, housing is not provided, but



that where there is no such convenient access or where it is considered by the management advisable to keep the labour close to its workplace housing is provided. Some instances are given :—

*Messrs. Tata and Iron Steel Company.*—There are 4,821 residential buildings provided. Of these 301 are rented at over Rs. 20 a month and may be considered as probably provided for the supervising and subordinate supervising staff and the description of them need not be given. Sixteen are rated as hotels. For further particulars see Company's Memorandum.

*The Tin Plate Company* provide 49 European style bungalows and 326 pucca quarters. These quarters housed at the last census 425 tenants and 1,411 lodgers, equivalent to 41·5 per cent. of the labour force. Prior to the strike of the 6th April, 1929, 20 lakhs of bricks had been burnt in readiness to build 80 additional quarters sanctioned by the Company for erection during 1929-30.

*Kuchwar Lime and Stone Company* provide 350 rooms, some of which are built with puttra (limy shales) and mud and some with puttra and lime. Roofs are constructed from rollas, bamboos and tiles.

*Sons Valley Portland Cement Company.*—425 pucca brick buildings are provided and more are being built.

*Kalyanpur Lime Works, Limited,* have built 314 rooms with country tiled roof—one room and verandah for two persons.

*Shree Das Rice Mills, Patna.*—Housing provided for 40 coolies and ten mistries.

*Shree Bihariji Mills, Patna.*—One room for coolies, one room and verandah for press attendants, and rented houses for miller, engineer, and some other persons.

*Peninsular Tobacco Company.*—Some time back made arrangements for quarters for their labour, but the scheme did not meet with success and has been stopped. Their employees, who are all local, make their own arrangements.

*Barachakia Sugar Mills.*—Forty-four quarters are provided for outsider workmen and skilled labour and the remaining workmen are residents of surrounding villages who go away to their homes after working hours.

*Parsa Sugar Factory.*—Housing is provided for all outsiders and local men go to their homes when off duty.

*Japaha Sugar Company.*—Housing is provided for all outsiders and local men go to their homes when off duty.

*Sewan Desi Sugar Factory and Samastipur Central Sugar Company.*—Housing for 10 per cent. of their labour is provided.

*The New Sawan Sugar Company* report that housing is provided for all employees, but this does not include the local labour.

*Marhowrah Sugar Factory* provide bungalows for all Europeans and Anglo-Indians, quarters for all Indian staff, mistries and watch and ward.

*Saran Engineering Company* provide housing for all imported labour.

*Himgir Rampur Coal Company* provide housing for 50 per cent. of the total labour force.

*Bengal Iron Company.*—All labour is provided with quarters.

*Messrs. Indian Cable Company* provide accommodation for skilled labour only. The aboriginal class of unskilled labour prefer to live in their own *bustis* in the adjacent villages. 73·9 per cent. of the skilled labour are accommodated in rent-free quarters and the rest of the skilled labour and of the unskilled staff provide their own accommodation.

*Tatanagar Foundry* report that free quarters are given to assistants and workmen, but that they have not been able to provide quarters for all men employed. Employees, however, are not taken unless they have made arrangements for their lodging and boarding in the locality, and the company is trying to hasten its own programme for housing workers.

*Rayam Sugar Company.*—Quarters are provided for those workers who are not resident locally.

*Rameshwar Mills, Muktapur.*—Housing is provided for all workers who desire accommodation.

*Pasupatinath Rice and Oil Mills and Sikta Rice Mill* provide housing for labourers who come from distant places, and for those required to live near the factory.

*Mica Mines and Splitting Factories.*—All local labour resides in its villages, and housing is provided for *pardesi* labour. Lokai factory provides housing for 20 coolies, who come from other districts. The Chota Nagpur Mining Syndicate provides housing for its *pardesi* labour in the Dhanakola division. At the Lomchanchi mine a large number of quarters have been provided by the same company but these remain unoccupied except by darwans, etc.

(ii) (a) No housing is provided by Government or any other public agency except for various persons working in Government factories.

(b) The Maude Committee, which inquired into the conditions of Jamshedpur in 1919, suggested that the Board of Works should construct houses for workers in that town and should charge rent which should be paid direct by the companies and the workmen should pay the rates and taxes. It was expected that the average cost of housing would not be less than Rs. 3 or Rs. 4 a month. This proposal, however, was not approved by Government as it was considered that the housing scheme as put forward by the committee was far from being a sound proposition.

(iv) *Messrs. Tata Iron and Steel Company* report that in view of the prevailing shortage of houses and with a view to encourage employees to build their own houses, the Steel Company grants leases at 3 per cent. interest to its employees for building houses. For kutchha houses three months' pay are advanced repayable in 12 instalments. For pukka brick-in-lime houses loans are granted on mortgage system; ordinarily 15 months' salary limited to half the cost of building is advanced to employees recoverable within a maximum period of five years, though occasionally the maximum is increased to two-thirds of the value of houses. For further particulars see Company's memorandum.

*The Tin Plate Company* state that many workers build their own houses. 724 houses have been built with loans granted by the Company amounting to Rs. 22,907. Loans are limited to a sum that can be repaid in 10 months without undue hardship and the Company exercise care to see that the houses are of good design and that good material is put in them.

#### 19. Utilization by Workers of Accommodation Available.

In all cases quarters provided are invariably occupied, except in the case of the mica mines.

#### 20. Rent Rates in Various Classes.

In some cases rent is charged and instances are given below.

*Shree Bihariji Mills, Patna City.*—Rents charged at rates not given.

*Messrs. Tata Iron and Steel Company.*—Rents are calculated as near as possible at 5 per cent. on the capital cost. The rents of various types carrying rent less than Rs. 20 are given in the statement attached in answer to question (14) (i).

*The Indian Cable Company.*—No rent is charged beyond two annas per month paid by each occupant of the A and M4 types of quarters which have extra water mains provided by the company.

*Tin Plate Company.*—Rents are fixed on a basis of 5 per cent. (and in some cases as little as 3½ per cent.) of the capital cost.

In other cases no rent is charged.

### IV. HEALTH.

[In this section also answers to all questions except questions 30, 31 are grouped together for the Jharia Mining Settlement and for the remaining industrial concerns.]

#### A.—JHARIA MINING SETTLEMENT.

##### 23. General Health Conditions of Workers.

(i) *Figures of mortality.*—The figures available are not accurate figures for workers, but represent the figures for the whole mining settlement which is co-incident with Dhanbad Subdivision, excluding the figures for the Dhanbad Municipality.

(a) A table is given below showing the deaths in the mining settlement for the last five years.

Year.	Number of deaths.			Death-rate per 1,000.
	Male.	Female.	Total.	
1924-25 .. ..	5,143	4,312	9,455	20·83
1925-26 .. ..	4,541	3,900	8,521	18·77
1926-27 .. ..	4,117	3,611	7,728	17·02
1927-28 .. ..	3,979	3,616	7,595	16·73
1928-29 .. ..	4,447	3,853	8,300	18·28

(b) A statement is also given of the incidence of cholera and small-pox in the mining settlement during the same period.

—	Year.	Cholera.		Small-pox.	
		Cases.	Deaths.	Cases.	Deaths.
Colliery population ..	1924-25 ..	671	342	379	11
	1925-26 ..	273	104	382	20
	1926-27 ..	131	37	461	27
	1927-28 ..	63	12	748	29
	1928-29 ..	132	36	744	24
Non-colliery population ..	1924-25 ..	760	218	173	97
	1925-26 ..	672	257	316	32
	1926-27 ..	546	121	672	38
	1927-28 ..	322	70	731	28
	1928-29 ..	531	164	782	32

(ii) *Birth-rate and infant mortality.*—The figures for the whole mining settlement for the last five years are given below :—

Year.	Number of births.			Birth-rate per 1,000.
	Male.	Female.	Total.	
1924-25 .. ..	7,028	6,715	13,743	30·27
1925-26 .. ..	7,753	7,519	15,272	33·64
1926-27 .. ..	8,257	7,769	16,026	35·30
1927-28 .. ..	7,937	7,878	15,315	33·74
1928-29 .. ..	8,219	7,885	16,104	35·47

The mining settlement includes, however, two thanas, Tundi and Gobindpur, in which no mines are situated and also thana Nirsa of which the greater portion is rural. The birth-rate figures of these three thanas for the last three years are given below :—

Birth-rate per 1,000.

—	1926-27.	1927-28.	1928-29.
Thana Tundi .. ..	50·74	54·19	51·10
.. Gobindpur .. ..	48·23	42·35	49·28
.. Nirsa .. ..	41·90	37·18	38·26

Figures for infantile mortality in the mining area and the three thanas, Tundi, Gobindpur and Nirsa for the last three years are given in the statement below :—

Infant mortality per 1,000 births.

—	1926-27.	1927-28.	1928-29.
Mining area .. ..	199	165	171
Thana Tundi .. ..	124	93	112
.. Gobindpur .. ..	132	137	120
.. Nirsa .. ..	105	96	111

*Methods of Registration.*—The Jharia Mining Settlement is divided into eleven circles. Each circle is under the charge of a Sanitary Inspector, who has under him from two to four vaccinators, the number varying with the size of the circle.

2. *Sanitary Inspectors* are Registrars of Births and Deaths under the Registration of Births and Deaths Act (Bengal Act IV of 1873). It is their duty to record all births and deaths reported to them in the Births and Deaths Registers. The sources from which the registrars get their information are the following :—(a) *Thanas.*—All births and deaths reported by the Government Chaukidars at the thana and recorded in the thana registers, are copied by the Registrars into the Births and Deaths Registers. (b) *Vaccinators.*—The births registered as per paragraph (1) above are then entered in a special form (Vaccinator's Daily Record) one of which is kept for each village in the circle.

Each vaccinator is in sub-charge of a definite area ; a programme is drawn up which ensures a visit to each village every four or five weeks.

3. *Sanitary Inspectors.*—During the vaccination season, when the Sanitary Inspector visits a village about a week after the vaccination operations have been performed by the Vaccinator, he takes with him these records and, while noting the results of vaccination, verifies the entries made previously by the Vaccinator.

4. *Collieries.*—The following is the procedure as regards Collieries :—Births and deaths occurring on collieries are reported in the weekly returns of sickness and mortality which each colliery is required to submit to the Board's office, where the information is separated and forwarded to the Sanitary Inspectors concerned who, as Registrars of Births and Deaths, record the particulars, after verification, in their respective Births and Deaths Registers.

(iii) *Working conditions.*—The conditions underground in the mines are on the whole satisfactory. The galleries are generally fairly airy. There are, however, no latrines underground and no proper method of disposal of dijecta. Where sweepers are employed below, their services are unsatisfactory.

(iv) *Dietary.*—(a) Wages are high enough to allow of generous diet for all workers. There is no shortage of food. The staple diet consists of rice, lentils (dal), vegetable, spices and oil (mustard, ginjelly, mahua seed), with occasional meat (ox, goat or pig) and rarely milk and ghee. Sometimes maize or other flour replaces the rice.

(b) The Jharia Mines Board of Health maintain a special laboratory in which samples of foodstuffs are analysed. The expenditure on this laboratory in 1927–28 exceeded Rs. 10,000 and the number of samples of foodstuffs analysed was 775. In 1928–29 the number of samples examined was 256 and the expenditure over Rs. 7,500. In addition, in the Bacteriological section, samples of water are analysed and 600 samples were analysed in 1928. Two hundred and fifteen prosecutions, with 197 convictions, were instituted in the settlement under the Food and Drugs Adulteration Act in 1927–28. There were 50 prosecutions with 38 convictions under the same Act in 1928–29. Five cases were brought under section 273 of the Indian Penal Code for selling food unfit for human consumption in 1927–28 and three cases in 1928–29. Investigation is being carried on by the Jharia Mines Board of Health for an amendment of the by-laws with the object of prevention of adulteration of foodstuffs. No decision has yet been arrived at.

(v) Physique is almost invariably good, especially so in the case of Bilaspuris, Santals and Bowries and persons from north-west provinces. The Beldars who usually work on the surface are not so good.

(vi) *Effects of disturbance of sex ratio in industrial cities.*—The census reports show that in the district of Manbhum in which the Jharia mining settlement is situated, the number of females per thousand males has dropped, as shown below :—

1891	..	..	..	..	..	1,012
1901	..	..	..	..	..	992
1911	..	..	..	..	..	963
1921	..	..	..	..	..	937

The figure 937 is the smallest figure for any district in the province which results in the smaller birth-rate that occurs in the colliery portion of the mining settlement, *vide* answer to (23) (ii).

## 24. Extent of Medical Facilities provided.

(i) *By employers.*—A statement is given below showing certain information regarding the eight hospitals maintained in the coalfield :—

Serial No. and name of hospital.	Accommodation.	Staff provided.	Amount of daily allowance paid to inmate.	Amount of daily allowance paid to attendant.
1.—Maikera - Choitdih hospital.	Three beds in main hospital, with a separate isolation hospital of four beds.	(i) One doctor (L.M.P.) (ii) One unqualified dispenser. (iii) One dresser.	Rs. a. p. 0 8 0	Rs. a. p. 0 4 0
2.—Katras colliery hospital.	Two wards with four beds in each. Also an infectious disease block with three rooms of two beds each.	Ditto .. .. .	Full wages	Full wages.
3.—Mudidih hospital	Two wards of five beds each, with plenty of deep verandah space for extra beds. Also a large separate infectious disease hospital.	(i) One doctor (L.M.P.) (ii) One qualified Compounder. (iii) One dresser.	Ditto	Ditto.
4.—Loyabad hospital	Five beds for men and four for women in main building. Also an isolation ward of three rooms with three beds in each.	(i) One doctor (L.M.P.) (ii) One compounder. (iii) One dresser.	Half wages	—
5.—Kustore hospital.	Two wards with six beds in each. One ward for women but used for men if there are no women inpatients.	(i) One doctor .. .. . (ii) One Assistant Medical Officer of Sub-Assistant Surgeon class. (iii) One qualified compounder. (iv) One dresser. (v) One female attendant.	0 10 0	—
6.—Jamadoba hospital	Two wards of six beds each, one of which is reserved for women when necessary.	(i) One doctor (M.B.) .. (ii) One unqualified doctor of twenty years' experience. (iii) One qualified compounder. (iv) One dresser.	0 10 0	0 8 0
7.—Bararee hospital.	Two wards. Four beds in male and two in female ward.	(i) Two doctors (L.M.P.) (ii) One qualified compounder. (iii) One dresser.	Advance of annas 4 or annas 6 recoverable from compensation, if any.	—
8.—Bhowra colliery hospital.	Two wards, four beds for men and three for women. Also three dhowras close by used for overflow or for families accompanying patients.	(i) One doctor (L.M.S.) (ii) One doctor (L.C.P.) (iii) One qualified compounder.	—	—

Besides these at every colliery there is a dispensary, its size and scope varying with the number of workers employed. A schedule of drugs and appliances set up under the Board's By-law No. 27 indicates the minimum requirements which must be maintained. Every colliery with 30 workers or more is compelled to employ a registered medical practitioner. Of the 215 collieries now working, 36 have whole-time medical practitioners, 114 have part-time, and 65 are exempt as having not more than 30 workers. No medical practitioner can be engaged without the approval of the Board's Chief Medical Officer.

(ii) *By Government.*—At Dhanbad there is a fully equipped charitable hospital of 46 beds which, though it is maintained by the local board, is in charge of a Government Assistant Surgeon and under the supervision of the Inspector-General of Civil Hospitals. To this hospital are sent from the collieries all those cases which, from their serious nature, cannot be suitably dealt with on the spot. The Jharia Mines Board of Health makes an annual grant for the upkeep of this hospital and maintains a motor ambulance for the transport of patients.

The following non-recurring grants have been given by Government for expenditure on Medical in the Manbhum district (figures for the Dhanbad sub-division are not available) :—

	Rs.
1920-21 .. .. .	18,000
1921-22 .. .. .	24,750
1924-25 .. .. .	13,000
1925-26 .. .. .	12,000
1926-27 .. .. .	18,000

A sum of Rs. 9,600 recurring is also provided by Government annually for expenditure on local fund hospitals and dispensaries in the Manbhum district.

(iii) *By other agencies.*—The local board maintains three charitable dispensaries—two in the Jharia field and one in the Mugma field. The Raja of Jharia maintains a charitable hospital at Jharia with seven beds, which is under the supervision of the Inspector-General of Civil Hospitals.

(iv) The extent to which accommodation for women is provided in the hospitals maintained by collieries and the extent to which family attendance, etc., are provided in the hospitals maintained by collieries, are given in answer to question (24) (i). In the Dhanbad district board hospital four beds in an improvised ward, besides one in the isolation ward and one in the small-pox ward, are provided for women, where a lady doctor of the Sub-Assistant Surgeon class and two nurses are provided. Under the supervision of the assistant surgeon the lady doctor attends female indoor and outdoor patients. She occasionally attends maternity cases outside hospital when people can afford to pay her fees, but her services are not generally utilized by female labour of collieries. The nurses are fully occupied with their duty in the ward. The Jharia Mines Board of Health pays a contribution of Rs. 2,000 towards the cost of the female medical staff of this hospital.

## 25. Extent to which Medical Facilities are utilized.

(i) It may be said that the facilities provided are utilized to their fullest extent. It is true that Santals and some others occasionally prefer to rely upon indigenous *nostra*, but the whole tendency is towards the acceptance of Western medicine and treatment.

(ii) For most ailments and accidents, women are willing to avail themselves readily of the facilities provided, but for diseases peculiar to their sex they appear averse to being treated by a male doctor. Thus maternity cases rarely reach a hospital except occasionally in extremes. The wives of *badus* and similar members of the staff are learning the benefits of skilled attendance at labour, though the miners' wives do not as yet aspire to anything beyond their own dangerous *dais*.

## 26. Latrines and other Sanitary Arrangements.

### A.—Latrines.

(i) *At work places.*—Underground scavengers are employed as ordered by the Mines Act. Their work is without exception inefficient owing to the lack of arrangements for the removal of night-soil. There are no latrines below ground.

(ii) *At home.*—Attempts have been made to deal with the problem of promiscuous defecation, with little success. The individual still resorts to the *maidan*.

The "Aqua privies" provided on mines were little used, though in Jharia, Katras and Kirkend bazars, the public latrines installed by the Board are well patronised. A septic tank latrine on one colliery is proving very successful.

For the removal of ashes and other rubbish, gangs of sweepers are employed on the collieries, adequate conservancy arrangements being insisted upon under the Board's by-laws.

### B.—Water Supply.

(a) The Jharia Water Board supplies a piped supply of filtered and chlorinated water from Topchanchi reservoir. About two-thirds of the collieries in the Jharia field are connected up to this supply. The remaining one-third will connect up as soon as circumstances permit; the water mains do not extend to the Mugma field. Meanwhile, their water supply (from wells) is watched by the officials of the Board.

(b) In addition to the provisions of a piped water supply, the Board in 1928-29 reserved for domestic purposes the water of one tank in Jharia and one in Katras. It also prohibited the use of water for any purposes from the railway tank at Jharia and the Katri river at Katras, and for this purpose employed *chaukidars* for the control of the water supply throughout the year. In addition, at times at which there is risk of epidemic, *chaukidars* are appointed temporarily for tanks that are either reserved or prohibited for domestic purposes.

(c) The actual expenditure incurred by the Jharia Water Board on the piped water supply up to the 31st March, 1928, has been Rs. 97,96,500. This amount includes repayment of loans (Rs. 5,32,000) and interest on loans (Rs. 21,15,000). Of the total expenditure Rs. 60,37,000 was derived by loans from Government, and Rs. 4,82,000 was contributed by Government. The balance of Rs. 26,78,000 has been provided by a cess on the coal industry. The balance of loans outstanding on the 31st March, 1928, was Rs. 61 lakhs.

#### 27. Extent and Nature of Official Supervision.

(i) *Works of Boards of Health in special areas.*—The Jharia Mines Board directs and supervises every phase of disease prevention in the mines and to further this end is concerned also in supervising the villages throughout the whole coalfield area with certain extensions beyond to those villages whence the colliery labour is derived. The Board maintains a Medical Officer of Health and also an Assistant Medical Officer of Health.

(a) The Board obtains its income from a tonnage cess on coal which was raised for the year 1928–29 to Re. 1.4.0 per 100 tons, having previously been Re. 1 per 100 tons, and also from a royalty cess which stands at 15 per cent. of the road cess paid by royalty receivers. The income derived from these two sources in the year 1928–29 was :—

Tonnage cess .. .. .	Rs.
Royalty cess .. .. .	1,31,550
	13,900

(b) *Constitution of the Board.*—The Board consists of eleven members, viz., six nominated by Government of whom four are officials and two non-officials, four elected by the mine-owners and one elected by the royalty receivers. Of the two non-officials nominated by Government one is in practice elected by the Colliery Managers' Association and one represents the general public.

(c) The following is a summary of the activities of the Board :—

- (1) Supervision of housing of labour.
- (2) Sanitation on collieries, in bazaars and to some extent in villages within the settlement area.
- (3) Supervision of medical arrangements including the provision of a motor ambulance.
- (4) Prevention and control of epidemics on collieries and in villages within the Board's area.
- (5) Supervision of all water-supplies.
- (6) Vaccination both in collieries and rural areas. There is probably no part of India where vaccination is more thoroughly carried out.
- (7) Registration of births and deaths in colliery and in rural areas.
- (8) Prevention of food adulteration.
- (9) Public health lectures both in colliery and in rural areas illustrated by magic lantern slides.

#### 28. Diseases—Prevalence.

(a) Hook-worm is generally regarded as an industrial disease more especially amongst miners. In India, however, owing to the habits of the people the disease is by no means confined to mining areas and miners, and the ordinary agriculturist suffers almost as badly. Investigations were carried out in the Jharia mining area for a period of four years from 1920–23, and over 15,000 persons were examined of whom 70 per cent. at least were found to be infected. It is probable that still a very large percentage of adult labourers are infected but the Medical Officer of the Jharia Mines Board of Health reports that owing to some cause which is not absolutely clear, though it is probably the avirulent nature of the local strain of hook-worm, illness (even slight illness) is produced only in a very small proportion of cases, and it is exceptional in the Jharia coalfield to find a case of anaemia due to hook-worm serious enough to make a labourer unfit for work.

(b) *Coal dust* appears to produce as little ill-effect here as in mines in England and elsewhere.

(c) Figures regarding cholera and small-pox are given in answer to question 23.

### B.—INDUSTRIAL CONCERNS OTHER THAN JHARIA MINING SETTLEMENT.

#### 23. General Health Conditions of Workers.

*Introductory.*—Except for the mining settlement the only other area in the province which has to any extent a large industrial population is Jamshedpur. With regard to the rest of the province the conditions of persons engaged in industry

can be considered as identical, or practically so, with those of the neighbouring population. As regards Jamshedpur the most characteristic feature of the population is that it is not a true industrial population dependent on the wages of industry for its existence. It is an agricultural population adding to its income by working in the steel trade. Practically all the men employed either own land and cattle themselves or belong to a joint family that lives on the land. The only indigenous class that is entirely dependent on its wages is the Anglo-Indian. The population, therefore, at Jamshedpur is not stationary and is frequently likely to return to its villages at time of sickness or child birth.

Generally, the health conditions are fairly good. There has been no epidemic of cholera in Jamshedpur for a long time, and since January, 1927, there have only been 13 cases of cholera with three deaths. There was an epidemic of small-pox in the beginning of 1926 but there has been none since then. The following statement shows the incidence of diseases during the last three years—the figures show the number of attacks as obtained from the hospital :—

	1926.	1927.	1928.
Malaria .. .. .	803	914	771
Kala Azar .. .. .	64	20	64
Tuberculosis .. .. .	80	107	181
Hook-worm .. .. .	10	18	25
Fever .. .. .	39	24	61

(a) (i) In the larger factories the working conditions are generally satisfactory. In some of the smaller factories the Officiating Chief Inspector of Factories has suggested that the amount of ventilation is insufficient, and has proposed that a standard ventilation based on the ratio of 10 square feet to each operative should be provided.

(ii) In his annual reports since 1921 the Chief Inspector of Factories has invariably reported that the health conditions of employees have been normal. In the case of factories no abnormal incidence of epidemics has been noticed.

(iv) The general dietary of industrial workers can be considered to be the same as that of the ordinary population, except possibly at Jamshedpur. The Jamshedpur Public Health Staff and Market Staff do their best to prevent the sale of adulterated food-stuffs. Bad fish is destroyed whenever found. Other articles thought to be adulterated are seized and analysed in the town laboratory, and if found bad are submitted to the Magistrate for disposal. The cost of living in Jamshedpur is high, and a large part of the cost of food is freight : the area in which the town is situated lies in the angle of two neighbouring rivers, and the communication with surrounding country is difficult, which raises the cost of ordinary bazaar purchases. Market gardening has, however, recently increased, and has brought down the price of vegetables a little. Another factor which has raised the cost of living is the high wages paid by the companies which has served to create an artificial standard of comfort. The proposed creation of the co-operative stores mentioned below may help towards reducing the cost of living.

(v) *Physique*.—At Jamshedpur the workers come mostly from outside and comparatively few have settled down in the place. The tendency of those who have settled down has been towards improvement in physique due probably to regular work, wages and open air conditions of living. In the rest of the province the physique of industrial workers may be taken as being similar to that of the rest of the population.

#### 24. Extent of Medical Facilities Provided.

(i) The larger concerns frequently provide full medical facilities for their employees and smaller concerns frequently subscribe to the nearest local fund dispensary.

Various companies from whom reports have been received give the following information regarding medical facilities provided by them :—

*Kuchnar Lime and Stone Company* provide a dispensary with indoor accommodation for two persons with a qualified doctor who is not allowed private practice and a nursing cooly.

*Sons Valley Portland Cement Company* provide fully equipped hospitals on the works and on the quarry with one qualified medical officer, one compounder for the quarry and one compounder for the works. There is accommodation for both indoor and outdoor patients.



*Kalyanpur Lime Works, Limited*, provide a hospital with a fully qualified medical officer (M.B.) with locally recruited ward boy assistants. Accommodation for both indoor and outdoor patients is provided.

*Tata Iron and Steel Works*.—The Company maintains a hospital of 140 beds, four outdoor dispensaries and three First-aid stations and an isolation hospital for infectious diseases having 52 beds. There are 24 doctors, 14 registered nurses, three probationers on the staff besides compounders, dressers and warders, etc. Of these two doctors are specially kept for isolation hospitals. Two ambulance cars are used for bringing injured and sick persons to the hospital and the employees are treated free whether in the hospital or at their quarters. For medical attendance of their families a nominal fee is charged.

*Tinplate Company*.—The Company maintains a hospital outside the works gate, and a First-aid post inside the works. The works hospital comprises a dispensary, minor dressing station and a ward with three beds for in-patients as well as usual offices. The staff consists of two qualified doctors, one hospital trained nurse, five compounders and two dressers.

*Purua Sugar Factory* pay a monthly salary to the local dispensary doctor and carry a stock of medicine in the factory.

*Bihar Sugar Works*.—A dispensary and medical attendant are maintained by the Company. In serious cases the Assistant Surgeon of Siwan is called at the Company's expense.

*Janakpur Rice Mill*.—Subscription paid to district board dispensary.

*The Peninsular Tobacco Company* maintain a full-time European medical officer together with a compounder and dresser and provide an outdoor dispensary equipped for the relief of minor accident and common ailment. Medical attention is given free to all their employees.

*Dehri Lime Company, Limited, at Gaya*.—The necessary medicines are kept in stock and the nearest doctor is sent for in urgent cases and for accidents. The company bears all charges.

*F. F. Christien and Company, Limited (Mica Mining)*.—Dispensaries are established for the accommodation of in-door patients at headquarters in charge of a qualified medical man.

*Bengal Iron Company, Limited (Agita and Pansura Mines)*.—A fully equipped dispensary is kept at both mines, one in charge of a qualified dispenser and the other of a qualified doctor who is in charge of the medical and sanitary works in both mines. A trained Indian nurse is kept for women and children.

*Indian Cable Company* maintain two skilled compounders who supply free treatment and medicine. When a case occurs beyond the skill of the staff maintained the company provide transport facilities to send to the hospital at Jamshedpur.

(ii) It is impossible to give definite figures regarding the extent of medical facilities provided by Government for the industrial population. The following figures give the amounts spent by Government throughout the province:—

(a) Non-recurring grants made to local bodies for medical relief:—

						Rs.
1924-25	..	..	..	..	..	2,57,000
1925-26	..	..	..	..	..	3,34,000
1926-27	..	..	..	..	..	4,82,000
1928-29	..	..	..	..	..	Nil.

(b) Non-recurring sums spent on construction of Government hospitals and dispensaries for the ten years ending 1927-28 amounted to Rs. 22,24,185. On original works in connection with such hospitals and dispensaries the following sums were spent by the Public Health Department:—

						Rs.
1924-25	..	..	..	..	..	2,07,975
1925-26	..	..	..	..	..	2,37,887
1926-27	..	..	..	..	..	93,758
1927-28	..	..	..	..	..	1,02,326

(c) The recurring grants made to local bodies for the upkeep of local fund dispensaries, etc., in 1928-29 amounted to Rs. 3,30,795.

(d) The recurring cost of upkeep of Government hospitals and dispensaries in 1927-28 was Rs. 7,46,382.

(iii) The district and local boards provide a considerable number of dispensaries. The usual standard is one dispensary in each thana, but this standard is frequently exceeded. In each district and subdivisional headquarters there is a hospital which is maintained by grants received from the district board, municipalities and from Government.

(iv) *Provision for women doctors, etc.*

*Bengal Iron Company, Limited—Agita and Pansura mines.*—A trained Indian nurse is kept at each dispensary to treat the women and is largely utilized.

#### 25. Extent to which Medical Facilities are Utilized.

The following reports have been received from factories regarding the number of patients treated during the year 1928 at the factory dispensary:—

*Kuchwar Lime and Stone Company.*—Outdoor patients 1,362, indoor patients 2.  
*Sone Valley Portland Cement Company.*—Outdoor patients 5,574, indoor patients 29.

*Kalyanpur Lime Works, Limited.*—Outdoor patients 2,010, indoor patients 2.

*Tata Iron and Steel Company.*—Number of new cases treated was 210,210, against 206,899 and 196,120 in two previous years.

The indoor hospital is nearly full at all times.

It is estimated that 30 per cent. of the total cases are outsiders who have no connection with the company.

*Tinplate Company.*—It is reported that the medical facilities are freely utilized by the employees of the company and of neighbouring companies and even by villagers residing ten to twelve miles away. In 1928, 89,193 cases were treated, and there were 1,980 minor operations.

*Peninsular Tobacco Company.*—The average daily attendance at the dispensary is about 75 persons.

*Dehri Lime Company, Gaya.*—About 33 persons are treated in a month for simple ulcers.

*F. F. Christien Company, Limited.*—Approximately 12,000 outdoor and 100 indoor patients are treated yearly.

Women generally attend the dispensaries for ordinary ailments but except at Jamshedpur do not generally attend the dispensary in maternity cases.

#### 26. Latrines and other Sanitary Arrangements.

##### *Factories.*

(b) In 1921 the condition of latrines in factories was not entirely satisfactory, and in that year type plans for the provision of latrines were prepared by the Director of Public Health. In 1922 the conditions of latrines showed steady improvement. New latrines were built or existing latrines were structurally altered where ordered and since that date the Chief Inspector of Factories in his annual reports has consistently stated that the provision of latrines is up to the requirements of the 1924 rules, though in 1925 he notes that it is common to find that the sanitary accommodation provided is in advance of the operative's appreciation of its use.

(c) Rule 30 of the rules allows exemption of factories from the rules regarding latrines under the orders of the Chief Inspector of Factories where there is convenient access to open country. Such exemptions have been most sparingly used and at present 36 factories (including 16 indigo factories, five sugar mills, four rice mills), all of which satisfy the conditions, have been exempted.

#### 27. Extent and Nature of Official Supervision.

*Administration of Jamshedpur.*—In the beginning the area on which the town of Jamshedpur stands was acquired by Government for Messrs. Tata Iron and Steel Company, and the steel company themselves developed the town providing the necessary dwelling houses, roads, sanitation, etc. The area was acquired at three different times—in 1909–10 3,500 acres, in 1919–20 7,200 acres, in 1920–21 5,000 acres. Of this area 400 acres have been resumed by Government—60 acres for the Dhalbhum subdivisional buildings, and 340 for the Bengal-Nagpur Railway. In 1919 a Committee was formed to submit recommendations for the future administration of the area so as to meet the needs of the industry concerned as well as of the attendant population. The recommendations of this Committee proposed that a Board of Works should perform the administration of the area. The recommendations of this Committee were never carried out, and though a Board of Works was formed, it was not constituted entirely in accordance with the recommendations of the Committee. The Board of Works as formed consisted of six representatives of the steel company, three representatives of the associated companies, and two representatives of the general public. It was constituted by mutual agreement between the companies concerned. Under this agreement the companies, including the steel company, contributed the necessary funds (on a percentage basis) for municipal services such as roads, water, street lighting, etc., and the Board was responsible

for the administration of public health, sanitation, hospitals, fire protection, sewerage, waterways, communications, general welfare work and everything ordinarily administered by the commissioners of a municipality. In 1923 a conference was held under the presidency of the Minister of Local Self-Government at which a petition received by the Local Government for the establishment of a municipality at Jamshedpur was considered, and it was decided to declare Tata's acquired area a notified area under Section 388 of the Bihar and Orissa Municipal Act, and to extend to it the necessary sections of the Act reserving the question of taxation for the time being. Accordingly, in 1924 the area was duly notified and a Notified Area Committee was appointed to carry out the purposes of the Act, and the members of the Board of Works were appointed as members of the Notified Area Committee. Subsequently certain powers of taxation were given to the Notified Area Committee.

2. Gradually, however, the position has slightly altered and the present position is that the area is administered by the Notified Area Committee, but this Committee has only a small income. For the year ending 31st March, 1928, the income derived by the Committee from taxation was :—

	Rs.
Tax on animals and vehicles .. .. .	2,753
Miscellaneous receipts .. .. .	802
Pounds .. .. .	292

This income is expended mostly on road-making. The Notified Area Committee also passes such bye-laws as are necessary. Meanwhile the Board of Works agreement referred to above lapsed in about 1927, and has not been renewed. The Board of Works, however, still exists, though it only holds very occasional meetings. The present position regarding expenditure by the steel company and the associated companies on what may be called municipal service is as follows :—

(1) The associated companies, which include the Tinsplate Company, Indian Cable Company, East Indian Railway Works, the Tatanagar Foundry, have agreed to finance all capital improvements east of the line drawn up the Sakchi Nulla to Tatanagar station except that the steel company will finance all improvements necessary for working the Agrico. Company.

(2) The associated companies deal with medical, water supply, drainage, welfare and lighting within their own areas, and make lump sum annual contributions to the central administration of the town. The lump sum contributions paid by the associated companies to the steel company amount to 0.48 lakhs while the steel company itself pays something over 7 lakhs. With the help of this contribution from the associated companies the steel company finances all municipal services other than those that are being maintained by the associated companies in their own areas.

## 29. Disease.

Industrial disease is not prevalent in factories in this province.

## 30. Sickness Insurance.

(i) *Suitability of International Labour Convention.*—The Government of India has stated in letter No. L-1518, dated the 20th September, 1928, "that the introduction in India of any comprehensive scheme on the lines of the conventions is not a practical proposition in existing conditions." This is particularly the case in this province, and the draft conventions are not suitable to the conditions of this province.

(ii) It is not at present possible to introduce any other system of compulsory sickness insurance for the following reasons :—

(a) The labour employed in practically all industrial concerns is extremely migratory. In the mining area a very high proportion of the workers is agriculturist and follows a dual occupation, a large proportion is also seasonal, and the labour force employed fluctuates within wide limits. Similarly, in Jamshedpur the very large cooly force is fluctuating in character. In both South and North Bihar most of the factories are oil, sugar, and rice mills or indigo factories which are themselves seasonal in character, and the greater part of the labour force is employed only for a portion of the year. It can be safely said that throughout the province the stable labour force is distinctly in the minority.

(b) It is improbable that labour would agree to any deduction from wages for compulsory sickness insurance.

(c) It is doubtful to what extent it would be possible to impose any additional burden for such purpose on industrial concerns. The coal industry is at present in a state of depression and it will be seen from instances given in answer to (30) (iv) that the larger concerns are already to a certain extent meeting their obligations in the matter of sickness payments and it is doubtful whether the smaller concerns would be able to shoulder the additional burden. Many of the owners of small factories throughout the province are probably in the same position.

(d) It is improbable, therefore, that any system of compulsory sickness insurance could be effective in the present industrial condition of the province unless such system was subsidised by the State.

(e) The local Government is unable to incur any financial liability in the matter. Their revenues have ceased to expand and they are only able with difficulty to maintain their existing institutions and services. They derive directly no revenue from the proceeds of industry. The local Government do not consider that they would be justified in undertaking to subsidize sickness insurance for a small class of the community at the expense of the rest.

(iii) (a) The prejudice against dispensaries and medical treatment is breaking down even among the aboriginals (who form a large part of the mining population) and Western medical facilities are generally acceptable.

(b) There is no paucity of medical men in this province. The larger concerns are fully provided with their own qualified doctors, while most of the smaller concerns are situated close to Local Fund or other dispensaries to the support of which they frequently subscribe.

(c) It would be necessary to devise a scheme which while allowing benefits to a worker migrating from one industrial concern to another, did not provide benefits for a worker who treats his earnings from labour as merely an addition to his agricultural earnings, and who therefore works only in a factory or mine for short periods and then returns to his agriculture. The scheme therefore could only apply to:—

(1) Workers who had been employed in a concern for longer than a minimum period, which would have to be fixed with reference to the conditions of each industry.

(2) Workers who changed employment from one industrial concern to another without an unduly long period of industrial unemployment. (This would not be unfair to the worker as in the present state of industrial labour in this province there is very little involuntary unemployment).

(d) The scheme would have to be either self-supporting or subsidized by the Central Government.

(iv) Some details are given below showing the extent to which under present arrangements some of the industrial concerns provide for payments to their employees during sickness, as reported by the companies concerned.

*Tata's Iron and Steel Works.*—(1) Employees absent from work due to injuries sustained by accident in the course of their employment are given full pay during the entire period they are incapacitated.

(2) There is no scheme for payment of unemployment allowances to employees for absence from work for illness. Time lost owing to sickness is usually charged against the leave due or leave likely to accrue. But this is not done in the case of the cooly class of aboriginal employees.

*The New Sawai Sugar Company.*—Sickness payments are made to permanent employees but not to casual workers.

*Cawnpur Sugar Works.*—Sick leave is granted on full pay to permanent employees.

*Indian Leaf Tobacco Factories.*—Permanent employees are granted 35 days' leave per year with full pay which covers sickness.

*Sree Mahabirji Rice and Oil Mills.*—Permanent servants only receive sickness payment.

*Bishwanath Rice Mills.*—Full pay for absence owing to sickness to their monthly rated workers 13 in number.

*Ice Factories at Balugaon and Kaluparaghat* pay during absence on sickness.

*Himgir Rampur Coal Company* pay sickness allowance at the rate of two annas per head.

*Sawan Desi Sugar Factory* pay up to one month on account of sickness.

*Mashurak Sugar Factory.*—Sickness payments are made if the case necessitates it and conduct, attendance and work are taken into consideration.

*Pusa Sugar Factory.*—Full wages are paid to workers for their absence owing to sickness.

*Japaha Sugar Company.*—Half salary is usually paid to workers absent from sickness.

*Bengal Iron Company.*—Skilled workers receive full pay during sickness, unskilled workers receive the full amount drawn in sickness but generally they depart to their homes.

*Coal Industry.*—(No information is given regarding the Railway collieries as this will presumably be furnished by the Railway Board.)

In the collieries in the Jharia coalfield most collieries make some payment to their employees during sickness. This is done probably with the intention of keeping labour on the mine and is generally paid by collieries to those persons who are recognized by their doctors as being employees of the colliery. It is difficult to obtain definite figures of the amount paid as the payment is frequently not entered separately in the accounts but treated as a charge against coal raising. The amount paid varies from colliery to colliery. Some instances are given.

*Messrs. Bird and Company's Collieries.*—For indoor patients for serious sickness and accident cases free fooding and full wages while indoor and when discharged though still unfit for work, half wages. All accident cases up to the tenth day of sickness receive full pay and then half pay. While the patient is indoor free ration is supplied to an attendant.

*Messrs. Heilgers and Company's Standard Collieries.*—These collieries are worked on the contract system and in the cases of ordinary sickness such as diseases, payment to the worker ranging from three annas to eight annas a day is made. This is paid by the management to the employee but is subsequently deducted from payments made by the management to the contractor as the amount is held to be payable by the contractor. In cases of ulcers and other minor injuries resulting from occupation similar amounts are paid by the management.

*Collieries owned by Messrs. Andrew Yule and Company, Bhuggutdih Colliery.*—Five annas are paid to males and four annas to females who are known to be the colliery labour.

*Pashupatinath Rice and Oil Mills and Sikta Rice Mills.*—Payments are made to those who occupy the housing provided, if absent owing to sickness.

*Samastipur Sugar Company.*—Payments are made to employees absent through sickness.

*Lodna Colliery* pays four annas daily through the contractor.

*Pure Jharia Colliery Company* pays two annas to four annas to recognized labour.

*Balihari Colliery.*—Four annas daily is paid to the miners reported sick by the Doctor Babu but there are very few payments.

*Collieries owned by the Eastern Coal Company, Limited,* pay eight annas per day in accident cases only.

*Collieries owned by the Raniganj Coal Association.*—Sickness benefit is paid from four annas to Re. 1, according to the nature of sickness or accident.

In the Indian owned collieries sickness benefit is generally given from two annas to six annas according to gravity.

### 81. Maternity Benefits.

(i) (a) An enquiry was made in 1924 as to the extent of maternity benefit schemes in existence. The results of this enquiry are printed at page 10 of Bulletin No. 32 of Indian Industries and Labour.

(b) At the mining settlement, there has been little change and maternity benefits are still paid at approximately the rates shown by the collieries mentioned.

A statement has been prepared for the Burrakur Coal Company for the period January to December, 1928, showing the amounts paid as confinement allowance for four collieries belonging to this company as Rs. 1473 for 350 cases.

(c) Messrs. Tata Iron and Steel Company have recently introduced a maternity benefit scheme details of which are given in their memorandum.

(d) *Tin Plate Company.*—Women who have been employed by the company for one year or more are allowed six weeks' leave on full pay upon confinement.

(e) *Indian Cable Company* pay fixed wages and supply half a pint of milk per day for six weeks to any woman worker who has been in the employ of the company for nine months previous to the application for the benefit.

(f) In the case of the other factories so far as information has been received, there is no change in the position reported in the bulletin and no other factories maintain maternity benefit schemes. Such schemes, however, are not particularly necessary in the case of the factories in this province as the prospective mother generally returns to her village home for a period before and after childbirth.

(ii) *History of Central and Provincial Bills.*—The resolution given below was introduced in the local Council on 19th August, 1926.

This Council recommends to Government that early steps be taken to protect female labour employed in the coalfields and all industrial plants of the province :—  
 (a) By prohibiting their employment during their advanced state of pregnancy and three weeks after childbirth has taken place, (b) and that such companies or firms in this province that have in their employment such labour, providing that a period of six months' service has been given prior to the event, be directed to pay to such persons in the way of maternity benefit a sum of money equal to payment lost during that period.

The resolution was supported mainly on humanitarian grounds, and the mover proposed that the whole cost should be borne by the employer. The resolution was moved by Lala Baijnath and was carried by 35 votes to 27, Government and the representatives of employers opposed the resolution.

(iii) 1. The local Government are of opinion that legislation in the matter of maternity benefit would, at present, be inadvisable and impracticable for the following reasons :—

(a) For many years to come the welfare of women workers during and after the period of childbirth can only be the object of voluntary charitable systems organized by employers or, to some extent by local bodies. Such organization would be directed to the provision, where possible, of female medical aid, of trained *dais* and of creches at the works where, as is now the case at the Tata Iron and Steel Works, infants could be left and looked after while their mothers were at work.

(b) The conditions of life of industrial workers in the province do not compare unfavourably with the conditions of landless agricultural labourers or even of the petty tenantry. The standard of living of the class from which female labour is drawn is such that the husband has no difficulty in supporting his wife from his daily wage during the period before and after confinement when she cannot work.

(c) It would be difficult to obtain a clear definition or limitation of the class of persons to be benefited. This difficulty is aggravated by the semi-agricultural nature of the industrial labour of the province. It would be necessary to lay down that a woman should have been in service for a certain time before she is entitled to claim maternity benefit, and it would also be necessary to obtain some guarantee that the woman would return to work after her confinement.

(d) The last two points are of particular importance in connection with the coal mines. The labour unit in the coal mine is the family, and the woman does not draw wages directly, but through her husband who is paid by the number of tubs filled. The miners work intermittently sometimes for a few weeks only and then return to their villages. At present women in the coalfields expecting confinement almost invariably return to their villages, but the provision of maternity benefits in the colliery would probably stop this salutary practice and possibly do more harm than good. Not only would women regularly or casually employed by the collieries remain there for their confinement but there is nothing to prevent a woman in an advanced state of pregnancy being brought to the mine by a miner who would then claim the benefit on her account.

(e) Any attempt to establish a system of maternity insurance upon so narrow and uncertain a basis as the female industrial population of this province is not likely to be successful in practice.

2. If, however, any legislation for maternity benefit is to be introduced the local Government would make the following suggestions regarding its nature :—

(a) That it would be impossible to support any such scheme by direct contribution from provincial revenues. These revenues under the present system derive very little advantage from the industrial community, and a direct contribution for maternity benefit would in fact have the inequitable effect of taxing the rest of the community for the special benefit of industrial labour. The provincial finances are barely adequate for the supply of the most urgent and essential services to which the public are entitled and until more progress has been made in supplementing their general deficiencies the local Government will not be able to divert any portion of their resources to more particularized schemes.

(b) That any proposal for a central non-contributory insurance fund would not be workable and that the only practical method would be to make the employer liable as in the case of the Workmen's Compensation Act. It is probable that after a little experience insurance companies would be willing to cover the risk.

(c) That in the first instance it should only be applied to organized factories.

(d) That the benefit could only be given to a woman who had been at least six months in the service of the employer immediately preceding the date on which she absents herself from work.

(e) That it would only be necessary that the period of enforced rest should be four weeks before and four weeks after confinement.

## V.—WELFARE.

(The answers to all the questions in this section except questions 37, 38, 39 are given separately for the Jharia Mines Board of Health and all other industrial concerns in the province.)

## A.—JHARIA MINING SETTLEMENT.

## 32. Extent of Welfare Work.

(i) The labour population is so migratory that it is difficult for employers to do anything in this connection. There is, however, a tendency to provide football grounds for employees, though these are generally only utilized by the skilled and clerical staff or their dependants.

(ii) A Colliery Employees' Association with offices at Jharia was formed to look after the interests of the labouring class. A few lantern lectures were organized, but the activity of the association does not appear to have been noticeable except in the matter of pressing for compensation in accident cases.

## 33. Provision of Educational Facilities by Employers.

(iii) *For Workers' Children.*—Only four collieries are known to provide primary schools, but most of the larger collieries make subscriptions for the maintenance of the Local Board primary schools in their neighbourhood. Some instances are given below :—

*Standard Coal Company* maintains two schools, one for workers' children, but few attend, the other for clerks' children.

*East Indian Coal Company's Barari Colliery* pay Rs. 25 a month for a teacher, and are quite prepared to put up a school if there is a demand.

*Kenduadih Colliery.*—The company built a school at a cost of Rs. 4,000. In order to get its clerical staff to take an interest the company tried to organize a managing committee which would pay for masters other than the headmaster, who was paid for by the company, but little interest was taken and the school failed, and the building is now occupied as a post office.

*Bhugguidih Colliery.*—Rs. 20 a month is paid towards the upkeep of a lower primary school jointly by the Ena and Bhuggutdih collieries. The colliery has built a school building.

*Lodna Colliery.*—A night school is maintained for the sons of workers and boys working above ground, but is not well attended. Subscriptions are given to day schools and a building has been given.

*Pura Jharia Colliery.*—A primary school is maintained, the roll-number is 45, of whom skilled labourers' sons may be estimated at 70 per cent. and miners' sons very few.

(iv) The schools are very little used by miners' children occasionally used by the children of skilled staff, but mostly by children of clerical staff.

## B.—OTHER INDUSTRIAL CONCERNS.

## 32. Extent of Welfare Work.

(i) Most of the industrial concerns are too small to do much in the nature of welfare, and practically the only provision that is made by most employers is the provision of football grounds and grounds for tennis or wrestling, and in some cases competitions are held and prizes are given for sports.

A great exception to this general view is Messrs. Tata Iron and Steel Company, who pay very considerable attention to the welfare of their labour at Jamshedpur. (For particulars *vide* their Memorandum.)

The following reports regarding welfare activities have been received from other companies.

*Sone Valley Portland Cement Company* make arrangements for outdoor games and also for indoor games in a club. Provide dramatic shows and cinema performances annually.

*Bengal Iron Company's Mines.*—Skilled workers have athletic clubs in each mine, a reading room and a supply of books.

*Indian Cable Company.*—The company have organized but do not contribute to the following :—

(1) The Cable Company provident fund to which 37 per cent. of the total work people, i.e., 69 per cent. of the skilled workers (as unskilled are not willing to contribute). There was a tendency to use the society as a loan society and not as a provident fund. The committee realizing this have tightened up the rules relating to loans. It is intended that if in the future the finances of the company will allow it the company will control the fund contributing proportionately to the investments of the members.

(2) *The Cable Company's Welfare Association.*—There exist three sectional committees controlled by one central committee, e.g., literary, dramatic and sports. In the literary there is a reading library well equipped with magazines and books, the dramatic section is responsible for the arrangements of English and Bengali plays, the sports section arranges the annual two days' sport in the company held in January each year. Prizes are given and it is reported that the great feature of the games and sports is the sportsmanlike quality of the play.

In addition the company have organized a co-operative dairy farm for the supply of pure milk to the employees and plans are at present being prepared for the erection of a club room and a building for the staging of dramatic productions.

*Tin Plate Company.*—The company has provided a suitable club house which is utilized as a club by the Indian employees and is run entirely by the members.

*Messrs. Christian and Company.*—Encourage sports, provide for polo grounds and have a small indoor club.

(ii) In concerns other than those at Jamshedpur little is done. At Jamshedpur the Tata Iron and Steel Company reports the following welfare activities of other agencies.

The Vivekananda Society, a branch of the Ramkrishna Mission, is doing very useful work chiefly among the aboriginal population. They have four free schools, a library, reading room and students' home. They also do very useful work in times of distress by floods, epidemics, etc.

*Women's Council.*—The Jamshedpur branch of the Bihar and Orissa Council of Women has recently been started for welfare work in the town in general.

*Sewing Circle.*—Certain ladies of Jamshedpur started a weekly sewing circle where they make useful articles for the hospital and other deserving institutions.

*Mahila Samity.*—This is a society of Indian ladies who are doing very useful work there. They have weekly classes for sewing, needlework, etc., and also run a Sunday school and a literary section. They also make useful articles for the poor people and for deserving institutions.

*Private Cinemas.*—The Jamshedpur cinemas give cheap cinema shows every day in "L" town and other private cinema companies are also starting in the near future.

In the Golmuri area there is the Golmuri Club which is the centre of the social life on that side of the town and also runs sports in that area. There are also two Indian clubs on that side.

### 33. Employment of Welfare Officers and Workers.

So far as is known, the Tata Iron and Steel Company is the only company that employs a welfare officer. This company has just appointed a welfare officer with an office and staff to co-ordinate the various welfare activities that have been carried on by the Steel Company.

### 36. Provision of Educational Facilities by Employers.

(a) Generally, industrial concerns do not provide any educational facilities for their employees, but the employees' children make use of the neighbouring schools maintained by local bodies which are generally close to the factories. Exceptions are the various Railway companies details of which will be given by the Railway Board and Messrs. Tata Iron and Steel Company. In some cases certain educational facilities have been provided and closed down owing to lack of support, an instance of this is :—

*Peninsular Tobacco Company, Monghyr,* where at one time educational facilities for half-time workers were provided, but owing to continued irregular attendance these facilities were discontinued.

(b) The educational facilities provided by Messrs. Tata Iron and Steel Company are given in their memorandum. (To some of these educational institutions subscriptions have been given according to their financial ability by the other associated



companies situated at Jamshedpur. Thus the Tin Plate Company states that it contributes its quota to the Jamshedpur Board of Works' educational activities, and had contributed Rs. 4,326 towards the capital cost of the Middle English School in Golmuri.)

### 38. Co-operation.

The only large industrial areas are the Jharia Mining Settlement and Jamshedpur.

(i) There are no co-operative societies nor are there any facilities for starting such in the actual mining area included in the mining settlement as the worker population is extremely fluctuating and has no sufficient security in land.

(ii) *Jamshedpur*.—(a) Co-operative Societies have been formed and have been working for some time. There are 24 societies having an aggregate membership of 4,928 and a working capital of Rs. 4,60,835. Of these 24 societies 22 are in connection with the Iron and Steel Works and two in connection with the Tin Plate Company. The Iron and Steel Company collect through their Accounts Department instalments of loans advanced by the societies to their members, and state that the amount thus collected is about Rs. 40,000 per month. The membership in Jamshedpur includes officers as well as clerical establishment but the majority of the members are recruited from the working classes. Before the societies were well established moneylenders used to charge very high rate of interest ranging from one anna to two annas per rupee a month. The rate of interest charged to members of the societies is between 9½ to 18½ per cent. per annum. At present the members have an aggregate share capital in the societies of about 3¼ lakhs and there are also deposits by members to the extent of Rs. 80,000. Of the two Societies belonging to the Tin Plate Company one is formed by clerks and foremen and the other by the ordinary workmen of the plant. The amount of loans granted by these two Societies in 1928 was Rs. 64,960 while the Societies paid a 6 per cent. dividend. The Company, however, state that the members seem to regard the Societies more as a convenient source of getting a loan than as a means of saving.

(b) With a view to co-ordinating the activities of the various societies a Central Bank is being inaugurated.

(iii) Messrs. Christien's Mica Company have organized a co-operative stores at Domchanch. The stores have 300 shareholders and sell rice and other necessaries both to shareholders and coolies employed by the company. Credit is allowed by the stores for a month or two and no interest is charged. The sale of rice by the stores averages approximately 50 maunds per month.

## VI.—EDUCATION.

Information so far as it is available regarding educational facilities provided by employers has been given in Section V.

As regards the provision of educational facilities provided by local bodies and by Government, a brief summary is given below. Primary and middle English schools are generally under the control of district boards and municipalities, and high English schools are maintained either by Government or by Managing Committees who are generally aided considerably by recurring grants received from Government.

Government have made the following non-recurring grants for educational purposes in purely industrial areas:—(a) In 1927 a grant of Rs. 75,000 was made to the Jamshedpur Notified Area Committee towards the improvement of secondary education in its area. (b) In 1921 a grant of rupees one lakh towards the capital cost of the Jamshedpur Technical Institute. (c) In 1926 a grant of Rs. 13,000 for the capital cost of the Jamshedpur Technical Night School.

The following recurring sums are paid by Government for educational purposes in purely industrial areas.

<i>Jamshedpur</i> —	Rs.
High School .. .. .	4,920
Middle English School (boys) .. .. .	2,380
(girls) .. .. .	3,096
Primary Schools .. .. .	7,100
Technical Institute .. .. .	25,000
Technical Night School .. .. .	1,800

*Jharia Mining Field*.—Expenditure on the evening mining classes, which is estimated for the future at Rs. 17,000, but has in the past been an average of Rs. 21,819 annually.

## VII.—SAFETY.

## 43. Existing Regulations in Factories.

The existing regulations in factories regarding safety are given in rules 34–56 of the rules published with notification No. 1194—Com. of the 7th April, 1924. A revision of these rules has been under the consideration of the local Government, and draft rules in which the rules relating to safety are Nos. 35–57, have been framed and have been published in notification No. 1801, dated 31st May, 1929. These rules clear up certain defects that previously existed in the rules relating to safety and are considered to be satisfactory.

## 44. Incidence of Accidents in Factories.

(a) The incidence of accidents during the years 1922 to 1928 are given in the statement below :—

—	1922.	1923.	1924.	1925.	1926.	1927.	1928.
Average daily number of persons employed.	68,752	67,951	70,015	73,641	74,323	71,400	68,100
Fatal accidents ..	17	17	43	25	54	36	43
Serious accidents ..	249	146	160	302	366	346	420
Minor accidents ..	1,007	1,005	1,010	1,402	1,803	1,671	1,386
Total accidents	1,273	1,168	1,213	1,729	2,223	2,053	1,849
Percentage of fatal accidents to total persons employed.	0.02	0.02	0.06	0.03	0.07	0.05	0.06
Percentage of total accidents to total persons employed.	1.85	1.71	1.73	2.34	3.00	2.87	2.71

(b) A very large proportion of the accidents that occur in the province occur in the metal manufacturing industry, which is almost synonymous to Tata's factories. The figures of incidence of accidents are, therefore, divided up in the table given below between metal manufacturing industries and all other industries. The accident rates for all other industries compare favourably with those in other provinces of India :—

*Metal Manufacturing Industry.*

—	1922.	1923.	1924.	1925.	1926.	1927.	1928.
Number of accidents ..	415	625	808	1,367	1,725	1,627	1,373
Rate of total accidents per 100 employees.	1.89	2.55	2.74	4.25	6.0	6.23	6.32
Number of fatal accidents.	13	13	36	20	38	29	31
Rate of fatal accidents per 100 employees.	0.06	0.05	0.12	0.06	0.13	0.11	0.14

*All other Industries.*

Number of accidents ..	858	543	405	362	498	426	476
Rate of total accidents per 100 employees.	1.84	1.26	0.97	0.87	1.1	0.94	1.04
Number of fatal accidents.	4	4	7	5	16	7	12
Rate of fatal accidents per 100 employees.	0.009	0.01	0.02	0.012	0.03	0.01	0.03

## 45. Causes.

1. The classification of the causes of accidents has been altered with effect from 1927 in accordance with the recommendations of the International Conference of Labour Statisticians. The figures for 1927-28 are given in the statement below :—

Causing agent.	Number of accidents.	
	In 1927.	In 1928.
1. Machinery .. .. .	740	453
2. Transport .. .. .	86	58
3. Persons falling .. .. .	186	191
4. Falling objects .. .. .	439	457
5. Hand tools .. .. .	296	130
6. Electricity .. .. .	26	39
7. Poisons, corrosive substances and occupational diseases.	30	22
8. Explosion and fires .. .. .	143	198
9. Miscellaneous .. .. .	159	203

2. A classification of the average of eight years, figures of the province as a whole ending 1928, and expressing each class of accident (classified under causing agents) as a percentage of the total accidents, shows the accidents as grouped below :—

	Per cent.
1. Falling or slipping weights .. .. .	23·46
2. Machinery or plant peculiar to the industry .. .. .	19·58
3. Miscellaneous .. .. .	14·57
4. Hand tools .. .. .	12·03
5. Persons falling or stumbling .. .. .	9·46
6. Machine tools .. .. .	6·44
7. Rolling stock on lines .. .. .	4·09
8. Cranes, hoists, winches and the like .. .. .	3·93
9. Electrical machinery, apparatus or conductors .. .. .	1·71
10. Chemicals .. .. .	1·28
11. Explosions .. .. .	1·14
12. Mill gearing, shafts, pulleys and drums .. .. .	0·94
13. Tanks, pits, wells, reservoirs and other floor openings .. .. .	0·91
14. Belts .. .. .	0·46
All accidents .. .. .	100·00

3. In industries, other than metal manufacturing industries, the accident rate has been considerably reduced since the formation of the separate inspectorate for this province, and the figures call for little remark. In may, however, be noted that in this class a considerable number of accidents occur in connection with the construction of buildings, etc., which are actually outside the control of the Factory Inspectorate.

4. In connection with the incidence of accidents in the metal manufacturing industry, the following facts may be noted :—

(1) From the figures collected by the Chief Inspector of Factories when at home on leave in 1925 showing the incidence of accidents in the district of Middlesbrough, England, in metal manufacture in the year 1924, it appears that the combined accident rate in that district for that year was 8·44 per cent. of persons employed, which is higher than the rate for any metal manufactory in this province.

(2) Figures have been received giving the rate of accidents in the whole steel trade in America. A comparison with these figures is not absolutely safe, as no enquiry has been made into the standard of reportability of accidents, while also the figures are worked out for Tatas on the average number of operatives, and in America on full year's workers. The figures for fatal accidents

are, however, interesting as a comparison. A comparative statement is given in the figures below. The figures seem to show that it is in the blast furnaces that the accident rate in Tata's is high :—

*Accident Rate in Tata's compared with America.*

Department.	Year.	Number of person.	Number of accidents.	Total accident rate per 100 men.	Fatal accident rate per 100 men.
<i>Whole Industry.</i>					
American .. ..	1926	436,692	33,230	7.6	0.073
Tata's .. ..	1927	21,791	1,514	6.9	0.108
Tata's .. ..	1928	17,372	1,273	7.3	0.13
<i>Blast Furnace.</i>					
American .. ..	1926	25,893	1,986	7.67	0.162
Tata's .. ..	1927	1,367	126	9.22	0.292
Tata's .. ..	1928	762	96	12.60	0.131
<i>Open Hearth.</i>					
American .. ..	1926	22,727	1,440	6.33	0.224
Tata's .. ..	1927	2,379	162	6.8	0.083
Tata's .. ..	1928	1,740	122	7.01	0.287

*N.B.*—The figures for Tata's have been calculated omitting in column 3 the labour employed in Agrico and by contractors—the numbers of which are not known. The number of fatal accidents occurring to persons employed in Agrico and by contractors are also not taken into account in calculating the percentages in column 6. If this labour and fatal accidents to it were included, the percentages for Tata's in column 5 would probably be slightly lower and in column 6 would be larger.

(3) According to the Chief Inspector, inspection shows that in any given year the bulk of Tata's accidents are the inevitable consequence of carrying on a heavy and inherently dangerous industry with a personnel that is, judged by common industrial standards, greatly lacking in carefulness, discipline, intelligence and training.

The truth of this may perhaps be illustrated by reports on twelve typical fatal accidents which occurred in 1924, the details of which are included in the annual report of the Chief Inspector of Factories for that year.

(4) An analysis has been made in connection with this increased rate of accidents and the following figures were compiled for accidents occurring in connection with the duplex, open-hearth and blast furnaces. These figures seem to show that the increase in production per man has been a possible cause of the increase in accidents :—

Year.	Total men employed.	Total production in tons.	Tons per man.	Total accidents.	Accidents per 100 men.	Accidents per 100 tons of production.	Accidents per ton per man.
1923 ..	5,244	611,106	117	209	3.98	0.03	0.0000006
1924 ..	6,022	894,533	140	280	4.65	0.03	0.0000005
1925 ..	5,977	1,018,740	170	312	5.22	0.04	0.0000005
1926 ..	5,784	1,141,684	198	524	7.06	0.05	0.0000008
1927 ..	5,526	1,203,216	218	412	7.45	0.03	0.0000006

5. The reduction in the rate of accidents in a factory of this description is largely a matter of invention and requires not only good intention but much ingenuity on the part of the management. It cannot be achieved simply by the exercise of authority. An example of this is given.

The mixer crane accident in 1926 in which 31 people were injured. As a result of investigation into this, the Chief Inspector of Factories suggested that the wear on all important machine members should be checked to gauges and a register kept for the scrutiny of the inspector. It is obviously a fairly large undertaking both for the factory management and for the inspector, and is obviously also a very different thing from the sort of order under Section 18-A that was contemplated at the time the Act was passed. Since then the following steps have been taken by Tata's management :—(a) Registers have been opened for each ladle crane and everything of importance concerning each crane is entered therein. (b) A mechanical and electrical engineer has been appointed as Crane Inspector whose whole time is devoted to crane inspection. (c) Investigations are made of any mechanical or electrical failure whether such failure results in personal injury or not. (d) Ladles are no longer repaired in the Mixer building. (e) A special furnace has been built for the heat treatment of important steel shafts. (f) Instructions have been issued to avoid sharp angles at the journals of important shafts. (g) Shafts with journals of full diameter have been fitted.

6. The high accident rate is also probably largely caused by the frequency of labour turnover but the Steel Company now reports that its labour turnover is on the down grade so that this cause may shortly disappear.

7. The increasing rate of accidents is being most carefully considered by the management of Tata's, and a scheme is under consideration for rewarding that department which shows the least accident rate. For this purpose it is proposed to divide the whole factory into three classes :—A. Those employing more than 1,000 men and having a more hazardous occupation. B. Those averaging from 500—1,000 men and a less hazardous occupation. C. Those employing under 500 men.

It is suggested that for Class A a week's wages, for Class B half a week's wages, and for Class C no award at all should be given to the Department which shows the highest percentage reduction in number of accidents over its own average for the previous two years.

#### 46. Accident Prevention (including " Safety First " Propaganda).

(a) The first three resolutions on this subject which were adopted by the 11th session of the International Labour Conference have been communicated either directly or through the leading associations of employers or by the Chief Inspector of Factories to all industrial concerns in the province. Safety rules have also been drafted by the Chief Inspector of Factories, which have been circulated to the larger factories.

(b) Certain information has been collected from some of the leading industrial concerns regarding the matter which is given below :—(i) Tata Iron and Steel Company has, since 1920, subscribed to the British Industrial Safety First Association and has installed notice-boards all over the plant exhibiting the posters supplied by the Association. The literature received from the Association has also been circulated throughout the works. A safety department is maintained by the company, which at every opportunity brings to the notice of employees the dangers incident to their employment and investigates cases of very serious or fatal accidents. Safety rules for every department in the works have been framed and every worker at the time of employment is supplied with a copy of these rules. Illuminated signs indicating dangerous points serve as night warnings. Departmental Safety Committees function in each operating unit of the works and their recommendations of safety measures for the prevention of accidents are forwarded to a General Safety Committee. The General Safety Committee makes a careful investigation into each serious accident that occurs in the plant and submits to the management recommendations for the prevention of similar accidents. The General Safety Committee consists of employees drawn from different departments of the Works, all of whom are practical men with an intimate knowledge of the hazards of employment in the various occupations of the worker. (ii) In the Jamalpur East India Railway Works safety rules have been framed. (iii) In the Tin Plate Company it is reported that machines and belting, etc., are fenced and that employees are forbidden to wear loose clothing which might get entangled in the machinery. Boats, goggles, aprons, etc., are provided when necessary free of charge. A safety first aid committee consisting of medical officer, the Chief Engineer, Health Officer, Indian foremen and supervisors holds regular meetings presided over by a Senior Official to consider safety precautions and safety propaganda and records of these meetings are maintained.

(c) It has been found that accidents are apt to occur (especially in the smaller factories), owing to the ignorance of engineering problems displayed by managers and also owing to their ignorance of the exact meaning of the instructions of Factory Inspectors, particularly in the matter of construction of suitable fencing. It has, therefore, been decided to prepare and issue certain circular instructions. One such circular has already been prepared regarding "Dams and retaining walls and the dangers of incorrect designs." It is also proposed to issue circulars regarding fencing, safety devices, machinery, strength of beams, precautions in building, workshop illumination and on the return from leave of the permanent Chief Inspector of Factories this matter will be taken up.

(d) It has been found that a certain number of accidents have occurred in Messrs. Tata Iron and Steel Company in connection with their factory railway, and in considering the draft rules to be published under the Factories Act recently prepared, Government proposed under section 37 (1) a rule regulating the working of trains on factory railways. The main objects of this rule were to direct that no train should proceed at a greater speed than four miles per hour and (in order to ensure this) that every train moved by mechanical or electrical power should be preceded during the whole of its journey by a qualified and duly-appointed person on foot provided with signalling flags or lamps, as necessary. This rule was, however, found by the Government of India to be *ultra vires* of the Act and certain suggestions were made by the Government of India which are still under the consideration of the Local Government. The necessity of rules regulating the working of railways in factories is emphasised by the figures in the tables below :—

*Railway Accidents in Factories.*

	1924.		1925.		1926.		1927.		1928.	
	Fatal.	Total.	Fatal.	Total.	Fatal.	Total.	Fatal.	Total.	Fatal.	Total.
Whole province, excluding Tata's Iron and Steel Works.	1	27	1	30	1	28	—	48	1	11
Tata's Iron and Steel Works ..	9	41	5	45	6	56	11	25	5	29
Whole Province .. ..	10	68	6	75	7	84	11	73	6	40

#### 48. First-aid and Medical Relief.

The existing rule framed by the Governor in Council under section 37 of the Indian Factories Act is given below :—

" Rule 75.—In every factory in which the total number of persons employed is 500 or more there shall be maintained in readily accessible position first-aid appliances containing an adequate number of sterilized dressing and some sterilized cotton wool. The appliances shall be kept in good order and shall be placed under the charge of responsible persons who shall be readily available during working hours."

The Factory Inspectorate state that this rule is generally observed.

Certain information obtained from factories is given below :—

(i) In Tata's Iron and Steel Works boxes with first-aid supplies are maintained in each department and two first-aid hospitals in different parts of the plant are staffed with doctors and compounders in readiness to render first-aid to injured employees.

(ii) The Tin Plate Company report that first-aid outfits and stretchers are maintained in all departments and there is a first-aid post with a qualified compounder and dressers in the centre of the works.

## VIII.—WORKMEN'S COMPENSATION.

## 51. Workmen's Compensation Act.

(i) (a) A statement is attached showing the number of cases and the amount of compensation paid throughout the province in the last four years.

Year.	Workman.	Average number employed per day.	Accidents.					
			Cases of—			Compensation paid for—		
			Death.	Perma- nent disable- ment.	Tempor- ary disable- ment.	Death.	Permanent disablement.	Temporary disablement.
1925	Adults ..	180,269	97	28	1,472	Rs. a. p. 45,344 8 0	Rs. a. p. 17,723 13 0	Rs. a. p. 34,385 8 0
	Minors ..	11,065	7	—	2	200 0 6	—	22 0 0
	Total ..	191,334	104	28	1,474	45,544 8 0	17,723 13 0	34,407 8 0
1926	Adults ..	132,790	91	49	1,994	47,946 8 0	15,537 14 0	39,702 11 0
	Minors ..	1,690	—	1	—	—	128 0 0	—
	Total ..	134,480	91	50	1,994	47,946 8 0	15,665 14 0	39,702 11 0
1927	Adults ..	162,128	117	62	4,015	53,251 0 0	20,916 5 0	49,335 0 0
	Minors ..	1,654	2	—	—	400 0 0	—	—
	Total ..	163,782	119	62	4,015	53,651 0 0	20,916 5 0	49,335 0 0
1928	Adults ..	162,400	166	169	3,646	62,464 0 0	57,707 0 0	38,172 0 0
	Minors ..	2,813	1	1	3	200 0 0	—	12 0 0
	Total ..	165,213	169	160	3,649	62,664 0 0	57,707 0 0	38,184 0 0

The figures for 1925 are not very reliable, but from the figures for the remaining years the following averages can be struck :—

	Average payments for death.		Average payments for permanent disablement.	
	Adult.		Adult.	Minor.
	Rs.		Rs.	Rs.
1926 .. .. .	523		317	128
1927 .. .. .	455		337	No case.
1928 .. .. .	491		363	..

(b) From the tables of cases coming before the Commissioners, it appears that in 1927 only 110 and in 1928 only 148 fatal accident cases to adults appeared before the Commissioners. These figures are less than the figures of fatal accidents shown in the employers' returns, which shows that the provisions of section 8 (i) directing the payment of compensation for fatal accidents through the Commissioner, are not clearly known to all employees. An instance in which such compensation was not paid through the Commissioner was found in a case in Messrs. Christien's mica mines, where compensation was paid direct to the dependents and it was stated that this was done because the dependents did not like to go to Hazaribagh, a distance of 30 to 40 miles, in order to obtain the compensation through the Commissioner. In some cases, however, the discrepancy may be due to payment of compensation by

companies to persons who do not come under the definition of workman in the Workmen's Compensation Act, or who for some other reason are not entitled to compensation under the Act.

(c) In the cases of 43 fatal accidents in 1926 and 54 fatal accidents in 1927, the wages of persons killed were below Rs. 20, so that they would not have obtained the minimum amount of compensation proposed in answer to question (53) (i) below.

(d) The table below shows the number of agreements filed under Section 28 of the Act:—

				Number of cases of permanent disablement.	Number of cases in which agreements were filed.
1926	..	..	..	49	45
1927	..	..	..	62	44
1928	..	..	..	159	144

(iii) There have been no noticeable effects on industry, though some collieries report that the Act has resulted in better supervision of safety arrangements. The Tin Plate Company state that before the Workmen's Compensation Act came into force it was already the practice of the Company to compensate workers for the time lost as a result of bona fide accidents. It is stated that the Act has only had the effect (so far as this company is concerned) of defining and limiting the Company's liability, though it has also benefited the worker by ensuring a certain basis of computation and letting him know exactly what compensation he may expect.

(iv) Insurance facilities in connection with workmen's compensation are available to those employers who wish to insure. Messrs. Tata Iron and Steel Company, however, report that "There are several reasons why employers have not been able to take advantage of the terms offered by insurance companies for this class of insurance. So far as we are concerned, we have not insured against this risk, firstly, because the rates quoted by insurance companies are far too high for the cover they have offered and, secondly, because we are able to make payments on claims that arise under the Workmen's Compensation Act not only to the extent of the liability imposed upon us by law, but a much higher amount for a smaller amount than the premium demanded by insurance companies for a more restricted cover."

As a general rule mines do insure. In the larger industrial concerns the question whether insurance is effective or not is probably decided by economic considerations such as those which have led Messrs. Tatas not to insure. But it is probable also that the premium prevents a number of smaller companies from insuring. Thus the Indian Mining Federation report that in 1924 a number of Indian-managed collieries incurred extra expense by insuring and that the premiums paid raised the cost of raising coal by approximately one anna a ton. Now, however, a number of collieries keep the risk uncovered. There is an obvious benefit to the worker from the existence of insurance facilities (provided smaller companies make use of them), as he thereby becomes certain of payment of the compensation awarded. At the same time there is a certain disadvantage in that the insurance companies would be more likely than the company concerned to contest disputed claims.

(v) *Desirability of compulsory insurance by employers.*—In the opinion of the local Government the difficulties of introducing such insurance are at present insuperable. There would be great administrative difficulties, while it also appears that the rates charged at present by insurance companies for the cover offered are unduly high. Compulsory insurance would, therefore, cause an unjustifiable loss to those companies which invariably meet all claims, as it would force them to insure at rates which in their opinion are at present uneconomic.

### 53. Desirability of extending Act to other Occupations.

There is no advantage in extending the Act if the workman has no security that he will obtain compensation from his employer, and the practical test for extension is the degree of probability that the workman will ordinarily be able to recover compensation. Extension to unorganized trades or even to all organized trades would only be possible if compulsory insurance were introduced. The local Government are of opinion that the difficulty is that insurance will be too expensive for a large proportion of the employers. Small employers could give so little guarantee of safe working or of stability that the premium would necessarily be extremely high.

The local Government are, therefore, of opinion that until greater experience has been obtained, the best method of extension is to make specific additions to Schedule II only when necessity arises, and have at present suggested to the



Government of India that extension should be made to the following classes of industrial concerns:—(a) Industrial concerns (such as power plant, electric power stations, motor pumping stations, dal mills, etc.) employing less than 20 workmen and which at present fall outside the definition of "Factories" as defined in Section 2(3) (a) of the Indian Factories Act. (b) Such concerns as are at present exempted under Section 46 of the Mines Act from the provisions of that Act. The concerns to which such exemptions have been given are shown in answer to question (72) below.

The question of extending the Act to persons employed in manufacturing explosives was considered in 1928, but the local Government (*vide* letter No. 2801-Com., dated the 12th December, 1928, to the Government of India in the Department of Industries and Labour) were of opinion that except in the Jharia coalfields (where there are 11 licensees who work on a moderate scale) the manufacture of explosives is entirely limited to the making of fireworks, and that the reports received indicated that this was almost invariably carried on as a family business without the employment of paid labour. The earnings of firework makers are low and, therefore, in the rare instances in which paid labour is employed, employers would generally be unable to meet the demand for compensation. The local Government are, therefore, of opinion that, except in the Jharia coalfield, the notification would be infructuous or inapplicable, and that in the coalfields the number of licences are so small as hardly to make the matter worth considering. They would, however, have no objection to the issue of a notification affecting that particular area.

### 53. Suitability of Provisions relating to—

(i) *Scales of compensation.*—(a) The scales of compensation are generally adequate for the higher grade of workmen but are not adequate for the lowest grades. The present Act prescribes the maxima for the payment of compensation, but no minimum apart from that which is created by the fact that the lowest wage for the purpose of calculating compensation is Rs. 8 a month. It is suggested:—

(1) That the minimum lump sum payment should be—(i) In the case of the death of an adult, Rs. 600. (ii) In the case of permanent total disablement of an adult or minor Rs. 1,000; and this minimum should be applied before the percentage calculation according to Schedule I is made in case of permanent partial disablement.

(2) That in the case of temporary disablement if the half-monthly payment is calculated is less than Rs. 10 it should be increased by half the difference between itself and Rs. 10, but subject to the limit that the half-monthly payment should not exceed one-half of the assumed wage.

The scales as proposed by the Seventh International Labour Conference appear to be unnecessarily high for Indian conditions, as the greater number of industrial workers in India take up industrial work to supplement their income from the land, while the prevalence of the joint family system is a factor which renders a high rate of compensation unnecessary.

(b) In some cases employers are already paying considerably more as compensation than the amount which they are required by law to pay.

(ii) *Conditions governing grant of compensation.*—(a) The local Government are of opinion that lump sum payments are at present more satisfactory than recurring payments and consider that the administrative difficulties of a pension system in the present industrial conditions are so great as to make substitution of recurring for lump sum payments unworkable. The migratory character of most of the labour and the long distance from which it frequently comes would make it impossible for employers to administer such a scheme and, if it were introduced, Government would probably be forced to take it over. The pension scheme also involves recurring harassment to the recipients, while the employer on the other hand is exposed to the risk of fraud by substitution made with the object of keeping the payments alive. A lump sum payment also is often more useful to the workman and his dependents, since it enables him either to purchase land or to pay off his debts or mortgages.

(b) The retention of a waiting period appears to be advisable in view of the fact that malingering is very easy in India. It would, however, be possible to accept the principle of the English Act, that if disablement continues for more than four weeks, compensation should be payable from the beginning. It may perhaps be noted in this connection that some of the leading employers, including the Tata Iron and Steel Company and some of the larger mines and collieries, actually pay compensation without claiming the benefit of the waiting period, but at the same time such concerns are opposed to the amendment of the law in this respect.

(c) The present method of defining persons who are entitled to receive compensation as "dependents" appears suitable and it is not necessary to insist that actual dependence should be proved. The following persons might, however, be added to the list of dependents: widowed sisters, widowed daughters and widowed daughters-in-law, as these relatives are frequently found as dependent members of a wage-earner's household.

(d) Clause (b) of the proviso to Section 3 exempts the employer from liability where the injury resulting from accident is directly attributable to certain forms of misconduct on the part of the workman. The operation of this section appears very harsh in the case of accidents involving death or serious disablement. The workman has already suffered heavily for any fault that he may have committed, and it is unfair to him and also unjust to his dependents to deprive them on this account of the support that compensation may give them. The local Government, therefore, are of opinion that the question whether the employer should be exempted from liability in such cases is worthy of serious consideration, and that the principle of the English Act is possibly sounder and that the employer should not be allowed to raise the defence of serious and wilful misconduct in cases of death or serious and permanent disablement.

(e) As noted in answer to 51 (b) above, some cases occur in which compensation for fatal accidents is not paid through the Commissioner. In the present Act, though it is laid down that the employer must pay such compensation through the Commissioner, the obligation cannot be enforced because the Act provides no penalty for default and no time-limit within which the money must be deposited. The object of the provision is presumably that the Commissioner shall decide to which of the various dependents the compensation shall be paid and presumably also a company that does not pay through the Commissioner but pays direct to the dependents might be required to pay again on a subsequent claim being made to the Commissioner by some dependent who had not received compensation. At the same time, however, it seems desirable that as instances are occurring in which such compensation is not paid through the Commissioner, some penalty should be provided for failure by the management to carry out the provisions of the law in this respect.

(iii) *Industrial diseases.*—No cases of compensation payable on industrial diseases have been reported. It is unlikely that any such cases will be reported as there is no likelihood of industrial disease occurring in the province.

(iv) *Machinery of administration.*—The machinery of administration is generally suitable, but the following additions or alterations might be made:—

(a) A penalty should be provided in the Act for failure to comply with the provisions of Section 16. (b) A dependent claiming compensation should have a right of going direct to the Commissioner.

(v) *Other matters.*—These are suitable so far as present experience of the working of the Act is able to show.

#### 54. Desirability of Legislation on the Lines of Employers' Liability Act, 1880.

The Local Government have not had time to call for any opinions, but are provisionally of the opinion that there would be no objection to legislation on the lines of the Employers' Liability Act of 1880. The main difficulty in any such legislation would, however, be the doubt as to whether employers in unorganized industries or even in the smaller organized industries would be able to pay the compensation awarded. It would be impossible to lay down that every employer should insure against his liability under any such Act, and it would have to be left to the employee to decide whether the financial condition of his employer was such as to make it worth his while to move the court for the grant of compensation—that is, the employee would have to take the risk of his employer's inability to pay. The court would also have to be given power to take into consideration the financial condition of the employer in arriving at the amount of compensation to be awarded. If legislation was introduced, it would probably be most satisfactory if actions for recovery of compensation under the new Act were instituted in the court of the Commissioner for Workmen's Compensation. The Commissioner should be given power to decide (in cases to which the Workmen's Compensation Act and the new legislation both applied) under which Act compensation should be awarded. It should not be awarded under both Acts. Before, however, any such legislation could be undertaken, it would be necessary to call for and consider any objections, and the local Government might find it necessary to alter the provisional opinion now given.

## IX.—HOURS.

## A.—FACTORIES.

A statement showing the hours of employment, intervals, etc., in the main classes of factories as compiled by the Chief Inspector of Factories is given below :—

*Statement showing Hours of Employment, intervals, etc.*

Industry.	Men.		Women.		Children.		Days worked per week.	Rest intervals.	Remarks.
	Hours worked per		Hours worked per		Hours worked per				
	Week.	Day.	Week.	Day.	Week.	Day.			
Iron and steel factories.	Shift workers		52	8	—	—	7	—	Fortnightly holiday for shift workers and weekly holiday for non-shift workers.
	52	8							
Engineering workshops (general).	Non-shift workers		48	8	—	—	6	1 to 2 hours	Weekly holiday.
	48	8							
Copper smelting factories.	52	8	52	8	—	—	7	—	Non-shift workers are allowed 1 hour's rest from 12 to 1. Weekly holiday for non-shift workers and fortnightly for shift workers.
Mica factories.	48	8	48	8	36	6	6	1 to 2 hours	12.30 to 1.30 p.m. or 12 to 2 p.m. Saturdays observed as holidays.
Railway workshops.	45	8	45	8	—	—	6	1 hour	
Sugar factories	Shift workers		—	—	—	—	7	1 hour	One day holiday after every 3 weeks.
	56 to 60	8							
Rice mills	Non-shift workers		54	9	—	—	6	No	Weekly holiday.
	60	10							
Oil mills	60	10	48	8	—	—	6	1 hour	Weekly holiday.
Tobacco factories	54	9	54	9	36	6	6	1 hour	Weekly holiday.
Shellac factories	42	7	36	6	—	—	6	1 hour	Weekly holiday.
Coke manufacture.	56	8	56	8	—	—	7	1 hour	Non-shift workers are allowed 2½ hours' rest from 11.30 to 2 o'clock. Weekly holiday for non-shift workers and fortnightly holiday for shift workers.
Indigo factories	42 to 48	6	—	—	—	—	—	No	A holiday after 14 days.
Cement manufacture.	48	8	48	8	36	6	7	No	Non-shift workers allowed 2½ hours' rest from 11.30 to 2 o'clock. Weekly holiday for non-shift workers and fortnightly holiday for shift workers.
Leather manufacture.	48	8	36	6	—	—	6	1 hour	
Jute spinning and weaving.	54	11 hours for 4 days and 10 hours on Friday.	54	11 hours for 4 days and 10 hours on Friday.	—	—	5	2½ hours	

## 55. Hours Worked per Week and per Day.

(i) *Normal*.—Certain reports have been received from factories and they are given below :—

*Iron and Steel Works.*

*Messrs. Tata Iron and Steel Company.*—Their labour is divided into three classes—

(a) skilled, (b) semi-skilled and unskilled, (c) supervisory.

Classes (a) and (b), numbering approximately 5,000 and 17,500, respectively, work 8 hours a day. In the case of non-continuous process departments they work

6 days in the week, Sunday or a substitute day being an offday. In the continuous process department these men work 7 days in one week and 6 days in the next alternatively.

Class (c) and the clerical staff numbering approximately 1,800 work from 48 to 52 hours per week according to the need of their work.

The general shift hours are 7 a.m. to 11.30 a.m. and 1.30 p.m. to 5 p.m.

*Other Factories at Jamshedpur.*

*Indian Cable Company.*—Monday to Friday, 6.45 a.m. to 11.30 a.m. and 1 p.m. to 5 p.m.; Saturday, 6.15 a.m. to 11 a.m. Total weekly hours 48.

*The Tin Plate Company* work as a continuous process based on three 8-hour shifts a day.

*Tatanagar Foundry.*—Eight hours a day and 48 hours a week wherever work is not given on contract. In contracted work workers are never found to work more than 8 hours; often they work for less than 8 hours.

*Tobacco Factories.*

*Peninsular Tobacco Company.*—From 1st October to 31st March the normal factory working hours are from 7 a.m. to 5 p.m. on Mondays to Fridays, with an hour's interval at midday. On Saturday the factory closes at 12 noon. The normal factory hours during the cold weather are 50 hours per week.

During the hot weather period, i.e., 1st April to 30th September, from Mondays to Fridays, the normal factory working hours are from 6.30 a.m. to 3.30 p.m., with an hour's interval from 11.30 a.m. to 12.30 p.m. On Saturdays the factory closes at 11.30 a.m. The normal working hours of this factory are 45 hours per week during the hot weather period.

*Indian Leaf Tobacco Development Company's Factories.*—January: 7 a.m. to noon and 1.30 p.m. to 5.30 p.m. May: 6.30 a.m. to noon and 2 p.m. to 5.30 p.m.

*Sugar Factories.*

*New Sitwan Sugar Company.*—Eight hours per day (shifts), 10 hours per day (daily works).

*Cawnpore Sugar Works.*—Eight hours per day (shifts), 9½ hours per day (non-shift).

*Sitwan Desi Sugar Company.*—6.30 a.m. to 12 p.m. and 1 p.m. to 5.30 p.m. in January. 6 a.m. to 12 p.m. and 2 p.m. to 6 p.m. in mid-May.

*Barachukia Sugar Factory.*—January, 8 hours; May, 9½ hours.

*Pursa Sugar Factory.*—January, 8 hours; May, 9½ hours.

*Rayam Sugar Company.*—Shift men, 8 hours with half an hour interval; others from 6 a.m. to noon and from 2 p.m. to 6 p.m.

*Samastipur Sugar Company.*—56 hours per week (shift workers); 60 hours per week day workers).

*Oil Mills.*

*Aryan Mills, Dinapore, Dinapore Rice Mill, Sri Das Rice and Oil Mills.*—60 hours per week and 10 hours per day.

*Shree Bihariji Mills at Patna City.*—Workshop men work 9 hours a day and other men 10 hours.

*Biswanath Rice Mill.*—7 a.m. to 12 p.m., 12 p.m. to 5 p.m. in winter, 12 p.m. to 6 p.m. in summer for males; 8 a.m. to 2 p.m. and 3 p.m. to 5 p.m. for females.

*Jalaswar Rice Mill: Balasore District—*

*A group.*—Machine and Chattan coolies—7 a.m. to 12 a.m. and 2 p.m. to 7 p.m.

*B group.*—Machine and Chattan coolies—12 noon to 14 hours and 4 p.m. to 7 p.m.

*C group.*—Boiling coolies—5 a.m. to 10 a.m. and 3 p.m. to 7 p.m.

*Murlidhar Gopi Singh Rice Mill (Balasore District).*—6.30 a.m. to 12 p.m. and 2 p.m. to 6.30 p.m.

*Utkal Rice Mill (Balasore District).*—6.45 a.m. to 8 a.m. and 9 a.m. to 12 noon, and 3 p.m. to 6 p.m.

*Engineering Companies.*

*Saran Engineering Company.*—9½ hours, from 6 a.m. to 12 p.m. and 2 p.m. to 5.30 p.m.

*Arthur Butler and Company.*—7 a.m. to 12 p.m. and 1 p.m. to 5.30 p.m.

*Mica Finishing Factory at Dhomchanch.*—7.30 a.m. to 12 p.m. and 2 p.m. to 5.30 p.m. for those residing close at hand; 8.30 a.m. to 12.30 p.m. and 1.30 p.m. to 5.30 p.m. for those residing further off. Boys 9 a.m. to 12 noon and 2 p.m. to 5 p.m.

In some of the oil mills there is still a practice of working alternately in periods of 6 hours throughout the 24 hours, though in other of the oil mills the legal hours are worked. The representatives of the oil mills filed an application before the local Government asking for exemption from the provisions of the Factories Act so as to admit of working the mills continuously for 24 hours, dividing the period into four equal parts by two shifts, the men working 6 hours alternately. After detailed examination of the subject, the local Government formed the opinion that such exemption was unnecessary and have only granted exemption to the oil mills from Section 21 of the Factories Act, i.e., from provisions relating to rest periods. In coming to this decision the local Government formed the opinion that the process of crushing oil was not a continuous one because the process was not one which could not be shut down at regular daily intervals without causing a disproportionate loss in the efficiency and working of the factory. The only particular loss is that there is some wastage in stopping *ghanis* before the oil is fully pressed from the seed and to avoid that loss the mills have been exempted from the daily rest intervals during which the machinery would have to be stopped. The local Government also held that the work of employees in oil mills is not intermittent as the worker has to be present throughout to attend the machine as required, and therefore held that there was no justification for exemption from the prescribed weekly holiday. They also pointed out that approximately 50 per cent. of the mills in the southern circle already comply with the law and work for only 11 hours a day or else on three-shift system.

(ii) *Actual, i.e., including overtime.*—Some reports have been received from factories:—

*Messrs. Tata Iron and Steel Company* report that the actual average number of hours, inclusive of overtime, worked in a week is about 51 to 52 hours.

*Indian Cable Company* report that during the past year the average hours of work per week by various classes of labour were:—

Skilled, male .. .. .	50 hours per week.
Unskilled, male .. .. .	50 ditto.
Unskilled, female .. .. .	48 ditto.

*In the Tin Plate Company* 40 or 48 hours' work a week is done according as the plant works 5 or 6 days. Overtime is worked only when absolutely necessary, by such as millwrights or electrical or mechanical repair gangs.

*Peninsular Tobacco Company* report that overtime is worked and paid for at  $1\frac{1}{2}$  times the usual rates. The company states that the maximum number of hours worked overtime in any one day by any one individual was one hour, except on Saturdays. On Saturdays the company only works for half a day, for which the employees receive the full day's wage. Sometimes employees are required to work overtime on Saturday afternoon up to a maximum of four hours, for which they are paid at  $1\frac{1}{2}$  times the usual rates. The average overtime would work out at half an hour per employee per month.

*Sugar Factories.*—Overtime has been worked in some factories in the past and paid for at 25 per cent. over normal rates for 60 to 66 hours, 50 per cent. over normal rates for 66 to 76 hours, and double normal rates for over 76. As, however, no process in these factories is any longer exempted from section 27, overtime will now not be possible to the same extent, though there is still likely to be some overtime in connection with urgent repair work or because of men failing to turn up on their shift.

The following instances of overtime worked in sugar factories have been given:—(a) *Siwan Desi Sugar Company.*—From June, 1928, to June, 1929, 391 days' overtime were worked at an average of 1.91 hour per day. (b) *Barachakia Sugar Factory.*—During a month of crushing, 62 persons worked overtime. Of these, five persons worked overtime for seven days, totalling  $35\frac{1}{2}$  hours; five persons worked overtime for four days, totalling  $25\frac{1}{2}$  hours; and the maximum overtime worked on any one day by any one individual was  $2\frac{1}{2}$  hours, and the average approximately  $1\frac{1}{2}$  to  $1\frac{3}{4}$  hours. (c) *Ryam Sugar Company.*—In January, 33 men worked overtime for a total of 128 days. The maximum overtime worked by any one individual on any one day was eight hours, and the average was one hour per day per individual. (d) *Samastipur Sugar Company.*—During crushing season, 25 men worked overtime for approximately 24 days. The average number of hours worked overtime was two per day.

*Rice Mills*—(a) *Jaleshwar Rice Mill, Balasore.*—Overtime is worked and paid for at the usual rate of daily wages. It is worked generally for about five days each in the months of *Chaitra*, *Baisakh*, *Jestha* and *Asarh*. The maximum number of hours worked overtime by any one individual in a day is three hours. (b) *Mission Rice Mill, Balasore.*—Overtime is worked at about double the usual rates, and the maximum number of hours worked overtime by any one individual in a day is three hours, the average being about  $1\frac{1}{2}$  hours a day.

**56. Days worked per Week.**

(a) Information as furnished by the Chief Inspector of Factories is given in the statement above.

(b) The attendance of workers on all days of work during the week, particularly in the case of unskilled workers, is not by any means regular. To encourage regularity among their weekly rated labour, Messrs. Tata's Iron and Steel Company give a bonus of two days' pay to those who work 27 days out of a possible 28, and of one day's pay to those who work 26 days out of a possible 28, and it is reported that 80 per cent. of their weekly rated labour obtains this bonus. This percentage is, however, probably higher than that in other factories.

(c) The following figures for the Mica Finishing Factory, at Domchanch, show the number of workers who worked various numbers of days in two weeks, taken at random :—

	6 days.	5 days.	4 days.	3 days.	2 days.	1 day.
17th-23rd April ..	46	16	16	17	14	11
17th-23rd July ..	81	16	11	5	4	2

It is probable that the greater regularity in July was due to a desire to collect money for purchase of or payment for seed for sowing.

**57. Effect of 60 Hours' Restriction.**

(i) *On workers.*—Messrs. Tata Iron and Steel Company consider that the effect of the 60 hours' restriction has been beneficial to the workmen. There has perhaps been a slight loss in earnings, inasmuch as overtime cannot be put in to the same extent, but against this there is less fatigue, which results in better health and efficiency.

(ii) *On industry.*—Indian Cable Company consider that the restriction causes some inconvenience in connection with maintenance and repair work which might otherwise be accomplished over the week-end.

The Peninsular Tobacco Company, though their weekly hours of work are considerably below the legal maximum, suggest that a little latitude might be allowed to permit of slightly longer hours in occasional short periods of stress.

**58. Effect of Daily Limit.**

Messrs. Tata Iron and Steel Company consider that this has generally had a beneficial effect on the workmen.

**59. Possibility of Reduction in Maxima.**

The local Government have at present insufficient information on which to furnish an opinion.

**60. Intervals.**

Except in the exempted industries, this provision is now generally observed. Generally, the rest interval is allowed at midday from 12 to 1 o'clock, but in some instances a longer period than one hour is allowed. From the figures given in answer to question (55) (i) above, it will be seen that in some factories a longer interval at midday is given in the hot weather. Thus the Indian Cable Company give 1½ hours at midday, increased to 2 hours in hot weather by moving the morning period 30 minutes earlier.

(i) *Existing practice : (a) In relation to fatigue.*—The climatic conditions during a considerable part of the year produce quicker and greater fatigue of body than in countries where the conditions are temperate. Six hours, therefore, is the maximum limit of time during which a workman can work continuously without producing undue fatigue, but in continuous processes the limit has to be extended to 8 hours, but the workman has opportunities to consume light refreshment, if he so desires.

Messrs. Tata Iron and Steel Company report that in the various continuous production departments their men are employed on 8-hour shifts. There are no jobs requiring continuous work for which spare hands are not provided to relieve workmen so as to prevent fatigue and while many of the men engaged in 8-hour shift are employed on work in which the process is continuous, the actual work itself is intermittent and men in consequence get intervals for meals and rest. In the Tin Plate Company also it is reported that sufficient staff is carried to permit spellhands.

(b) *In relation to workers' meal time.*—The midday interval is the usual meal time and the interval is availed of for this purpose. In rural centres, save in large central factories, such as sugar factories, little or no housing accommodation is provided, and as the workman in many instances has to cover 2 or 3 miles to get home, he prefers to stay at the factory and consume uncooked cereals or other food-stuffs and go home at the end of the day. Even in larger establishments the housing accommodation is limited and in most cases unsuitable for keeping families, and similar conditions hold good for at least 60 per cent. of the employees. The conditions in urban areas or large industrial centres are slightly different, but here also a good proportion of the workmen has no other alternative.

The hours of work at the Mica Finishing Factory, at Domchanch, are noteworthy, and it will be seen that the hours of work are adjusted so as to allow of the two different types of labour being given an interval suitable for their particular needs as regard meal time.

(ii) The law is generally suitable. The officiating Chief Inspector of Factories has suggested that during the hot weather months the limit of work without a period of rest should be reduced to five hours, except in the continuous processes. He considers that this reduction of the continuous working period is likely to check the tendency of the workman to snatch periods of five to ten minutes off during the work period. The local Government have not invited the opinions of industrial concerns on this suggestion, but there seems to be considerable force in the suggestion and it appears to be worthy of examination.

(iii) *Suitability of the hours during which factory is working.*—Generally the hours of working are satisfactory and the tendency to grant a longer rest period at midday in the hot weather, where possible, is commendable.

#### 61. Day of Rest.

(i) Except in the exempted industries, a weekly day of rest is now generally observed. The case of the oil mills has been noted above in answer to question (55). It must, however, be admitted that there is a greater tendency to violate this provision of the Act than any other, and it is objected to largely by the employer on the ground of decreased output, enforced idleness of the plant, inability to arrange for workers for a single day only, while the workman complains of the enforced deduction from his wages.

(ii) *Suitability of the law.*—(a) Messrs. Tata Iron and Steel Company report that the general effect has been a protest from the daily rated workmen against losing pay for these days of rest, but the day of rest from a health point of view must be materially to the advantage of the worker.

(b) There is little doubt that there is a fairly general complaint by the workman against the enforced deduction from his wages. In the case of unskilled labour wages are generally based either on a daily wage rate or on a piece rate, and it is difficult to see how this can be altered as long as unskilled labour is so irregular in its attendance during the week. The day of rest is, however, imperative from the point of view of health, even though a considerable amount of the unskilled labour does not work continuously throughout the remaining six days. The regulations, therefore, are suitable.

#### 62. Exempting Provisions and use made of them.

The exemptions at present allowed by the Government of Bihar and Orissa are grouped in five classes and are detailed in the notifications dated the 11th March, 1919, annexed. (Not printed.)

Class (I) deals with exemptions granted to individual factory processes. The exemptions and notifications are self-explanatory. Exemption XVI is a new exemption which has been found necessary, because wherever a three-shift system is in force it is necessary to change the worker periodically from one shift to another in order that the same man shall not be continuously on night duty. Such changes are usually made twice a month and the process involves making the employee work two shifts in the course of twenty-four hours. It also happens occasionally that a shift man fails to turn up on duty, and therefore a shift man has to be on duty for two shifts running. This, however, is only of rare occurrence.

Class (II) deals with exemptions relating to motive power. In this section a considerable change has been made from the exemptions previously in force, in that exemptions previously granted in favour of ordinary maintenance, adjustment and repair work have been entirely withdrawn and exemption is confined solely to attendance upon and operation of motive power. For the purpose of this exemption factories have been divided into two classes—continuous and non-continuous process factories. In the case of continuous factories, the engine room and boiler staff are exempted from sections 21 and 22 to the same extent as the continuous process departments. In non-continuous process factories a new principle has been introduced, and exemptions are graded according to the size of the plant and the number of men required to operate it. This province contains a number of small factories in which the engines are under-staffed or run by men who are not fit to be trusted with machinery. It has, therefore, been provided in the first instance that no exemptions will be given if a competent man is not in charge of the motive power. Secondly, if the grate area of the boiler is more than 20 square feet no exemption is allowed unless two or more men are employed and the staff is sufficient to allow one man to be employed solely as watchkeeper or supervisor. The observation of these conditions makes it possible to be fairly generous in allowing exemptions and,

accordingly, the Local Government have allowed exemptions from Sections 21, 22, 27 and 28 in the case of one-man plant since that exemption is limited to the smallest type of factory which cannot work without liberal exemptions, and have allowed exemption from Sections 21, 22 and 27 in the case of the bigger factories under stringent limitations, which provide for sufficient staff for a period of daily rest, for a partial rest day every week, and a full day's holiday every four weeks.

Class (III) deals with exemptions given in favour of urgent repair work. As all exemptions have been withdrawn in the case of ordinary repair and maintenance work, the Local Government have decided to grant exemptions under this clause, not only in cases where delay would involve increased danger to human life or safety but also where delay would result in the stoppage of the factory. Every exemption thus exercised must, however, be reported to the Inspector of Factories.

Class (IV) deals with exemptions granted to tea, coffee and indigo factories and is self-explanatory.

Class (V) deals with exemptions relating to exceptional pressure of work and is self-explanatory.

#### 62A. Use by Local Government of Section 2 (3) (b).

(i) The only notification issued by the Local Government under Section 2 (3) (b) is notification No. 2111 of the 9th July, 1924, in which it was declared that all premises wherein on any one day in the year not less than ten persons are simultaneously employed and in which power-driven saws are used should be factories for the purposes of the Factories Act.

(ii) In 1927-28 an investigation was made as to the advisability of extending the provisions of the Factory Act to certain small factories, in which the work of cutting, splitting and dressing mica is carried out. In only one of such factories is mechanical power employed (the factory of Messrs. F. F. Christien and Company at Domchanch) and that is registered. It was found that the number of persons employed in these factories was about 6,000, while possibly 10,000 persons are employed at home in splitting mica—regarding this home industry the Chief Inspector of Mines writes: "Again many firms have established a kind of home industry in mica splitting. Mica is given out from the central factories at Kodarma to contractors who take the mica to the different villages where it may be split by one or several members of a family. I had no opportunity of seeing this class of work being done, but I was informed that parents and children alike indulge in this work in order to earn extra money. The finished mica is returned to the central factory by the contractor, who is paid on results. I understand that a certain amount of the mica given out goes astray, but the amount is said to be negligible. At Giridih Messrs. F. F. Christien and Company give work to 400 persons living in Giridih and the surrounding villages. At Tisri the same firm gives out work to 4,000 persons, also living in outlying villages."

On an enquiry made from Chief Inspector of Factories it was found that excessive hours were not worked in these unregistered establishments, and that other conditions were not seriously contrary to the provisions of the Act except possibly in the matter of the space allowed per employee in the buildings. The Local Government decided that if the establishments were brought under the Factories Act, this would be bound to lead to increase in the home work and consequent increase in the amount of theft of mica, which was undesirable, and that, therefore, in view of the report of the Chief Inspector of Factories, it was unnecessary to extend the provisions of the Factory Act to these establishments.

### B.—MINES.

#### 63. Hours Worked per Day and per Week.

(i) *Normal, i.e., as determined by custom or agreement.*—(a) *Coal mines.*—Generally the normal number of hours worked per day varies from 8 to 12 hours. Except at a few mines there are no arrangements by custom or agreement to work a specified number of hours underground. Lodna colliery is the principal exception in the Jharia coalfields. At this colliery a system of shifts, two shifts per day with an interval of two hours between shifts, has been in operation for over a year. The difficulties encountered in introducing the system were not great, and as the management made arrangements for full tubs to be raised from the mine and empty tubs to be ready for the ingoing shift during the two hours' interval between the shifts, the miners quickly realized the benefit of the system and now they prefer the shift system to their old methods. It may, however, be noted that in this colliery machine drills are used, and a large proportion of the miners are Bilaspuris and men recruited from the United Provinces. Also as the colliery is an old established one a larger proportion of the labour (estimated by the manager at 65 per cent.) is settled than in the case of newer and smaller collieries.



(b) *Iron Mines.—Bengal Iron Mines.*—The normal hours of work are 8 hours per day.

(c) *Mica Mines.*—The normal hours of work are 8 hours—the work of the mine being divided into two shifts of 8 hours.

(ii) *Actual, i. e., including overtime.—Coal mines.*—(a) The actual hours so worked per week at a large representative mine in each important mining field in the province during the year ending 31st December, 1926, is given at page 4 of the Report of the Chief Inspector of Mines for that year.

(b) Enquiries were made from various collieries as to the number of hours during which the miner worked underground in a day. The figures received do not lend themselves to tabulation, but the collieries' reports are given below.

*Loyabad.*—Out of 682 days' work done in the week ending 20th July, 1929 :—

	26 days were between 10 to 11 hours.
336	" " " 9 to 10 "
310	" " " 8 to 9 "
	13 days were under 8 hours.

*Bhuggudih.*—All miners work less than 8 hours.

*Eastern Coal Company, Bhoura Colliery.*—Miners do not work for more than 9 hours daily, and in many cases work much shorter hours.

*Central Kirkend.*—Miners work between 8 and 9 hours.

*Standard Colliery.*—Occasionally on Saturdays or before the Pujas the miner works between 9 and 11 hours; he generally works between 8—9 hours, but about 30 per cent. work less than 8 hours on the first day of the week.

If the approximate average of these figures are multiplied by the average number of days worked per week, it will be seen that they support the Chief Inspector of Mines' figure of 37 hours for a week—work by a miner.

These figures do not, however, give the actual number of hours worked by the miner, as during the period that he is below ground the miner whether as a result of lack of tubs, lack of loaders, or lack of inclination, does not work regularly. During the week a miner may be underground from 30 to 54 hours, during which time his hours of actual work probably vary between 18 or even less to 30 hours. An examination of the raising figures for any pit will show that on the same day one miner will raise one tub whereas another miner may raise 4 or 5 tubs. This is probably not to any great extent due to difference of conditions under which the miners are working but largely to difference in inclination.

(c) Other labour, such as winding engineman, bank's man, fireman, etc., may be considered at work during the whole period of their duty. Their work, however, is intermittent.

In Lodna colliery in an incline for week ending 24th March, 1929, the following classes are shown as working eight hours—trolleyman, hookmen, firemen, propping colliers, line mistris, shalpickers, while engine khalasis are shown as working 10 hours.

*Iron Mines.*—In the Bengal iron mines the actual hours of work are :—

Skilled labour	.. .. .	9 hours.
Unskilled labour	.. .. .	8 "

*Mica Mines.*—Though the shift is an eight hours' shift it is reported that actually the miner works only about five hours. He comes late, and spends some time in getting his tools. In some mines blasting takes place during the shift, and the mine is cleared for at least half an hour at each blasting, of which there may be two within a shift. In other mines blasting takes place between shifts.

#### 64. Days Worked per Week.

*Coal Mines.*—(a) The over-man, pump khalasis, enginemen and other skilled staff as a general rule work six days per week. These persons are on weekly or monthly pay

(b) *Miners.*—The miner works only as many days as he feels inclined. He is generally paid on Sunday and the mine is closed on Sunday. The great majority of miners will not work on Monday also. In the case of some mines an extra rate per ton is given for raisings on Monday. Thus, at Bhagatdih colliery an anna per tub extra is paid for raisings on Monday, but it is not very effective. Originally it was intended that this one anna should only be paid provided the miner worked six days, but in practice it is paid for every tub raised on Monday. Similarly, at Balihari one pice per tub is paid for raisings on Monday, and probably if an inquiry was made from a number of collieries the same practice will be found. The figures for No. 8 pit at Loyabad given in answer to question No. 2 show that the average days worked in a week by miners from all districts in that pit was 3.50 for the period 26th July, 1928, to 11th January, 1929, and 3.94 for the period 12th January, 1929, to 29th June, 1929. The statement below will show the number of days worked per week in certain pits and inclines as well as certain other information.

Name of colliery.	Week ending.	Number of different workers.	Total number of days worked.	Number of miners working					Average number of days worked.	Average number of tons raised per day's work.	Total wages earned.	Highest wages earned per week.	Average wages earned per day (i.e., by miner and leader).					
				3 days.	3 days.	4 days.	5 days.	5 days.						1 day.				
Bhugwanth Colliery:	19th February, 1939.	80	801	18	57	10	8	8	8	4.0	14	8	10	8	10	8	10	
		(a) No. 4A incline	80	808	11	50	10	8	8	8	4.0	118	8	10	8	10	8	10
		No. 4A incline	14	40	4	8					2.8	84	8	10	8	10	8	10
		(b) No. 9 1/2	134	818	44	48	81	8	8	8	4.0	816	8	10	8	10	8	10
(c) No. of pit not given	19th July, 1939	111	404	18	57	80	8	8	8	4.0	807	8	10	8	10	8	10	
		111	404	18	57	80	8	8	8	4.0	807	8	10	8	10	8	10	
		100	857	80	48	80	4	1	8	4.8	847	18						
Ballahat Colliery:	10th February, 1939.	74	800	10	48	10	4		8	4.0	878	4	0	8	10	8	10	
		No. 8 1/2	80	848	8	48	10	4		8	4.0	808	14	8	10	8	10	8
		No. 8 1/2	10	88		8	1		8	8.8	48	8	8	10	8	10	8	10
East Indian Coal Company:	November, 1938	80	810	7	17	10	4		8	4.2	180	1	8		0	10	8	
		Burrow Colliery	128	404	8	28	10	8	8	8	4.0	801	0	11		0	10	8
Eastern Coal Company:	July, 1939	78	888	11	81	10	11		8	4.4	888	4	8		0	11	8	
		Minnow Colliery	118	408	18	50	40	8	10	0	4.0	407	8	0		0	18	10
Central Richard Colliery	19th February, 1939	80	808	8	21	11	8	10	0	4.1	808	8	0		0	18	10	
		80	418	18	80	40	10	8	0	4.6	878	18	0		0	18	10	
		80	1,008	88	88	80	18	8	14	0	4.7	1,001	0	0		0	18	10
Lodna Colliery	February, 1939	80	807	18	88	18	8	10	8	4.0	1,008	0	0		0	18	10	
		80	410	10	18	18	8	17	0	4.0	810	0	0		0	18	10	
Central Jasnagar Colliery	19th February, 1939	74	808	4	17	17	8	8	8	4.4	411	4	8		0	18	10	
		74	810		20	40	18	10	0	4.4	871	18	0		0	18	10	
		80	808		21	84	18	8	4	0	4.08	880	0	0		0	18	10
		80	808		28	84	8	8	8	0	4.08	880	0	0		0	18	10
		80	808		48	84	18	8	8	0	4.08	880	0	0		0	18	10
(1 shift)	19th February, 1939	80	808	8	28	84	18	8	8	4.08	880	0	0		0	18	10	
		80	808		28	84	18	8	8	0	4.08	880	0	0		0	18	10
1 (shift)	September, 1938	80	808		18	84	14	4	8	4.08	880	0	0		0	18	10	
		80	808		18	84	14	4	8	0	4.08	880	0	0		0	18	10
		8,470	11,084	418	817	888	801	140	180	8.01	8.81	411	0	0	0	14	8	

\* This colliery is worked by Indians as well as by workers.

† This wage probably represents the wage of the miner only and does not include the leader's wages.

This statement shows that taking the figures for all collieries together the average number of days worked per week by a miner is just less than  $4\frac{1}{2}$ , that—

87.12 per cent. of miners worked 5 days in a week.	
27.04	4
16.96	6
11.78	8
5.66	2
5.26	1

The figures have been taken more or less at random and may represent a fairly accurate average.

*Mica Mines.*—The average daily cooly is stated to work 4 to 5 days. The figures for two fortnights in June each having 13 working days for one shift of 21 coolies at Kunja gave the following attendances:—

	Number of coolies working :										
	11 days.	10 days.	9 days.	8 days.	7 days.	6 days.	5 days.	4 days.	3 days.	2 days.	1 day.
13 working days ending 15th June.	3	0	1	2	1	6	0	1	0	4	1
13 working days ending 30th June.	1	1	0	1	1	2	2	0	3	6	4

which only gives an average of approximately 5 days' work out of a possible 13, but in the latter week probably a number of coolies were absent in preparation for agricultural sowings.

#### 65. Effect of 50 Hours' Restriction.

The 50-hour restriction only applies to surface workers, and underground the workers are restricted to 54 hours per week. The effect of these restrictions may be summarized thus:—

(a) There has been a reduction in the number of hours in which a miner remains underground. The miner now generally remains underground from 8 to 10 hours daily.

(b) The supervising staff, attendants, etc., now have a rest day because the mines are closed for one day per week. Formerly they had to work seven days because a portion of the miners would work every day in the week. This also leads to economical working of the mine. There has been no adverse effect on output. In 1923 the output per person employed in coal mines was 103 tons; in 1928 it has risen to 130 tons. In this connection reference should be made to answer to question 114.

(c) The Indian Mining Federation, however, report that some additional skilled hands (such as pump *shalass*, boiler *shalass*) had to be entertained, and it is possible that, as the number of hours is limited to 54 and not 56 for such labour, this has been necessary, as it is not easy conveniently to arrange for changes of shift of such workers within the limits of a 54-hour week. The Indian Mining Association reports that there has been little perceptible difference, but the tendency would be in the direction of an increase in the number of persons employed at a relative increase in cost per ton raised, but no reasons are given in support of this.

#### 66. Possibility of Reducing Maxima.

It is not advisable at present until further experience has been obtained to reduce maxima, nor does such reduction appear to be necessary in view of the habits of work of the miner.

#### 67. Suitability of the Law Relating to Shifts.

1. In so far as resident labour is concerned the law relating to shifts is suitable. In the Giridih and Bokharo collieries practically all the labour is resident and the introduction of the two-shift system will not present much difficulty in the Jharia coalfields. There is a fairly large percentage of resident labour, and most of the labour does not come from any great distance. The shift system will eventually prove a great boon to the mining industry. Many companies would have introduced the system without legislation if they could have done so without running the risk of losing their miners. The shift system will result in better organization and

better supervision, and accidents due to persons travelling on haulage roads when coal raising is in progress will diminish. There will be difficulty in getting outside labour to conform to the shift system, especially those who travel some distances to their work. Thus, the Indian Mining Federation reports that miners who are not resident in the mines but come to work in the pits from their village homes in the vicinity of the coalfields cannot put in regular attendance. They desire to make up their late attendance by staying in the mine longer after the closure of the shift and it is with difficulty that they can be persuaded to suspend duty.

2. It is the opinion of the local Government somewhat difficult to apply the law relating to shifts to those who are engaged on preparatory or complementary operations, for instance, in connection with engines, boilers, machinery, workshops, urgent repairs, or in the transport and carting of coal or the loading of wagons, and in operations connected with transport and dependent primarily on the time at which wagons become available. The hours at which the workers are to attend must, therefore, be regulated largely by this factor. A strict enforcement of the law would entail the maintenance of a double shift of transport workers which would probably be idle for a large part of the time and would, therefore, be unnecessarily expensive. It may further be desirable to grant some exemptions at first to smaller mines which cannot afford the introduction of the shift system. In the opinion of the local Government, therefore, at any rate at first, exemptions should be granted under Section 46 of the Act to cover these cases.

### 68. Possibility of Introducing an Effective Daily Limitation.

The law relating to shifts will limit the hours to 12. Until the law has been firmly established and operated for a number of years, it is inadvisable to introduce further legislation. The difficulty in operating the shift system will be to get the miner to go down at the beginning of his shift, and it is therefore advisable not to reduce the legitimate number of hours worked, as otherwise if the miner does not go down at the beginning of his shift his hours of work will be seriously curtailed. The introduction of fresh legislation with respect to hours of work would at present probably result in reduction in output, and until the miner used to working more regularly for the hours that he is below ground any further restriction in hours would probably result in a reduction in his weekly earnings, and might result in his seeking occupation elsewhere.

### 69. Intervals.

(i) *In relation to fatigue.*—(a) *Miners.*—The miner works as he wishes, and is a leisurely individual and takes his intervals when he likes. He rests after going down the pit, when he reaches the surface, between filling up tubs and after he has filled his tub and before returning to surface. He does not become unduly fatigued.

(b) *Pump khalasis and other skilled labour below ground and workers above ground.*—The hours of work are generally during the hot weather from 6.30 a.m. to 11.30 a.m. and from 2.30 p.m. to 6 p.m. and during the cold weather from 7 a.m. to 12 a.m. and 2 p.m. to 5.30 p.m. The intervals are suitable. Surface workers employed on loading of wagons, etc., work as wagons become available, and their work is therefore intermittent, and no defined intervals are required.

(ii) *In relation to workers' meal times.*—It is unusual for an Indian miner to take his meal below ground. In the open workings there is usually an interval of about two hours, during the heat of the day, when meals can be taken. Surface workers can also take their meal during the midday interval.

### 70. Day of Rest.

Usually Sunday is recognized as a day of rest and, as pointed out above, the miner also, to a large extent, takes Monday. He takes holidays for all his festivals, and as he is under no contract he leaves the colliery when he likes.

### 71. Adequacy of Existing Provisions.

With the passing of the Indian Mines (Amendment) Act, 1928, the existing provisions are at present adequate. After the 12 hours' shift has been in operation for some years and labour has become used to working in shifts, the question of reducing the number of hours per shift might be reviewed.

### 72. Exempting Provisions and use made of them.

The exemptions under Section 46 (1) of the Mines Act are published in notifications No. M-1051, dated the 23rd December, 1926, and No. M-1051, dated the 23rd November, 1927, issued by the Government of India in the Department of Industries and Labour.

The exemptions peculiar to this province include certain coke factories in the Manbhum and Hazaribagh districts, certain open excavations for coal in the Santal Parganas and, certain iron-ore mines worked without mechanical power. In the case of the latter two classes (which are new exemptions) the local Government agreed with the suggestion of the Chief Inspector of Mines (received with letter No. M-1051, dated the 20th January, 1927, from the Government of India in the Department of Industries and Labour) that these classes of mines should be exempted.

Although section 25 of the Indian Mines Act empowers a manager in certain emergent circumstances to employ persons in excess of 54 hours underground or 60 hours on the surface, few emergencies have arisen when advantage has been taken of this provision as only the number of hours per week are restricted. When the hours of work per day are restricted there will probably be more occasions when advantage will be taken of the exempting provisions.

## X.—SPECIAL QUESTIONS RELATING TO WOMEN, YOUNG ADULTS AND CHILDREN.

### A.—FACTORIES.

#### 81. Effect of 1922 Act on Employment

(a) The figures given below show the average daily number of employees in registered factories under the three classes—total, women and children :—

Year.	Total.	Women.	Children.
1922 .. .. .	68,752	9,977	1,951
1923 .. .. .	67,951	7,162	2,295
1924 .. .. .	70,015	6,234	1,821
1925 .. .. .	73,641	6,660	983
1926 .. .. .	74,323	6,610	1,116
1927 .. .. .	71,400	6,228	1,017
1928 .. .. .	68,100	5,682	934

From these figures it will appear that since 1922 the percentage of women to total employees in factories has dropped from 14·5 in 1922 to 8·3 in 1928, and the total number of children employed has dropped from 2·8 per cent. in 1922 to 1·4 per cent. in 1928.

(b) The drop is mainly due to the conditions imposed on the employment of women and children, as now that the hours of work of children have been limited to six it is not so profitable to employ them. It is also reported that owing to agricultural pressure on land more male labour is turning to factory work and replacing women and children. It costs about the same to employ one man as it costs to employ two children, and as male labour is more efficient, employers often prefer the male adult labourer.

(c) Messrs. Tata's Iron and Steel Company report that the passing of the Act made very little difference to the steel company. Prior to the passing of the Act the employment of women at night time had been stopped, and the company has not at any time encouraged the employment of children. Figures furnished by the Chief Inspector of Factories for the daily average number of women employed by this company show however a considerable reduction, as shown below :—

1923 .. .. .	4,949	1926 .. .. .	3,172
1924 .. .. .	3,474	1927 .. .. .	2,634
1925 .. .. .	3,753	1928 .. .. .	1,933

It may be noted that when the question of prohibiting the employment of women at night at Messrs. Tata Iron and Steel Company's works was under consideration in 1919, the company raised strong objections and stated that it will be difficult to replace the women working at night time at the coke ovens by male labour. As a result, however, of the prohibition of women labour by night it appears that such woman labour has been replaced by male labour without any undue inconvenience.

#### 82. Admission of Infants to Factories.

(a) A crèche is maintained by Messrs. Tata's; this is situated where there is the greatest concentration of women workers, and it would not be convenient to change its location to near one of the entrances of the factory. The admission of infants to the factory for the purpose of being kept in this crèche is governed by the following rule framed by Chief Inspector of Factories :—

"The admission into the factory of the Tata Iron and Steel Company, Limited, at Jamshedpur of children whose age is less than 12 years other than infants in arms who are being taken to or from a crèche is hereby prohibited."

(b) The Peninsular Tobacco Company (Monghyr) report that women are allowed, in cases where they may desire, to bring their young children into the factory compound. A shelter is provided wherein such children may remain, and if able, play during factory hours. A woman attendant is provided who looks after the children and calls the parent in case of need.

(c) In the Tinplate Company the admission of infants to the factory is strictly forbidden, but difficulty has been experienced in enforcing this rule, particularly in the case of women workers who are unable to leave their children at home. A rest shed has, therefore, been provided where women can leave their small infants. But older children get into works on occasions and have to be turned out.

### 83. Suitability of Regulations for Women's Work.

The local Government have no points to raise. The question of the employment of women before and after childbirth has been touched upon in answer to question (28)

### 85. Double Employment of Children.

So far as information is available, there is no reason to suppose that this takes place.

### 87. Extent of "Blind Alley" Employment.

So far as is known there is no "blind alley" employment. There are two classes of boys employed to whom the term might apply:—(a) Boys who used to go down the mines, carrying the lamps of managers and assistant managers. These boys used to have chances of training on into efficient sardars. They are still employed, though they now do not go down the mine; it is reported, however, that they obtain employment as chaprasis or if they decide, when of legal age to go down the mine are likely still to have a chance of becoming certificated sardars. (b) Office boys.—Messrs. Tata's Iron and Steel Company report that all office boys, as they grow up, are absorbed in various parts of the works establishment. Some of them who attend the night school become sufficiently educated to assist in the office, others go into the works, while some become chaprasis and peons. In smaller establishments office boys are probably similarly absorbed.

### 89. Work of Women and Children in Factories not Subject to Act.

(i) and (ii) The use made by the local Government of section 2 (3) (b) of the Act has already been referred to in answer to question (62-A).

In the mica splitting factories which are not subject to the Act and in which no mechanical power is employed, the conditions of work of women and children are suitable. The work is light, hours are not excessive, and factory conditions are generally healthy. It may perhaps be noted that educational facilities are not provided for children working in such factories, but even if they were provided they would probably not be utilised. In Messrs. Christien's mica splitting factory at Lokai (unregistered) there were on 23rd August, 1923, about 400 persons working of whom 69·36 per cent. were adults, 28·19 per cent. were boys, and 2·45 per cent. girls.

## B.—MINES.

### 90. Effect of Act of 1923.

*Suitability of certification provisions.*—(a) It was argued by many that when children were taken out of the mine the women would not go down, but this argument is not found to have been correct. As far as any labour left the mine for this reason the amount was insignificant.

(b) The provisions for certification appear to be quite suitable but are rarely put into operation as managers have always, at the request of the inspectors, ceased to employ any child about whose age there may have been any doubt.

### 91. Exclusion of Women from Mines.

(i) The regulations are in accordance with the suggestions of the local Government, and the local Government have at present no reason to modify their opinion that these regulations are suitable.

*Coal mines.*—There is a difference in opinion between the Indian Mining Association and the Indian Mining Federation in the matter. The Association reports that the general consensus of opinion is that the regulations are suitable, but that they should be made applicable to open coal workings. The Federation, however, states that the regulations are unsuitable and are likely seriously to disturb working conditions in the mine.

*Mica Mines.*—The Kodarma Mica Mining Association reports that the regulations are not suitable to mica mines, and that it will be difficult to get sufficient male workers to replace women, and that the exclusion of women, if considered absolutely necessary, should be gradual rather than all at once. The general manager of the Chota Nagpur Mica Syndicate considers that the total exclusion on short notice was unfair to the industry, as no time was allowed for making the necessary arrangements.

(ii) *Probable effect on industry : Coal Mines.*—(a) Little, if any, effect will be apparent for 2 or 3 years, and the large mine owners will introduce new methods to counteract the exclusion of women as the reduction proceeds. Practically all women working below ground are employed as coal carriers, and in 50 per cent. of cases the coal could be loaded into the tub at the face. Miners will have to be taught to load their own coal at the face with a shovel and it will be necessary for the owners to lay tub tracks up to the face, though there is likely to be some difficulty felt in working seams which are of steep gradient.

(b) In the well-equipped mines, recourse will be made to modern methods of loading coal by machinery and systems of working will be modified to meet the new conditions. At some mines the difficulty will be overcome by recruiting male coal carriers, and it is noticed that already in the mines there are a number of male coal carriers, e.g., Muhammadans from the Monghyr district. These Muhammadans work without their women, and though in some mines there may be no Muhammadans working, in other mines there may be a considerable number, amounting, as stated by one manager in exceptional circumstances, to 40 per cent. At Bhagatdih, the manager estimates that he has 20 per cent. Muhammadans from Monghyr working. It may be noted that in certain cases the Central Provinces and the United Provinces miner will load his own coal. Thus the manager of the Standard Colliery reports that if a Central Provinces or United Provinces miner was unable to obtain a loader for a longer period than one week, he would probably go back to the mine and load for himself in order to earn wages. He adds that in some bad places in the mine the women had been forbidden to work by the manager, and he had found it possible by inducement (which might consist of extra payments or of bringing the tubs near the face) to get the Central Provinces and United Provinces miners to load their own coal.

(c) If mechanical loaders are introduced and worked on a suitable system, there should be little, if any, material increase in the cost of production and the workers would be able to earn higher wages.

(d) In the case of owners who are unable to equip their collieries with machinery, there will be increased cost of production, as the miner will demand an increased rate to make up for the loss of his wife's earning.

(e) One mine manager reports that difficulty may be felt in keeping mines clear of slack (which will be a positive danger in respect of fire in depillaring areas) as the work of clearing slack is almost entirely done by women labour at present. He, however, anticipates that the difficulty will only be one of transition and will be overcome in due course.

*Mica Mines.*—Certain mine managers consider that exclusion of women will increase the cost of raising mica. Owing to the manner in which the mines are worked, it would be impossible to introduce improved methods of haulage, and, therefore, women labour would have to be replaced by male labour. Previously, women used to be paid 4 annas a day, while the wage of the male is approximately 8 annas a day. At present, however, it is stated that female labour is likely to be replaced by young adult labour which will be paid approximately 6 annas a day.

It is also stated by certain mine managers that the exclusion of women may cause difficulty in obtaining an adequate supply of male labour. Thus the General Manager of the Chota Nagpur Mica Syndicate refers to his figures of total employment in the Dharakola division in July, 1928, and July, 1929, as shown below :—

			Male.	Female.	Boys.
July, 1928	..	..	2,276	537	709
July, 1929	..	..	1,596	271	206

and he argues that the smaller amount of male labour available in July, 1929, was partly the result of the exclusion of women, as *pardesi* labour (i.e., labour coming from 14 or 15 miles away) may be unwilling to come to the mine because the earnings of the male member only are an insufficient attraction.

(iii) *Economic effect on workers : Coal Mines.*—At first there is bound to be a decrease in the amount earned by the family unless the women can find work on the surface. As there will be a surplus of women for this work the rates may decrease but the opposite will be the case underground. The loss can, to a certain extent, be made up by more regular attendance by the miner and if this actually results it would no doubt be a help to the industry. Where the work is mechanized, the miner who can adapt himself to this type of mining will be able to make up the deficiency as with an increased output his earnings will increase.

The Indian Mining Federation, however, report that it is impossible for employers to make good the entire extent of the loss in earning of the women members of the family, and that it is unlikely that women would find remunerative occupation in their village homes and, therefore, the Federation anticipates that a low standard of living consequent on reduced aggregate earning of the family is likely to occur.

*Mica Mines.*—Mine managers report that the earnings of a family are bound to decrease. The women worker who previously used to work underground in the mine will be unable to take up work in mica splitting factories, as such work has to be learnt when young—while a girl can learn to split mica in six months, a woman would take two years and would never be very efficient.

(iv) *Speed of withdrawal.*—(a) The following figures show the percentage of female workers underground to male workers during the various months of 1929 in certain mines, as furnished by the collieries.

*Percentage of Females to Males Underground.*

	Jan.	Feb.	March.	April.	May.	June.	July.
Bhuggutdih .. .. .	27·63	24·99	24·99	21·38	25·42	28·31	23·85
Eastern Coal Company (Bhowra).	41·00	40·00	40·00	42·00	40·00	40·00	24·00
Central Kurkend .. .. .	32·20	27·20	27·20	25·70	24·70	25·40	16·40
Ghuslitan .. .. .	38·00	39·00	39·00	34·00	29·00	28·00	26·00
Lodna .. .. .	40·55	40·75	41·96	36·90	35·30	29·90	21·40
Standard .. .. .	20·00	21·16	21·23	20·01	21·52	21·95	17·28
Kendwadih .. .. .	39·00	43·00	39·00	41·00	41·00	35·00	24·00
South Baliari .. .. .	—	53·00	53·00	53·80	47·10	39·00	21·60
Bararee .. .. .	36·80	36·90	36·30	34·70	34·10	28·20	21·40

At Pure Jharia Colliery the percentage of women underground was on the 31st December, 1928, 43·8 per cent. ; for the week ending 9th March, 1929, 49 per cent. ; and for the week ending 27th July, 1929, 29 per cent. The figures show that in a number of collieries (among those that have furnished figures, Standard and Bhuggutdih are exceptions) there must be considerable alterations in methods. The effect, however, has not yet been fully felt, as July is ordinarily the month in which the number of women workers underground is at a minimum, as they are absent on planting fields.

(b) Owing to the fluctuation in the daily labour supply, it is difficult for the management to be certain that the percentage of women below ground on any one day will not exceed the legal maximum. The manager of the Pure Jharia Colliery reports that a daily percentage of women underground is impracticable, as there is a great difference in the attendance of persons working underground on Tuesdays and Saturdays.

(c) The speed of withdrawal gives adequate time to the industry to adapt itself to the new conditions.

(d) In cases in which the percentage of women employed is near the maximum some difficulty may be experienced by the management at each successive reduction, in deciding which miner is to be allowed to take his wife down the mine with him. The Indian Mining Federation reports that arbitrary discrimination in this matter has already given rise to serious discontentment. The difficulty, however, is not likely to be insuperable.

## XII.—WAGES.

### 96. Prevailing Rates of Wages and Earnings.

*A Mines.*—(a) The amount of daily earnings in each important mining field in the province for the year 1927 are given in the Chief Inspector of Mines' Report for that year at page 5. The reports of local officials for the year 1928 show that there has been practically no alteration in wages in that year except in the mica mines of Hazaribagh, where a partial failure of local crops caused a slight rise. It should, however, be noted that the daily earnings of a miner vary very considerably with individual effort and that a hard working miner can earn very considerably more than this average wage. The earnings of a miner depend on the number of tubs raised, and the figures given in answers to questions 2 and 64 show that the average number of tubs raised in a day's work varies between two and three. The figures of 6·75 and 8 tubs a day raised by the Partabgarh worker (shown in the statement



in question 2) probably indicate that more than one miner was engaged under that token number (though the company says this was not so), but in any case it is quite possible for a miner to raise four or even five tubs a day with intensive effort.

(b) The contractors employed by the East India Coal Company, Limited, report that the average weekly earnings in the mines of that company are as given below:—

	Rs.	a.	p.	
C. P. miners.. .. .	3	8	0	to Rs. 4-8-0
Ordinary .. .. .	3	0	0	
Loaders .. .. .	3	8	0	
Trolley-men .. .. .	3	8	0	
Hookmen .. .. .	4	0	0	
Line mistry .. .. .	4	8	0	
Line coolie .. .. .	3	6	0	
Carpenters .. .. .	5	0	0	
Machinemen .. .. .	13	8	0	
Drillers .. .. .	5	0	0	
Loading coolies .. .. .	3	8	0	
Shale pickers .. .. .	2	8	0	
Women .. .. .	2	4	0	

In this company, in which the mines are worked on the contractor system, machine drillers are paid by the company. The daily wages of a machine driller are Rs. 1-12-0 and of their head men Rs. 2-4-0.

*B. Factories.*—A statement is given below showing the average daily wages of workers of various classes in factories for the year 1928. As, however, these averages are based on returns from rural factories where wages are low as well as from factories in large centres, such as Jamshedpur, where they are high, they do not necessarily represent what the worker of average competence may expect to be paid. There is, therefore, included in the statement figures showing the wages earned in 1928 by operatives of the various classes in seven industrial concerns of varying types in the province:—

*Average daily wages in factories during the year 1928.*

Occupation.	Whole Province.	Tata Iron and Steel Company.	Peninsular Tobacco Company.	Timplate Company of India.	Marhatta Sugar Works.	Sri Bihariji Oil Mill, Patna.	Dinapur Rice Mill.	Arthur Butler and Company, Muzaffarpur.
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
<i>Supervision of Labour.</i>								
Chargeman of skilled workers.	4 4 0	4 0 0	3 0 0	3 0 0	2 12 0	3 5 4	1 5 4	2 2 8
Chargeman of unskilled workers.	1 8 0	1 0 0	1 8 0	1 4 0	0 9 6	1 13 4	0 10 8	0 7 0
<i>Skilled Labour.</i>								
Pattern maker .. .. .	2 6 0	2 0 0	—	—	—	—	—	—
Engine driver, stationary.	1 0 0	—	—	—	—	0 13 4	0 10 8	—
Engine driver, locomotive.	4 8 0	—	—	2 4 0	—	—	—	—
Fireman .. .. .	0 15 0	1 4 0	—	0 14 0	—	0 10 8	0 10 8	—
Greaser .. .. .	0 12 0	—	—	0 14 0	—	—	—	—
Fitter .. .. .	1 7 0	2 0 0	1 4 0	1 0 0	—	1 0 0	0 8 6	1 5 10
Electrician .. .. .	2 5 0	3 8 0	—	3 2 8	—	1 6 11	—	—
Turner .. .. .	1 7 0	—	1 4 3	1 2 6	—	—	—	1 10 0
Blacksmith .. .. .	1 5 0	—	1 6 0	1 2 0	—	1 2 8	—	0 14 4
Moulder .. .. .	1 6 0	1 8 0	1 6 0	0 14 0	—	1 0 0	—	—
Carpenter .. .. .	1 4 0	1 8 0	1 7 0	1 4 0	1 8 0	1 16 8	—	—
Bricklayer or Mason	1 0 0	—	0 15 0	1 4 0	—	—	—	—
Compositor .. .. .	1 1 0	—	—	—	—	—	—	—
<i>Unskilled Labour.</i>								
Male Coolie .. .. .	0 7 0	0 8 0	0 7 0	0 8 0	0 7 0	0 8 0	0 8 0	0 6 0
Female Coolie .. .. .	0 5 6	0 6 6	0 5 6	0 6 0	—	0 5 10	0 5 0	—
Child Coolie .. .. .	0 4 6	0 6 0	—	—	0 4 3	—	—	—

*N.B.*—The Tim Plate Company report as their prevailing wages rates somewhat in excess of those given. For instance it is stated that their daily wage for women coolies is annas 7 and for male coolies annas 9.

C. For the sake of comparison a statement is given below of the average rates of wages of ploughmen and carpenters in the various districts of the province, as they were ascertained at the wage census of Bihar and Orissa held in 1924 :—

Districts.	Carpenters.			Ploughmen		
	Rs.	a.	p.	Rs.	a.	p.
Champanan .. .. .	0	10	3	0	4	0
Saran .. .. .	0	10	3	0	4	6
Muzaffarpur .. .. .	0	7	0	0	4	0
Darbhanga .. .. .	0	8	0	0	3	0
North Monghyr .. .. .	0	7	6	0	3	3
South Monghyr .. .. .	0	10	0	0	3	3
North Bhagalpur .. .. .	0	6	6	0	4	0
South Bhagalpur .. .. .	0	8	0	0	3	6
Purnea... .. .	0	12	0	0	5	0
Santal Parganas .. .. .	0	10	7½	0	4	3
Ranchi .. .. .	0	11	0	0	5	0
Hazaribagh .. .. .	0	11	0	0	6	0
Palamanu .. .. .	1	6	6	0	7	3
Manbhumi .. .. .	1	6	0	0	6	3
Singhbhum .. .. .	0	8	6	0	4	0
Balasore .. .. .	0	10	3	0	4	0
Cuttack .. .. .	0	8	0	0	2	0
Puri .. .. .	0	8	3	0	6	0
Angul .. .. .	0	10	0	—	—	—
Sambalpur .. .. .	0	8	0	—	—	—
Patna .. .. .	0	10	6	0	4	6
Gaya .. .. .	0	10	0	0	3	6
Shahabad .. .. .	0	10	6	0	3	0

#### 97. Movements in Recent Years.

A. Mines.—(i) The rate per tub of coal raised before the war was generally four and a half annas. It was raised during and after the war to eight annas or even nine annas and it has now dropped to a general average of seven annas a tub..

(ii) The fluctuations in average daily wages in six mines in the Jharia coalfields during the last six years are given in the statement below :—

#### Wages of Miners.

Name of Colliery.	1923.		1924.		1925.		1926.		1927.		1928.	
	Rs.	a. p.	Rs.	a. p.	Rs.	a. p.	Rs.	a. p.	Rs.	a. p.	Rs.	a. p.
Jamadoba ..	1	0 0	1	0 0	1	2 6	1	4 9	1	3 3	1	3 9
Bhowra ..	0	14 0	0	14 0	0	14 0	0	14 0	0	14 0	0	14 0
Loyabad ..	0	14 6	0	14 0	0	14 3	0	15 0	0	15 0	0	15 6
Lodna ..	0	10 0	0	11 0	0	15 0	0	15 0	1	1 6	0	15 9
Pure Jharia ..	0	14 6	0	14 6	0	14 6	0	11 3	0	10 6	0	10 9
Bhalgora ..	0	13 6	0	13 6	0	13 6	0	11 0	0	13 0	0	11 9

This statement should, however, be read with the statement showing the variations in output of coal in tons per person employed in the same collieries which is given below :—

#### Output of Coal in Tons per Person employed.

Name of colliery.	1923.	1924.	1925.	1926.	1927.	1928.
Jamadoba ..	0.45	0.43	0.54	0.80	0.81	0.82
Bhowra ..	0.40	0.50	0.50	0.49	0.43	0.44
Loyabad ..	0.48	0.47	0.46	0.58	0.54	0.44
Lodna ..	0.39	0.41	0.50	0.55	0.59	0.58
Pure Jharia ..	0.72	0.92	0.75	0.55	0.48	0.52
Bhalgora ..	0.43	0.43	0.54	0.72	0.70	0.63

These figures represent the output of coal in tons per person, taking into account all persons employed in the colliery during the year, such as miners, loaders, skilled and unskilled workers, both underground and surface as well as office staff.

B. Factories.—A statement compiled from figures furnished by the Chief Inspector of Factories, showing the movement of daily wages in seven typical factories in the province, is given below :—

Statement showing the Movement of Daily Wages in Factories.

Name of Factory.	Year.	Supervision of labour.		Skilled labour.								Unskilled labour.		
		Charge-man of skilled workers.	Charge-man of unskilled workers.	Engine driver loco-motive.	Fireman.	Greaser.	Fitter.	Turner.	Black-smith.	Carpenter.	Bricklayer or mason.	Male coolie.	Female coolie.	Child coolie.
		Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
Tata Iron and Steel Works, Jamshedpur.	1922	8 8 0	1 0 0	5 8 0	0 14 0	—	2 0 0	2 0 0	2 0 0	1 8 0	—	0 7 0	0 5 9	0 6 0
	1925	4 0 0	1 8 0	5 0 0	0 14 0	—	2 0 0	2 0 0	2 0 0	1 8 0	1 8 0	0 7 0	0 5 9	0 5 9
	1928	4 0 0	1 0 0	—	1 4 0	—	2 0 0	—	—	1 8 0	—	0 8 0	0 6 6	0 6 0
Peninsular Tobacco Co., Monghyr.	1922	1 15 0	1 0 0	—	—	—	1 0 11	1 1 3	—	—	—	0 6 6	0 5 0	0 4 6
	1925	3 0 0	1 4 0	—	—	—	2 10 0	1 0 0	1 4 0	0 15 0	0 13 0	0 7 0	0 5 8	0 4 6
	1928	3 0 0	1 8 0	—	—	—	1 4 0	1 4 3	1 6 0	1 7 0	0 15 0	0 7 0	0 5 6	—
Tinplate Co. of India, Golmuri.	1923	4 6 0	1 8 0	—	—	1 6 0	2 0 0	2 4 0	1 12 0	1 9 0	1 12 0	0 8 0	0 6 0	—
	1925	3 8 0	3 0 0	—	0 14 0	1 0 0	1 0 0	1 6 0	1 0 0	1 4 0	1 4 0	0 8 0	0 6 0	—
	1928	3 0 0	1 4 0	2 4 0	0 14 0	0 14 0	1 0 0	1 2 0	1 2 0	1 4 0	1 4 0	0 8 0	0 6 0	—
Sugar Works, Marbaura ..	1922	2 10 7	1 0 6	—	—	—	—	—	—	1 5 0	—	0 6 3	—	—
	1925	2 12 0	0 10 0	—	—	—	—	—	—	1 5 3	—	0 6 6	—	0 4 3
	1928	2 12 0	0 9 6	—	—	—	—	—	—	1 8 0	—	0 7 0	—	0 4 3
Sree Biharji Oil Mill, Patna.	1922	2 8 0	1 10 8	—	0 9 0	0 6 11	1 0 0	—	1 2 8	—	—	0 6 11	0 5 4	—
	1925	2 10 8	1 13 4	—	0 10 8	—	1 1 0	—	1 2 8	1 8 0	—	0 7 0	0 6 4	—
	1928	3 5 4	1 13 4	—	0 10 8	—	1 1 0	—	1 2 8	1 10 8	—	0 6 0	0 5 10	—
Rice Mill, Dinapur ..	1924	1 5 4	1 0 0	—	0 10 8	—	—	—	—	—	—	0 7 0	0 6 0	—
	1925	1 5 4	1 0 0	—	0 11 2	—	0 14 11	—	—	—	—	0 8 0	0 6 0	—
	1928	1 5 4	0 10 8	—	0 10 8	—	0 8 6	—	—	—	—	0 8 0	0 5 0	—
Arthur Butler and Company, Muzaffarpur.	1922	1 8 0	0 8 0	—	—	—	1 0 0	1 5 4	0 9 7	—	—	0 5 4	—	—
	1925	1 13 4	0 6 8	—	—	—	1 0 0	1 8 0	0 10 8	—	—	0 5 4	—	—
	1928	2 2 8	0 7 0	—	—	—	1 5 10	1 10 0	0 14 4	—	—	0 6 0	—	—

The Tin Plate Company report that the movement in wages in recent years has been upwards and give the following as their average monthly wages per head for all labour.

	Rs.
1926 .. .. .	32·37
1927 .. .. .	31·58
1928 .. .. .	31·68
1929, March, including bonus .. .. .	37·8

The company points out that though these figures seem to contradict the statement that wages have moved upwards, it must be remembered that in order to start up the plant the company had to pay higher rates than were warranted in order to attract and retain men and also to engage more men than were necessary in the hope of training them. None of these original men have been reduced and even to-day the company reports that it is paying Rs. 2-8-0 for doing Rs. 1-8-0 job. Men engaged after the plant was well started had to start at the bottom, and the introduction of the properly graded scale caused the apparent drop in wages in 1927 and 1928.

#### 98. Amounts sent to Villages.

The statement given below shows the amount sent to villages from July, 1928, to June, 1929, inclusive, from :—(a) All post offices in the coalfields, Rs. 40,11,032. (b) Jamshedpur, Sakchi and Tatanagar post offices, Rs. 28,39,366. (c) Golmuri post office, Rs. 3,32,394.

There is a drop in remittances from the coalfields in November and again in June. In November it is due to the departure of labour for the harvesting and in June to the departure of labour for sowing. The only noticeable drops in the Jamshedpur and Golmuri figures are the drop in remittances in the intensive period Jamshedpur strike and at the beginning of the Tin Plate strike.

Generally, it is estimated that the miner in the minefields can save from 8 annas to Rs. 1.8 per week, and that this amount of money is generally sent by the miner to his home village, but this can only be a rough figure.

#### 99. Payment in Kind and Allied Problems.

(a) Practically no wages are paid in kind, though in some instances fooding is given in addition to wages.

(b) In some cases arrangements are made to enable employees to purchase commodities cheaply by a system of permits or other means of guaranteeing to the tradesman payment from the wage bill, but these are voluntary methods. Instances are given below :—

*Indian Copper Corporation* allows its unskilled workmen credit up to one-third of the weekly wage.

*Himgir Rampur Coal Company.*—Facilities are given by the company to labour to procure rations at the bazaar held on colliery premises every Sunday.

With the consent of the debtor and in his presence payments are occasionally made in part to creditors of employees.

#### 100. Extent and Effect of Payment through Contractors.

In those mines in which the contractor system is in force, the miner and unskilled labour is paid by the contractor, though generally skilled labour is paid by the management. The contractor, however, is bound to pay a more or less similar wage to that existing in the remainder of the minefield, as otherwise the labour would not remain.

#### 101. Methods of Fixing Wages.

*Jharia Mine Field.*—There is no recognized system by which wages have been fixed in the coalfields for skilled or unskilled labour and they are not standardized.

1. *Factories.*—In general, wages have not been fixed either by negotiated agreements or by any other means. Thus it is found that wages vary fairly considerably even in the same area, as the figures given below showing the rates of wages for (a) Tatas and Tinplate Company, which are both situated in Jamshedpur, and b) the

figures of the Locomotive Works at Jamalpur, and the Peninsular Tobacco Company, both of whom are situated in the neighbourhood of Monghyr, will show :—

*Rates of Wages, 1928.*

Class of worker.	Tata Company.	Tinplate Company.	Loco Works, Jamalpur.	Peninsular Tobacco Company.
<i>Supervision of Labour.</i>	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
Chargeman of—				
Skilled workers .. ..	4 0 0	3 0 0	4 0 0	3 0 0
Unskilled workers .. ..	1 0 0	1 4 0	—	—
Skilled labour—				
Fireman .. .. .	1 4 0	0 14 0	—	—
Fitter .. .. .	2 0 0	1 0 0	—	—
Electrician .. .. .	2 8 0	3 2 0	—	—
Moulder .. .. .	1 8 0	0 14 0	—	—
Carpenter .. .. .	1 8 0	1 4 0	—	—
Unskilled labour—				
Male cooly .. .. .	—	—	0 6 0	0 7 0
Female cooly .. .. .	—	—	0 6 0	0 5 6

2. In the sugar industry in North Bihar there is apparently no attempt made to fix wages for the industry, and wages vary fairly considerably between the various concerns.

3. Messrs. Tata Iron and Steel Company report that there are standard rates fixed by a Rates Committee for the various grades and classes of labour employed throughout the steel works. This Rates Committee is composed of certain departmental superintendents who are in close touch with the labour employed in the plant and with the nature of work performed by the various grades of labour in each department.

4. Indian Cable Company report that the rate paid is decided by the supervisory staff and is graded according to the efficiency, working conditions and services of the employee. The amounts paid to the sub-supervisory staff are rated by negotiated agreements.

#### 102. Basis of Payment for Overtime and Sunday Work.

Such information as is available is given in answer to question (55) (ii).

#### 103. Extent of Standardization.

(a) Wages are not standardized throughout any industry. In the coalfields the Chief Inspector of Mines reports that no attempt has been made to standardize wages though they are more or less uniform throughout the field. In the sugar industry there is no attempt to standardize the rates for the various classes of labour throughout the industry.

(b) As regards standardization of wages for particular jobs in a factory, a question was raised in the strike at Tata's Iron and Steel Company in 1928, and the company now reports that standardization is carried out as far as can possibly be done in order to minimize complaints which were frequently made that men when engaged are promised certain rates and eventually they find that they get somewhat less. Under the standardization scheme each job is rated and every employee understands what his minimum and maximum rate will be in that grade and what he can expect when promoted from it to other grades. This has the advantage of rating all men doing the same work so as to yield the same or about the same remuneration irrespective of the department in which employees are working. In the Indian Cable Company wages are standardized for the same class of work. In the Tin Plate Company wages are standardized where men perform the same kind of work,

with the exceptions that some mechanics who are particularly efficient receive higher rates than others and some old workmen are still receiving higher rates than the rate of the job.

#### 104. Effect of Wage Changes on Labour Supply.

1. Wage changes may be said to have practically no effect on labour supply. In the coalfields it is commonly stated that an increase in the rate paid per tub of coal raised is likely to be followed by a decrease in output. This statement was also commonly made at the strike period of 1920-21, when the Deputy Commissioner reported :—

“ I tried to obtain some figures on this point, but the conditions vary so greatly from time to time and the factors which determine the amount of output are so many, that I could find no proof one way or the other. So far as I can judge, however, a sober and industrious man does not relax his work because he gets better pay, but I should say that the tendency of the less industrious class is undoubtedly to work only when they require money and to be idle when they have money in their pockets, and to this extent a raising of wages means a lessening of effort.”

The Indian Mining Federation reports that the raising of wages in 1921 by roughly 25 per cent. had the result that the average working days per week dropped from 6 to 4½.

The facts that :—(a) In some mines an increase in the rate per tub raised on Monday is offered and yet fails to attract any appreciable number of miners to work on that day, (b) all colliery managers consulted stated that an increase of rates per tub in the busy cultivation seasons would not prevent the miner leaving the mine at those seasons, seem to show that a rise in wages would not be followed by any increase in the labour supply, as the labour works when it wants to and then only.

2. The Tata Iron and Steel Company report that wage changes do not affect the company. There have never been any changes made by the steel company in the wages of its labour except to increase them.

#### 105. Minimum Wages.

1. Unskilled labour is generally agricultural and turns to industry to obtain additional earnings to the family budget. The industrial wages of unskilled labour must bear a close relation to agricultural wages, and in order to attract labour to industry the wages paid must necessarily be considerably higher than agricultural wages. Thus, in North Bihar in the sugar factories casual unskilled labour is paid an average of Rs. 3 a week, whereas an agricultural labourer cannot command more than Rs. 2; but even so, in busy agricultural seasons the factories find a tendency among their workers to revert to agriculture. In the colliery area there is no evidence that the rates paid are low, and there is little doubt the miner could, on the average, earn considerably more than he does at present if he was prepared to work more regularly. It may be noted that in the recent Jamshedpur strike in 1928, a demand was put forward by the workers in the middle of the strike that a minimum wage of Rs. 1-2-0 a day should be fixed, but this demand was not strenuously pressed, and no decision was come to on it in the final settlement. The local Government are of opinion that there is no necessity to fix by statute a minimum wage for unskilled labour.

2. With regard to skilled labour, figures obtained show that the rates vary even in the same neighbourhood. The variation is quite probably the result of differences in the nature of the work done, though it is possible also that in the absence of Trade Unions a skilled worker is sometimes forced to accept a wage less than he is entitled to. The local Government are, however, of opinion that at present the conditions of industry and the rates of wages are not sufficiently established to make the fixation of a minimum wage feasible at present.

3. The Jamshedpur Labour Association, however, considers that minimum wages should be fixed by legislation, with due consideration to standard of living, nature of work and climatic conditions.

#### 106. Deductions.

(i) An inquiry which was made in 1927 indicated generally that employers did not resort frequently to the use of fines, but that occasionally such fines were inflicted

for breaches of discipline, damage to plant, negligence of duty, disobedience, etc., but the amount of such fines was very small. Some instances of present practice are given below :—

*Peninsular Tobacco Company, Monghyr.*—Fines or deductions are imposed only for breaches of discipline, continued bad work or wilful damage, and then only when all disciplinary measures have failed. There are no hard and fast rules.

*Jharia Mining Settlement.*—The imposition of fines is not prevalent in the coal-fields. When fines are imposed on rare occasions they are ordinarily a punishment for breaches of discipline. There can be no regular or extensive system of fining in the coalfields as labour is in demand, and therefore in a strong position and would be able to contest any excessive or unjustified fining.

*Tata Iron and Steel Company* used to inflict fines for (a) culpable negligence and the loss of or damage to employer's property, (b) loss of nickel or bronze tokens issued for the purpose of identification, but now report that fining as a form of punishment for delinquency has practically been eliminated, as can be seen from the following figures of the amounts collected in fines during the last three years :—

					Rs.
1925-26	..	..	..	..	10,854
1926-27	..	..	..	..	5,039
1927-28	..	..	..	..	334

*The Tin Plate Company.*—Fining has been completely discontinued in the company since the beginning of 1928.

*Tatanagar Foundry.*—As a rule no fines are inflicted nor are there any other deductions from the wages.

*Indian Cable Company.*—Make no deductions or fines except that a man pays for any of the company's tools or properties that he loses. Deduction is only made in the case of loss and not for breakage or damage, and is considered by the company to be essential to reduce theft.

*The Mica Mines at Saphi, Bhanekhap and Chalkhari.*—At first a verbal warning is given to the workman. If that warning does not prove to be effective, the workman is only paid half a day's wages. In exceptional cases where the labourer is found idle several times in a day, he is fined the whole day's wages. Such fines are not shown separately, but the attendance is not marked in the registers at all, or only half a day's attendance is shown to the credit of the workman as the case may be.

*Lalpur Lac Factory.*—No fines are regularly imposed, but occasionally when workmen destroy materials half the price is levied from them.

*Hindpuri Lac Factory.*—Fines workmen whose outturn is very much below the average and devotes the proceeds to rewarding good workmen. In no case does the fine exceed 25 per cent.

*Jajpla Cement Works.*—The system of fining here is practically non-existent, and if ever a fine is imposed the employee who is fined is allowed to redeem the amount of fine by subsequent good work.

*Arthur Butler and Company.*—No system of fining is adopted, and the manager reports that experience has taught that where any man has transgressed sufficiently to merit an effectual fine, it is wiser to dismiss him, for if a fine is inflicted, the amount is invariably recouped by stealing or in other ways.

*Sugar Factories.*—Fines are not generally imposed.

*Rice and Oil Mills.*—Practice varies. In some cases, as in the Aryan Mills, Dinapore Rice Mill, Shree Biharji Mills, Patna, fines are inflicted for slackness and negligence of duty. In other cases, such as Shree Das Rice Mills, Shri Mahabirji Rice and Oil Mills, Darbhanga, they are not.

These instances seem to show that the extent of fining is very moderate throughout the province, and does not disclose any abuse of power necessitating legislation.

(iii) *Utilisation of fines.*—Fines are either utilized for some charitable purpose or in some cases the worker is allowed to earn back his fine by good work on subsequent occasions. Instances of the manner in which fines are utilized are given below.

*Tata Iron and Steel Company.*—Fines are utilized for hospital fund.

*Peninsular Tobacco Company.*—Fines are credited to a special account maintained by the company and used for the relief of employees or their family in deserving cases.

*Aryan Mills.*—Fines are credited to a charity fund from which prizes are given to those doing good work.

*Shree Bihariji Mills.*—Fines were paid to the local *Gaoshala*.

*Indian Cable Company.*—The money deducted is used to replace the article lost.

(iv) After consultation with the local officials, who were almost unanimously opposed to any special legislation being undertaken and in agreement with the Commissioners of each of the five divisions of the province, the local Government formed the opinion in 1927 that the statutory prohibition of fines is not desirable, and would have unfortunate results for the workmen themselves, while so far as conditions in this province are concerned no special legislative measures of any kind are required to remedy or prevent abuses in the imposition of fines. There has been no change in the position regarding fining, and the local Government are still of the same opinion.

### 107. Periods of Wage Payment.

(i) An enquiry was made in 1924, and the results of this enquiry have been incorporated in the Bulletin of Indian Industries and Labour No. 34.

There has been no material alteration since that date.

(ii) *Periods elapsing before payment.*—Generally there has been no material alteration since the enquiry of 1924, the results of which are also published in the same Bulletin.

Messrs. Tata's Iron and Steel Works, however, report that they have been able to shorten the waiting period for the payment of labour on monthly rates. Previously the company had reported that their monthly rated men who were mostly skilled were paid between 5th–18th of the succeeding months. The company now reports that all are paid generally by the 12th and invariably by the 15th.

(iii) (1) The local Government are of opinion that conditions in this province are not such as to require legislation either for the regulation of periods of payment or to prevent delay in payment.

(2) The proposal for a weekly payment bill made by Diwan Chaman Lall was examined by the local Government in 1924, and it was found that the employers generally disliked the idea because of the increased cost in the economically unproductive work of accounting, and it was urged that if the experiment was to be tried it should at least be confined in the first instance to mines and factories where, as a matter of fact, weekly payment system is widely in force already. It was also found that weekly payment (where not at present in force) was apparently not generally desired by workers.

The manager of the Bengal Iron Company took a referendum among his staff and found some 4,500 employees among the staff in favour of monthly payment, while some 200 only desired weekly payments.

The Jamshedpur Labour Association regarded the Bill with apprehension as likely to deprive the monthly paid staff of payment for holidays and other privileges and concessions which they now enjoy.

It may also be noted that in the terms of settlement that were offered by the Tin Plate Company Union before the strike the company accepted the workmen's desire to be paid monthly instead of weekly.

(3) No dissatisfaction with regard to periods of wage payment has ever come to the notice of the local Government. When strikes have occurred at Jamshedpur, Jaisalpur and other places no such dissatisfaction has ever been expressed by the strikers. So far as the larger industries are concerned payment of wages is invariably made as soon as the necessary accountancy can be concluded, while in the smaller industrial concerns no great delay occurs.

In the mining industry the figures on page 24 of Bulletin No. 34 show that there is no delay in the payment of wages by colliery proprietors, and in the Jharia coalfields wages are paid weekly.

In the case of Tata's Iron and Steel Company the number of employees is approximately 29,000, of whom between 12,000 to 14,000 are paid weekly, while the rest are paid monthly, and payments are made by this company as early as possible (and the company have already reduced the waiting period since 1924, and are taking steps to reduce it further), and it is stated that it would be impracticable for a company employing so large a staff to comply with the proposed periods that were suggested by the Government of India in letter No. L.1391 of the 28th July, 1926.



In the Jamalpur workshops of the East Indian Railway 15,000 workmen are employed and wages are paid monthly on the 15th of the succeeding month, and at the East Indian Railway strike in 1922 no complaint was made by the strikers with regard to the period of their wage payment.

The Peninsular Tobacco Company employs 6,000 men, and wages are paid monthly not later than the 10th day of the month following that in which wages are earned. The company have stated that this system is best appreciated by their employees, and is more likely to keep them out of debt than payment for a shorter period.

(iv) *Treatment of unclaimed wages.*—The local Government have little information on the matter, but are of opinion that cases of unclaimed wages probably seldom arise in this province. The following reports from companies have been received. In Messrs. Tata Iron and Steel Company the unclaimed wages are ultimately absorbed into the workmen's pension and gratuity fund. In Messrs. East Indian Railway Company's workshops at Jamshedpur unclaimed wages are paid on subsequent demand. In the Tin Plate Company it is reported that unclaimed wages are used as a charity fund entirely for the benefit of Indian workmen, and that a statement of unclaimed wages is available.

### 108. Indebtedness.

*Jharia coalfield.*—Generally labour is indebted to some extent to the moneylenders in the bazar. The extent of such indebtedness is probably not very large. The mine managers generally report that it does not exceed one week's wages. The extent of indebtedness varies, according to some mine managers, with caste and social customs. Non-residential labour (e.g., Santalis) as a rule does not borrow at the colliery, but residential labour, such as surface loading coolies, e.g., *Dusadhs* and *Bhuias* borrow from shopkeepers and *Kabulis*. Skilled workers frequently receive advances from companies, but these are invariably repaid. One labour contractor makes the following report regarding the expenditure of workers: "The Central Provinces labour (that is labour from the Central Provinces and the United Provinces) gamble most. All classes drink, the *Dusadhs* being about the worst. The Central Provinces and Madras save most; they earn more than ordinary miners. The Santalis appear ordinarily to be a saving caste, but they save probably to drink in their villages.

### 109. Bonus and Profit-sharing Schemes.

*Jharia coal mines.*—There is no profit-sharing scheme in the coalfield, and the only bonuses that are paid are those paid to miners in some collieries for working six days a week or for loading extra tubs. Labour contractors also sometimes pay a similar bonus to miners who raise extra tubs.

*Factories.*—The following companies report the existence of bonus schemes.

1. *Messrs. Tata's Iron and Steel Company.*—There are various types of bonus schemes which are detailed in the Company's memorandum.

2. *Messrs. Tata's Agrico Company.*—Most of the actual production and finishing work is performed on piece-work rates, but a bonus scheme has been worked out for the non-production staff by which those engaged on non-production work based on the output of tools, which can be handled without any increase in the non-productive labour force.

3. *Tin Plate Company.*—A percentage of salary is paid as a bonus on production. The percentage increases with the output. On the hot mills, where men work in crews, bonus is paid on the production obtained by each crew. The rest of the plant is paid the average of the hot mill crew's bonus calculated on individual earnings. This scheme was, however, only in force from the 1st March, 1929, until the strike broke out on the 7th April, 1929.

### 110. Annual Leave.

(i) *Messrs. Tata Iron and Steel Company* report that, except in a few cases among the higher grades of the supervisory staff, leave is availed of as it becomes due, and is in many cases overdrawn.

*Kuchwar Lime and Stone Company* report that leave is usually taken in short periods during the course of the year. The clerical staff seldom avail themselves of the full leave allowed; the total leave taken by other permanent employees is usually not less than the period sanctioned.

*Jharia coalfield.*—Unskilled labour remain absent from work as they like. In the case of skilled labour they are apt to return to their homes on leave at least once a year.

(ii) It may generally be stated that "monthly rated" staff is granted an adequate amount of leave by its employer. In the case of "daily rated" staff procedure varies. Where the work is more or less regular or organized, it is probable that leave will be granted, if required. Where, however, a worker is able to absent himself at will, leave will generally not be granted. Reports regarding the leave facilities granted are given below :—

*Tata Iron and Steel Company.*—(1) All monthly rated employees are allowed :—  
(a) One month's privilege leave, five days' casual leave, two days' festival leave with pay only, all of which may be combined, and (b) six months' leave on half-pay or three months' leave on full pay after seven completed years of service.

(2) Daily rated staff—

14 days' leave and two days' festival leave with full pay.

Employees can utilize leave earned on full pay to cover time lost by sickness and leave earned does not lapse if not taken.

*In the Tin Plate Company.*—Daily rated employees are only granted leave with pay for two days' festival leave per annum. Monthly rated employees are granted 14 days' privilege leave, five days' sick leave, and two days' festival leave per annum with pay.

*Tatanagar Foundry.*—Monthly rated men get one month's leave with pay in the year. As attendance of daily rated men is optional, no leave is allowed. Generally they attend regularly, but rare cases have arisen when daily rated men have been replaced on account of their long absence and irregular attendance.

*Sone Valley Portland Cement Company.*—The staff are allowed one month's leave per year and labour in accordance with the Mines and Factory Act. The amount taken by the staff varies considerably.

*Kalyanpur Lime Works, Limited.*—There is no standing rule, but leave to the extent of 10 days to a month is given during the year.

*Bengal Iron Company.*—Skilled labour is allowed 17 days' leave on full pay and extra on special occasions.

*Peminsular Tobacco Company.*—The factory is closed on the usual festival days, and 10 to 12 days' holiday is given as a matter of rule during the Durga Puja festival, and extensions to this period are allowed to those employees who have made arrangements to leave Monghyr.

*Jharia coalfields.*—No leave is given to unskilled labour which absents itself when it likes. Skilled labour is frequently given leave by arrangement with the management, the amount dependent on the length and approved nature of the employee's service.

#### 111. Desirability of Fair Wages Clause in Public Contracts.

The local Government are at present unable to express any opinion.

### XIII.—INDUSTRIAL EFFICIENCY OF WORKERS.

#### 112. Comparative Changes in Efficiency of Indian Workers in Recent Years.

*A. Factories.*—Most of the unskilled labour are recruits who have arrived from agricultural pursuits or rural areas, and are quite unfamiliar with machinery or factory plant or factory discipline. At first they are in strange surroundings, and it takes them some time to get used to such conditions. Previously this class did not generally (though there were exceptions) stick to the work for any great length of time and their efficiency was low, but in recent times owing to pressure on the land there is a greater tendency amongst this class to stick to the work and in so far as this has happened there is slightly greater efficiency. Semi-skilled and skilled workers stick more regularly to the work, and in course of time rise to the position of subordinate supervising staff, and in the small industries these skilled men become engineers or mistris. It is stated that in this class greater efficiency is perceptible during recent years.

Messrs. Tata Iron and Steel Company state that in their opinion there has been an increase in the efficiency of Indian workmen during recent years, but the labour turnover is still too great to state to what extent with any degree of accuracy. Labour unrest has, however, to a certain extent prevented the increase in efficiency which the company would otherwise have expected.

A statement that has been furnished by Messrs. Tata's Iron and Steel Company for the financial years 1923-24 to 1927-28 (the year 1928-1929 was not a normal

year consequent on the disorganisation arising out of the strike) shows that the number of tons produced per man per annum has steadily increased in each year in the following departments :—

Coke ovens, blast furnaces (pig iron), open hearth (steel ingots), duplex plant (steel ingots), new blooming mill, new rail mill, merchant mill, sheet bar and billet mill, sheet mill.

That there has been some reduction in the output per ton per man in the old blooming mill, the old rail mill, the old bar mill, while the production in the plate mill has remained more or less stationary.

Indian Cable Co. report a moderate increase in efficiency, while the Bengal Iron Co. say that efficiency is about the same.

The Tin Plate Company of India report that there has been no change in the efficiency of unskilled workers or of such classes as fitters, machinists, blacksmiths or carpenters who come to the company having already learnt their trade. The Company has also not been working sufficiently long for the apprentices who are employed in the mechanical and electrical departments, to make any appreciable effect on their labour supply. In the case of skilled labour in this Company it is, however, reported that progress has been made and men have now been trained for all positions in the hot mills, and Indian foremen and instructors are employed, though it is still necessary to employ expert covenanted hands in jobs requiring the finer points of judgment in the hot mills. In other departments Indian shearers picklers, annealers, tin house operators and sorters are employed, and it is reported that little difficulty is experienced in training new men in a short time. There are no covenanted superintendents in the time office, stores, mechanical, electrical, machine shop and traffic, etc., which are all superintended by local men who have risen from ranks.

*B. Coal Mines.*—The Indian Mining Association considers that there has been an advance in efficiency among the skilled labour, but not in the case of unskilled labour. The Mining Federation considers that there has been no increase in efficiency. Various mine managers have formed various opinions—one states that there has been a general increase in efficiency, others that there has been no increase, and others that the increase is only in the case of skilled labour.

### 113. Comparative Efficiency of Indian and Foreign Workers.

It is somewhat early to compare the respective efficiency of Indian and foreign workers. The industrial system in India on modern lines is of much more recent date than in most other industrial countries, and except to a very small extent there is hardly an industrial class in this province used to industrial life and factory machinery. The home life of the recruit is quite foreign to modern mechanical or industrial conceptions, and at the factories the recruit has small opportunity of acquiring higher or theoretical knowledge of the plant he operates, and his only knowledge is based on practical experience. Naturally, therefore, as conditions exist at present the Indian workman is not equal to the workman in industrial countries in point of efficiency.

Tata's Iron and Steel Company, who have experience of both Indian and foreign workers, state that they employ in relation to output a far greater number of employees than a similar works would in western countries. India is mainly an agricultural country, and the workmen of the iron and steel industry do not have the experience or skill of the workmen in those countries where the industry has long been established. Climatic conditions also operate to the disadvantage of Indian workmen, and the education, health, physique and standard of living generally are lower than is to be found in western countries, which adversely affects the efficiency of local workers. It may, however, be noted in connection with this company that the figures furnished in answer to question 11 show that the reduction in the number of covenanted employees has been accomplished concurrently with an increase in the average monthly output in tons.

The Tin Plate Company report that the Indian worker is not so efficient as the European or American tin worker. In the hot mills, for instance, they state their mills work on the double mill, three part system and carry crews of 42 men per mill, whereas on similar mills in the United States the crew number is only 18. In 1926 the Company employed 2,734 employees, excluding those who are not properly part of the work organisations. It was stated by the Welsh Plate and Sheet Manufacturers Association in their evidence before the Tariff Board that the total number of employees for a six-mill equipment similar to that of the Tin Plate Company operating three shifts and producing 36,000 tin plates per annum would be between 700 and 720. In 1927 (the last year of normal working) the Tin Plate

Company's output was 43,191 tins of finished plate, and therefore the labour ratio of the Tin Plate Company as compared to that of the Welsh Plate Association was 1 : 3. Since 1927 further improvement has been made, and the company now estimates that the ratio would be 1 : 2.8.

#### 114. Extent to which Comparisons are Effected by—

(i) The frequent absenteeism of unskilled workers, to which reference has been made in answer to question 7, undoubtedly impairs their efficiency, even though a tendency is now noticeable for workers who have had experience in industrial concerns to return to such concerns after periods of absence.

(ii) *Use of machinery*, (iii) *Comparative efficiency of plant*.—The Chief Inspector of Factories reports that the arrangement of the factory plant, its working and sometimes the plant itself are frequently of an obsolete nature and mechanical transport or handling of goods save in the largest and most up-to-date industries is unknown. Efficiency and output consequently suffer. This, however, is not true of the larger and more up-to-date industries, for instance the plant in Messrs. Tata Iron and Steel Company and in the Tin Plate Company is of a very modern and efficient type, and similarly in the case of many other companies. At the same time in the smaller companies there is undoubtedly considerable force in the remark of the officiating Chief Inspector of Factories that output and efficiency are diminished by inefficient plants.

(v) *Physique*, (vi) *Health*.—The physique and health of industrial workers is no worse than that of ordinary agricultural workers, and is probably little if any worse than that of industrial workers in other parts of the world. Neither of these points, therefore, should affect the comparison in efficiency of Indian and foreign workers.

The Tin Plate Company, however, reports that in their opinion the average Indian physique and health is not as good as that of foreign workers.

(vii) *Education*.—The Chief Inspector of Factories estimates that fully 95 to 98 per cent. of workmen have no elementary education. The answers to questions dealing with education show that little is being done in the way of night schools, and until compulsory education is introduced, even if such schools existed, they would be little attended. In all industries lack of education is a serious handicap to the attainment of any great degree of efficiency.

(viii) *Standard of living*.—The Indian workman's diet is generally not suitable and produces insufficient energy for sustained effort. It is, however, what he is used to. Until he is educated to appreciate the value of a higher standard of living, it will be useless to expect such higher standard of living merely from an increase in wages.

(ix) *Climate*.—The climate undoubtedly affects adversely production. Reference may be made to the figures given for production compared with the number of miners employed for Loyabad colliery in answer to question (8) (iii). It will be seen that in August and September the number of tons cut per miner working was considerably less than in the other months of the year. An enquiry was made from the company to try to ascertain the reason for this, but no reply has yet been received. Unless there is any particular reason for the drop it may perhaps show that in the humid months of August and September the energy of the miner is reduced with consequent reduction in output.

### XIV.—TRADE COMBINATIONS.

#### 117.—(i) Extent of Organisation of Employers.

The following employers' organizations exist:—(a) The Indian Mining Association—an association of owners of European controlled mines. (b) The Indian Mining Federation—an association of owners of Indian controlled mines. (c) The Kodarma Mica Mining Association. (d) The Bihar and Orissa Mica Association, Giridih. (e) The Bihar and Orissa Chamber of Commerce. (f) The Bihar Planters' Association—an association of Indigo planters and other planters in North Bihar. (g) The Indian Metallurgical Association.

The activities of these associations may be said to centre rather in trading conditions than in labour conditions, though the committees of the various associations are always prepared to enter into communication with Government and furnish opinions on any matters connected with labour.

There are also two associations of mine managers—the Association of Colliery Managers in India, and the Indian Mine Managers' Association.

**(ii) Extent of Organization of Employed.**

Besides the registered trade unions, the only organizations of employed, other than railway organizations worthy of note are (a) Jamshedpur Labour Association, and (b) Indian Colliery Employees Association.

(a) *Jamshedpur Labour Association.*—This association was formed in 1920, and was offered recognition by the company in 1921 on certain conditions, the chief of which was that membership must be confined to the company's employees. As, however, its promoters and secretaries were not company's employees recognition was not extended to it at that time. After 1922 the Association was reorganized, with Mr. C. F. Andrews as its President, and was eventually recognised by the company. During the strike of 1928 the Association was recognised by the company as the official mouthpiece of the men, though it had actually ceased to have any great influence with a large number of the strikers. The Association reports that its activities are directed to looking after the welfare of its members as regards their economic, social, moral, educational and physical development.

(b) *Indian Colliery Employees' Association, Jharia.*—This Association was formed in 1920, and according to its annual report of 1928 now has a membership of approximately 2,000, of whom 1,500 are "actual picks, and other miners," and the rest are the general office and outdoor staff of the collieries.

All colliery employees and miners are eligible for membership of the Association and the affairs of the Association are managed by an Executive Committee of 21 members who are elected by votes at the annual general meeting of the Association. From amongst the members of the executive, one president, one vice-president, one honorary secretary and one auditor are elected for the year and there are also three paid permanent assistants.

During the year 1928 the Association states that steps were taken to redress the grievances of individual members and other mine workers in about 100 cases—7 were under Workmen's Compensation Act, 83 non-payment and irregular payment of wages, and the rest under miscellaneous heads. In the compensation cases, compensation was realized and paid to claimants by contest in the court, while the majority of the other cases were settled by compromise though some were rejected for want of proper grounds.

**120. Individual Trade Unions.**

(iii) All registered Trade Unions have now been recognized by employees. The Jamshedpur Labour Association is also recognized by the employers.

**121. Trade Unions Act, 1926.**

(i) Only three Unions have been registered up to date :—(a) The East Indian Railway Union. (b) The Labour Federation at Jamshedpur. (c) The Gulumuri Tin Plate Works Union.

In the case of all these three unions the executive includes a person or persons who are not personally engaged in the industry in which the members as a body are employed.

(ii) As two of the Unions have at present not been registered for a year it is too early yet to express any adequate opinion on the effects of the Act. It may, however, be noted that in the Jamshedpur strike of 1928 the strike was under the control of no registered union, nor even of the Labour Association which is not registered.

(iii) *Possible Amendments.*—The local Government have no suggestions to make.

**XV.—INDUSTRIAL DISPUTES.****123. Extent of Strikes and Lockouts.**

A statement is given below showing the duration, number of strikers, and maximum number of persons affected for all important strikes (other than railway strikes) that occurred in the Province between 1920 and 1924 and for all strikes (other than railway strikes) that have occurred since that date. It will be seen that during this period no strike was reported from the Jharia coalfield. There, was however, what may be called a "strike period" in the Jharia coalfield in the winter

of 1920-21, when there were a number of small strikes. These strikes were, however, of short duration and not very important. It was thought at the time that there was some risk of a general strike in the coalfield, but such general strike never materialised

Name of industrial concern.	Duration.	Number of strikers.	Maximum number of persons affected.
1. Government Printing, Gulzarbagh.	10th February, 1922 to 28th March, 1922.	233	317
2. Kumardhubi Iron Works.	25th November, 1920 to 2nd December, 1920 again 3rd January, 1921 to 22nd January, 1921.	1,000	1,000
3. Tata Iron and Steel Works.	19th September, 1922, 10 p.m. to 23rd October, 1922, 6 a.m.	Maximum 19,000 of whom 14,000 resumed before the strike ended.	30,000
4. Tin Plate Company of India, Limited, Hot Mill Department.	31st March, 1924, to 6th April, 1924.	1,000	1,000
5. Tin Plate Company Cold Mill.	3rd January, 1925, to 8th January, 1925.	50	50
6. Shellac Manufacture, Jhalda.	6th August, 1926, to 19th August, 1926.	500	500
7. Shellac Manufacture, Balarampur.	13th August, 1926, to 28th August, 1926.	500	500
8. Tata Iron and Steel Works, Open Hearth Department.	2 hours on 11th April, 1927.	No information.	No information.
9. Tata Iron and Steel Works Duplex Plant.	1 day, 1927.	No information.	No information.
10. Tata Iron and Steel Works Hot Mill and Shearing Shaft of Sheet Mill.	Tuesday, Friday, in December, 1927.	No information.	No information.
11. Tata Iron and Steel Works Electrical Department.	17th February, 1928, to 23rd February, 1928.	1,100	1,100
12. Tata Iron and Steel Works, Rail Finishing Mill.	15th March, 1928, to 25th March, 1928.	700	700
13. Messrs. Christien and Company Mica Splitting Factory.	16th March, 1928, to 23rd March, 1928.	596	630
14. Jessop and Company, Jamshedpur.	4th April, 1928, to 12th April, 1928.	200	700
15. Tata Iron and Steel Works, Jamshedpur.	21st April, 1928, to 13th September, 1928.	17,500 (inside workers).	*20,000 (inside workers).
16. Tin Plate Works, Golmuri.	6th April, 1928, still progressing.	2,800	3,000

\* 9,000—10,000 persons (outside workers) were also affected.

(iv) *Loss to industry and workers.*—The Deputy Commissioner of Singhbhum estimates that in the Tata's Iron Steel Company strike of 1928, the direct loss to the company was a crore of rupees while the indirect loss from general dislocation of business is not estimated. He also estimates that approximately the number of

working days lost was a million and a half and that, therefore, the men lost about 30 lakhs of rupees. A subsidiary loss occurred to the Tin Plate Works where the company continued to pay wages for full-time though the amount of steel being received by them was only sufficient to enable half-time work to be done. The loss to this company by doing this is estimated at 2½ lakhs.

#### 124. Conciliation and Arbitration Machinery.

(ii) The district officials while maintaining an attitude of strict neutrality are always prepared to listen to both parties and to communicate if desired the view of one party to the other.

Certain non-official gentlemen have taken considerable part in some strikes, more particularly the larger strikes, and have been in some cases of considerable help in bringing the disputes to settlement.

(v) Generally full opportunity appears to be allowed for workpeople to make representations. Though there has been among some employers a tendency not to receive representations from their workmen, unless such representations are presented by one or more of their workmen and not by outsiders.

#### 125. Trade Disputes Act.

(a) The local Government have at present had no experience of the working of the Act and have therefore no points to raise in connection with it.

(b) An application was received from the representatives of the workers in the Tin Plate Works strike for action to be taken under the Trade Disputes Act, but for reasons which have already been reported to the Government of India, it was decided that it would be in the special circumstances of the case fruitless to take such action.

#### 126. Attitude of Government.

(i) *Towards trade combinations.*—The local Government is always ready to consult such trade combinations as are concerned in questions relating to the alteration of the law or conditions of any industry, and always carefully considers the opinion of such trade combinations.

(ii) *In connection with industrial disputes.*—The attitude adopted by district officials has been noted in answer to question 124 (ii). Government itself watches most carefully the progress of every industrial dispute, and makes all necessary arrangements for the maintenance of law and order, and for the protection of the individual in the exercise of his legal rights. As stated in answer to the last question the local Government has not up to the present made any use of its powers under the Trade Disputes Act.

### XVI.—LAW OF MASTER AND SERVANT.

#### 127. Effect of Repeal of Workmen's Breach of Contract Act.

The Act was not in force anywhere in the province for a period of nine years previous to its repeal, and no difficulties have been experienced since its repeal.

#### 129. Extent to which (i) Civil, (ii) Criminal Law is available and used for enforcement.

No occasions are known in which Civil or Criminal law has been used for enforcement of any contract with a worker, and no figures are available regarding the extent to which the Civil law is utilised in the case of covenanted workers.

#### 132. Employers' and Workmen's Disputes Act : Is it used ?

The Act is not in use in this province.

### XVII.—ADMINISTRATION.

#### 133. Central and Provincial Legislatures.

The only resolution that has been moved in the provincial Council in connection with labour questions is that moved by Lala Baijnath in 1926 regarding maternity benefits, which has been discussed above in answer to question No. 31.

#### 135. Relations between Central and Local Governments.

The local Government have no points to bring forward.

#### 136. Administrative Authorities in Various Governments.

There are no labour offices or officers in this province.

### 137. Effects of Differences in Law or Administration in Indian States and British India.

In the Feudatory States existing in the province there are no factories of any importance. There are, however, a certain number of mines: the hæmatite and manganese mines of Messrs. Bird and Company in North Keonjhar, the hæmatite mines of Messrs. Tata and Company in Mayurbhanj, the Bisra Stone and Lime Company in Gangpur, the asbestos quarries of Seraikela, the kyanite quarries in Kharsawan, and the Talcher coalfields. The political agent and commissioner of the Feudatory States reports as follows regarding the conditions in these mines:—

*Safety.*—Although the rules on the subject which are in force in British India are not in force in the States, safety precautions are observed on practically the same lines by Tata's, Bird's, the Bisra Stone and Lime Company and the Talcher Company, which cover over 95 per cent. of the total labour employed. The number of accidents is rare and compares favourably with the number occurring in the Singhbhum district. Compensation under the Workmen's Compensation Act is paid by Tata's, the Talcher Coalfields Company and the Bisra Stone and Lime Company and probably also by Bird's. The Workmen's Compensation Act is in force in Mayurbhanj and Talcher, and its spirit is observed in Gangpur and Keonjhar.

*Hours of Work.*—The hours of work in the Talcher coalfields and Messrs. Bird's manganese and iron mines are stated to be 56 hours per week.

A great deal of the labour is employed on piece-work under which system workers are allowed to choose their own time and to rest as they desire. Where this system is not in force either the mines are closed down entirely on Sunday as in Keonjhar, or they are closed down early on the local market days.

*General.*—The political agent, who also has experience of the Singhbhum district, reports that from what he has seen in the Feudatory States he considers that there is no difference whatever (either as regards production or health of workers) between the Feudatory States and British India, and that in view of the fact that most of the companies employing labour in the Feudatory States are also working in British India, he is of opinion that conditions inside and outside the States are identical.

### 138. Acquaintance of Workpeople with Factory Legislation.

In the rural areas and in the smaller industries the acquaintance is very slight, but in the industrial centres, or where the workpeople are better educated, a growing knowledge and interest in factory legislation is evinced. Under Section 36 of the Factories Act an abstract of the Act and the Rules thereunder has got to be affixed in a conspicuous place in every factory, in English and in the language of the majority of the operatives.

### 139. Factory Inspection.

(i) (a) The staff consists of a Chief Inspector of Factories and one Inspector of Factories; the post of a draughtsman for technical work in the office was sanctioned last year.

(b) The question of adequacy of staff was examined by the local Government last year, and it was decided to make use of Section 4 (4) of Factories Act to appoint 10 sub-divisional officers *ex-officio* Inspectors of Factories within the local limits of their respective jurisdictions, while the Additional Deputy Commissioner of Dhanbad has also been vested with the powers of District Magistrate under the Factories Act.

The main objects in appointing these additional Inspectors were:—

(1) To make use of local knowledge, the lack of which often handicaps the regular inspector in his efforts in checking the periods of labour actually worked in the factory and the holidays actually granted.

(2) To relieve the regular inspector to some extent of that portion of the work which does not require technical knowledge of constructional and industrial processes, leaving him freer to devote himself to the engineering side of his work.

(c) The present staff is considered adequate, though it is intended to re-examine the question afresh when experience has been obtained of the revised exemption orders which have recently been issued, and of the revised factory rules which are being issued. It is expected that these revised rules and exemptions may bring with them an increase of work, but until the extent of that increase is seen, it cannot be known whether the appointment of an additional inspector will be necessary.

(ii) *Uniformity of administration in different provinces.*—In this province it has been found impracticable to insist on managers of factories holding certificates of competency, though it is understood that such certificates are still required in Bombay and the United Provinces. In this province it is impracticable to require



certificates of competency for the following reasons:—(a) Most of the factories are small and unimportant, and are not such as would permit the employment of expensive and highly qualified managers. (b) The administration and supervision of such certificates in 200–300 petty factories spread all over the province would be extremely troublesome and would throw an increased amount of work on factory inspectorate and would probably be not worth while. (c) The requirement of certificates would be extremely irksome to petty factories, and would almost amount to interference with their trade. It has, therefore, been considered that it would be impracticable to enforce technical qualifications in petty factories, and that it is unnecessary to do so in the case of large factories such as Jamalpur and Tata's, since their own interests compel such factories to employ highly qualified men.

(iii) (a) The number of inspections by inspectors of factories is given in the statement below. As the various factories are situated throughout the province at considerable distances from each other, it is not possible to increase the number of inspections:—

Year.	Number of registered factories.	Number of inspections, i.e., number of factories inspected.	Number of visits.	Percentage of inspection to registered factories.	Percentage of visits to registered factories.
1925 ..	242	189	247	74.3	102
1926 ..	242	186	291	77	120.2
1927 ..	255	115	189	45.1	74.1
1928 ..	261	154	220	59	84.3

(b) The local Government are satisfied as to the efficiency of the administration. They are satisfied that there is general compliance with the rules under the Factories Act, and that preventable accidents are being kept at the minimum possible figure.

(iv) (a) The statement below gives details of prosecutions under the Factories Act during the years 1921–28 inclusive:—

Year.	Number of Prosecutions.
1921 .. .. .	—
1922 .. .. .	7
1923 .. .. .	—
1924 .. .. .	6
1925 .. .. .	2
1926 .. .. .	1
1927 .. .. .	2
1928 .. .. .	5

(b) The number of prosecutions is small. As the Department was a new one it was at first the policy of the local Government to try to secure compliance with factory rules by co-operation with and advice to factory managers, and it was only in really obstinate cases that prosecution was undertaken. The fall in the accident rate in all industries other than the metal manufacturing industries shows that the policy has been successful; while an analysis of the figures for the seven years ending 1928 for the province as a whole (expressing each class of accident classified under the causing agents as a percentage of the total accidents) seems to show that the kind of accident which prosecutions can most improve by compelling simple fencing (i.e., belts, pits, and mill gearing) are the least frequent of the accidents that occur, and that accidents that prosecution is not much able to influence (i.e., falling weights, hand tools and persons falling) are amongst the most frequent accidents.

The accidents occurring from machinery of the industry are mostly confined to Tata's, where the safety or dangers of the industry are absolutely beyond mitigation by the kind of measures that can be enforced by prosecution. This point has been thoroughly discussed in answer to question (45) above.

(c) A further difficulty in prosecuting occurs (especially in the larger industries) in the difficulty of placing responsibility for accidents. This is exemplified by the mixer crane accident (which is described in paragraphs 7 and 8 of the Report of the Chief Inspector of Factories for 1928).

(d) The local Government are advised that Section 41 of the Factories Act overrides Section 287 of the Indian Penal Code, and are doubtful whether the penalty provided under Section 41 of the Factories Act is in all cases sufficient, e.g., in a case where operatives' lives are risked by deliberate disobedience of orders of the Chief Inspector of Factories. The point was considered in connection with the prosecution of the managing director and manager of a certain factory for failing to keep certain machinery securely fenced as required by the rules of the local Government, and by order of the Chief Inspector of Factories. In his order the Chief Inspector had stated that "the machinery in the crushing shed is totally unfenced and is the most dangerous I have seen for some time. If allowed to remain in its present condition it will be only a matter of time before someone is killed." This was on the 20th January, 1926. On 17th February the manager had reported that the defects had been removed. But on the 6th of May a fatal accident occurred to a cooly in the crushing house as a result of quite inefficient fencing having been erected. A case was instituted and a conviction secured with a maximum fine of Rs. 500.

### XVIII.—INTELLIGENCE.

#### 143. Existing Statistics.

As there is no labour office in this province, the amount of statistics collected and prepared is not extensive. Such statistics as are published in the reports of the Chief Inspector of Factories, Chief Inspector of Mines, Registrar of Trades Unions are collected and published. The returns required under the Workmen's Compensation Act are also furnished and statistics compiled. Certain statistics are also collected relating to people engaged in mines that are not subject to the Mines Act, while reports are also received from Messrs. Tata Iron and Steel Company regarding the number of persons employed and the total production, and from the Indian Mining Association of the monthly totals of actual raisings and despatches.

#### 144. Possibility of Improvement in Statistics.

In connection with the resolutions of the Third International Conference of Labour Statisticians the question of the systematic compilation of statistics of industrial disputes and working class budgets was considered by the local Government. With regard to the former the local Government decided that industries were not at present sufficiently developed, and that there were no strikes or disputes of sufficient frequency to warrant setting up a machinery of the type suggested by the Conference. It was considered unlikely that any officer would be able to collect necessary statistics from the employers' associations or unions without powers being given by legislation and it was doubtful whether employers, especially in the smaller industries of this province, would either be able to or take the trouble to give the statistics accurately.

As regards working class budgets the local Government consider that the collection of a large number of accurate budgets of typical families on scales sufficient to insure accuracy in index numbers would necessitate the employment of a considerable staff under trained supervision involving an expenditure which might be disproportionate to the results; while on the other hand, the employment of a small untrained staff for the purpose of working on a more limited scale would probably not make any material difference in the accuracy of the index numbers as at present maintained.

Although the information relating to labour furnished to the local Government is at present not extensive, it is not considered necessary to adopt any methods for collecting any larger quantity of statistics. Fairly full statistics are already compiled for the two main industrial areas in the Jharia coalfield, and Jamshedpur and the remaining industrial concerns are so scattered and of so varying a type that no result of value would be obtained from the collection of accurate statistics relating to such institutions, and those statistics already collected by the Factories and Mines Departments are probably sufficient for ordinary purposes. At the same time the absence of more complete statistics makes the preparation of a memorandum dealing with labour conditions in the province a somewhat difficult task, though in the opinion of the local Government the present industrial condition of the province would not in the ordinary course of events justify the expenditure of any further sums for the maintenance of a labour office to facilitate the collection and consideration of labour statistics.

#### 145. Nature of Special Investigations Conducted.

(i) Inquiries for the purpose of preparing index numbers showing the rise and fall in the cost of living in Bihar and Orissa were organized in 1922 and have been

continued ever since. The methods adopted are given on pages 5-12 of Bulletin No. 7 of the Department of Industries, Bihar and Orissa, and are summarized thus:—

1. Family budgets were prepared for six centres, and the ratios of money expenditure in these family budgets were taken as "weights" and used as bases for preparing index figures. These bases were multiplied by the prices current during the normal year at that centre (but as no one particular year could be called normal, the normal year was taken as the average of the five years ending 1914). In this manner the normal expenditure of the locality was obtained and was assumed to be 100. Index prices for subsequent periods are obtained by multiplying the bases by prices current in that particular period. The result thus obtained is compared with the normal expenditure already calculated for that centre, and it is expressed in the percentages for the basic period, taking the normal year as always equal to 100.

2. Six centres were originally selected, i.e., Patna, Muzaffarpur, Jamshedpur, Monghyr, Jharia coalfields and Cuttack, and subsequently in 1925 Ranchi was added. Monthly figures for each of these centres are prepared and published in the Bihar and Orissa Bulletins. In the table below an extract from the figures is given showing the mean average at each of the seven centres at which it was reported for the years 1923-24, 1924-25, 1925-26, 1926-27 and 1927-28:—

Centre.	1923-24.	1924-25.	1925-26.	1926-27.	1927-28.
1. Patna .. ..	159	163	162	171	170
2. Muzaffarpur .. ..	160	174	163	170	171
3. Monghyr .. ..	168	165	166	169	167
4. Jamshedpur .. ..	186	196	200	201	195
5. Jharia .. ..	190	202	198	198	190
6. Cuttack .. ..	133	155	159	159	151
7. Ranchi .. ..	—	—	188	179	166

3. It should be noted that the figures for each centre only bear relation to the normal expenditure figure for that centre, and do not bear any relation to the figures for other centres.

4. In 1926, in connection with the proposals of the Second International Conference of Labour Statisticians, the local Government considered whether the figures of normal prices on which these index numbers are based were sufficiently accurate, and it was considered that they were tolerably accurate for the classes to which they relate, and might continue to serve for some time longer.

(ii) The results are published in the "Bihar and Orissa Gazette," and are supplied to all important industrial concerns. They are used by Government departments in determining the comparative dearness of a particular locality and in fixing local allowances. It is probable that they are not used to any great extent by industrial concerns for the purpose of fixing wages.

Mr. H. E. HORSFIELD, I.C.S., Registrar of Joint Stock Companies and Trade Unions, BIHAR AND ORISSA.

3. Since the introduction of the Indian Trade Unions Act only three Trade Unions have so far been registered in this Province, e.g.: (1) The East Indian Railway Union, Khagaul (Patna), registered on the 15th March, 1928; (2) The Labour Federation, Jamshedpur, registered on the 28th January, 1929; and (3) The Golmuri Tinplate Workers' Union, Jamshedpur, registered on the 13th April, 1929. The East Indian Railway Union had 25,203 members (all males) at the end of the year 1927-28; the Labour Federation had approximately 15,000 members (all males) at the time of its registration, while no figures are yet available about the last Union. These unions do not appear to be working successfully, and the annual returns due from the two first two unions for the year ending the 31st March, 1929, have not yet been submitted by them in spite of repeated reminders.

## THE CHIEF INSPECTOR OF FACTORIES, BIHAR AND ORISSA.

In reply to your letter No. 250—XL.24.L.C.—dated the 22nd September, 1929, I have the honour to state that I have studied the preliminary memorandum of the local Government and find that, except in respect of the several points noted below, the memorandum already includes the subjects on which I might suitably give evidence, and that I am in agreement with the opinions expressed.

2. *Intervals.*—In the answer 50 (i) (b), I agree that the workman's difficulty of obtaining the sort of meal he likes during the mid-day interval often exists where the distance to his home is great and housing is not available near the factory. The possibility of factory dining rooms is, of course, obvious, but it is not so simple here as in Europe on account of caste complications. There is at any rate room for considering whether it would be practicable and fair to oblige the factory-owners to provide (as some do) cooking facilities for such workers.

3. *Suitability of Regulations for Children.*—In connection with No. 73 of the memorandum, I think that a distinction should be made between boys and girls in considering the suitability of regulations affecting children. I think there is at least an arguable case for making it more difficult than at present for girl children to enter factories except in those industries that employ adult women upon industrial processes. A boy entering a factory has the prospect of learning a skilled or semi-skilled craft, but in general a girl has not. If she remains in the factory as an adult it will be as a menial. There are exceptions (e.g., the shellac industry) where women are employed in skilled or semi-skilled work.

4. Further, regarding the employment of children, it appears to me that in this Province, whatever may be the case in others, it would be advisable to consider the question of the employment of children together with the question of apprenticeship. This is beyond the scope of an Inspector of Factories, and I have not got the necessary statistical and other definite information necessary to enable me to say more on this subject than this—I have a very strong impression that state-supervised apprenticeship system in the major industries would be to the advantage of both employer and employed—to the employer because the members of his labour force would have definite crafts; to the employee because, being better stabilised in his occupation, it would be good business for the employer to treat him better than is ever likely to be the case with transitory labour. As is stated frequently in the memorandum, the factory worker to-day has a foot in two worlds. An apprenticeship which would put him definitely in the factory world, while good for the factories, might be bad for labour in a time of industrial depression, might in fact create what we are so far fortunately without, an unemployment problem. But from the point of view of efficient factories and of good conditions for the factory worker while he remains a factory worker, it seems to me that one of the serious obstacles to improvement is the relative absence of the apprenticeship system.

5. The occupation which is probably in the greatest need of apprenticeship, and in which apprenticeship would, I think, yield the greatest results, is that of the factory engineer. The matter is not within the scope of the Indian Factories Act, but as a member of the Governing Body of the Bihar College of Engineering and of the Ranchi Technical School, it seems to me that some of the attention now given to training men for engineering degrees might better be expanded on training a less exalted kind of engineer for whom there is, if I am right, more need in this province.

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Mr. W. B. BRETT, I.C.S., Financial Secretary to Government, Bihar and Orissa.

The subjects dealt with are: I.—Recruitment, (6) Recruitment for Assam, heads (i) to (v).

The experience on which this memorandum is based consists of 2½ years as Deputy Commissioner of Ranchi, the principal recruiting district of Bihar and Orissa. I have no experience of conditions on the Assam tea gardens.

(i) I consider that a measure of control over recruitment for Assam is necessary. The aborigines of Ranchi are in great demand on the tea gardens. They are an impulsive race, easily persuaded and apt to take little thought for the morrow, a characteristic which is enhanced by their fondness for drink. For a great many years they have tended to become the natural prey of non-aboriginals and of the more sophisticated members of their own communities. The two chief objections to

an uncontrolled system of recruitment are (1) that a labourer who was sent to Assam and wished to return against the will of his employer would find it practically impossible to do so, (2) that labourers could not be traced by their relatives.

It is the latter difficulty which comes chiefly into prominence in district administration. An aboriginal who disappears from his village and regrading whom there is no certainty whether he is alive or dead, is extremely likely to lose the land on which his dependants rely for their living. Again, minor children, especially girls, tend to be recruited without the knowledge of their parents or husbands. Where the girl is married serious difficulties occur, especially among the Christians over the re-marriage of the deserted husband. Even under the present system I have often had to deal with cases where the bread-winner of the family has gone off to Assam leaving his dependants destitute.

(ii) The existing system is based ultimately on the position that no labourer shall be recruited for Assam except by a person who (a) has recently worked on the garden and (b) has personal knowledge of the intended recruit. Condition (b) follows from the proviso, in Section 164 of the Act, that it is a penal offence for any unlicensed person to assist in recruitment. Though abuses occur, partly through the desire of the sardar to earn more money by producing more recruits and partly through the attempts of the employers to make the system give better results than it was intended to do, the system works fairly well and, given adequate supervision, should mean that no one is recruited without an opportunity of ascertaining the conditions at first hand, and that the relations usually know where the recruit has gone.

It must be emphasized that for the district of Ranchi, with its poor soil and increasing population, and liability to famine, it is of supreme importance that in times of difficulty, the population shall be able to find employment in Assam.

(iii) The defect of the Assam Labour Board is that it consists almost entirely of the representatives of the employers. Its personnel is almost identical with that of the principal recruiting organization, an arrangement which hampers its usefulness in the not infrequent cases where the views of that organization as to the forms of recruitment permitted by the Act run counter to those of the authorities who administer that Act. It is fundamentally unsound that a body of this composition should have the power to interfere with the appointment of the local agents employed by the trade rivals of the principal recruiting organization.

(iv) The sardari system is expensive to the employer. In 1927-28 the sardars in Ranchi recruited on the average 1.4 labourers each (excluding dependants). A fair proportion of the sardars abscond or fail to do any recruiting.

The Act, with its rigid prohibition of assistance by non-licensed persons, is exceedingly difficult to administer. The exact point at which assistance becomes an offence is difficult to determine. For instance, the use of propaganda by the recruiting agencies in connection with sardari recruitment is probably illegal. There has been a tendency to do the real recruitment through missionary and similar bodies and to employ the sardar as a figure-head through whom the labourers so collected are enrolled. For a new garden the inutility of the sardari system is obvious.

(v) In my opinion the sardari system is that which affords the least chance of victimization. It ought to secure, and usually does secure the maintenance of communications between the labourer and his home. To meet the requirements of new employers who have no connection with the recruiting district, an alternative system should be provided, but the greatest care is necessary to secure that the existence of the alternative system does not impair the sardari system. It is necessary here to indicate that the sardar is usually an ignorant garden cooly. There are numerous agencies, sometimes of very undesirable character, which recruit labourers for places other than Assam. Once the prohibition against assistance by an unlicensed person is withdrawn, the sardar will buy his recruits from one of these contractors and the whole sardari system will disappear.

Consequently it is necessary that all the agents employed under the alternative system should be licensed, and that the Deputy Commissioner of the recruiting district should have full power to cancel their licences on proof of misconduct and to suspend them, pending enquiry, on a reasonable suspicion that malpractices are occurring.

It would be advisable to keep the two systems entirely distinct, so far as the actual recruitment is concerned, and to provide that the possession of a recruiter's licence does not entitle a recruiter to assist in sardari recruitment.

My reason for requiring that all the agents under the alternative system should be licensed, and not merely a few principals, is that in actual practice such recruiting would be done through sub-agents of quite humble status. Unless such persons were licensed, it would be impossible to prevent the employment of labour contractors of the type which was responsible for the old abuses. Though under the present sardari system and the proposed alternative system, recruits are produced before a

responsible registering officer, it is quite impossible for the latter to verify their antecedents unless he has before him the person who recruited them in the first instance. Even under the present system it is common for recruits who have been recruited under suspicious circumstances to give an entirely false account of themselves at the instigation of the sardar.

#### THE HONORARY SECRETARY, BEHAR AND ORISSA CHAMBER OF COMMERCE.

In placing its views my Committee begs to draw the attention of the Commission to the position of labour regarding sanitation and education. Their effect on labour is lifelong, and the remedy lies not in tinkering with it by having better sanitary conditions and educational facilities at the factories or in industrial centres only, but in improving the conditions in the villages, without which improvements at places of employment would not be of much avail. Such schemes, unless these be at areas where there are a group of factories or where individual factories employ a very large number of men, would be prohibitive for smaller employers of labour, and put a heavy burden on them.

The Government, so far, has failed to bring about a satisfactory state of affairs in the villages, or to start any comprehensive scheme of improvement along these lines.

The Government itself is a very large employer of labour in its railways, factories, printing presses, mines, canals, public works, dockyards, and other places. So far as the Committee is aware, the terms and conditions of employment are not much better, than is the case with private employers. My Committee begs to submit that the improvements in the conditions of labour should be first brought about in Government factories, so that these may serve as examples and other employers compelled to follow, and labour will also see the better conditions of employment.

#### Recruitment.

Most of the Industries in Bihar (except the Tata Iron and Steel Company and the coalfields) have their unskilled and a major portion of their skilled labour residing in the locality, within radius of two to three miles of the place where they are situated. Only a small portion of the skilled labour belongs to neighbouring villages or sometimes to Bengal. The number of the latter is slowly decreasing as the local labour is getting trained.

A part of the labour, mostly unskilled, leaves at the time when agricultural operation is in progress in the villages.

The recruitment in industries (other than coal and steel) does not present much difficulty, except in the case of skilled labourers, as competent hands are not available in enough numbers as required in the province. This state of affairs is expected to continue until suitable arrangements are made for technical education here.

Employment agencies do not exist nor has any effort been made to organize same.

#### Unemployment.

It is very seldom that skilled labour is unemployed for any length of time. It is only the labour which is released after the agricultural seasons that remains unemployed. There is also another big class of men, the products of the prevailing system of High School education, who pass unemployed lives for many years after they leave their schools, in the hope of finding a clerical job in some Government or other office, and failing that, some take to patriotism or other pursuits, which barely maintains them. If the State makes some arrangement to provide for them a short training in some skilled trade which may enable them to find employment in the prevailing industries of the province, much useful work would be accomplished both to the advantage of these persons as well as the State. The opening of night classes in chosen centres giving theoretical training in technical subjects will be useful.

### Staff Organization.

The Managing staff is generally selected from persons who have some general business skill or employees having a general education. There is no arrangement for any commercial college in this province which is a long felt want. Out-turns of the newly started Engineering College are few and have greater aspirations as regards their pay than what can be offered by the smaller concerns generally found here. Their practical knowledge is nil of any particular trade, while they want more wages than a skilled workman who generally has no theoretical training.

The evolution of a Supervisor is a matter of long perseverance and exceptional intelligence. He starts from the unskilled worker or apprentice, becomes skilled in course of several years to a decade, according as he attends to his work with care, and the degree of his intelligence, and if he happens to do exceptionally well during these processes, he is then a supervisor. This time is only lengthened by the absence of primary education amongst the working classes.

### Housing.

It is mostly a few skilled labourers and clerks (in each factory) who are drawn from outside the locality who require housing accommodation. Outside workmen and office assistants generally live alone without their families and are generally allowed to live on the premises, or their quarters are arranged for them in the neighbourhood, failing it, rent allowances are paid.

No Government or other public agency in the province has been heard to have cared for the erection of houses for industrial workers. Private venture is also wanting.

The workers are satisfied with the accommodation provided or rent allowance paid to them, which is about 5 per cent. of their wages. For this they usually get an accommodation which is above the standard of their native houses, except when in towns, where they cannot get so much open air. As the industries do not command very large capital, nor do they make very large profits, no radical action in this matter is possible. The State should encourage the employers by acquiring land near the mills and leasing it out to them on a long term hire purchase system for gradually erecting buildings of cheap but sanitary types. In addition to the above mentioned acquisition of land, concerns having a nett income of less than half a lakh may be encouraged by a provision in the Income Tax Act to the effect that all expenses towards the erection of quarters of a type approved by the Government shall be considered as regular expenses and shall be deducted before reaching the amount of assessable income, and also by exemption from Municipal taxation.

### Health.

23. No separate figures of mortality, adult or infant, and birth rate, among industrial workers is available.

Working conditions are on the whole good both at work places and at quarters provided. It is much better than the workers can find in their native places. But owing to the lack of education among them in the elementary rules of hygiene, they do not take much care of their diet, neither observe cleanliness.

Medical facilities are available in towns, where there are hospitals and dispensaries owned by the Government or local bodies, which they use, and in serious cases the employers make special provision. In mills situated far from towns, it is the Ayurvedic physician or the homoeopathic medicine box of the employer, that is usually to hand.

Women doctors, trained midwives or dais are rare in this province and a beginning seems to have been made by the Government and local bodies. This want may only be removed gradually by a rapid process of female education and facilitating arrangements for training intending Indians as midwives or dais in the local hospitals, receiving aid from funds of the Government or local bodies.

26. Sanitary arrangements at work places as regards latrines and drinking water, bathing and washing are fair. Almost all the mills have got good wells for the use of the employees. Usually the employees in their quarters arrange for their bathing and drinking water from a neighbouring river or wells which are found in abundance everywhere.

27. Referring to the matter of health the following extracts deserve consideration :—

“Public health with its two main functions of preventing disease and increasing the welfare of the individual is of fundamental importance in the industrial development of any country.”

"The recruiting centres of Indian labour forces are for the greater part rural areas, where public health conditions are not a whit more advanced than they were when the etiology of all the important communicable diseases of the tropics was enshrouded in mystery."

"Malaria and hookworm infection are almost certainly the two most potent causes of inefficiency."

The above extracts are from the views submitted by Major F. Norman White, C.I.E., I.M.S., M.D., to the last Industrial Commission. Referring in the same paper to malaria he says:—

"As has been indicated the general incidence of this disease throughout the country is a matter of grave moment to all connected with industrial enterprise."

"A large part of the relative inefficiency of Indian labour is due to removable pathological causes."

The following is the view of the members of the Industrial Commission (Report, page 191).

"It is clear that the improvement of the health of industrial workers can not be discussed separately from the questions of public health generally, if only for the reason that a large proportion of Indian Industrial labour moves periodically from village to city and back again."

The following extract from the Annual Report of the Public Health Department, Bihar & Orissa, 1927, may be considered.

"Whereas fevers, of which malaria is the chief, are more prevalent in rural areas, where the facilities are greater for the breeding of anopheline mosquitoes, and where the economic condition of the people is frequently not so good."

"These investigations reveal a high spleen index, and indicate the prevalence of malaria in most districts of the province. Very little has been done up to now in the province to control and check malaria and evil effects of this disease do not appear to be generally appreciated."

Malaria in itself is not the cause of high mortality but by reducing the vitality and resistance of its victim it indirectly conduces to a high death rate from intercurrent, or subsequent attacks of more fatal and virulent diseases.

In addition, malaria produces a disinclination to work the effects of which are more difficult to estimate.

Later on in the same page the report says that the death rate from fevers is 16·4 against the total death rate of 25·1 per cent. in this province.

On page 258 of "India in 1927-28" in a diagram explaining how each rupee of expenditure was made in India in 1926-27 (Provincial and Central together) we find:—

Expenditure in military service	..	..	..	0·27
Railways	..	..	..	0·13
Education	..	..	..	0·05
Public Health	..	..	..	0·01

It will be seen from above that spending of money by employers for medical aid and facilities at the centres of employment will not be of much benefit and it is necessary that the State should spend more money in Public Health, especially for the eradication of malaria which is causing so much havoc in the rural areas and thereby spreading infection and inefficiency among the industrial workers; and dissemination of education in elementary rules of hygiene and cleanliness amongst the rural, urban, and industrial population by means of magic-lantern lectures and cinema through the Department on a more extensive scale.

## VI.—Education.

The problem of education of present and prospective labour is connected with the general education of the province. As the factories are scattered all over the province, and there are no industrial towns worth the name, and as the small number of the employees working in mills, as a rule, do not like to remove their family from the native place, any scheme of education near the factories is not expected to benefit the employees for whom it may be designed; the real need is a universal free and compulsory education throughout the province. The present state of illiteracy is appalling and the speed, at which the work is going on, quite unsatisfactory. In 1872 the literates numbered in India 9·2 millions and in 1921 they were 22·6, i.e., there was a difference of 13·4 millions in 49 years.



Taking the population same as at 1921, and taking the education policy same and the rate of increase in expenditure on education going on as it did from 1872 to 1921 (which unfortunately is not hoped) it will take, by a plain calculation, to reach literacy even to 90 per cent. a little over 967 years. That is, to reach to the extent of literacy prevalent in many other countries by the present policy and rate of increase in education expenditure, we should wait for the year 2830 A.D. Should the Government be content with this or should it take steps to expedite things.

The position regarding education of female population is worse still.

#### Cost of Elementary Education.

We have quoted before that out of each rupee of expenditure of the Central and Provincial Governments together, education received 0.05.

" Few will be found to deny that lack of education, especially among the masses, is one of the main roots of India's ills, social, economic and political, and that her comparative backwardness in so many spheres of human activity is traceable to this ultimate cause." (" India in 1927-28," page 362.)

Therefore we are of opinion that a scheme of Compulsory Primary Education should be formulated as soon as possible by the Government of India, and taken in hand gradually by Divisions or other areas as expedient.

Further, we recommend that Drawing and Physics be made compulsory subjects in all the classes of Middle and High Schools. For the Upper Primary classes Drawing be made compulsory. No reasonable objection is expected against the introduction of drawing as it already exists in the High Schools though nominally. There is already too much literary or " clerical " education, it would but be a compensation for neglecting to build up a technical bent of mind of the students, which is necessary in the interest of labour and industry and against unemployment.

#### VII.—Safety.

45. Most of the accidents in factories occur through the negligence of the workers.

49. The inspection of the factories is carried on very carefully, and the employers comply with the suggestions and requirements with the least possible delay.

#### VIII.—Workmen's Compensation.

51. (v) There has been nothing which calls for compulsory insurance of compensation by employers, and the smaller factory owners should not be burdened with compulsory insurance until more experience has been gained.

#### Hours.

57. There are certain industries here like the oil-milling by ghani system, in which the worker, though on duty for instance for six hours, has to work about four hours only. Such industries suffer much by the weekly and daily limit now in force. For such industries we suggest a schedule should be prepared and approved by the Government, after investigation by the Industry Department of the total time of actual work per hour during which the workers actually work and such actual hours of work be taken for purposes of calculating the hours of weekly and daily limit, instead of the nominal hours of attendance, as done at present.

Unless the Commission is sure that industries can afford to bear this strain of reduction in the hours of work, it should not make any recommendation in this behalf, as it may likely result in creating propaganda for such reduction.

59. In view of the present circumstances of industry in the province, and the low education and efficiency of the labour, we do not think any reduction in maxima possible.

86. Owing to the regulation of child labour, we notice that employers have begun to avoid taking children under 15 years of age. This is sure to affect the training of labourers, as long as there is no arrangement for the compulsory education of children by the State. In the meantime, we suggest (i) that certification of age be made more easy, and every doctor holding M.B., L.M.S., or equal degree be declared competent to certify the age and fitness of a child for work in a factory, and (ii) the liability of an employer for compensation to a bona fide child apprentice be abolished. These will improve matters much.

### XII.—Wages.

97. There has been a general rise in wages owing to high prices since the war, and there is no sign of return to the former level.

99. We do not think conditions are such as to necessitate legislation regarding prompt payment of wages in this province.

### XIII.—Efficiency.

116. For the efficiency of the workers, we think improvements suggested under the heads of Health and Education and an arrangement to keep liquor shops as far as possible (about two miles) from a mill or group of mills employing at least 100 workers will be much helpful.

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Mr. ARIKSHAN SINHA, General Secretary, the Bihar Provincial Kisan Sabha, District Muzaffarpur.

The Bihar Provincial Kisan Sabha represents the interests of the peasants and workers of Bihar. Labourers are drawn from agricultural classes. There is no special class of labourers in Bihar. Bihar supplies labour to Bengal and Assam. Some labourers even go to Burmah.

### I.—Recruitment.

1. The origin of labour lies in the poverty of the people. Those who have not got sufficient lands to maintain their family members take to labour and seek employment in the agencies mentioned above, and a very large number go out every year to Assam and Bengal for employment there. (i) More than 50 per cent. of the labourers leave their homes temporarily and go out for employment elsewhere. (ii) Causes are poverty and want of sufficient work at home. (iii) No changes noticed in these years. Labourers go out as usual for employment elsewhere.

2. Labourers return home after six months. (i) Some come back after a year or two. They never lose contact with their villages. Their wives and children remain at home, to whom they send their earnings by money orders. About 75 per cent. of the labourers who go out return home after a year.

(iii) In my opinion the Government ought to create public employment agencies throughout India to meet the crying need of employment. As a member of the Bihar and Orissa Legislative Council I had drawn the attention of the Bihar and Orissa Government in 1926 to tackle the problem of unemployment; but nothing has been done by the Government. We have got a very large number of educated people who are unemployed. The Government ought to take up this question seriously soon and try to remove it, otherwise much discontent will grow against the Government. The unemployed persons will be loyal citizens when they get work for supporting themselves and their family members, otherwise they will turn seditionists against the present system of government existing in India. There is already a cry for Independence by young men inasmuch as they hope that when India will be independent they will get sufficient work for their livelihood. In my opinion the Government ought to start big commercial and industrial enterprises in India to meet the cases of unemployment. Indian boys should be taught skilled labour such as motor car making, match making, lantern making, and other such arts which are available to English, Japanese, and American boys. Industries based upon scientific improvements ought to be started.

4. Some labourers who go out to Burmah or Assam do not return home. They neglect their wives and children and take new wives at Rangoon or in Assam, and thus lose their castes and are cut off from their families for ever. In my own locality many labourers went to Rangoon and Assam. Some died there. Some married Burmese women and became outcasts and never returned. Now we do not advise these people to go to Burmah or Assam, as their migration has made many villages as so many deserted villages. Besides this the treatment of labourers in tea gardens in Assam is far from satisfactory. They would like to starve at home rather than go to Assam for employment there, on account of the brutal treatment meted out to these people by the tea planters in Assam.

6. Bihar supplies a large proportion of labour in Assam tea gardens. Every day you will find Katihar Railway full of labour recruits for Assam tea gardens. The treatment meted out to the labourers in Assam is most brutal and inhuman. They

are not supplied with healthy quarters, no good drinking water, and consequently they catch malarial fever and kalazar fever and die like rats. The Assam Government does not care much for the welfare of the labourers, and the Bihar Government has never raised its voice against the ill-treatment of Bihari labourers in Assam. Labourers who come back from Assam tell very woeful tales about their treatment in tea gardens. I have no idea of Assam Labour Board, but I would suggest that there should be a sufficient number of labour representatives on such boards to safeguard the interests of the labourers. A few years ago many thousands of tea garden labourers left work in disgust and walked on foot to Chandpore, and these took trains for their respective home districts.

7. Unemployment is very keen in India. In England the Labour Government is doing its level best to remove unemployment because the British Government in England is responsible to the people. But in India the Government is responsible to none, and I doubt very much whether they are responsible to God even. . . . I am the President of the B.B. Collegiate School, Muzaffarpur, and have been connected with school and college for more than twenty-one years. I find that the distress of unemployment is greater among educated people than among uneducated people. Uneducated people can earn their living by working as coolies, but educated people have no sources of earning livelihood. I would, therefore, urge upon the Commission that this is the most important subject requiring immediate solution.

## II.—Staff Organisation.

15. Nearly cent. per cent. work under the P.W. Departments and the local bodies are given to contractors. The railway company also gives a major portion of their works to contractors such as earth work and building works and bridge works.

Contract system works throughout except in workshops and mines and irrigation works. Big contractors obtain contracts of big businesses and make a profit and give the work to sub-contractors. The P.W.D. officers exercise control over P.W. works and railway officers over railway works, and similarly the officers of local bodies on their works. In my opinion the contract system has got the effect of having a work done soon.

## III.—Housing.

22. Some cases of immorality have been heard in Assam tea gardens and in mining areas in Dhanbad. No such complaint has been heard either at Jamshedpur or at Jamalpur. By the employment of labourers on adequate wages better men will be drawn, and by their association moral tone may improve. The only suggestion that appears feasible to me is that women workers should not be employed in mines, and if employed at all they should be given work separately. The owners of mines should keep vigilant eyes on the morality of their men and women workers.

## IV.—Health.

23. In rural areas the health of workers is generally good. They breathe pure air and drink pure water, and thus preserve their health. But the health of workers suffers much in mining areas. In Assam tea gardens labourers generally catch malarial fever and Kala-azar, and mortality is greater there.

(iii) Conditions of workers at home in rural areas are better. At workplaces also the general condition of health is good except in mining areas, where health suffers on account of underground work. (iv) Diets of workers are generally poor; but there is no surprise in it. India is a place of poverty. Here more than 50 per cent. of the people cannot get both meals a day in a proper way. A very large number of persons in India starve every day on account of chronic poverty. (v) Physique depends upon diets. If labourers get sufficient meals they will be physically strong, but if less nourishment and food they will be weak.

24. I have not noticed special arrangement for medical facilities provided by employers anywhere. There are medical hospitals at Jamshedpur, Jamalpur, and Dhanbad. They are run by local bodies and the Government. In other labour employing centres no such facilities exist. Labourers go to these hospitals for treatment. No other agencies provide medical facilities.

27. (i) Such Boards exist only at Dhanbad and Jharia to look after the general health of people in mining areas. In no other places such Boards of Health exist. There is some official supervision here. (ii) There is no arrangement of

official supervision for indigo and sugar plantations inspection in North Bihar. In South Bihar there is no indigo or sugar industries. (iii) In mill and other industrial areas no such arrangement exists.

29. Industrial diseases prevail only in mines and in Assam tea gardens. I have already said that malaria and Kala-azar prevail in Assam. Cholera, malaria and other tropical diseases prevail some time, but not always in the year. Cholera commences from April and lasts till June. In some years it continues up to July. Malaria commences in North Bihar from September and lasts till December.

30. Sickness insurance is not practicable. (iii) I would suggest the engagement of Ayurvedic and Tibbi physicians at all the industrial centres. Indian medicines will be much more acceptable to labourers than western medicines. Besides this the Indian medicines will be cheaper. I, therefore, strongly recommend that Vaidis and Hakims should be engaged to treat labourers according to Ayurvedic and Unani systems.

31. No scheme for allowing maternity benefits exists in Bihar. . . . In 1926, while I was a member of the Bihar and Orissa Legislative Council, this matter was brought up before the Bihar Council. But the Bihar Government opposed this scheme on the ground that this was an all-India subject and fit to be dealt with by the Legislative Assembly. Although the motion was carried the Government has done nothing in the matter since then. . . . (iii) I would strongly support legislation on the lines suggested by Mr. N. M. Joshi, and on the lines of the resolution adopted by the Bihar Council in 1926.

#### V.—Welfare.

36. In Jamalpur a high English school exists, managed and controlled by the railway company. Such schools exist at Jamshedpur and Dhanbad also; but what is most required is primary schools meant for workers and their children only. Some night primary schools should be opened for adult workers and half-time workers.

37. I am in favour of making provision for old age and premature retirement; so far as I know nothing exists at present. Something like provident fund system at Jamshedpur, Jamalpur, Dhanbad, Dehri on Sone and other railway workshops should be adopted. But this system is not practicable anywhere else.

39. It is extremely desirable that there should be a Statutory Miners' Welfare Fund.

#### VI.—Education.

41. There is no arrangement for Industrial and Vocational training for workers. Of course, there is a Mining Institute at Dhanbad, but that is for training of educated men and for employment as officers in mines. There is one Technical Institute at Muzaffarpur, in North Bihar. I have myself been several times in it. I have discussed the future prospects of students reading in that school with the teachers of that school. They candidly admit that the future prospects of their students are dark and unknown. Necessary livelihood-earning arts are not taught in that school, such as, for example, motor-car repairing and fitting new motor-cars, and other similar arts. In my opinion the existing arrangement is unsatisfactory. It needs much improvement. If the Government really wants people to be trained in such arts, then boys should be trained in Jamalpur workshops and other railway workshops, and should be taught how to make and repair railway engines and other necessary materials required for railway service. Some boys should be taught in the workshop of Messrs. Arthur and Butler and Co. in the art of fitting and repairing motor-cars and other engines.

42. If industrial education be given to workers, then such workers will earn higher wages and remuneration, and with the increase of remuneration and wages the standard of living of workers will certainly improve. The standard of living of workers will certainly improve. The standard of living depends upon the means of a person. If a person is ill-paid he leads a very miserable and starving life. But if he is paid handsomely his standard of living is higher. I must frankly confess that the earning of average British labourers is much higher than ordinary educated clerks in Government offices and, therefore, the standard of living in England is much higher than that obtaining in India. It is too much to compare the standard of living of Indian labourers with those of British labourers. British labourers are adequately paid for their labour and there is a large number of elected members of Parliament to look after their interests. In India, labour has not got elected representatives in Councils to look after their interests.

**IX.—Hours.****A.—Factories.**

55. In indigo and sugar factories, labourers generally work for six hours for half-day wages. In special seasons they have to work for whole day. In that case a labourer has to work for ten hours a day. But in cigar and Indian liquor factories labourers have to work for the whole day generally at the rate of ten hours per day.

56. In indigo, sugar, and cigar factories, labourers have to work seven days a week. They have no holiday for rest.

57. Sixty hours' restriction is good from the point of view of workers and it may not affect industries at Jamshedpur or Jamalpur railway workshops, but it will be impracticable in indigo and sugar factories.

58. So far as daily limit is concerned there is no harm if time limit is fixed for half-day work and whole-day work, but I must state that a labourer has to do nearly two-thirds work in half-day time and for this he is paid two-thirds of the whole day.

59. There is no harm if reduction in maxima is made at Jamshedpur, Jamalpur, in cigar factory and in Indian liquor factory, but in other factories it is not a practical scheme.

60. (i) In big workshops and factories generally two-hour intervals are allowed for meal times. (iii) Generally between 11 a.m. and 1 p.m. (iv) So far as I know no holiday is given in any factory.

61. No rest day allowed.

**B.—Mines.**

63 to 72. Generally, a labourer has to work for 10 hours a day in mines. There is no holiday or rest day. I am of opinion that in mines a labourer should work for 6 days per week and for not more than 60 hours a week. I would advocate the making of statutory provision in mines fixing daily limit, weekly limit, and holidays for the benefit of labourers. Working in mines is much more difficult than in other factories and workshops.

**X.—Special Questions.****A.—Factories.**

85. No double employment exists in factories.

86. There is no arrangement for training of young adults and facilities for apprenticeship in factories in North Bihar. No factory exists in South Bihar.

**B.—Mines.**

91. In my opinion women should be excluded from working in mines. Underground works in mines affect the health and morality of women workers. Withdrawal of women from mines will not affect the industry but it may affect the economic conditions of women workers. If women be allowed to work in mines vigilant eyes should be kept on their health and morality. When these women workers are pregnant they should not be allowed to work in advanced stage of pregnancy and adequate maternity allowance should be given by mine owners before and after child-birth.

**XII.—Wages.**

96. (i) Prevailing rates of wages in factories in North Bihar per day for each labourer was from 1 anna to 6 pice a day, but since the Bihar Provincial Kism Sabha took up the question in 1918 the rates have increased. Besides this the propaganda of Mahatma Gandhi for peasants and workers have brought European planters and factory owners to their sense of responsibility and so some factories now pay even at the rate of 3 annas per day. The same is the case now with sugar industry also, but the payment has increased only in some factories and in other factories low payment still continues. (ii) In agricultural areas, labourers are paid in grain. Both the whole-day and half-day labourers are given breakfast, which is called in the vernacular Pani Piayee, that is for taking water. The rate is usually 3 to 4 chhattaks per labourer. Then the half-day labourer will be given

2 kucha seers, that is one-quarter of a Pucca Passeri as wages and half a kucha seer food for meals. Thus the average earnings of a half-day labourer varies from 2½ to 3 annas per day. As for the whole-day labour a labourer gets ½ seer for breakfast, 1 kucha seer food for mid-day meal, and 3 kucha seers for wages for family members. This comes to 4 to 5 annas per day. But there are special classes of labourers employed by agriculturists, viz., blacksmiths and mallahs. The former is employed for making implements of agriculture, ploughs, and wooden materials for houses, and the latter are employed in thatching houses. These labourers are paid 6 annas a day besides mid-day feeding amounting to 1 kucha seer for food.

98. The question of sending amounts to villages arises only in the cases of labour at Jamalpur and other E.I. railway workshops, and at Jamshedpur and Dhanbad. At these places labourers spend half their earnings for their own maintenance and remit half their earnings home for their wives and children.

100. In works under Public Works Department and Local Bodies and also building and earthwork in railways it is contractors and sub-contractors who employ labourers and make payments. As regards extent I may say almost all works are done through contractors and sub-contractors. Labourers are paid from 4 annas to 4½ annas a day. The effect of such payments is that the contractors and sub-contractors make large profits out of the works done by labourers.

105. Minimum wages may be fixed in industrial areas and factories, but it is not practicable in agricultural areas where payments have been made in grain by immemorial custom.

110. Labourers are not permanent servants. Hence no question of leave arises. If he is absent he will not be paid for that day. No employer encourages leave for which he will have to pay.

111. I would welcome fair wages clause in public contracts given to contractors and sub-contractors under the Public Works Department, Local Bodies, and Railways.

### XIII.—Industrial Efficiency of Workers.

112 and 113. Indian workers have much improved in efficiency in industrial works. If Indian workers be properly trained in skilled labour they can successfully compete with any foreign workers.

114. In my opinion comparisons are affected not by health and physique or standards of living, nor of climate, but by the opportunities to use scientific machinery and plants. . . . But of course some education is necessary. In England primary education is compulsory. In India it is not. If any member brings this subject before any Council the Government of the day stands in the way. Therefore the fault lies not with the Indian workers but with the Government.

### XIV.—Trade Combinations.

122. (iii) The State is as much indifferent and unsympathetic towards labour unions as the private employers. The State looks down with absolute contempt towards these labour and workers' organizations. Since 1920 the Bihar Government has never cared to nominate any representative of the peasants and workers to the Bihar Council, but on the other hand, the Government has been nominating big capitalists and landlords as members. Unless and until universal franchise for adult persons is not introduced the cause of the peasants and workers will suffer much.

### XV.—Industrial Disputes.

123. . . . There was an upheaval among indigo plantation labourers in Champaran a few years ago. But for the first time the workers of Champaran were crushed by prosecutions and persecutions. In the second time Mahatma Gandhi intervened and some settlement was brought about. By this settlement the workers of Champaran in indigo plantations have been to a certain extent benefited. By constant strikes and lock-outs there is much loss to industry and to workers also.

124. (vi) In my opinion there ought to be Industrial Courts, Trade Boards, and Joint Industrial Councils as they exist in other countries. There is no reason why these Boards and Councils should not be created for Indian workers.

126. The attitude of the Government towards trade combinations and industrial disputes is wait and see. Unless there is an imminent danger of breach of peace the Government will not intervene. The Government intervenes only with Law and Order formula. If the Government takes into its consideration the cases of millions of dumb and innocent workers then nothing is expected to happen. But when matters grow worse and the followers of Mahatma Gandhi intervene on behalf of the poor workers then the Government also intervenes and settlement is made between the followers of Mahatma Gandhi representing the workers and the employers and the Government.

#### XVI.—Law of Master and Servant.

127. No effect has been produced by the repeal of Workmen's Breach of Contract Act so far as the interests of the workers are concerned. The repeal has neither harmed nor benefited the labourers.

132. . . . I have visited all the five divisions of the Province of Bihar and Orissa but I have not come across any use being made of the Employers' and Workmen's Disputes Act.

#### XVII.—Administration.

133. So far as I know the Local Government and the Provincial Legislature has done nothing in this matter. Whenever this question is taken up in the Provincial Legislature the reply of the Government is that this is a central subject. During my time as a member of the Bihar and Orissa Legislative Council when labour questions were taken up by some Hon. non-official members, the reply of the Government was that this question should be dealt with by the Central Government.

138. Workers are not aware of factory legislation. In my opinion vernacular translations of the factory legislation should be distributed among workers to acquaint them with factory legislation.

139. (i) So far as I know there is no staff of the Government to inspect indigo factories. In other matters it is the Director of Industries who inspects some factories. The staff for this purpose is not adequate. . . . (iii) The administration is neither vigorous nor efficient. In my opinion it is useless and not worth the money spent by the Government over it. . . .

140. In mines at Dhanbad there is an Inspector of Mines. There the staff is better than in ordinary industries and inspection there is much more efficient than in any other industrial centre. The reason is that there is always danger to human lives by working in underground mines. . . .

#### XVIII.—Intelligence.

146. Future developments of industries and the improvement of the conditions of workers depend upon the recommendations made by this Commission and the action taken on such recommendations by the Government. In my opinion industries should be better developed in India and should be helped and patronized by the Government and the conditions and wages of labourers should be adequately improved in foreign countries where the Government is responsible to the people it is the Government who gives aid to new industries and patronizes them. But in India it is impossible unless and until the Provincial Governments and the Central Governments are made responsible to the people of India. This touches constitutional question. But it is necessary for the future development of India and Indian industries. So unless and until India attains self-government of the types enjoyed by the self-governing Dominions of Canada, New Zealand, and Australia, it is impossible for India to develop its industries and remove the long-felt cry of unemployment. Hence I would recommend the adoption of the Nehru report by the British Parliament. . . .

### KODARMA MICA MINING ASSOCIATION.

#### I.—Recruitment.

1. (i) The major portion of the labour employed in mica mines and factories is local, being partly agricultural and partly industrial. There is no great migration.

2. (i) Local labour returns to their villages daily. The Purdesi labour returns to their homes about once in a month. (ii) About 50 per cent. of the whole labour

employed is permanent. The other 50 per cent, is partly agricultural and partly industrial. They only abstain from working in the mines during transplantation and harvesting.

3. (i) No definite methods of recruitment.

7. (i) There is practically no unemployment in the Mica mining area of the district. Unemployment to a certain extent has been caused by the prohibition of women labour in the mines under Government Notification No. M.1055 of 1929.

(iii) Allowing the same privileges for women labour to work underground in the mine as in the coal mines.

8. . . . (iii) General absenteeism is practised more or less during agricultural operations and after pay day : (a) At times want of labour in the mines and factories is keenly felt due to cultivation, marriages and festivals. (b) Yes, seasonal. (c) About three months and about Rs. 45.

### II.—Staff Organisation.

10. Every management or firm is divided into divisions with a divisional manager. The mines of that division are managed with the help of a number of competent persons. The manufacturing work is done in the factory of each firm.

11. From the most capable in the staff.

12. (ii) There are ample facilities for promotion of workmen provided they are intelligent and willing.

13. Very cordial. The general manager of the firm can always be approached by even the meanest of labour with ease.

15. (i) Mica is given on contract for the purpose of splitting and cutting. Raising and sinking contracts are sometimes employed in the mines. (ii) Splittings are issued to sub-contractors in some cases. (iii) Weight and quantity is checked when the splitting is returned. (iv) Increased output of splittings on the one hand and provision of work for many Purda women and girls.

### III.—Housing.

16. (i) Housing is provided by employers for Purdeshi labour (i.e., those coming from a distance), and quarters are provided for supervising and clerical staff, darwans, and menials.

18. (i and ii) Temporary houses are built near mines for the use of the workers.

(iii) They obtain their water supply from rivers and streams for washing. Drinking water is supplied from wells.

### IV.—Health.

23. . . . (iv) Diet consists generally of rice and dal and bread and mohua, mokai and chattu. It is regarded as fairly wholesome.

(v) Labourers both male and female are generally of good physique, with a fair amount of power of endurance. . . .

24. (i) One hospital started and managed by the largest firm in mica, in Domchanch. (ii) There is a Government charitable dispensary and hospital in Kodarma, where the mica mining firms make liberal contributions towards its upkeep. (iv) A midwife is employed in the local hospital.

25. (i) Labourers used to fight shy of hospitals, but now are gradually acquiring the habit of undergoing treatment by doctors in cases of disease. (ii) Very scarcely.

26. (i) Unnecessary in mines but are provided in factories. (ii) Pure drinking water is supplied to the labourers from wells. (iii) In tanks, rivers and streams.

29. (ii) There are periodical outbreaks of cholera in some parts. Arrangements for eradicating the evil and checking it promptly are not always satisfactory.

### IX.—Hours.

A.—Factories :—

48 hours a week, working eight hours a day for six days in the week.

59. Maxima should not be reduced.



60. (i) (a and b) As work in the factory is not strenuous no intervals of rest are needed. Work generally commences at 9 a.m. and closes at 5 p.m. Labourers take their morning meals at home and again in the evening. (ii) Does not suit mica factories. (iii) Present system most suitable. (iv) One day in each week of seven days and on days of local festivals.

*B. Mines.*

63. (i) 48 hours a week working eight hours a day for six days in the week both by custom and agreement. (ii) Same as above; 54 hours underground and 60 hours aboveground, including overtime.

64. Six days in the week.

65. Good, both on workers and on the industry.

66. Maxima should not be reduced.

67. Suitable.

69. (i) As work in mica mines is not incessant, labourers automatically get intervals of rest after blasting. Miners or drillers get greater intervals of rest during removal of debris. (ii) They take their meals during morning before starting for work and take tiffin during rest intervals. (iii) One day in a week and also on days of local festivals.

**X.—Special Questions Relating to Women, Young Adults, and Children.**

*A. Factories.*

81. Not in force and not at all suitable.

84. Children not engaged. (i) Nil. (ii) Minimum age thirteen years and maximum sixty.

86. Young boys and girls are taught to learn the work of splitting and cutting.

87. Instead of being dismissed they are promoted and get an increment on reaching full age.

*B. Mines.*

90. Good.

91. Women should not be excluded. (i) Regulations for prohibiting the employment of women underground in mines are not at all suitable. (ii) Employers are having great hardship in replacing females with male labourers and the cost of production has increased 50 per cent. (iii) Has caused unemployment amongst women, and there is great hardship amongst them. (iv) Gradually, if considered necessary.

**XII.—Wages.**

96. (i) Skilled labourers in mines average seven annas a day, unskilled labourers (including women, girls and boys above thirteen) four annas a day. Male labourers in factory average eight annas a day. Female labourers in factory average six annas a day. (ii) wage level is lower than in the industry.

106. (i) No fines.

107. (i) Wages are paid by some firms weekly and by some fortnightly. (ii) Within a week after completion of period of payment. (iii) Not required. (iv) Wages can be claimed any time by labourers and are always paid.

110. Leave taken on all local festivals and marriages and Sradh ceremonies.

#### XIV.—Trade Combinations.

117. (i) An organisation of mica miners, under the name of Kodarma Mica Mining Association is in existence. The principal mica mining firms are its members.

N.B.—Substantially the same information was given in memoranda submitted by—

The General Manager, F. F. Christien and Co., Ltd., Domchanch.  
Mr. F. Lethorn, Superintendent, The Chota Nagpur Mica Syndicate, Kodarma.  
Messrs. R. K. Sahana and Sons, Kodarma.

#### FATHER LIEFMANS, RANCHI (endorsed by Dr. L. Van Hoek, S.J., Bishop of Ranchi).

The labour of the Ranchi District is found chiefly in the tea plantations—in the country called by them *Bhotan*, i.e., the tea gardens of the North of Bengal and also in *Assam*.

Next in importance is the stream of emigrants leaving about October–November for Calcutta and the surroundings, Santragachi, Howrah, Matiabruz, Titagarh, Serampore, etc. They are in demand for earth work, garden digging and so on.

A few go to Asansol and Jamshedpur.

Some also go to do forest work for the Government in the Andamans, and others go to the mines of Raipur in Gangpur State.

The labour of Ranchi District is mostly unskilled.

#### I.—Recruitment.

1. (i) The last census showed that out of 13 lakhs, inhabitants of Ranchi District, 3 lakhs were enumerated in the tea gardens of the Dooars and Assam.

From September, 1928, to September, 1929, the Tea District Labour Association alone received 23,000 for the Dooars, 18,000 for Assam.

(ii) The cause of emigration is poverty—the soil is poor and the pressure on the soil increases yearly so that want alone is the sufficient cause of emigration.

2. (i) Generally, the labour comes back after one year, although about 3 per cent. leave the country for ever and settle in the neighbourhood of tea gardens.

4. Family life often suffers from emigration—(a) Young girls, unmarried, are enticed and disappear among the mixed population of the gardens; (b) Married girls are enticed by grand promises and are often lost to their husbands; (c) Young men, the props of an old couple, are taken away and leave their parents in poverty.

6. Assam not proving as attractive as the Dooars, the sardar (recruiters) use sometimes illegal means to obtain labour. The greater distance of Assam from Chota Nagpur and former abuses have contributed to render Assam less popular than the Dooars—a runaway boy or girl is easily found in the Dooars, but in Assam there is often no hope to discover runaways.

Agreements are sometimes not signed in Ranchi but in the tea estate of Assam. This way of acting seems to diminish the freedom of the coolie—he might easily be induced to sign on for three years out of fear of compulsion. The agreement should be signed before starting to avoid any suspicion of undue pressure.

Young girls (married or unmarried) when recruited for Assam against the will or without obtaining the consent of the parents or husbands, are taken by devious ways to the depôt and are often passing in the open with the sardar who may easily, under the circumstances, commit immoral actions with these girls.

Sometimes, too, the better to avoid pursuit and detection by the parents, one sardar passes on his victims to another and this one again to another (sardar) so as to render it difficult to trace the fugitives.

It is a common thing for a sardar to change the names of his victims and to declare them his near relations. When the girl or boy has reached Assam, the planters are rather loath to send them back, as by doing so they lose the fruit of the recruiting expenses and have to pay the journey back. It should be made illegal for sardars to supply alcohol to intended victims. No depôts should be allowed except in towns near a railway station; depôts not so situated are not easily supervised and runaways or illegally recruited people cannot be recovered.

Inspection of depôts should be frequent and minute, even for the depôts where the Dooar labour is sent, else morality will suffer. A depôt keeper should not be allowed to supply his recruited labour (men and women) with alcohol; for instance, one or two hundred coolies have to wait for a train, the gentleman in charge orders his subordinates to fetch liquor, these force the liquor on the coolies. Then the gentleman, and perhaps his wife and children, come out and sit in the verandah, the coolies are fetched and made to dance and the gentleman enjoys their antics. Then the coolies are sent back, but better draw a veil on what happens at night. This incident is not supposed to be a general occurrence, but an extreme example—an exceptional incident.

(iv) No communication is allowed between the missionary residing in Chota Nagpur and the planters, so that the missionary cannot direct his intending emigrants on an estate where they will be happy and remain together.

This is a great defect of the law. A missionary is bound to care for the moral and spiritual welfare of his people, and with the present Act he is not allowed to assist his people and is left helpless when their people are taken to different estates or to estates where the conditions will not satisfy them or prove harmful to them. The result is not favourable to the Assam tea industry, for the missionaries must, under the circumstances, discourage emigration to Assam. Not only does the Act diminish emigration but those who emigrate cannot do so without deterioration, as they often are left guideless.

Sardars are paid too much and they gain their money too easily. Hence, sometimes they do not care whether they act legally or not provided they receive their pay.

Simple coolies are sometimes on leaving the plantation urged to become sardars. Money is advanced to them and if they do not return to the estate they are threatened with the police. Many coolies cannot resist easily the offer of an advance hence the obligation of recruiting other coolies should in no way be fostered on them. If they themselves ask to be appointed sardars then, of course, the case is different.

According to the Act, unmarried girls of sixteen are not minors, but if eighteen and married they are minors, since they require their husband's leave to be recruited. Unmarried boys and girls are considered by the aboriginals as minors. The Act might perhaps be changed in this way: "For the purpose of this Act all unmarried young people are presumed to be minors."

(v) The Act need not be changed very much. It might be altered in such a way that persons truly trustworthy would be allowed to help in recruiting only the people well known to them. The recruiting for Assam if made too free will surely lead to great abuses; therefore, only a few changes should be made in the Act and later on a few more if judged necessary. It is then suggested that certain trustworthy and responsible persons be allowed to assist in recruiting. Sardars would still be used according to the Act and the labour would be sent to the usual depôts.

These chosen persons, quasi agents, would be allowed to correspond with the planters of Assam about recruiting. Then the quasi agents would send to the plantation a few intelligent men to work there for a short time and come back with a sardar's certificate. These sardars would be allowed to recruit with the help of the quasi agent the people in whose welfare the quasi agent has the right and obligation to take interest. This recruited labour would be sent to the nearest depôt by the sardars. The quasi agent should have the right to enquire from the planter about the welfare of his people.

The granting of status of quasi agent would depend on the Deputy Commissioner, who might at any time, when reasonable cause offers, suppress the certificate of the quasi agent. The quasi agent would be strictly forbidden to receive any salary or commission.

7. (ii) (c) Unemployment as to the ordinary labour is due to the failing of demand for it. Many indeed would be willing to emigrate for six months or even for one year, if the salary were good, but the offer is too great for all to find work.

The ordinary labour of Chota Nagpur is good at digging and forest work. Only great want or high salary will make them sign on for one or two years. Their attachment to their holding, however small it may be, makes them dislike long term engagements.

As it is, in many cases an exodus to the tea plantations leaves them with little real profit. They bring back money indeed, but much of it will be spent in buying the rice they did not obtain from their fields during their absence and in buying seeds for the next season. The tea plantations provide them with a ready means to tide over a bad season but do not substantially improve their lot either morally or financially.

7. (iii) The best method to alleviate distress would be of an agricultural kind, and is, therefore, outside the scope of this enquiry.

Another method would be to give petty contracts of the Public Works Department to the labour directly.

8. (iii) (c) Grogshops, if removed to a great distance from the plantations, would not be the cause of time and wages lost. Leaving out the labourers who sign on for a six months' term and work hard—the others work in general not more than five days in the week. Were the grogshops farther away, they would work more. The majority of tea labour sign on for one year.

### III.—Housing.

16. (i) In tea plantations the housing is good. (ii) Private landlords do not provide any for seasonal labour, but the coolies of Ranchi District who work in the Babu gardens around Calcutta live often in leaf huts made by themselves.

### IV.—Health.

23. (i) The mortality in the tea plantations does not seem to be higher than in Chota Nagpur.

24. In the plantations the labour is provided with medical help. Some native-owned gardens are said to be less well managed.

29. (ii) The labour coming back from the surroundings of Calcutta, bring often with them Kala-azar and other diseases unknown in Chota Nagpur.

### V.—Welfare.

32. The tea planters offer a school house to the labour, but I think many do not really desire the coolies to accept the offer, neither do the coolies show any eagerness to accept it.

### IX.—Hours.

D (a) In the tea plantations the hours depend on the amount of work the planter can offer. A strong man can finish 2 hajiris (tasks) in 5 or 6 hours; if work be available such a man would work 8 or 10 hours.

### XII.—Wages.

96. One hajiri is paid 4 annas; an industrious worker may finish 3 hajiris in one day, except in the dry season, when the same amount of effort would mean a gain of about 8 to 9 annas only.

98. Thirteen lakhs yearly are sent home by money order in Ranchi District.

100. Contractors should be obliged to pay in full the wages at least once a month, and especially at the end of the work. Some promise to send by money order the amount of wages left over and do not send it.

RAI SAHEB DEVENDRA NATH SINHA, Vice-Chairman, District Committee,  
SANTAL PARGANAS, DUMKA.

### I.—Recruitment.

1. (iii) The district of Santal Parganas is inhabited by a large number of aboriginal and semi-aboriginal tribes, their proportion to the total population being over 60 per cent. Peculiar laws and regulations have been framed by Government to induce these thriftless aboriginal people to keep them to their homes and not abandon their hearth and home entirely thoughtlessly. In spite of this, however, we find the aboriginal tribes, notably the Santals, do go abroad in search of labour.

Besides this regular recruitment by the Association there are other private agencies who recruit labour for work in coal mines in the adjacent districts of Bardwan and Manbhum and Birbhum, and their number is estimated to be between 3,000 to 4,000; the people who take to mining being mainly *Bawris*—a low caste Hindu. There is casual emigration of aboriginal labour from the district in connection with jute and paddy harvest in *Borim*, as they call the part of Bengal where their labour is in demand. In this way also about 4,000 people go abroad, though for a short time only.

(ii) In recent years, however, a change has come upon the migratory people. The aboriginals of the district, who are generally thriftless, do not lay by anything in a year of good crop. The result is that in a lean year they have to borrow from non-scrupulous *Mahajans* or *Baniays*, who during the harvest season take away whatever they could lay their hands on to satisfy the debts he had given. So practically the poor cultivating aboriginal ryot finds himself in a vicious circle of repaying in fat years what he borrowed in a lean year and in trying to make the two ends meet finds himself much in the same position no matter whether his lands brought in a good or bad crop. Disgusted with life dependent on land that could not sustain him he naturally turns his eyes to labour abroad. The tea plantations offer such people a good avenue for work. The terms and conditions under which the plantations recruit labour, especially under the Labour Association, prove attractive.

The aboriginal people are noted for their fecundity, and for a people like these pressure on the soil is liable to be very acute, necessitating a search for employment by members of a family who are unable to work remuneratively on the family holding. The aboriginals of the district, in fact, have in the past been driven to seek work in connection with paddy and jute harvests in Bengal, dock and building works in Calcutta, coal mines and on tea estates; the volume of migration varying according to the necessities of each season. When there is plenty of food owing to bumper harvests, migration is small, but in seasons of scarcity the people literally clamour for labour.

2 and 3. The system that obtains both in the Dooars and Assam may be called the *Sardari* system. Owing to this system being in vogue here a proportion of emigrants is constantly returning to recruit their relatives. These Sardars can be taken to be an effective link between persons who have gone to the gardens and that of their relatives who have not. I have known of men who have gone to the plantations with a view to knowing things first hand and then if conditions there proved suitable to come back and take away as many of their relatives as are inclined to go. In many cases the whole family has migrated. The gardens, I understand, repatriate a large number of short or fixed term recruits from this district on the expiry of the term at the garden expense. The fact that so many of the people of this district willingly go over to the plantations is a sure testimony to the conditions under which they are recruited and the sort of life they are required to live in the gardens. In the olden days, when the *Arkuti* system of recruiting was in vogue, people used to suspect the intentions of all the recruiters; the system that attached no responsibility to the agency that recruited labour became in course of time a byword for deception and intrigue. The very name of *Arkuti* (recruiter) still stinks in the nostrils. To maintain contact with villagers, what is wanted is a responsible agency. A person who recruits directly should be known to the people whom he recruits, and the people under whose guidance and control the recruiter works should be men of standing and position: exactly what we find nowadays among the Tea District Association employees of the status of superintendents. In fact, from the point of view of the labourer the *Sardari* system is in my opinion an ideal system—a system by which a person is recruited by an individual who himself returns to the garden with the recruit and is responsible throughout for any fables or misrepresentations he may have perpetrated. The garden *sardar* who recruits is of the same class as the potential recruit and is not merely financially interested in recruitment as would be a professional recruiter or the officials of an employment bureau. The system also whereby a local agent and a forwarding organization register the recruit and look after creature comforts in the way of clothing and food is calculated to give the intending emigrant full confidence in his future.

All labour recruited from our district is not done according to any fixed principle. There are persons who come from outside the district and recruit labour under false pretences just to get something out of the firm or company that cares to employ them. To be effectively conducive to the good of the labourers, the agency or organization whatever it may be, it should be responsible for its doing to a legally constituted body whom law and public opinion can easily touch. It would have gone a good way towards the betterment of the lot of the labourer if all recruiting agencies come under some such bodies as the Tea District Labour Association.

4. The recruitment of labour for distant districts such as Assam and Dooars certainly affects the family life and tends to lower the moral tone of the people who are snatched away from the family circles. Instances are not rare when husband goes away in search of labour leaving his wife in the village to be cared for by the parents of the husband or more commonly by the parents of the wife. If they are young—the recruits are generally young able-bodied men, for they have to pass a medical test before they can be sent away—the wife plays the fool and the husband scents this on return and the result is a rupture in the home. In spite of precautions

being taken it is not uncommon to come across young couples in intrigue with each other coming to a depôt and describing themselves as husbands and wives go away to the gardens. The extent of the disturbance is not negligible and can only be minimized by resorting to the practice of recruitment of family groups and avoidance of single male recruitment.

The gravest evil results from the breach of this family tie and the presence of harlots. The victim of separation from the husbands, in a small Santal hamlet, tends to lower the morality of the whole people. Subject to social ban put upon her she defies openly the conventions of their society and contaminates the whole village by her presence. The sooner this single male recruitment ceases the better for the people and persons employing labour. In the same way when a woman goes to the garden single, which is very rare though, she is looked down upon by her community on her return and not finding her position enviable begins to look upon morals as something she would like to maintain but others do not allow her to do so. She joins the ranks of her less fortunate sister whose husband had gone away. The Santals of the old type resent recruitment for labour only on this ground.

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RAI BAHADUR SARAT CHANDRA ROY, M.A., B.L., M.L.C., Vice-Chairman,  
District Board, Ranchi.

1. *Origin of Labour.*—(i) A considerable migration to the labour districts takes place from the Ranchi district.

There are three streams of migration, from this district, viz. : (a) Annual migrations to Calcutta and its suburbs and also to certain Bengal districts such as Rajshahi, Malda, etc., in search of temporary employment, such as digging tanks, making embankments, working in fruit gardens, etc., from November to March or April, when the aboriginal raiyats have no agricultural work of their own at home. (b) Similar temporary migration to the tea-gardens of the Dooars. (c) Migration to Assam tea-gardens.

(It may be noted that very few people from the Ranchi district go to work in the neighbouring coalfields of Hazaribagh and Manbhum districts, or to the neighbouring industrial town of Jamshedpur—as the conditions of work there are not liked by the aborigines of this district who are accustomed to work in the open air.)

(ii) Causes of the above-mentioned three streams of migration : (a) and (b) As the aboriginal population (Mundas, Oraons, Kharias, etc.) depend for their subsistence mainly on agriculture, and as in the case of a large number of aboriginal families the produce of their fields is not sufficient to maintain them throughout the year, the annual migration to the labour districts is considerable. Debts incurred to meet occasional ceremonial expenses such as marriage, the rapid swelling of debts contracted on high rates of interest from usurious money-lenders, heavy costs of occasional litigation, etc., drive some aboriginals to migrate temporarily to the labour districts. Years of drought and famine necessarily add to the volume of migration. (c) *Migration to Assam*—Migrations to Assam, now generally on agreements for one year, are normally not popular among the aborigines.

In many cases unscrupulous recruiters induce young men and women and simple unsophisticated families by false hopes of easy labour, cheap living and good prospects, to migrate to the tea-gardens of Assam. The recruiters sometimes ply their victims with drink to secure their consent. Not unoften young men who are in love with women (sometimes other people's wives) whom society forbids them to marry or consort with, on pain of excommunication, are induced to migrate with their sweet-hearts to Assam under false names. Very few aboriginals of this district voluntarily migrate to Assam with full knowledge of the conditions of work, net income, housing, etc., in the Assam tea-gardens.

(iii) Since the abolition of indentured labour, conditions of labour in Assam tea-gardens have improved to some extent ; but such labour is yet far from popular. Temporary labour as tank-diggers, etc., in Calcutta and its suburbs and in certain other Bengal districts is getting more and more popular as wages are gradually increasing and as the labourers are much better treated and can return home at will, and the conditions of work are more favourable. Labour in the Dooars gardens is preferred to that in the Assam gardens as the treatment and conditions are reported to be much better than in the Assam gardens.

2. *Contact with Villages.*—(i) *Extent and frequency of return.*—Those who go to Calcutta and other Bengal districts for temporary labour return home in March or thereabouts after a stay of six months or less. They generally go in company with other fellow-villagers or tribe-fellows and relatives and thus even when temporarily away from their villages, they are hardly cut off from the social moorings of their native land.

Most of those who migrate to Assam generally return home as soon as they can get free, and would hardly think of going back again unless under exceptional and unavoidable circumstances.

Those who go there to avoid social stigma or excommunication or for similar other motives generally settle down near the tea-gardens and hardly return home. So too do those who fall into evil ways in the gardens and begin to live in illegal union with some woman. A few of the more intelligent and ambitious among the aboriginal labourers are tempted by the prospects of recruiter's emoluments to attach themselves permanently to the gardens and work as recruiters or *Sardars*. These latter pay periodical visits to their villages for the purpose of recruitment by methods which are, as often as not, undesirable or reprehensible. A very few, owing to superior intelligence, a little education, and exceptionally good work get employment as clerks, etc., and stay on.

3. *Methods of Recruitment.*—(i) So far as labour in Calcutta and Bengal districts is concerned, the aborigines go direct and of their own accord, and seek out employment for themselves or with the help of their tribe-fellows who had been to those places before.

So far as recruitment to the tea-gardens is concerned, recruitment is carried on by *Sardars* and their underlings, not unoften by undesirable methods. Recruitment for the Dooars gardens is generally free from objectionable tactics.

(ii and iii) The first step for effecting improvement would in my opinion be to abolish the system of employing recruiters or *Sardars*, and to effectively put a stop to the demoralizing practice of giving commission or remuneration of any kind for recruitment of labour.

The next step that I would recommend would be to take the help of such honorary workers for the social and economic uplift of the aborigines, as Missionary bodies (like the Catholic Mission and Protestant Missions of Ranchi) and social improvement associations like the Chota Nagpur Improvement Society (*Unnati Samaj*) who, I expect, would in the interests of the labourers, agree to keep registers of persons willing to go to the tea-gardens after full knowledge of the conditions of labour, remuneration, mode of living, cost of living, and prospects, if any; and no coolie will be taken to or admitted into any tea-garden without a certificate from the head of such missionary bodies or Social Improvement Society that it is a case of voluntary emigration with full knowledge of the conditions, prospects, etc.

The third measure that I would recommend would be to arrange for quarterly visits to the gardens (at the cost of the garden authorities who should pay suitable travelling and halting allowances) of representatives of these Missionary bodies and indigenous Social Improvement Associations to enquire into the condition of the labourers, and discuss with the garden authorities how the grievances, if any, of the labourers may be removed and conditions of labour may be improved. These representatives will forward to Government reports of the condition of the labourers during their visits and suggestions as to any improvement.

4. *Extent and Effects of Disturbance of Family Life.*—So long as the present system of recruitment through *Sardars* continues, the effects of disturbance of family life will continue to be in many cases quite disastrous. I have known several cases in which these *Sardars* have taken advantage of temporary quarrels between husband and wife in secretly inducing the wife to fly to some Assam garden under a false name. In most such cases, after her temporary fit of anger or annoyance has subsided, the woman finds or is induced to believe that it is too late to return, and she has to repent for the rest of her life. In a few cases I have known elderly women being taken away in this way leaving her husband and grown-up children in a huff. And in such cases, the name, etc., is changed and so the husband, even when he seeks to pursue his wife to Assam, cannot generally find her out. I know of one instance in which such a husband went to seek his wife in Assam, leaving his children at home, and never returned home himself. Mean advantage is taken in this way by these recruiters even of temporary quarrels between father and son, or mother and daughter.

Sometimes though a man goes to Assam under stress of poverty and with the avowed object of returning home, after a time, with savings, he falls into evil ways and never returns home; and his wife unable to maintain herself and her children, when remittances from her husband diminish and at length disappear, has to take another husband, and thus the family is broken up. Freed from the moral restraints of society

that existed in his native place, an aboriginal coolie not unoften succumbs to the various evil influences of Assam tea-garden life. Some live in illegal union with women whom society would not permit him to live with or marry; and thus they can never return home.

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## BIHAR AND ORISSA COUNCIL OF WOMEN.

### I.—Recruitment.

3. (i) Method of recruiting young women and young girls should be thoroughly investigated.

(ii) Proper provision should be made for their care at the depôts and on their journeys.

6. (iv) Facilities should be afforded and help and encouragement given to coolies to send remittances to their families. The coolies require assistance in the actual completion of the forms. Difficulties of this nature have occurred to our knowledge.

### IV.—Health.

24. (ii) More provision should be made for the clerk and teacher classes for the treatment of phthisis at a moderate charge.

(iv) Compulsory regular training of midwives should be enforced. Annual courses of training, of ten days to a fortnight, should be compulsory throughout the province to all practising midwives. Trained welfare workers who would tour and give lectures where necessary should be appointed.

25. (ii) Medical facilities would be more utilized if the hospitals were made more attractive for the women by the provision of special care for women and more female nurses and attendants.

27. (iii) In view of the increasing employment of men and women, used to an open-air life, and the consequent spread of disease, especially phthisis, strict attention should be paid to the provision of adequate light and ventilation of factories.

31. *Maternity Benefits.*—We are strongly in favour of maternity benefits being given to women employed in industrial concerns for at least a week before and after confinement.

### V.—Welfare.

33. Where women are working in lac factories, etc., we recommend that a woman welfare visitor should be employed to look after and report on the health and environment of the women workers.

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Mr. G. E. FAWCUS, M.A., C.I.E., O.B.E., Director of Public Instruction, Bihar and Orissa.

2. (Item V, 36.) The returns submitted to me for the year 1928-29 show 42 so-called factory schools. Of these 17 are colliery schools maintained by the East Indian Railway near Giridih, 10 are schools supported by various collieries in the Jharia coalfield, 5 are supported by the owners of mica mines near Kodarma, one by the Peninsular Tobacco Company at Monghyr, 2 by the Bengal Iron and Steel Company near their mines in Singhbhum, and the others are 6 night schools and a commercial school at Jamshedpur.

Of the above schools only those at Jamshedpur really cater for adults. The others are intended for children. The concerns connected with the schools are said to employ in all 2,647 boys and 678 girls. The number of pupils who are employed by the concerns, or are children of employees, is 1,718 boys and 41 girls; there are 64 other boys attending the schools.

The schools at Giridih are fully described in Pamphlet No. 2 of the Bureau of Education. When I wrote the article for that pamphlet there were 31 schools, but the number has fallen because the Hazaribagh district board is in financial difficulties and has greatly reduced its grant.



Having regard to the interest which the administration of the East Indian Railway has shown in the schools at Giridih, and in the education of its employees generally, it is at first sight surprising that the list of "factory" schools includes no schools at Jamalpur. The Jamalpur labourer, however, appears to return by a cooly train to his village as soon as his work is over, and the more skilled labour is provided for by the technical school, which, as already noted, is under the control of the Director of Industries.

The night schools at Jamshedpur and the colliery schools in the Jharia coalfield have been described in the memorandum prepared by the local Government.

3. (Item VI, 40.) There is nothing special to record under this head except as regards Jamshedpur. Jamalpur is well provided with schools of the ordinary type, maintained or aided by the East Indian Railway, and the Jharia coalfield contains the usual high, middle and primary schools, neither better nor worse than others. The financial position of the province makes all its schools less efficient than they should be.

The educational position at Jamshedpur in 1921 was described in Pamphlet No. 11 of the Bureau of Education. Since I wrote that pamphlet the schools have been reorganized. Much more attention has been devoted to the primary schools, and the boys who pass out from these schools can now proceed to middle schools and so to the high school, in which, by the way, elementary science has been made a compulsory subject of instruction. The company's contribution to the schools has risen from about Rs. 52,000 in 1920-21 to Rs. 82,000, and the Government grant from about Rs. 7,000 to nearly Rs. 18,000.

I have been in close touch with Jamshedpur for many years, and can testify to the real interest in education taken by the company, and its readiness at all times to co-operate with Government in the matter. The sum of 1½ lakhs, provided half by Government and half by the company for the recent improvements to the buildings of the middle and primary schools, has made those schools not only easier to teach in but much more attractive in appearance, and this fact alone will, I have no doubt, tend to swell their roll number.

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### SHREE BIHARIJI MILLS.

#### ROLLER FLOUR OIL RICE DALL MILLS AND FOUNDRY.

4. *Dietary and Physique.*—Indulgence in intoxicating liquors and drugs among the labour seems increasing. Such practice generally tells upon their health and a greater portion of their daily earnings is wasted away in intoxication. Number of such liquor and drug shops should be reduced by the Government, moreover they should be kept at a distant place from a factory so that they may not fall within the easy reach of the labour. This will improve both the intellectual and physical power of the labour.

9. *The effects of 60 hours restriction.*—Such restriction is considered to be not beneficial to local industries. This has increased unnecessary labour expense of the employers. Some suitable scale of actual time of working rendered by the employees during the whole of their time when they are on duty, should be drawn up. For instance, Ghani attendance and coolies working in the oil mill, though their working period is 10 hours a day yet the actual time of their work will in no way exceed 6½ or 7 hours a day and the remaining 3 or 3½ hours of their working period they spend in idle talks and in a light slumber. There is a mutual arrangement among them to look after the work of their fellow worker also, besides their own whenever during the working hour their co-worker intends to go out to attend his own private business and thus they manage to go out one by one in their respective turn. But such is not the case with a Fireman working with a boiler. He has to work continuously till the time of his work be over. Consequently in our opinion the weekly period of work for the labour employed in industrial concerns such as oil mill, etc., should be increased from 60 to 70 hours or so per week and it is needless to say that such modification in the Factory Act will save many industrial concerns.

*Intervals allowed.*—As most of the local factories are worked by means of labour divided into certain groups or shifts working alternately at an interval of 4 or 6 hours, there is no necessity of making any periodical stoppage of their work but in case of ordinary labour working continuously for 8 or 9 hours a day, an interval of half an hour is allowed to them for rest and tiffin. Special attention is given to the fact that in no case their period of work should exceed 6 hours at a time.

## THE LABOUR FEDERATION, JAMSHEDPUR.

### I.—Recruitment.

1. *Origin of Labour.*—Jamshedpur being one of the largest concentrated labour employing industrial town people all over India regard this place as a direct field of employment. Practically all provinces are represented on the skilled and semi-skilled jobs. Unskilled labour is confined mostly to Central Provinces, Chatis-Garh divisions and to Behar and Orissa Chotta Nagpur division. Previous to 1918 Chatis-Garh labour was unknown in Jamshedpur. Since that time it has largely replaced aboriginal labour from Chotta Nagpur. The causes assignable are presumed to be violence used in the first strike of 1920 and the excitement before and after the event. That seems to have frightened these timid folk. It is claimed that the aboriginal labour from Chotta Nagpur was more sturdy and hard working than the one that later on replaced it.

The Chatis-Garh contingent first arrived in 1918 due to famine conditions in Raipur District and since then the stream is continuously and steadily pouring in.

The causes of influx of skilled and semi-skilled labour so far as all the communities represented in Jamshedpur are concerned together as a whole can be said to be one or the other of the undermentioned causes :—(a) Dearth of Industries in their own provinces. (b) Better wages. (c) Extensive turn over of labour and better opportunities of employment. (d) Prohibitive laws against holding lands in their own provinces. (e) Escape from indebtedness and consequent poverty. (f) Native daring.

Of recent years the *Pathan* population has appreciably increased due to the preference shown by employers to recruit this class of labour in times of labour troubles as being the least likely to be interfered with by the striking workmen.

2. *Contact with villages.* (a) *Unskilled labour.*—During cultivating season from June to September there is great exodus of this class to their native fields. An appreciable dearth is always felt during these times. This class had not yet divorced itself from its lands, incomes from which they always supplement by annual labour in industrial towns. Given a preference they would revert to their native soils. Their holdings are uneconomical and they must fall back to manual labour in towns. It has been that brothers and relatives will change turns between minding the land one year and seeking employment the next.

(b) *Skilled and semi-skilled.*—Their employment does not vary on the aforesaid cause, but their stability does not vary the less. Marriage and deaths are two factors that take them to their native places and their absence averages about two months.

3. *Methods of Recruitment.*—Formerly employment was made directly by the officers having vacancies, but as that system led to various abuses and corruption, a central employment bureau was substituted, with, according to labour view point, very little change or success.

At one of the local factories in Jamshedpur obtains a Sardar system of recruitment, partially adopted for some time at the Tata's plant also. Sardar system is uneconomical to the growth of orderly organised system of Trade Union.

The best possible solution from a labour point of view and we do not see why it should not be from employers' point of view, is to establish an employment bureau in conjunction with a labour union that can render service both to labour and employer.

7. *Unemployment.*—A certain number of unemployed is always visible in town. At times getting aggravated due to various causes :—(a) Strikes or lockouts and retrenchment in other industries and factories. (b) Famine or floods. (c) Restriction on employment as prevailing at present. (d) Men who had taken settlement and service money from the Tata company after the last industrial dispute.

Lines of solution suggested of ending of industrial disputes by :—(i) Conciliation Boards. (ii) Opening up of temporary relief measures by way of road, embankments, tanks, etc., constructions by public funds. (iii) Better sources of distribution of

information of possible requirements in other towns than where such accumulation of unemployed takes place. (iv) Establishment of labour commissioners in provinces with suitable facilities and machinery for obtaining requisite information.

Unemployment insurance would be a success where labour is a stable proposition and in the case of workers of a skilled nature if unemployment insurance premium is either paid by the employers or if the premium is made sufficiently low to be paid small premiums out of the workers' wages, or through State agency or partly a combination of each of the three mentioned above.

8. *Labour Turnover.*—The biggest factor militating against continuous employment is the periodical or seasonal return of workers to their native homes for marriages, funerals, crops. Leave is obtained for a certain fixed period and invariably overstay, losing not only chances of their existing jobs but also the accrued privileges of previous service. Lack of native education and proper distribution of information are responsible for this attitude of mind. The chances of repairing the ravages on return are daily getting restricted.

## II.—Staff Organization.

(10 and 11). At present labour has no voice in the selection or form of the departmental or administrative organization. But one thing that labour in Tata Works at Jamshedpur feels is that there has been such a multiplicity of supervisory staff, both higher and subordinate ones, that much time and effort is needlessly wasted through conflicting orders. In fact the ratio between supervisory staff and actual working men would be found to be hopelessly out of proportion.

The managing staff is mostly recruited and appointed by the board of directors, apparently helped by certain technical staff stationed in England and America.

12. The method adopted so far is one of benevolent discretion which has led to a growth of a supervisory staff, which both in bulk and in intelligence cannot be regarded as an extra efficient organization. The selection has been haphazard, and one of the most disorganised type, with no basis either of education, training or talent. At present a technological institute of a sort has been in existence for some years, and the batch of trained officer class students that were originally intended to be turned out have neither properly fitted in nor given full opportunity for the work they have been trained for. These men are regarded with a suspicious eye by the covenanted staff, who have apprehension of being ultimately replaced by these people, and undisguised contempt by the locally recruited staff for their lack of proper knowledge and training of detailed routines of the departments. The students themselves in many cases do not seem to either feel or make themselves comfortable, and their value to the company seems problematic. Retaining of lower workmen staff must always remain a matter of great difficulty, due to lack of reading and writing ability, though not of innate ambition or talent. In many cases these grave handicaps have resulted in many a deserving man being superseded or discharged. Facilities for learning the elements of reading and writing are either non-existent or very restricted, and social customs have put not a few difficulties in the path either.

13. Relations generally at present are very strained between the immediate supervisory staff and rank and file of workers. The reasons are many and vary. The majority of the immediate supervisory staff have been ignorant and illiterate, more concerned with their power and authority than with any welfare of either their employer or their labour; corrupt, tactless and unfair, as a result the organisation cannot render smooth service. The workmen are in no mood to swallow every thing that comes from their foreman. As a possible solution, and in place of departmental enquiries for redress of grievances which have been found to be unsatisfactory, recently shops or departmental committee system has been introduced at the instance of the Labour Federation, and though it would be too early to judge of the results, it can safely be said that they have not been found unsatisfactory so far. On the contrary, some departments definitely aver that these committees are working splendidly. The Committees are composed of seven members, four nominees of Labour Federation, i.e., trade union, and three nominees of the company who are actual manual workers, and there is no representation of the clerical or foremen staff. As a result there is not endless arguments nor any kind of coercion possible within the ranks. The handicaps, of course, to these committees have not all disappeared. They are :—(a) Interference from the superintendent of the department or of the foreman. (b) Apprehension of possible loss of prospects in service through over zeal in discharge of his duties as member.

The decision of the shop committee is not final, either on the employer or on the applicant for redress. Both the parties can appeal to what is known as Board "A" composed of two direct representatives of the Labour Federation; that means two

representatives of a trade union and two representatives of the steel company of the employers. A final appeal has also been provided for in the shape of a board composed of the general manager of the steel company and the president of the Labour Federation, i.e., trade union. All questions dealing with discharge, suspension, promotion, grade, etc., are referred to these shop committees for disposal, and in fact every question relating to dispute between employer and the employees is within the competence of these shop committees. We are very hopeful of real good work being achieved through the medium of these shop committees if the employer takes their finding in real good spirit to the promotion of lasting goodwill of the parties.

15. A trade union should not like the presence of a contractor as an intermediary for the simple reason that labour, at all events, should be in direct contact with his employers. The contract system we know of in the steel plant covers work that company has found uneconomical or undesirable to be done by itself. Our view is what could be performed economically by contractors could, *pari passu*, be done, or ought to be done equally economically if not more cheaply by the employers themselves. One of the disadvantages of working under contractors so far as labour is concerned is the ease with which the liability can be evaded by the contractor or the employer in respect of compensation for accidents and expense and trouble involved in fastening such liabilities. Then, again, contract labour is deliberately kept steadily moving and fluctuating so as to escape liabilities for leave and other privileges which militates against growth of a stable working class. Further, contractors are utilised as strike breakers and blackleg suppliers. Again, a close supervision cannot be kept over the various abuses to which contract labour is always subject as, for example, sweating, frequent dismissals, etc.

### III.—Housing.

16, 17, 18, 19, 20, 21 and 22. Tata Steel Company provides accommodation for 95 per cent. of its higher staff, but facilities for working people are hopelessly inadequate, the company being able to meet only 30 to 40 per cent. of the requirements of the company's total working staff. Private agency has not received any kind of encouragement from the steel company either by way of guaranteed returns to the capitalist or providing facilities to small money holders. We have known of cases where kacha houses have been constructed and subsequently sub-let to persons who had not houses to move into, and the steel company has come down upon the owner of the house either to get ejected or submit payments of enormously enhanced rents. This is not certainly affording facilities to put in more houses through their agencies when the company itself is not in a position to undertake the task itself. The company's scheme of helping the employees desirous of building their own houses has not proved much of a success looking to the numbers so far built, due to absence of proper rules by the company, too much interference by the departments, and last but not least due to the sense of insecurity regarding tenure of service, no adequate provision being made of transfer of holding in case of leaving the stations. In absence of proper housing facilities it is difficult to imagine how the workmen could ever feel comfortable either at work or off work. The situation does not conduce to peace of mind, and has been therefore responsible for a great deal of anxiety both to the workmen, employers and the Government. The housing problem has ever been acute, adding to the shortage has been the hardship of an inadequate accommodation provided in the various types of houses built by the company. The R N, M1, M2, N1, N2 type of quarters do not seem to provide accommodation that is consonant with modern thought and tendency to provide workmen with. The houses are one room about 10 feet square, with or without a slip of verandah about 2 feet by 3 feet wide, in that is to be accommodated a family with one or twenty members, the company not caring to worry as to how many occupy that quarter, neither is there any machinery for taking into consideration the number of family members before allotment of a quarter which is at present based solely on service and rate. As a result in town we find much unhealthy congestion and unhealthy agitation.

Water supply is hopelessly inadequate. Busties are still practically without water supply. In the various quarters water taps are not provided as a rule one tap to each quarter. There is one tap to several quarters, leading to frequent quarrels and bad feelings in the town, as the supply is at once inadequate.

The sum total of these handicaps react very adversely on the moral tone of the workman and his family, and to all intent and purposes we find ties of family life so loose that one might boldly assert that there exists no family life at all. One of the visible signs is the number of cases in criminal courts of offences dealing with women.

## IV.—Health.

23. *General Health at Jamshedpur.*—Situated, as it is, on a widely extended area, does not compare unfavourably with any town of due equal population. If at all the balance would be in favour of this place. The Steel Company has supplied good medical facilities both for the workers as for the general population, though in cases of accidents and injuries, and often enough in cases of general sickness, there is a marked tendency to go to one's native place and have recourse to their own system of village medicine. In many cases where modern medicine has failed we have instances of good recovery through indigenous medicines which might be due, though we would not assert, to the healing value of indigenous drugs. It is also likely that confidence in the medicine may be one of the potent causes of cure.

24. A central hospital with a couple of branches for out-door patients is at present provided by the company. One would like to see an extension of these out-door patients' treatments in some of the outlying busties, where there is a definite compact population. As in many cases people continue through ailments, rather than go to the nearest branch, the extremely conservative nature of the people has not yet changed, and we would like to see medical facilities brought to the very door of the sick and the ailing.

The Government has a hospital with very limited accommodation and we think, looking at the size and population of the place, the Government could, and should, provide its quota of medical relief. As quite a decent percentage of the population has other employment or provision than serving in the various industrial undertakings in Jamshedpur at various outlying busties, would like to see medical help extended in the form of women doctors or trained midwives to minister to the wants and comforts of women and children. A direction in which efforts have not been adequately made, not only in this place, but throughout the company.

To a certain extent facilities must be provided for private medical practitioners which at present is restricted, due to a mistaken policy pursued by the company.

26. Sanitary arrangements in the town leave much to be desired. In busties it is a positive menace to develop well being of residence there. Leaving aside the northern town or European quarters where a complete flush system is provided, in town and other localities sanitary accommodation is next to non-existent. There may be one latrine to several quarters, or in others no latrine at all. In Sakchi and Kasidih a few central latrines is all that is provided, an institution that is held in biggest abhorrence by the people of the locality. In busties with a growth of population, all open spaces gradually come into occupation and the inconveniences suffered by the people can be more imagined than described. The company has made no provision to meet the necessities of the people in that direction.

Pumping facilities for providing drinking water for outstanding busties can never be an economical proposition for the company, as the outlay on the pipes and pumps would be, and has been, prohibitive. A more useful solution would be in the nature of digging wells, artesian for preference, which would permanently solve the drinking-water question.

The question of providing facilities for bathing and washing do not seem to have much disturbed the thoughts of the company. Any odd nalla with water that may be green with dirt, still affords the only chance to people, and we see sights of washermen using the same unhealthy source for cleaning clothes, that would put to revolt the conscience of a malarialogist and other medicologists. In States and elsewhere we have seen special washing facilities provided to workmen in their departments, and also cabinets furnished for putting their clothes and other articles of wear. Some have even gone to the extent of providing soap and napery. We would like to see similar facilities provided here on the initiative of the employer himself, and not wait till a radical change takes place in the conservative habits of the people, for nothing succeeds like the compulsory setting of good examples.

30. Insurance against sickness and consequent unemployment we consider as one of the essential items of an employer's liabilities, and a duty duly to be discharged towards his workmen. The employers get insured against accidents in their workshops, and we do not see why they should not take additional steps to protect the workman as he does to protect himself in either case. The legislature ought to take up this matter seriously and compel employers to take sickness policies which would afford a halfway house protection towards old age, pension, and unemployment insurances, which are clearly duties of the State towards its subjects. We fully realise the handicaps the employers have at the present moment in the shape of insecurity of tenure of his workmen—but that is of his own doing—against the migratory habits of the people, the still existing dislike, towards the western medicine and other causes. But the realisation of advantages by the workmen of this system of sickness insurance would go a great way towards changing the habits of the workmen that are mainly based on ignorance.

31. Maternity benefit has recently been introduced in Jamshedpur, in the Tata's as well as other subsidiary industries and though it is premature to opine about the extent to which it will be availed of, there can arise no two opinions as to the wisdom and necessity of the step, however belated, it may have been adopted. It would not be out of place to use a certain amount of moral suasion to enforce compulsory expert medical help just before and after the event.

#### V.—Welfare.

32, 33 and 34. With the exception of educational facilities and provision for old age and retirements we believe all welfare work should be administered by workers agencies towards which the employer should be made to contribute to a very substantial share. This is desired in the interest of the employer himself to a certain extent since it will free the employer from the taint and suspicion of bribery ordinarily attached to employers' efforts in this direction. It has been found essential to provide for crèches for babies during the period the mothers are at work and that there need not be any objection to their being left to the management of some trade union existing in the place. Recreative amusements, physical culture, picnics, refreshments are items in the welfare programme which involve expenditure of large sums of money which can be undertaken at present only by the employers, since the trade union movement is still in its infancy and consequently in great financial wants, but which could be made a success only when administered through workers' agencies which are the only sources liable to inspire confidence.

36. Employers should provide facilities for education, general or vocational, to their employees for nothing contributes to a stability and understanding of their workmen, than an intelligent workman himself. Though in this country a few can read or write, no man is too old to learn, and provisions of night school or off day day-class are known to create wonders in the cultural advancement of the workmen. Such provisions are practically non-existent, but we do not see why a start cannot be made in this direction.

37. Old age pensions are generally regarded in the nature of State obligations and so long as Governments go on spending the major portion of their revenue on military expenditures, no money could ever be found towards discharge of one of the main obligations and excuses for which Governments exist.

On the question of premature retirement we hold some definite views. Due to invariability of prevailing insecurity of tenure in most industries in this country of workmen services at any stage, no matter if he has grown grey in the service of his employers, we consider it a most essential thing that if a workman binds himself into the service of his employers for seven or ten years, the employers should be under an obligation to compensate the workman by way of gratuity in case of his voluntary resignation or dismissal by the employers or in case of death to pay him an amount in 1/12 of the period of service put in.

#### VI.—Education.

Where industries exist in areas far away from established towns and cities, we believe the employer should be under an obligation to provide for facilities for education both of the employed and un-employed portion of the town, which he more or less established for his own purpose.

Employment should be provided for workers as well as for workers' children to take up vocational training according to their bent of mind, and to supplement the work they actually do at the factories resulting in the case of the worker's increased efficiency for the employer, and in case of workers' children, of a well-defined useful resource of recruitment.

There could not arise two questions of the advantageous reaction on the employer of educational facilities provided to his workers in the matter of increased efficiency ratio.

#### VII.—Safety.

43 to 50. There is much left to be desired in the matter of arranging for safety codes in the various factories and industries. There practically existed no safety rules until the advent of the compensation acts which led to a certain amount of caution being exercised by the employers, not so much out of regard for human lives or limbs as in order to escape from financial obligations imposed by the act. The act merely prescribes certain compensations to be paid to the injured party or to their dependents, but there does not seem to be any provision made of a drastic nature to impose stringent regulations upon employers to adopt measures for safeguarding human

lives and limbs. There are factory acts just as there are mines acts, but they are always liable to evasion by the employers, and as opinions will always differ as to the degree of measures adopted, we consider that an effort should be made now to take the other course of making the cost of any accidents inside the factories so very prohibitive to the employer that it would pay him to install safety appliances which taken together may cost him half the burden. In other words the compensation to be given to the dependents of the killed or the maimed is at present so negligible that there is practically no incentive to the adoption of safety first measures.

Of course in this country at this stage of industrial development workmen have not acquired that "Safety Sense," and this ignorance is responsible for quite a decent percentage of accidents, but the time has passed when one can escape the liability under the excuse of workmen's negligence. It has been found, under the modern thoughts on factory legislation, that the employers being more organized, more intelligent, and with greater resources, it is in the matter of things more equitable and just to impose the obligation of insuring the safety of the office workmen on to the employers than to throw it on the workman himself. In America the employers' responsibility to his workmen is made so heavy and effective that they spend millions of dollars in carrying educative "safety first" propaganda, which has been found more paying than meeting any expenses after compensation in respect of injuries received in their factories. The display of posters in prominent places, holding of departmental safety committees and safety classes are some of the methods adopted to educate the workmen with very successful results. It should be made obligatory in every plant where more than fifteen people work and machinery is used as prime movers to have compulsory first-aid and medical dispensaries to meet cases of accidents, except in large centres and towns where facilities of ambulance and hospitals are available.

In every plant we consider it advisable to have a safety committee, composed of representatives from employers and workmen, who should report where safety appliances are needed and also to enforce such recommendations. Copies of such reports should be forwarded to the Government factory inspectors, who should satisfy themselves regarding the report and verify the enforcement. In places where any Trade Unions exist, they should as a rule be permitted to appear and lead evidence, in any enquiry regarding an accident either by the safety committee.

It has been noted that after a certain number of hours about ten on average of continuous work, after which the fatigue point having been reached, human body and senses become more or less benumbed and are not so alert and mindful of chances. There must be given a period of rest and any compulsory work beyond that period is not only uneconomical for the employer as dangerous to the employee. Conditions of work should be enforced under sanitary and healthy rules of plenty of light and air and we know of cases in America where even bands are provided to stimulate the senses leading to efficiency and activity. Our factories in this country are mostly ill-lighted, ill-ventilated, and lacking in modern appliances or accident prevention and health preservation. In most all machine shops where machines are turned, ground, or polished there are not visible exhaust arrangements, whereby minute particles of metal and dirt floating in the air are taken out by means of exhaust fans and the atmosphere inside the plant kept constantly cleaned and renovated. Such sort of safety precautions and appliances should be enforced.

#### VIII.—Workmen's Compensation.

51-54. We have a Workmen's Compensation Act since the last five or six years and though some sort of relief has been secured under it, the remedy has not been exhaustive nor up-to-date. We understand the act is to be further amended and we trust that all the latest provisions of such acts as prevail in Western countries will be incorporated in the light of experiences of the working of the act in this country. We prefer that no limitation of time should be placed on the filing of compensation claims, the report of accident in the books of the employer which should be compulsorily kept should be construed as due notice of a claim against him. The employer should be compelled to keep a register of the dependents and nearest relatives of his employees to whom he should be bound to give a notice of any accident sustained.

Certain minimum compensation should be fixed in fatal cases depending on the value of the life lost and not commuted according to the wages drawn. We recommend in case of unskilled labour a sum of not less than a thousand be fixed for fatal cases and not less than 1,500/- in case of permanent disability supervening loss of arm or leg or both the eyes. As for skilled labour the compensation should be computed on wages over an enhanced period than what is enforced at present subject to a minimum whichever is greater. At the present moment compensation is calculated on 30 months' wages in fatal cases and maximum of 42 months' for permanent disabilities, which in the case of unskilled labour works out to a figure that is

pathetically negligible. These periods should be enhanced and a minimum should be determined in the light of suggestions made above. We are quite mindful of a possible adverse effect likely to be produced on minor industries or on small investments of any stiffening of the compensation chances, but we urge that that employer does not need to exist who cannot take care of his employees. The problem can be solved by a system of compulsory insurance policy which every employer should be forced to take out before he could be permitted to proceed with his operations. This will take care of cases which we have known where employers have afterwards been found absolutely unable to pay anything to his deceased workmen.

Administrative machinery. We believe dependents ought to be permitted to apply directly to commissioner without giving any notice to the employer as at present to deposit the compensation. This is essential, as often enough the employer does not even deign to give a reply or to exert pressure to wriggle out of proper compensation.

#### IX.—A. Factories.

55-62. The eight-hour limit should be prescribed as the standard for every form of industry including seasonal industries like cotton, ginning, etc. Half an hour interval is given for meals if the worker has to put in more than six hours continuous. We would suggest that besides the time given if the work is of a hard manual character more period than that should be permitted to overcome the effects of industrial fatigue which reacts adversely on his muscle and senses.

The compulsory off days enforced under the Factory Act are four Sundays "off" in a month on non-continuous operations and two Sundays on continuous operations. We are of the view that four compulsory "offs" should be enforced against every individual worker, but the cost of two off days should be borne by the employer on the principle of increased return to him by way of increased efficiency and more attention to his work. If Christmas and New Year days are observed as total holidays in various factories and plants, we submit that an equal latitude should be given to the Hindu and Mahomedans in the selection of one prominent festival day for them as a holiday for the whole plant.

#### X.—A. Factories.

Children as a rule should not at all be admitted into any factories. Infants and childrens' area should be separated from the precincts of the factories and nursing mothers permitted to attend to their babies for whom crèches should be compulsorily enforced on employers. These crèches should be in charge of trained nurses, who can attend to the minor ailments of children and give instruction in personal hygiene.

As far as possible women should not be employed in factories where hard manual work has got to be done, and we are absolutely opposed to the employment of girls and adult women between the ages of 12 and 20, which age we emphasize in order to eliminate temptations presented before immature minds and which are the invariable accompaniments of factory life.

#### B. Mines.

All female labour in mines should be totally prohibited and their continuation is a blot on the administrations of this country.

#### XII.—Wages.

96-111. The minimum wages that Federation stands for and that it would like to see established by Statute for all industries should be one rupee for male and 12 annas for female labour. The present average earnings of workers in India are too miserably low to permit of even a bare living, bare housing, and bare wants. If this wage cannot be immediately enforced, we at least want a period to be named by which it should be attained.

Wages are fixed by piece-work or on daily system. If a man is fixed on piece-work as in foundries or in repeat machine shop operations, piece work is not inadvisable, but workers should not be permitted to work for more than eight hours maximum. The rate of wages when fixed by daily system should be fixed by the job rather than by individuals; what we mean is a flat rate for all workmen doing the same job, as our experience points out that to be the only method to eliminate bickerings and charges of unfairness, an alternative can be suggested in the form of a minimum to start with and a maximum to be attained by annual increments wherein the questions of efficiency or fitness of the employee can be judged by the continuation of his service only. In certain industries where production is by tonnage a system of payment by tonnage out-turn should be arranged for. Wages should not be held



over for more than a week after they are due, as the workers get into debt while the employers profit by interest. All payment should be fortnightly, though there should be no diminution of any of the privileges enjoyed at present under the existing systems. Wages should keep abreast of the cost of living, and not as at present stationary under the existing system.

Wages in factory towns and cities are always apt to be higher than those in the surrounding agricultural areas, because the cost of living is decidedly cheaper in agricultural areas than towns and cities, and consequently no inference can be drawn or rates established on a comparison of these rates. Besides, the conditions of work materially differ.

We are in favour of wages being fixed by mutual arrangement between the trade union and the employers, but under the present conditions where the trade union movement has not taken deep root nor enough loyalty cultivated the scheme does not offer any appreciable prospects at the present time, besides the law of supply and demand militates against any such arrangements for there are innumerable persons ready to fill the places vacated even on less wages.

All unclaimed wages should be expended for welfare and benefit schemes for labour.

We are in favour of one month's leave privileged with full pay for all classes of workers after a year of service. It should not be permitted to accumulate for more than three years, and leave should be granted whenever applied for and not whenever it is convenient, for a large scale employer is always in a position to arrange for his requirements, rather than a poor individual who cannot make other arrangements to suit his wants.

Industrial areas mostly everywhere are invariably infested by Kabuli and Marwari moneylenders, whose operations are detrimental to the peace and quiet of the worker. Most of these debts are due to ignorance and represent exorbitant interest or faked amounts. These could be overcome by a proper system of regulated co-operative credit societies.

#### XIII.—Industrial Efficiency.

112-116. Indian labour, though classified as inefficient, is the product at present of its surroundings. There is nothing inherent in our labour that should make it either inefficient or uneconomical. Its acquaintance with machinery can be regarded as only of recent times, and there has been no real opportunity of building up a class of artisans who have nothing else but their trade to hold for a living. At best at present work in factories is regarded as a means to supplement agricultural income, and for that reason real rates of efficiency have not been attained which we find in western countries. So long as men's attention and time is divided between land and factory this state of affairs will continue. There is, however, a real beginning visible of a landless class or a class practically divorced from land, and such class of artisan has made real good, and their efficiency can give a point to western workers. Further: education has not given its touch of refinement because no education worth the name exists. Besides, very often a standard set for work is false, and by inference the worker is blamed. Again, a worker seldom has given to him comforts in housing or other amenities of life that could permit him to relax to get upon his job willing and fresh. Of course physique in tropical countries, where life is generally easy, is not meant to compare with constitutions built for hardships and strains of a temperate or cold climate.

It is a known fact that a meat diet conduces to better stamina, capable of facing hard solid manual work, and that temperance both in habits and morals conduces still further to cultivate efficiency. When we mean temperance in habits, we emphasize the necessity of restriction over sale and consumption of alcohol, and in the provision for clean surroundings. It pays the employer to look after his labour outside the factory as he at present does in keeping a tab on him inside the plant, we mean thereby provision of clean houses, healthy surroundings, and so on.

Better wages, better housing, amusements, wider education, vocational or general, and sympathetic attitude towards its labour are the factors that lead to increased efficiency of the workers, and any expenditure on these items will bring in a double return to the employers.

#### XIV.—Trade Combination.

117-122. Trade unions in the modern sense have been only of recent origin in India; they have generally come into existence at a time when relations have been strained almost at a breaking point, if not actually broken, with the employer. They attain some sort of cohesion and efficiency during the period of struggle, after which they generally go to sleep. There is not that sustained interest nor that

development that comes to it when carried on during peaceful times. One reason assigned for this state of affairs is in the attitude of employers, who look upon every combination of workers with the most suspicious blasting eye. He deliberately imposes an acute and prolonged struggle on such combinations, which generally perishes through weariness and lack of sustenance. Very often it has been suggested that the employer is helped in his persecution of trade unions by the heavy hand of administration, and that accusation has a ground, if nothing else at least, by Government's aloofness in a struggle that can at best be described as one-sided.

In their despair these trade unions that have generally sprung up through the initiative of some enterprising workmen or workwomen, who have as a rule more native ability than cultivated talent, finding themselves unequal to the various machinations and tactics of employers have recourse to politicians in the neighbourhood, who put a totally different complexion on the struggle. More often false issues are raised and we have known cases where industrial disputes have degenerated into political tussles. Effects on industry and on the workmen of such non-industrial struggles are disastrous, they not only cripple industries but detrimentally postpone the growth of trade union or of solidarity amongst the workmen who recall the adage "once bitten twice shy."

A healthy trade union is the best guarantee for an industry's stability and prosperity, and as employers may be prone to form their own combinations, it would pay them to encourage a like movement amongst their workers and a history of workmen's struggles has strengthened this trend of thought. Workmen's combinations when well-led, well-organized and confined to labour alone have exerted a very healthy influence both on the well-being of workers and that of industry.

Trade unions generally in this country have had such short existence that the only benefit they have been able to distribute amongst its members is in the nature of strike pay, when they have had funds enough for the purpose, and that not too often either. Mutual benefit, unemployment, sickness and old age schemes have had no time to develop and if we are not wrong a state of affairs will continue in a like manner for some time still to come.

The Trade Union Act has not been so successful as anticipated and has not encouraged any growth of trade unions because of the halting nature of its provisions. Registration of a trade union in the archives of Government does not bring to it a recognition to its employers, which is the only thing that brings the two parties together. This glaring omission unless amended will continue to keep the act in an amorphous state, and though the immunity from liabilities both civil and criminal afford a certain measure of protection they do not go far enough. A determined trade union can continue a struggle and escape from all liabilities by so disorganizing the working of the employer, what registration of the trade union is meant to achieve, but it will not bring nearer the recognition by the employer which is a thing that connects. The Act should be so amended that an employer cannot refuse recognition to a registered trade union that contains 30 per cent. of his employees as members.

Where in any industry a trade union of sufficient strength and importance exists negotiations between the parties should be carried on through its medium, and all points of dispute should be settled in co-operation with it. The greater the confidence a trade union inspires amongst its members of its ability to serve them goes a great way towards establishing harmonious relations, between the employers and the employee which reacts favourably to an increased efficiency at the plant.

#### XV.—Industrial Disputes.

A lock-out is seldom paying to an employer though strikes have been known to have been won. The extent of duration and character of strike and lock-out have varied and are entirely dependent upon the parties and on surrounding circumstances. Loss to workers is certainly enormous, but there have been no gains without pains. Any machinery that prevents a showdown is always to be welcomed for there is not known any machinery that can compel either side to accept an award excepting a fight to a finish. A Trade Dispute Act recently promulgated as it stands can render some service though not surely when its provisions are put to use before the parties sever their connections. After a regular breach there is very little scope for the bill to prove useful.

Government's neutrality has been seriously questioned and it is open to doubt whether in the struggles between the labour and capital in this country in its present state of development can or should remain neutral. Where any large masses of men are involved the fact of these being striking workmen does not take away from them the status of being citizens and does not divest the administration of its responsibility towards them.

**XVII.—Administration.**

Each provincial administration should be primarily vested with powers to settle a pending trade dispute and central must not consider itself absolved from all responsibility.

Labour in large industrial centres should have a direct representation on the provincial Governments and provincial labour meaning combination of industrial centres should be represented on central legislature.

Mr. J. R. DAIN, C.I.E., I.C.S. (formerly Deputy Commissioner of Singhbhum).

Extract from covering letter No.  $\frac{87}{XL-1}$  L.C., dated the 17th February, 1930, from the Secretary to the Government of Bihar and Orissa, Revenue Department, to the Joint Secretary, the Royal Commission on Labour in India.

I am directed by the Governor in Council to forward for the information of the Royal Commission on Labour in India, a supplementary memorandum on labour unrest in Jamshedpur. The memorandum has been prepared by Mr. J. R. Dain, C.I.E., I.C.S., who has had access to all Government papers on the subject and has been in close touch with the local Government. Mr. Dain has the full approval of the local Government in submitting this memorandum, but I am to explain that it is prepared from the point of view of his own personal opinion on events with many of which he was in personal contact.

**MEMORANDUM ON LABOUR DISPUTES IN JAMSHEDPUR  
FROM 1920 TO 1930.**

**PRELIMINARY.**

**I.—Some Facts about the Town.**

This memorandum is an attempt to give an account of the chief industrial disputes in Jamshedpur during the last ten years and in particular the three big strikes of 1920, 1922 and 1928, in the Tata Iron and Steel Works, and the strike of 1929 in the works of the Tinsplate Company of India, as well as an account of the unions concerned. It is compiled as far as the history up till 1927 is concerned from the reports of officers of the Government, and for the last three years from the personal knowledge of the writer, who was Deputy Commissioner of Singhbhum (in which district Jamshedpur is situated) during the period. It is, therefore, open to criticism, as being a review of events from one angle only, that of the Government officer on the spot, charged with the duty of maintaining law and order, or in other words of "keeping the ring," and only concerned in a secondary degree with giving what assistance he can to the disputants in settling their differences. Statements made and opinions advanced in it are clearly open to challenge either by employers or workmen as misapprehensions due to lack of industrial experience or ignorance of the considerations which affected the attitude of the parties.

2. It is not necessary to attempt to give an account of the early history of Jamshedpur, but there are one or two facts to which attention may be drawn. The place is an isolated and self-contained area, the property of a single big company, with certain other associated companies run on a much smaller scale as its tenants. Access to it is given by one railway and one road; on the north and west it is entirely cut off from the surrounding country by two big rivers. A new industrial concern is generally started in an established town in which other industries are already working. Little more than twenty years ago Jamshedpur was a quiet corner of Singhbhum district, with one or two big villages and largely under jungle. The site was selected for the new enterprise as being near the sources of iron ore, not too far from the coal, and having a plentiful supply of water. There is also reason to suppose that it was believed at the time that it would be a centre of a large supply of cheap unskilled labour. The first stake was driven in February, 1907, and in the course of twenty years the Tata Iron and Steel Company has acquired about 25 square miles of land and established thereon one of the largest iron and steel plants in the world, and a modern town of about 100,000 inhabitants and surrounded itself with associated companies who take and utilize its products. The town is a microcosm of India, containing persons born in every province from Burma to the North-West Frontier, from Nepal, Afghanistan, China and Ceylon, as well as from half a dozen European countries, and from the United States, Canada and Australia.

The population has been housed, each after its kind, by the company, which also provides the hospitals, the municipal services and the amusements, as well as the means of livelihood. One result, however, of a large industrial town isolated in the middle of a comparatively poor country is that the cost of living has always been very high and this has been a big factor in industrial trouble.

3. Another fact to be remembered is that this town for a long time had no form of municipal government at all. The company was a benevolent autocrat, occasionally aggrieved to see that its subjects were inclined to resent the autocracy and to forget the benevolence. A special committee was appointed in 1919, under the presidency of Sir Walter Maude, to consider the problems that arose from the rapid growth of this industrial town. That committee recognized that the form of administration provided by the existing Municipal Act could not be adapted to Jamshedpur and made many far-reaching recommendations, including the formation of an authority to be called the Board of Works, to be composed partly of Government officers and partly of local representatives and to be invested by special legislation with the necessary powers. Effect was never given to this, partly for financial reasons, but soon afterwards the Iron and Steel Company and the associated companies came to a formal agreement between themselves, by which each was to subscribe a certain portion of the necessary capital and recurring expenditure, and to nominate a committee of companies which was to be the governing body of the town. The executive of this body was to be called the Board of Works (the title suggested for the different kind of governing body contemplated by the Maude Committee) and consisted of six representatives of the Iron and Steel Company, three representatives of the associated companies and two of the general public. The Iron and Steel Company was, of course, the predominant partner in this business, as it found most of the money and owned all the land, but the Board of Works had no legal powers of any kind. To remedy this, the local Government in 1924 made Jamshedpur a notified area under the Municipal Act, and appointed a Notified Area Committee, the personnel of which always remained the same as that of the Board of Works. To this Notified Area Committee were given certain powers under the Municipal Act, including the power (subject to the control of the local Government) to impose taxation. But the only taxes it has so far imposed are small taxes on motor-cars and the like; it has never attempted to impose rates, for the simple reason that the maximum rates that could be raised under the existing law would not furnish a quarter of the sum needed to keep the administration running at its present standard. There were thus two bodies, the Board of Works, a committee of the companies who found all the money and carried out the municipal services, and the Notified Area Committee, consisting of the same persons, with legal authority but no money. The agreement under which the Board of Works was constituted expired recently, and an arrangement by which each company manages its own area was substituted. This leaves the penniless, but legally empowered, Notified Area Committee as the formal governing body of the town. Jamshedpur is a unique example of a town with the most modern and efficient municipal services in India where the inhabitants pay no rates. It is hardly surprising that no objection has been raised to the arrangement despite its undemocratic character, and the relief from rates at the expense of the company constitutes an addition to wages which must not be overlooked.

4. South of Jamshedpur and outside Messrs. Tata's area is the suburb of Jugsalai. This is a congested and insanitary area, controlled also by a notified area committee, whose income is limited by the Municipal Act and, therefore, too small to do anything effective. It is inhabited partly by merchants and others, who have been attracted to Jamshedpur, but are not employed by the companies there. The inhabitants, who number about 15,000, include also many persons working in the companies, which have not yet succeeded in housing the whole of their staff. The Indian is inclined to be restless under the restrictions imposed by modern sanitary authorities, and even if he could get a house in Jamshedpur he prefers his primitive habits and the comparative sanitary licence of Jugsalai. This area has also since the strike of 1928 been the home of many persons who are temporarily unemployed, and are waiting in the hope of another job.

5. In 1923 a new civil sub-division of Dhalbhum with headquarters at Jamshedpur was created. There is a sub-divisional officer with two deputy magistrates for criminal and revenue work and a munsif for civil work. The sub-division was created mainly as a result of the recommendations of the Maude Committee and to meet the needs of the town of Jamshedpur. The administration and policing of the town is a heavy burden on the general taxpayer of the province, while the bulk of the taxation being income tax goes to the Central Government; were it not for the excise revenue from the town, it would be a dead loss financially to the local Government. The benefit it confers by providing employment is great, but more of the wages bill paid goes outside the province than remains within it.

## II.—The strikes of 1920 and 1922.

The strike of 1920 was fully described in a communique by Government published immediately afterwards and may be given here *in extenso*.

*Dated Patna, the 28th March, 1920.*

"The following account of the strike at the Works of the Tata Iron and Steel Company, Limited, at Jamshedpur, is published for general information.

The strike commenced on the morning of the 24th February. There had been signs for some time past that some of the workmen were dissatisfied with their wages, and a deputation had waited on the General Manager and asked for a 50 per cent. increase of wages to meet the increased cost of living. Various other grievances were laid before him, of which the principal were that more liberal compensation should be given when an accident occurred in the Works, and that the dues of deceased workmen should be paid to their relatives more promptly. The General Manager explained to the deputation the impossibility of deciding offhand questions of this nature. He promised at once to make enquiries and to collect figures on which he could make recommendations to the Directors, and suggested that the members of the deputation might collect statistics on their own account. After the enquiries had been in progress about a week the General Manager learned that the men were becoming impatient and accordingly sent for the leaders who had previously waited on him and again explained the position to them. When the strike occurred Mr. Tutwiler was in Bombay where he had gone to explain matters to the Directors.

(ii) On the morning of the 24th February the foundry employees laid down their tools without warning; and their example was immediately followed by the workmen in other branches, and in less than an hour the entire body of Indian employees with the exception of the clerks, had ceased work. The men proceeded to hold a meeting at which they decided not to resume work unless an increase of pay was granted.

(iii) The Deputy Commissioner of Singhbhum, Mr. Scott, the Deputy Inspector-General of Police, Mr. Swain, and the Superintendent of Police reached Jamshedpur on the following day. The strikers at first promised Mr. Scott that they would supply sufficient labour to keep going the power house upon which the supply of light and water for the entire settlement depended. This undertaking was subsequently disregarded by the men, and the European employees of the Company were compelled for some time to work night and day to keep the power house at work and also to close down and pack the blast furnaces in order to save them from destruction. On the third day of the strike a considerable number of men gathered at the gates, apparently with the intention of resuming work, but were dissuaded by the strike leaders who were mainly up-country men. Though there had been no disorder up to that time, the situation at Jamshedpur where 30,000 men were on strike rendered it imperative that a strong force should be concentrated on the spot for the protection of life and property. A large body of armed and military police was therefore at once despatched to Jamshedpur and at the request of local Government 100 British Infantry were also sent by the military authorities.

(iv) The Deputy Commissioner on arrival at Jamshedpur at once proceeded to discuss matters with the strikers with the object of ascertaining what their grievances were so that definite negotiations could be opened with the Company. Apart from the increase of wages the men asked that a definite set of rules for the Company's service might be drawn up corresponding to those in force on railways and in Government service. They complained that when accidents occurred the men were dealt with unfairly and that in many cases accidents really due to trade risks were reported by the foremen as due to negligence of the workmen who were thus deprived of pay during their period of absence. Complaints were also made that, when men were accidentally killed in the works, their relatives and dependents were frequently kept waiting before they received their dues. On the 26th several gentlemen (including Mr. Surendra Nath Haldar, Bar-at-Law), arrived from Calcutta and interested themselves in the cause of the strikers who adopted them as their spokesmen. On the 26th these gentlemen with six of the strike leaders met the Company's officials and the Government officers. At this meeting the following agreement was arrived at subject to ratification by the strikers as a body:—(1) That the men should resume work voluntarily as they left it. (2) That no action should be taken or ill-will borne by the Company against the strikers. (3) That the Company would make no reduction from the men's pay on account of the days during which the strike lasted. (4) That the Manager would have his statistics ready by the 1st May and that he would consult the leaders of the men in each department before forwarding his report and recommendations to the Directors. (5) That the strike would be treated as if it never

existed, and that as a guarantee of restored good relations a mass meeting of the strikers should be called that evening, at which the General Manager for the Company the Deputy Commissioner for Government, and the four Calcutta gentlemen for the strikers, should address the men and set the seal on the agreement.

(v) At the workmen's meeting which was held in the afternoon the strikers who had been present in the morning and had themselves been parties to the proposed agreement, advised their comrades not to ratify it, and when Mr. Haldar and his colleagues attempted to address the meeting in order to persuade the strikers to accept the terms offered they were denied a hearing. In these circumstances the settlement proved abortive and the strike continued. The refusal of the General Manager to consider the redress of grievances until the men resumed work had the full support of the Directors of the Company.

(vi) Up to this period of the strike the conduct of the strikers continued to be good on the whole. Picketing had been going on from the first in order to prevent men who wished to do so from returning to work, and sometimes, if persuasion proved ineffectual, resort was had to intimidation or even to actual violence. Occasionally also speeches were made at the men's meetings at which the use of force was openly advocated, but generally the men appeared to be good tempered and not unreasonable in their attitude. From the beginning of March some of the men began to return to work and the number of these steadily increased, so that by the 7th March almost all the Europeans had been relieved at the furnaces and the power house. The workmen recruited locally in Singhbhum indeed were from the first entirely ready to return, and were only restrained by the influence of the Punjabis and other up-country men. During the first week of March the local officers including the Commissioner, Mr. Heycock, who reached Jamshedpur on the 2nd, the Deputy Commissioner, Mr. Scott, and the Deputy Inspector-General of Police, Mr. Swain, were untiring in their efforts to bring about a settlement. Assistance was also received from Mr. Byomkesh Chakravarti who arrived on the 4th but was obliged to leave again on the night of the 5th. The officials had throughout done their best to persuade the strikers to refrain from violence, and had used every endeavour to secure that the points in dispute should be clearly defined and fully discussed by the representatives of the Company and of the men. They also took a leading part in explaining the various offers of the management to the men in the vernacular. The allegation that they were not impartial but took sides with the Company is totally devoid of foundation.

(vii) On the 8th March a final offer was made on behalf of the Company in accordance with the terms approved by the Directors. The resumption of work was an essential preliminary to the grant of any concessions, but if the men returned by 6 p.m. on the 9th all the strikers including their leaders would be reinstated and paid their wages up to the date on which the strike broke out. Negotiations would then be opened regarding the other demands. The Company would reconsider the question of paying the men for the period of the strike, and undertook that there would be a definite increase in pay if the financial position of the Company permitted. When these terms were placed before a meeting of the men, they were most unfavourably received and the strikers announced that they would communicate their final answer on the return of their adviser, Mr. Byomkesh Chakravarti, who did not arrive at Jamshedpur until the 11th. On the 9th Mr. Haldar complained on behalf of the men that the management were trying to starve them into submission by refusing to sell grain to them, and asked that arrangements might be made to pay off at once men who wished to leave Jamshedpur. The baseless nature of the first complaint was explained to the men at a meeting by the Deputy Commissioner the same evening. For many months the company had supplied its employees with grain below cost price, the current local rate being from 6 to 6½ seers to the rupee whereas the company had been selling throughout the year at 7 seers. It could not continue to extend this concession to men who refused to work for it, but on the other hand, if the supply in the local bazar ran short, the Company undertook to sell grain to the strikers at the current market rates. In fact, however, there were large supplies of grain in the local bazar. It was also explained to the men that those who wished to sever their connection with the Company would be paid up to the date on which the strike commenced and given railway tickets to their homes. The crowd accepted Mr. Scott's explanation with good humour and then dispersed.

(viii) The crisis of the negotiations was reached on the 12th March, when the strikers intimated their final refusal of the terms which the Directors had offered. At the same time Mr. Chakravarti presented the men's final demands. They claimed an immediate increase of 15 per cent. in all wages which before the strike did not exceed Rs. 8 per day. This increase was to be liable to enhancement or reduction in accordance with the result of the statistics which the General Manager was preparing. No men were to be discharged and sympathetic consideration of

the subjects enumerated in the following memorandum was to be promised :— (1) Increment—35 per cent. and 50 per cent. (2) Provision against accidents— (a) Temporary. (b) Permanent. (c) Death. (3) Production bonus, general and labouring staff. (4) Annual leave. (5) Holidays. (6) Sick leave. (7) Casual leave. (8) Medical treatment. (9) Nurses and midwives. (10) Cattle dispensary and veterinary treatment. (11) Codification of service rules and gradations. (12) Number of working hours. (13) Treatment of Indian subordinates. (14) Town management. (15) Guest house. (16) Temple and Musjid. (17) Railway facilities. (18) The Department of Greater Extensions to be included. (19) Strike wages.

The general manager undertook to lay these demands before the directors.

(ix) The formal presentation of the men's claims at once accentuated the gravity of the situation. If, as Government were informed was probable, the Directors declined to entertain the proposals made, and adhered to their refusal to consider concessions until work was resumed, it was likely that disorder would occur. At the request of the local officers, therefore, Government despatched reinforcements of armed and military police numbering about 100 in all including 50 mounted men. The military authorities were also asked to hold in readiness a company of Indian Infantry who were subsequently despatched but did not reach Jamshedpur until the morning of the 16th.

(x) On the afternoon of the 13th it became evident that a decided change for the worse had taken place in the attitude of the strikers. A meeting was held at which inflammatory speeches were made, and in the evening determined efforts were made to prevent those of the local aboriginal workmen who had already resumed work from entering the works for the 10 o'clock shift. Strong pickets of strikers armed with lathis were established at various points, and a large crowd also assembled outside the south gate of the works. Workmen on their way to the works were threatened and the conveyance of a few men into the works by means of a motor lorry was deeply resented by the strikers. The Deputy Commissioner informed them that the lorry would not be used if they on their part undertook not to prevent by violence willing workers from coming to work. For the moment danger was averted but it was clear that the trouble would be renewed when the 6 a.m. shift came to work on the following morning.

(xi) Throughout the night large mobs armed with lathis patrolled the town and at 4 a.m. a very large body of strikers had collected outside the main gate and drove back by force the workers who tried to enter. Three times willing workers were brought in by means of the motor lorry under the protection of a strong escort, but lorry and escort alike and also the military police guard at the gate were heavily stoned, and at the third trip the road was barricaded by the strikers in two places in order to prevent the passage of the lorry. A little earlier the mob had accused the Deputy Commissioner of neglecting to take action on a list of men willing to leave Jamshedpur which Mr. Haldar was supposed to have sent him, and refused to believe him when he asserted (as was the fact) that no such list had been received. Soon after the barricades had been erected the Commissioner came to the gate accompanied by Mr. Chakravarti who explained to the crowd that no list had ever been sent. Mr. Chakravarti endeavoured also to persuade the men to leave the gates and resume the discussion at a meeting elsewhere. The crowd, however, remained obstinate and refused to listen. Their attitude was as follows :—(1) They would not leave the Company's service (2) They would not return to work unless they received an increase of 50 per cent. in their pay. (3) They would not allow any Indian to work while the strike was on. (4) They would not vacate their position until those already working in the works were brought out.

Mr. Heycock and Mr. Scott reasoned with the crowd for about an hour, pointing out that their action was wholly illegal and explaining that, if they would not disperse force would have to be used to compel them to do so. Mr. Chakravarti and other representatives of the strikers agreed that no other course was possible and joined in the attempt to persuade the crowd to disperse, but without success. Finally the Commissioner gave the men one hour up to 11 a.m. to leave the gates, and informed them that force would have to be used if they did not disperse by that time. After further reasoning with the men Mr. Chakravarti informed the Commissioner that he could do nothing with them, but ultimately they dispersed just before 11 o'clock on an undertaking being given by the authorities that the motor lorries would not be used that day if the strikers would guarantee not to prevent by violence willing workers from returning to work. It was also agreed that a meeting should be held with the general manager in the afternoon.

(xii) The meeting was held but was infructuous. The men adhered to their new ultimatum of a 50 per cent. increase of pay, and when the general manager offered to pay them up to the day before the strike broke out so that they might be put to no difficulty while awaiting the reply of the directors in Bombay, they said they would consider it if two months' wages were offered. Throughout the afternoon a large

moving crowd was present opposite the main gate, and a strong guard was necessary to maintain the position. It was found impossible without precipitating an outbreak to move supplies for the European quarter by lorries or cars, and the strikers expressed their determination not to permit Indian labourers to enter the works or to let supplies go into them. They objected also to the servants of the European employees of the company entering the works.

(xiii) Early on the morning of the 15th an attempt was made to take out a train carrying coolies chiefly women, who desired to go to their homes from the works to Tatanagar, but it was discovered that the railway line had been blocked, and the train was forced to return. Between half past eight and a quarter to nine in the morning, news was received that a party of strikers was attempting to wreck the railway line, and the Deputy Inspector-General of Police despatched two troops of mounted police under Inspector Pearson with directions to round up the men who were destroying the line and to arrest as many as possible. The mounted police were directed not to shoot, but if resistance was offered to use their swords. At the same time an engine and railway carriage containing eight Gurkha military police with two British soldiers as guards on the engine was sent out along the line to the spot in charge of the Deputy Superintendent, Mr. Ashby, who was told that as many as possible of the offenders were to be arrested, but there should be no firing unless absolutely necessary in self-defence. A second party of mounted police was sent out shortly after the first with similar instructions, and was accompanied by Mr. Sawday, an employee of the company and an honorary magistrate, who acted as guide. This party and the party in the train reached the scene of the obstruction before Inspector Pearson's men had appeared. On arrival they found the line blocked with signal posts, pig iron and boulders, and a large number of men, chiefly Punjabis, were completing the work of obstruction. Forty or fifty were arrested by the police, and the train was then sent back to the works to bring reinforcements, Mr. Ashby and his party remaining with the mounted men. A large crowd, numbering about a thousand, many of whom were armed with *lathis*, rapidly collected on all sides, and although detachments of sowars were sent out in different directions to keep the crowd back, they soon came to close quarters with the police and surrounded them. The attack was of the most resolute character, and it soon became impossible to retain the prisoners, who escaped and joined the mob. The police were subjected to a severe bombardment with stones, which was continued when they commenced their retreat to the Running Room, about half-a-mile away. Many of the police were struck with stones, and Mr. Ashby was somewhat severely injured by a blow from a stone on the groin. The mob were warned more than once by Mr. Ashby that if they persisted he would be compelled to order fire, but these warnings were disregarded, and at last, as the police were surrounded and hopelessly outnumbered, Mr. Sawday being the only magistrate present, gave the order to fire. Mr. Sawday also gave the same order independently to his own party. Even then, however, the mob continued to press the police hard until they were close to the Running Room.

(xiv) Mr. Scott, the Deputy Commissioner, received the first information of the collision from two of the strike leaders, Gopi and Bhuta, who came to him at the director's bungalow at about 9.30 a.m. He at once proceeded on horseback at full speed to the Running Room but heard no shots until he had come close to it. He met the retreating party still pursued by the mob close to the Running Room and ordered the firing to cease. He sent the police back to the Running Room and went on alone to stop the further advance of the mob. At this point there was grave danger that the mob would advance and get into the works. The strikers were extremely violent and some were heard to shout that they would kill the *sahibs* even if it cost them their lives. Aided by the two strike leaders Gopi and Bhuta, who had accompanied him to the spot, Mr. Scott succeeded in bringing the mob to a standstill. Keeping them in front of him and refusing to allow any men to get behind his horse, Mr. Scott advanced as far as the weighbridge. At this point Inspector Pearson's party, which had not taken part in the fighting, appeared and was sent back by Mr. Scott to join the others at the Running Room. The crowd was now cooler, and after listening to what they had to say and persuading them to take the wounded to the hospital, Mr. Scott got them to leave the railway line and disperse. In all about 100 shots were fired. Five strikers were killed, 10 wounded severely, 3 fairly severely and 10 slightly.

(xv) This collision marked the end of the attempts at active intimidation in the vicinity of the works. On the following day men began to return to work in considerable numbers. The *Bihari mistris* and the Chinese skilled workmen were anxious to resume work, while the aboriginals who supply the bulk of the unskilled labour were frankly delighted to be allowed to work. On the other hand, evidence has been obtained that Punjabi and other up-country workmen had organized something approaching a reign of terror amongst the villages threatening to beat those



who returned to work, to burn their houses and rape their women. Confidence in the ability of the authorities to protect those willing to work was now restored, and the number of those who returned was greater than the management could deal with. On the 18th a committee of directors, including the Chairman, Sir Dorabji Tata, arrived at Jamshedpur, and after consultation with the General Manager, the following notice was issued:—(1) The Committee of Directors of the Tata Iron and Steel Company, Limited, headed by their Chairman, Sir Dorabji Tata, arrived at Jamshedpur this morning. (2) They have decided to give time to the men till 6 a.m. on Saturday, the 20th instant, to return to work. (3) If the men resume in sufficient numbers to enable work to be commenced the Committee will at 10 a.m. on Saturday, the 20th instant, announce the decision at which they have arrived as regards the concessions demanded by the men. (4) The Directors will leave Jamshedpur for Bombay on Saturday, the 20th instant, at 2 p.m.

(xvi) On the morning of the 20th practically all the men resumed spontaneously, and in accordance with the promise made the decision of the directors was announced. All men drawing Rs. 50 and less would receive a permanent increase of 25 per cent. in lieu of 10 per cent. bonus, while men drawing over Rs. 50 would receive a permanent increase of 20 per cent. in lieu of the bonus. Other demands including the question of bonus, scale of salaries, and rules regarding accidents and leave would be considered and a decision announced on or before the 31st May. This decision has apparently been accepted as satisfactory, and all is now reported quiet.

(xvii) The attention of Government has been drawn to an article which appeared in the *Amrita Bazar Patrika* on the 20th March last which, which purports to give an account of the incidents which took place on the 15th March from information supplied by a local correspondent. It is alleged in this article that a European servant of the company fired with his pistol on the strikers four times, at a moment when the strikers had quieted down, and there was no danger to any one of personal violence. This is a complete distortion of the facts. No firing at all took place until the party of police (with whom Mr. Sawday was) were compelled to fire in order to protect their own lives. Mr. Sawday himself did not fire until he was attacked by a man with an iron bar, and he then fired in the ground about six feet in front of his assailant. Even this did not turn the man, who was eventually driven off by a sowar, who rode at him with drawn sword. Subsequently during the general action Mr. Sawday had to fire four times more, but never except when the mob were pressing home their attack. No other European servant of the company fired at all. Again, it is alleged in the article that the strikers demanded back certain Indian workers who were being carried in a wagon which a European employee of the company was escorting accompanied by a number of cavalry soldiers. It will be seen, from the above narrative that the firing had no connection whatever with the objection which the strikers raised to the conveyance of willing workers into the works in a motor lorry. The two events indeed occurred on different days. So far were the strikers from being in a peaceful mood when they tried to stop the lorry, that they stoned the lorry, its escort, and the police guard at the gate with great violence. No cavalry soldiers were at any time during the strike at Jamshedpur; the mounted men referred to were members of the mounted company of the Bihar and Orissa military police. It is also alleged that the attitude of the strikers on the 14th was one of determined persistency that their 'bhailok' should not be taken forcibly or under threat to work inside the factory. This is a complete misrepresentation. No attempt whatever was made at any time to compel anyone to work who did not wish to do so. On the contrary, the violence was on the side of the strikers, who forcibly prevented the entrance of willing workers into the works.

Another statement in the article is that the European gentlemen could not wait even 10 minutes before firing to send for the Commissioner, who was within easy reach. It will be evident from the account given in the foregoing paragraphs that firing was postponed until the last possible moment, and that there was no time to send for the Commissioner or for any other official. In fact, moreover, the Commissioner could not have been brought to the scene for at least 20 minutes. It is stated in the article that Mr. McNabb, another employee of the company, appeared at the head of a body of soldiers and that, although there was no competent authority to order the soldiers to fire, they nevertheless did so. The fact is that Mr. McNabb did not accompany any party of the police on the 15th, and was nowhere near the scene of the occurrence when the firing took place. No party of soldiers fired at all.

(xviii) In view of these stories and of others which have gained currency it is desirable that the facts should be clearly understood. It is not the case that any attempt was made by or on behalf of the company to compel unwilling persons to work or to bring men by force within the works. The regular troops and the armed and military police who were sent to Jamshedpur for the protection of life and property were at no time used for any other purpose. When the police were at last compelled to fire on the strikers they did so only in self-defence when attacked by

a large and angry mob. With the exception of two British soldiers who formed part of Mr. Ashby's party in the train no regular troops took part in the firing. From the evening of the 13th until the morning of the 15th the behaviour of the strikers was most threatening, and the fact that a collision was averted on the 14th was due solely to the mingled tact and firmness of the local authorities. Great credit is due in particular to the Commissioner, Mr. Heycock, for his handling of the situation on the 14th and to Mr. Scott, the Deputy Commissioner, for the resolute manner in which he faced and quieted the mob on the 15th, when the police party were driven in. The fact that he was successful in his attempt shows clearly that during the negotiations of the previous three weeks he had gained the confidence and respect of the strikers."

2. There is little to add to the above statement. It is clear that the immediate cause of the strike was economic. The price of living had been increasing rapidly since the war all over India, and in the town of Jamshedpur there are conditions which make cost of living higher there than elsewhere at any time. It is too large a concentration of people to live in that comparatively poor country even if an industrial population could produce their own food. All necessities have to be imported by rail or from some distance. This must have been aggravated at the time by the influx of workmen employed on the construction of the "greater extensions" which nearly doubled the size of the works. Added to that it was a time of scarcity in the province; for two years the outturn of staple crops had been poor, and there had been practically a famine in cotton cloth. It is true that Messrs. Tatas even then were paying considerably higher wages than were paid elsewhere for similar work; for months the company had been selling both grain and cloth to their own employees below cost price, and the 10 per cent. bonus mentioned in the papers as given since 1917 appears to have been compensation for high prices, and was not a production bonus. There is no material on which to make any estimate of how the wages paid compared with a living wage; the ruling fact no doubt was that the purchasing power of a man's earnings was less than it had been before. It seems to have been established at least by negative evidence that no outside influence of any kind had been at work in bringing about the strike. It is gratifying that immediately on the termination of the strike the Directors of the Iron and Steel Company passed a resolution expressing their appreciation of the services of the officers of Government not only in the matter of preserving law and order but also in the assistance rendered by them in bringing about a termination of the strike.

3. The settlement reached on the 20th March had left much for future consideration, and the records of the time show that the final settlement was not reached without friction and unrest. On the 20th May, the directors made a further announcement regarding (i) service rules regulating employment, discharge, disablement, sickness and leave, and (ii) provident fund rules. It was not well received. The announcement made no allusion to the points to which the men attached most importance, viz., strike pay and the extension of the bonus on production to all ranks. The service rules gave satisfaction, but the provident fund rules were unacceptable largely because they were misunderstood. The men held that the increase of wages granted at the end of the strike were a temporary arrangement pending examination of figures and they expected a further increase. Finally, the company made announcement to the following effect:—

(i) The following increase in wages were announced:—

Monthly pay or equivalent daily wage.	Increase.
Rs. 15 to 40 .. .. .	20 per cent.
Rs. 40 to 75 .. .. .	15 per cent.
Rs. 75 to 150 .. .. .	10 per cent.

The increases were to be calculated on the actual rates of wages drawn on the 29th February, 1920, excluding the 10 per cent. bonus granted in 1917, and were to be in addition to the permanent increases granted in March last.

The net result is shown in the following table:—

Monthly pay or equivalent daily wage.	Percentage granted in March.	Percentage granted in June.	Total percentage of increase.
Rs. 15 to 40 .. .. .	25	20	45
Rs. 40 to 50 .. .. .	25	15	40
Rs. 50 to 75 .. .. .	20	15	35
Rs. 75 to 150 .. .. .	20	10	30

(ii) All employees drawing less than 8 annas a day or Rs. 15 a month were to receive two days' additional pay after every four weeks if not absent for more than one day, and one day's additional pay after every four weeks if not absent for more than two days. (iii) The provident fund rules were altered so as to require a contribution of half a month's pay only from all employees as a condition of receiving the company's contribution. (iv) The demand for strike pay was refused. (v) Bonus on production was to be paid to all employees, irrespective of nationality, holding or rising to a post in which the bonus was then being drawn. (vi) One-third of lapsed deposits in the provident fund were to be held as a fund from which gratuities would be paid on retirement to employees who have served the company continuously for 12 years. (vii) The company refused to introduce fixed scales of pay in the works. (viii) Holidays for two religious festivals in each year were to be granted to all employees on full pay. (ix) Employees paid by the day were to be allowed two weeks' leave annually on full pay instead of six months on half pay after seven years. (x) The directors refused to recognize the Labour Association at that time as it had only been in existence for two months, and they were not satisfied that it represented a large proportion of the men. They promised to reconsider the question if further experience showed that the Association was a genuine body which desired to work in co-operation with the management.

4. The reference to the Labour Association here is the first we hear of that body which has played a large part in Jamshedpur labour politics subsequently. A note, dated the 16th March, 1920, by a police officer states "A Jamshedpur Labour Association has been started with Mr. S. N. Haldar as president, Jogesh Ghosh as secretary and Viswanath Janardan Sathey as treasurer. The executive committee appears to consist of those who took a leading part in the strike." Mention is made at the same time of a rival society, apparently started by the company called the Tata's Workers Welfare Union, of which little more is heard. At the time the membership of the Labour Association appears to have been small and its influence among the men limited and the company actually conducted negotiations with an independent committee of representatives of the workmen. Government officers noted at the time their view that the recognition of the Association is a matter which would not be allowed to drop, and mentioned two further causes as likely to prevent the complete restoration of peace. One was the fact that shopkeepers in the town were clearly profiteering and had managed to force up the price of food grains directly the first increment was granted in March. Another was that the system of promotion intended to secure promotion by merit alone, did in effect work arbitrarily and give rise to discontent and a feeling of insecurity. However for the moment the trouble was past.

5. The period between the close of the first big strike early in 1920, and the second strike in September, 1922, was one of great political activity. The reformed Government had come into being and non-cooperation was at its height. Though none of the strikes at Jamshedpur has been either instigated by politicians or due directly to causes other than a labour dispute, yet this place like all others must have been affected by the prevailing unrest. The Labour Association was growing in strength and influence though still unorganized, and the leaders in its activities were the same persons as those who took the lead in Congress politics. The president was still Mr. Haldar, the Calcutta barrister, and two organizing secretaries were sent to it by him in succession, one at least of whom had been in jail in consequence of his revolutionary activities. The early connection of the Labour Association with the advanced political party is important, as it is this connection which largely explains its policy, its failures and its successes. Meanwhile, great changes had been taking place in the position of the company. The world prices of steel were falling and wages were being reduced in Europe, while the company during the period of high prices had embarked upon extensions which nearly doubled the capital on which they had to pay interest.

6. The Labour Association was again active in the middle of 1921, when it presented to the management three demands: (i) Bonus of one month's pay from the profits of the previous year, (ii) an all-round increase of 33 per cent., and (iii) a minimum of 8 annas a day for weekly paid labour. The management declared themselves unable to meet these demands, which caused disappointment, and also stigmatized them as "unreasonable," which caused considerable resentment. The leaders declared that the position must be accepted as they were not strong enough to strike. The failure of the Association in these negotiations discredited it to some extent. The executive had presented to the management demands considerably more moderate than those which the mass meeting had by resolution authorized them to present, and this brought much criticism and suspicion upon them. The other point to notice about these demands is that they include a claim to a share in the profits. The management of the company have from time to time called attention

to the fact that strikes or threats of strikes always coincide with a time when the company is making or believed to be making larger profits than usual; the strike is not for a subsistence wage, or even a fair wage, or to maintain a particular standard of life, but the strike leaders are opportunists taking every chance to wrest from the shareholders a larger share of the profits of industry. It is true that these demands include one for minimum wage for the cooly class; and this demand has appeared again among the numerous demands that have been made in the course of the strikes. But a feature of these strikes in Jamshedpur is that they have been strikes of superior and skilled or semi-skilled men; the cooly class have never been willing participators, though kept out of the works by timidity. They have usually rejoined as soon as police protection is guaranteed, and their needs have generally not formed part of the final settlement.

7. It was nearly a year before the Labour Association became active again, and its activities on this occasion culminated in the second big strike. There are those who attribute its activity and its consequences merely to a desire of the Association to recover their lost prestige, but there is no evidence to prove this. Indeed, it seems clear that the leaders still considered that the time was not ripe for a strike. Reports of meetings are available which show that the president was strongly against a strike until more funds had been collected and the body had been consolidated. The impression gained by Government officers was that the Labour Association would not call or instigate a strike, but that if one occurred they would take charge of it and manage it. Appreciations of the situation at the middle of 1922 refer to the great unrest prevailing and note in particular two points (i) the large numbers attending the mass meetings called by the Labour Association, (ii) the fact that the grievances discussed were to a very great extent particular grievances of individuals and that there seemed no general grievance affecting the whole body of workmen. The latter comment seems correct. There was not much talk of general grievances. Mention is made of housing, particularly of the terms on which land was let for building houses, of the hours of work for the general shift, of facilities for grazing cattle on open spaces, of free medical attendance at workmen's home, and the like. But as has been discovered several times the expressed grievances are not always a safe index to the real cause of the troubles, and a statement and a counter manifesto were issued by the company and the workers respectively, which probably focus more clearly the true issue. The company's statement was to the effect that world prices of steel were falling, profits were being reduced and any increase in wages was impossible; that the men's leaders were misleading them; that if a strike occurred the company would be forced to close down and would not reopen for many months; that the men must assist the company if the present rate of wages was to be maintained, and that if the men struck, strikers would only be taken back (if at all) on a lower rate of wages. The counter manifesto appeared soon after. It was signed "The workers" as a reply to the statement that the discussions in the mass meetings were not representative of the views of the men as a whole. "It is not the speakers at the meetings who clamour for an increase of wages and other concessions, but it is we who want a reasonable share of the produce of our labour and right and justice done to us in other respects." It then proceeds to examine balance sheets and to urge that shareholders and the reserve fund had had more than a fair share of the profits, that allegations that wages had been reduced in Europe was fallacious, since the reduced wages in Europe were still more than double pre-war level, while in India there had been no such inflation of wages to justify a reduction or rather the refusal of an increase. It dealt with other parts of the company's statement and ended on a distinctly threatening note. It seems clear that the chief cause of unrest was the belief in the ability of the company to pay much higher wages, and that it was making big profits in which the men did not get their fair share. A strike was expected immediately after the 25th August, 1922, but did not occur at once. The Association, however, sent the following list of demands to the Directors and the General Manager:—(i) That Ganga Prashad and A. C. Mazumdar, dismissed employees, should be reinstated. (ii) That the company should recognize the Labour Association, permit its members to enquire into grievances and give the Association a quarter in Bistopur. (iii) That the general shift should be for 8 hours only, from 8 a.m. to 4.30 p.m., including half an hour for lunch (instead of 6 a.m. to 4 p.m.), and that clerks should work only from 10 a.m. to 4.30 p.m. (iv) That there should be no compulsory overtime and that for overtime at night 4 days' pay should be drawn for 3 days' work. (v) That victims of accidents should draw full pay while absent from duty (i.e., irrespective of any fault in the matter). (vi) That the service rules should be amended to enable employees to take leave at the time of their choice and not at the discretion of the company, and that gratuity should be paid after 10 years' service. (vii) That workmen drawing less than Rs. 300 a month should receive free medical attendance at their homes for their wives and families. (viii) That out of the profits for 1921-22 the company should grant a bonus of one month's pay to all its employees. (ix) That female

labourers should draw full pay for six weeks before and after delivery. (x) That Mr. Campion should make a written apology for having interfered with Sohan Bux at his prayers. (N.B.—This matter was dropped owing to Mr. Campion's sudden death in a day or two later.)

It is noted that the demand to which the men attached most importance was that for a bonus of a month's wages from the profits. No copy of this letter is in the possession of Government and it is not known whether it contained any notice or threat of a strike. Presumably it did not as the strike clearly came as a surprise to the management. The papers of the time contain a note of a conversation between a police officer and the representative of labour in the Legislative Council. The latter, who was in a position to speak with knowledge, stated that counsels were much divided about the policy of striking, that many of the strikers had no real grievances, but the fact that the company had made 88 lakhs of profit in the previous year and after refusing a dividend to their shareholders had been obliged to yield and declare 4 per cent. had led the men to believe that the company could pay increased wages, if the men took a firm stand as the shareholders had done. The immediate occasion of the strike was the failure of the company to answer a letter from the Labour Association but the real cause was the high price of food and necessities and the failure of the company to control prices and to check profiteering.

8. On the 19th September, the acting general manager had authorised an announcement that the men's demands would be considered on the return of the permanent General Manager, Mr. Tutwiler, in the first week of October. This was announced at the mass meeting in the evening at 6.30 p.m. and it was resolved to strike. The 10 p.m. shift did not go to work and the works were deserted save for the whole European staff of the company who kept going such work as was needed to maintain the essential public utility services and to prevent irreparable damage to the plant. The strike was complete and included not only the ordinary Indian workmen, but also many Anglo-Indians and the Bengali clerical staff. By morning elaborate arrangements had been made by the men to picket all the approaches to the works, but everything was orderly and there was no violence. The management were determined to adhere to the terms of their public statement, as is shown by the notice issued two or three days later, as follows:—(a) Those men who return to work on Monday, 25th September, according to their proper shifts and hours of duty will be retained on their present rates of pay. (b) Those who do not return by that time cannot be taken back on their present rates of pay and their pay will be reduced 10 per cent. (c) The company reserves the right to refuse to reinstate those employees whose services it does not wish to retain. It is a notice that leaves little room for compromise or negotiation.

9. The Deputy Commissioner, Mr. Lewis, was on the spot when the strike began and he was soon joined by senior police officers. Immediate steps were taken to concentrate a large force of police and military in the town. The first need was to ensure the maintenance of the essential services, the supply of water and light. The necessary work was being done by the European staff who were engaged day and night on the boilers in the works and in consequence great anxiety was felt for the safety of their women and children who were alone in the town. Reports show that feelings were extremely bitter, a deadlock had been reached at a very early stage, both sides showed an inclination to "force the pace," and the officers of the Government anticipated that the situation would deteriorate very rapidly and end in rioting and bloodshed. Particular anxiety was felt for the safety of the works, which are a national asset and more than the mere property of a private company. At the same time as these preparations were made, the Deputy Commissioner met both parties and assured them of his strict impartiality as regards the issues at stake and the fact that the forces at his disposal were intended only to protect life and property and to secure to everyone the free exercise of his private rights whether to work or to abstain from working. The need for this was fully proved by a number of isolated cases of assault and intimidation, which however were much reduced when the system of patrols was established.

10. The Honourable Mr. (now Sir Hugh) McPherson, Member of the Executive Council of the province went to Jamshedpur a few days after the strike had begun, to enquire into the situation. He succeeded in bringing about a meeting between the management and the men's representatives in his presence. Mr. Padshah, the acting general manager of the company, had by this time received the instructions of the directors on the demands of the men. The directors protested strongly against the declaration of the strike without any opportunity for the management to consider the demands of the men (the letter had reached the general manager on the 18th September and the strike had been called on the 19th) and then stated with regard to the points at issue that the company could make no concession which meant increased cost of production, or any concession which involved surrendering to the Labour Association the proper functions of the management in matters of discipline and

administration, but that the other demands would be sympathetically considered. It must be noted that the directors on this occasion had given their general manager full powers to come to a settlement, thus avoiding one of the chief difficulties of the previous strike; but at the same time the matters left for negotiation were very limited. There were no further discussions at the moment. It seems that at this stage both Government officers and Mr. Haldar (who was still in Calcutta) believed that the demand for a bonus of one month's pay was not vital and that the grant of some other concessions might save the face of the men and bring about a settlement. Government officers thought that in their dealings with these men the company were inclined to presume too far on the fact that they were absolute owners of a town of sixty thousand inhabitants, and to lose the credit for the great and substantial benefits which they had conferred on their labour, by an overbearing manner in comparatively small matters. With regard to the Labour Association it appears that the recognition of that body was under consideration, but the presence of outsiders in the executive was a stumbling block. It may be noted that at this meeting the company adhered to its intention of dispensing at their discretion with the services of those who did not rejoin by the 25th September, but there is no record that anything was said about the 10 per cent. reduction.

11. The effective system of police patrols was restoring confidence in the town and under the protection afforded a large number of coolies and some of the clerks rejoined, but on the date fixed by the company (the 25th September) the number of skilled men who had returned was very small. The reports of the time note certain features which we also noted in 1928. The cooly class were never willing strikers and rejoined as soon as they could do so without danger. As men returned to work the bitterness of feeling and the determination of both sides increased. The mass meetings had wavered about calling a strike, but now that it had started they were unanimous to continue it. The Deputy Commissioner was obliged to warn both sides against the vindictive prosecution of petty cases in the courts. The strike was now resolving itself into a struggle for power between the company and the Labour Association which was by this time affiliated to the Trade Union Congress. The Government officers were of opinion that Mr. Haldar (who was now in Jamshedpur) attached little importance to the actual demands of the men, but much importance to saving the Labour Association and extending its power. He would call off the strike for two concessions (i) no victimisation and (ii) recognition of the Labour Association. The company had no wish to crush out any voluntary union of their men, but to the Deputy Commissioner it appeared that what the company actually wanted was a Labour Association that would practically surrender the right to strike and would be controlled by the management. The company would be prepared to recognize a reconstituted association. Further the management were determined not to re-employ a large number of the men who had been responsible for fomenting the strike. There was at this stage great risk of the workmen themselves becoming mere pawns in the game while the company and those who represented or claimed to represent labour struggled over the larger issues. The deadlock was complete. The possibility of some form of mediation at this time was anxiously examined both by the Government and by the officers on the spot, but circumstances at the moment were unfavourable.

12. On the 2nd October, Mr. Tutwiler, the permanent general manager, returned to Jamshedpur. He immediately announced his intention of carrying out the policy of his predecessor. Mr. Tutwiler's personal influence and the respect and affection in which he was held by all employees was great, and the first result of his return seems to have been a tendency of the strikers to break up into communities. The Sikhs, always a most influential body, took a line of their own and sent a representative deputation to Mr. Tutwiler. To the deputation, however, Mr. Tutwiler only reiterated his determination to pursue the previous policy and in particular that certain individuals would not be re-employed. Mr. Haldar was obliged to address a sectional appeal to the Bengali clerical staff not to go back to work. For the moment it was successful. But by this time men were rejoining in large numbers there were upwards of 10,000 or about a quarter of the total labour force working. This as we know by experience is a most dangerous phase, and one in which there is every chance of collisions between bodies of workers and strikers or between the latter and the police. The speeches at the meetings became more menacing in tone. Mr. Haldar left Jamshedpur on the 3rd October. Before leaving he wrote to the Deputy Commissioner saying that his services were still at the disposal of the men if he would be of any use, that while the strike was inopportune the demands were just and that he hoped nothing would be done to take away the men's self-respect and compel their surrender. He suggested that if no settlement was possible, the men's dues should be settled through the Deputy Commissioner so that they might leave Jamshedpur, and that arrangements should be made accordingly by the Deputy Commissioner. This last proposal was also given prominence in the meetings, and had been raised by Mr. Haldar in the strike of 1920. It was extremely doubtful

whether any of the men wanted to leave, and the proposal probably had two objects. First those who knew they would not be re-employed wanted to take as many as possible of their fellows away with them. Secondly the leaders wanted to manufacture a grievance against the Government and throw on the Government the responsibility for repatriating a starving population on lines similar to the agitation at the time of the exodus of tea garden coolies from Assam. However, the general manager declared that any man who applied would have his dues settled up at once, and that he had sufficient clerical staff to deal with five hundred applications a day. There was thus no need for the Government aid in the matter and in fact no applications were made.

13. During the ensuing days of strike weariness became everywhere apparent, and men rejoined in increasing numbers, but there was a corresponding increase in the advocacy of violence which gave rise to much anxiety. This was only natural as the more determined element began to recognise that if they are not to be defeated by a process of attrition, active measures are needed. At the same time it is on record that the men's leaders themselves did everything possible to keep the peace. There seems no doubt that by this time the great majority of the strikers wished that the strike was over and that they could return to work, but at the same time were determined not to go back until some settlement was given to them which would enable them to do so without loss of self-respect. In particular, the order that all those who rejoined would draw wages reduced by 10 per cent. stood in the way. It is probable that the company had no serious intention of enforcing this order, but, at the same time, would not withdraw it. The main body of strikers waited for some advance from the side of the company. By the middle of the month, about 14,000 men, including about 3,000 skilled men, had rejoined and the company had now enough labour to operate production departments on a scale sufficient to enable it to maintain its position indefinitely. The company's position as against the strikers appeared impregnable and the company were apparently proposing to use the situation to re-organise their labour at their own time and in their own manner. This they could only do under the exceptional protection afforded by the large police and military forces in the place, and the Deputy Commissioner realised that, while it was his bounden duty to preserve the peace and prevent violent measures at all costs, by so doing he had created a situation which the company could prolong indefinitely to their own advantage. He represented this to the Government and as a result Mr. Lyall, the Commissioner of the division, came down to discuss with the officers on the spot whether any measures were possible to release the deadlock.

14. Meanwhile the company had taken a step which but for the prompt and firm action of the Deputy Commissioner would probably have precipitated a crisis. On the 16th October, the general manager wrote to the Deputy Commissioner that the company, as proprietors of the land, proposed to issue a notice forbidding the holding of public meetings on all land except a portion of the south of the town, but were withholding the notice until the 18th instant in order to give the Government officers an opportunity to make such dispositions as they deemed necessary to deal with any breach of the peace that might arise in consequence. Mr Lewis went at once to the general manager and told him that he could not receive an ultimatum of this kind, that he was prepared to draw a regular proceeding and to go into the legal aspects of the question in the presence of both parties, but that in the meantime if the company adhered to the course of action proposed, he would use his legal powers to restrain the general manager from giving effect to his intention. The proposal was dropped for the moment, and Mr. Lewis heard both parties the following day and the strikers asked for an adjournment till the 25th to obtain legal advice, but before that date the strike had ended. The same question arose in the strike of 1920, and was raised again a year or two later. The company based their claim upon their proprietary rights; it is obvious that where a private company is the sole proprietor of a large town and much of the surrounding country, the strict enforcement of the rights of private property means a complete denial of the right of public meeting.

15. On the 20th October, a sudden change came over the scene. Hitherto there had been intimidation but practically no picketing. That morning there was picketing by thousands of men all over the town and surrounding villages and hundreds of workers, particularly of the timid cooly class were turned back. They could have gone to work under the protection afforded by the police patrols but did not dare to do so. The Deputy Commissioner was satisfied that, as the men who wanted to work and the men who wanted to prevent others working were about equally balanced, such a course of conduct must inevitably result in a serious collision, or in other words, that in the existing conditions *peaceful* picketing was not possible. He therefore forbade picketing by an order under section 144, C.P.C., which, however, remained in force for a day or two only, and was withdrawn when it appeared that the need for it no longer existed.

16. On the 20th October, Mr. Lyall, the Commissioner and Dewan Chaman Lall, Secretary of the All-India Trade Union Congress, arrived in Jamshedpur. On that day the Commissioner met Mr. Tutwiler and ascertained from him that the management were not prepared to yield on any point; in particular that he was not willing to withdraw the condition that those returning would have their pay reduced by 10 per cent. though as soon as they returned he intended to recommend to the directors that this condition should be cancelled and he had let everybody know this. He declined to make any written announcement or to meet Dewan Chaman Lall. On the 21st Dewan Chaman Lall met the Commissioner and the Deputy Commissioner. There was a discussion on the ethics and policy of picketing, and then upon a settlement of the strike. Dewan Chaman Lall stated that he was in a position to bring back the men if the company would forego the 10 per cent. reduction though he pressed also for "no victimization" and a conciliation board. He wanted to meet the general manager. Mr. Lyall thereupon went back to Mr. Tutwiler, and asked whether the 10 per cent. order, which the company admittedly never intended to enforce and was apparently the only obstacle, could not be withdrawn. The general manager declared his inability to do this or to meet Dewan Chaman Lall. On the latter point, however, he relented later in the day on the intervention of Mr. Baijnath, M.L.C., to the extent of meeting Dewan Chaman Lall as man to man at his bungalow and discussing matters with him, but making it clear that he could not bind the company or go beyond the conditions already made public. These conditions appear to have been (i) immediate return to work, (ii) recommendation to directors after return that the 10 per cent. reduction should not be enforced, (iii) right of the company to refuse to re-employ those who had been especially disloyal and (iv) readiness at any time to appoint a joint committee of 20 chosen half by himself and half by the workers to report on grievances to the general manager whose decision should be final. We have no record of what passed between Dewan Chaman Lall and Mr. Tutwiler at their meeting. On the evening of the 22nd October, Dewan Chaman Lall addressed the workers and told them that a settlement had been reached on the following terms (which are taken from the verbatim report of the speech in Hindi). (i) Everybody was to return to work at 6 a.m. the following morning. Those who had gone to their homes were to resume work at once on their return. (ii) A committee of 10 from each side would be appointed to arrange a settlement of their demands. (iii) Everyone would go back on the wages drawn before the strike. (iv) The reorganization of the union shall be undertaken by the Trades Union Congress.

The following points must be noticed about this settlement:—(a) The men were told that they would go back on their former pay, no reference being made to the need for the approval of the directors. (b) Nothing whatever is said about the right of the company to refuse to re-employ particular men. (c) The natural interpretation of the statement is that the function of the committee would be to make a final decision and not merely to advise.

17. The uncertainty contained the seeds of future trouble as subsequent events showed. More important than details is the fact that there is nothing to show the authority on which Dewan Chaman Lall made his statement to the men. The general manager certainly gave the Commissioner to understand that he had not gone beyond the conditions previously made known. The company made no statement of any kind either then or later, and the Government officers were inclined to think that the company regarded the men as having returned to work unconditionally and the management as entirely uncommitted. On the other hand the company did not repudiate the statement. Moreover one or two things are clear. The termination of the strike was the direct outcome of the meeting between Dewan Chaman Lall and Mr. Tutwiler and therefore the company, though refusing to negotiate with the Labour Association, had negotiated with the larger labour organization that stood behind it. Secondly, the company did allow everyone to return on the morning of the 23rd October, and therefore the men can fairly claim to have established the principle of "no victimization." But the 1922 strike ended, as the 1920 strike had done, leaving the main issues in the air to be settled by future discussion.

### III.—From the Strike of 1922 to the Strike of 1928.

The information on record concerning this period is scrappy. The first point that emerges is the ambiguity of the understanding on which the men had come back to work. There was much unrest among the Indian workmen, and also discontent among the European and American supervising staff, who considered that they had been "let down" by the management in coming to any form of compromise and particularly in taking back the ringleaders. There were numerous discharges almost at once, including that of Mr. G. Sethi, the secretary of the Labour Association.



No doubt each of these discharges could be justified on its own merits, and no doubt on the one hand there was insubordination and indiscipline as a result of the general unrest, and on the other hand, departmental superintendents were probably trying in their own departments to restore the discipline which they considered had been lost by the so-called settlement. But the men clearly regarded these discharges as victimization deferred. Further, though nothing more is heard of the 10 per cent. reduction, some of the men on their return to work found themselves in less lucrative jobs than those they left. The company's attitude in this was that the men had been allowed to return to work on their old rates of pay, but that there was no guarantee that these rates would remain in force indefinitely, and the dumping of foreign steel in the country at the time was making it impossible to continue the rates that up till then had been paid. The most important difference of opinion, however, was over the conciliation committee, its constitution and its functions. The management said that the understanding was that the men should submit 100 names of employees of the company, both of strikers and non-strikers, and from these the general manager would choose ten as representatives of the men. The men's leaders wanted to choose ten persons, including not only outsiders, but also the secretary of the Labour Association, who though dismissed from the company's service still retained that position and represented the Association at the Trade Union Congress. It appears that the disputes over the conciliation committee lasted so long that it never actually came into being or got down to business at all. Not only was there dispute as to the nature of the understanding on which the men came back to work, but there was mutual accusation that both parties were failing to keep to the terms of this ambiguous arrangement. The numbers present at the meetings of the Labour Association were, however, small, and it is doubtful whether the unrest was wide or deep-seated.

2. The Indian Tariff Board was set up in July, 1923, and dealt first with protection to the steel industry. It produced its first report that year, recommending a protective tariff, and the portion dealing with labour is paragraphs 54-56 of Chapter V. It is here pointed out that the wages in Jamshedpur during the previous five or six years do not seem to be higher than those paid in other industries, or disproportionate to the rise in the cost of living. The cost of labour in a ton of steel was, however, excessive, partly owing to the high price of imported skilled labour, and partly owing to the large number of semi-skilled or unskilled workmen employed. In the former there had been considerable reduction by the substitution of Indians for Europeans and Americans, but the numbers of the latter could have been reduced without loss of efficiency. The Board recognized that the company had been handicapped in making economics by the labour unrest and the fear of strikes, but drew attention to the need for reduction of staff if the industry was to survive. The Board thus indicated early the real source of all the subsequent trouble. It is worth noting that Mr. Manek Homi who was afterwards so prominent in leading the big strike against the reduction policy, himself gave evidence before the Tariff Board advocating this policy.

3. Legislation was needed to give effect to the recommendations of the Tariff Board, and early in 1924 the Steel Industry (Protection) Bill came before the Legislative Assembly. Labour was immediately active in an endeavour to gain, in conjunction with the advanced political party, some concessions for themselves in return for the assistance to be given to the company at the expense of the general taxpayer. The Labour Association published a pamphlet describing their grievances and distributed it to all members of the Legislative Assembly as well as to some members of the House of Commons. This pamphlet dealt with recognition of the Labour Association and with a number of matters which had previously been included in the grievances and demands. The pamphlet was published too late to admit of any reply before the discussions in the Assembly on the Bill (which is reported in Volume IV, Part IV, of the official report of the Legislative Assembly Debates, 1924), but the Labour Association did publish a supplementary letter admitting that there were one or two actual mis-statements and in other passages the picture was overdrawn. Meanwhile the Secretary of the Labour Association was in Simla, conducting a regular campaign among the Indian Labour leaders there or with their aid. A conciliation committee met at Jamshedpur. It was headed by Mr. C. R. Das and included Messrs. Chaman Lall, Joshi, the Rev. C. F. Andrews and others from outside as well as members of the Labour Association. Mr. R. D. Tata and officers of the company, as well as representatives of the workers, were present, while Pandit Motilal Nehru and Mr. Rangaswami Iyengar were among the visitors. There is no official record of the proceedings available to the public but it would appear that the conciliation committee went over most of the matters raised in the pamphlet. On most points there was a satisfactory understanding, but a deadlock over the recognition of the Association. The obstacle was the presence of outsiders in the executive, and particularly with regard to the inclusion of G. Sethi, a discharged employee in it. The labour meetings at the time were larger probably owing to the

presence of distinguished leaders, but not large as compared with those in the strike four years later. The Association seems to have been still unorganized, the membership small, and the subscriptions difficult to collect, and irregular. The Steel Industry (Protection) Act, 1924, came into force on the 13th June, 1924.

4. It seems to have been the Rev. C. F. Andrews, who later organized the Labour Association, became its president and secured recognition for it. The difficulty about the appointment of a discharged employee of the company as secretary appears to have been surmounted by re-employing him in the company. Quarters were allotted to the Association and subscriptions to it were collected through the pay-bills. Each department elected a committee of five and a secretary; the committees form the general council and the secretaries form the executive. Two points have to be noted about it at this stage. Even at the time of its greatest membership it never included a majority of the workers; and it was never registered under the Trade Union Act, possibly because this subjected its accounts to public audit.

5. In December, 1926, came the third report of the Tariff Board on the Steel Industry. The second report had not dealt with labour matters. The third report, however, amplified and emphasized the need for a drastic reduction of the numbers employed (Chapter III, paragraphs 36-43) as a condition of continued assistance from the taxpayer. There were difficulties about this. The company had continued their policy of reducing covenanted hands, but a net reduction of men employed had to be made at a time when new plant was to be brought into operation. It was the company's efforts to do this that explain the unrest in 1927 which culminated in the big strike of 1928.

#### IV.—The year 1927 and the Six Months' Strike of 1928.

1. The following extracts dealing with the causes of unrest in 1927, which culminated in the six months' strike of 1928, are taken from a detailed report submitted by the Deputy Commissioner of the district to Government at the end of the strike. They are the views of a Government officer, without industrial training and with only partial knowledge of the factors ruling the situation, but are given for what they are worth.

"The strike at the Tata Iron and Steel Works is not an isolated or peculiar event. There is labour unrest all over India, and everywhere it presents somewhat similar features. For many years Indian labour was regarded as cheap, though a few persons pointed out that it was really an expensive form of labour because so much of it is required to produce a given result. With the increased cost of living, the truth of this has been realised and efforts made to increase of individual efficiency of the workman, to install labour-saving devices, and to jettison the surplus hands. This has caused restlessness and discontent. At the same time there has been a great deal of industrial legislation, based on western models rather than on first-hand experience of eastern needs, which is bringing about a fundamental change in the conception of the relation of master and man. The present troubles are a phase in the adaptation of agricultural peoples to modern industrial conditions. The disturbed state of the working classes of course provides an excellent field for the agitator, of which he is not slow to take advantage, but in its origin and nature the movement is economic and not political. Further, it is conservative rather than communistic; an attempt to resist a change rather than an attempt to bring about one. As regards the strike in Jamshedpur, if there is any peculiar feature in it, it is that the over-staffing problem was more acute, and the influence of outside agitators less than elsewhere.

"(ii) The iron and steel works did not develop from small beginnings, but sprang into existence almost at once. There was one large expansion more than doubling the size of the works in 1922. It was financed from the beginning on a lavish scale, and the pay both of the supervising staff and of the workers was fixed on a scale that to our ideas was excessive. Overstaffing was almost inevitable under these conditions. The men were inexperienced and had to be trained. The time of the great expansion of the works was a time when the prices of steel were at their zenith. Production was everything, and the cost of labour absorbed a very small fraction of the total value of a ton of steel. Then a few years ago prices began to fall, and in the meantime the cost of living had risen considerably. The cost of labour in the production of a ton of steel ceased to be negligible and became a very important factor. The Tariff Board drew pointed attention to the very high incidence of this item in the costing bill, comparing this company's results, not only with the annual figure of tonnage per man employed in western countries, but also in detail with the labour charges of other iron and steel works in this country. It was clear that the Tariff Board considered that the continued assistance to the industry at the taxpayers' expense could be justified only if, among other things, a serious attempt

was made to reduce the cost of labour. Reduction in wages was impracticable, and in point of fact Messrs. Tatas have always adhered to a policy of a continuous improvement in the standard of living among their workers. The remedy, therefore, had to be sought in the increased efficiency of the individual workman (including labour-saving plant) and a decrease in the number employed. The company had been making an earnest endeavour to deal with it for some years, first in respect of covenanted hands and then in respect of ordinary workmen, and the first step as regards the latter was taken in 1926 in the form of an announcement that vacant posts would not be filled. Even this mild step caused a certain amount of uneasiness among the workmen. Then came the work of the Labour Organization Department established for the purpose of carrying out the policy of the company with regard to their labour. This department adopted three main principles (a) the creation of a standard force and the relegation of surplus men to a spare gang from which vacancies would be filled until all were absorbed, (b) the change of the basis of pay from a monthly rate to a daily rate with a temporary compensation for loss involved, and (c) standardisation of wages for work done. The attempt was a failure. The enforcement of the first principle brought the department into conflict with the superintendents of departments, the application of the second and third caused resentment and a sense of insecurity among the men. The employment bureau was still in operation, and in spite of the declared policy of the company continued to recruit new men. The department failed and was eventually abolished after it had caused considerable unrest without any material reduction of the numbers employed. As late as April, 1928, the general manager gave a formal undertaking to effect reduction by using the ordinary turnover of labour and not by discharging them, but further experience shows that this could never have been done.

" (iii) The third principle, the standardisation of wages, deserves further consideration. In the first place it has to be admitted that Messrs. Tatas pay better wages and have more serious and earnest endeavour for the welfare of their workmen than any other concern in British India. The factor working against them has been the too rapid growth of the concern, especially the expansion of 1922. Wages are adequate and generous; but they are unequal. Compared with what we should regard as a moral standard, the excess of pay over it decreases from the top to the bottom. The salaries of covenanted hands are very large and have grown larger lately because the bonus on production has been fixed at rates which did not take into account the growing capacity of the plant. Smelters, for instance, are drawing from two to three times the amount of pay which they would draw at home. Apart from the inflated bonus, the officials of the company say that the pay of the covenanted hands is the rate necessary to attract competent men out to the east and could not be reduced. Be this as it may it certainly had caused a great deal of jealousy and a sense of injustice among ordinary workmen. The pay of the Indian skilled workmen is on a very generous scale and has proved to be sufficient to enable them to take some months' holiday without hardship; the pay of the semi-skilled is ample. The pay of the unskilled coolie class is an adequate living wage and no more. Thus the ratio of pay to the normal decreases from the top downwards and disappears at the bottom. Even so, however, wages are unequal, for instance, two men may be doing exactly the same kind of job and one may be drawing Re. 1 and the other Rs. 3 a day. The Labour Organization Department endeavoured to deal with this by standardising wages for particular jobs, though without reducing any person who for the time being was drawing over the standard wage. This, again, ran counter to a cherished conviction of the Indian whose only experience of a salary is that of Government service. This salary increases with years without any particular reference to industry or competence, and concludes with a pension. Such an arrangement is not possible in industry, but if one talked with the men themselves and not with their leaders, one could see that their minds were full of the idea of incremental pay. Another factor must not be overlooked. During the middle months of 1927 the shares of the company were rising, probably due to market operations rather than to their intrinsic value. This gave rise to exaggerated rumours as to the profits the company were making, and labour believed that they were not getting a fair share of these profits. An increment of pay was in fact promised as part of the reorganization scheme; and a very generous bonus scheme was put forward. But it came too late to stem the tide of dissatisfaction, and it was easily misrepresented as a dodge to get more work from the men for nothing.

" (iv) Another and very difficult subject for consideration is the character of the supervising staff; Mr. Lewis, writing after the strike of 1922, observed 'the uneducated European or American of the smelter class and even of the superintendent class is ill-fitted for handling Indians whose language he does not understand, and of whose customs and prejudices he is entirely ignorant.' I have come to the same conclusion independently, and I understand from the Inspector-General of Police that the same comment was made after the strike of 1920. I have discussed this with officers of the company, and the reply given is that the supervising staff is chosen for technical

qualifications which are the pre-eminent consideration, that middle-aged men cannot learn a language, and that a knowledge of the language and customs of the people is not essential to the running of a department of a steel works. I have ventured to suggest that if these qualifications cannot be expected from regular superintendents it might be advisable to employ a man possessing them to look after the welfare of labour; the answer to that is that the company wants no more labour-organizing departments after their experience of the last one. The company point out that a very large part of their supervising staff are Indian, but the Indian in authority seems to have less sympathy with his subordinates than a European has. The defect may be irremediable, but it is nevertheless a defect, and the ignorance of the supervising staff and the complete lack of contact between them and the men has played, in my opinion, a much larger part in the present discontent than the company is willing to admit.

" (v) Apart from the superior supervision staff, a class that has met with much criticism during the strike is that of the foremen, both Indian and non-Indian. They are said to be overbearing, abusive, and corrupt, and to wield too much power in the matter of appointment, promotion, and discharge. The company's officials admit that the foremen are a weak link in their system; a very great deal depends on the foremen and a class of satisfactory Indian foremen has not yet been evolved. But they point to the facts that disciplinary measures are taken at once against any foreman exceeding his powers, that corruption is a common Indian weakness, and that it is not possible altogether to prevent it. Further, it is said that when Mr. Subhas Chandra Bose at the end of the strike framed the twenty-three points which he wished the directors to consider, the complaint against the foremen did not find a place among them. On the other hand, the earliest formulated grievances included this complaint, and the experience of Government officers is that the ordinary striker in conversation, before he had learnt from his leaders to rehearse his demands, complained first and foremost against the foremen. In my opinion the misdeemeanours of the foremen, interacting with the lack of contact between superintendents and workmen previously described, has played no small part in bringing about the present state of affairs.

" (vi) We then come to the minor grievances which appeared in the speeches made at strikers' meetings and were roughly summarized by Mr. Homi at a late period of the strike. They were all petty matters, many of them were matters which a sympathetic superintendent or a competent labour association could easily have settled out of hand or brought to the notice of the factory inspector; none of them was of sufficient importance to justify a strike and when it came at the end to the final settlement of issues, they all fell into the background. But their cumulative effect, aggravated by the fact that the men had no effective means of bringing them to notice, must not be ignored.

" (vii) At the beginning of the strikes the company addressed the Government of India and the local Government asserting that the strikes were the result of deliberate efforts of communists and citing evidence to prove this particularly emphasising that the methods pursued were copied from those of the syndicalists. This appears to me to have been an error and a particularly unfortunate error as it clouded the issues for a long time and prevented open-minded search for the real causes of the trouble. The communistic element that is, a deliberate attempt to subvert the existing social order, played a negligible part in the present strike. Avowed communists like Singaravelu Chetty and Mukund Lal Sarkar appeared at the outset, but exercised very little influence and soon fell into the background. There were a few persons of minor importance inside the works avowing the communist creed, but they carried little weight. Mr. Homi, the chief leader, is not a communist; he is an extreme individualist. Until Mr. Subhas Chandra Bose intervened at the very end, the strike has been singularly free from the influence of outside politicians.

" (viii) The point that must impress everybody who endeavours to study the causes of unrest in Jamshedpur is that the two issues which finally crystallised out and overshadowed all the others, that is mass reduction and lock-out wages, both arose after the general strike had started, and were not grievances that gave rise to it. Another point is that the strikers started for the most part without any formulated demands, and that the first work of the leaders was to ascertain and give expression to these grievances. They did not succeed in doing so until a late stage, and by that time demands arising out of the strike had overshadowed the grievances that gave rise to it.

" (ix) The causes of the strike may be briefly summarized thus. There has been for some years a re-adjustment of conditions in industry in India. Such re-adjustment must constantly occur, but recently it has been more rapid and deeper than is normal. In the Tata Iron and Steel Works the problem was acute, because the overstaffing was very great, and the need for reduction of working costs very urgent. If there had been better contact between the supervising staff and labour, or in the alternative

an efficient labour association, it is just possible that the re-adjustment might have been made without an outbreak. As conditions were, an outbreak was the natural result, and the extent to which it was stimulated by deliberate agitation was very small. The view that Mr. Homi caused the strike to serve his own ends is entirely mistaken. This situation had developed long before his active intervention."

2. The long duration of the strike may be put down to three causes. The first is the power of resistance of the men. This seems to be due to the fact that the skilled and semi-skilled men are partly agriculturists and only dependent in part on the wages of industry. This is true of all except the coolie class, some of whom depend entirely on their labour, but the coolie class both in this and in preceding strikes were not willing strikers. This and the good wages paid for some years by the company gave them resources which enabled them to hold out for some months without visible distress. The second cause was the importance of the issues. It was vital to the company to reduce their staff and a firm stand had to be taken against resistance to this policy. The men on the other hand were equally determined not to go back to work without the concession of at least some of their demands. The third reason is the lack not only of regular machinery for negotiation but even of any channel of communication between the management and the men. At the beginning the management refused to negotiate through any channel save the recognized Labour Association, which had forfeited the confidence of the men; the workers on the other hand refused to deal through any person other than their chosen leader, Mr. Homi, and thus the deadlock was complete.

3. The fact that the Labour Association, which had come into existence out of the committee formed *ad hoc* in the first strike, led in the second strike and struggled for four years for recognition, should prove ineffective as soon as it had established itself as the official mouthpiece of the workers, needs some explanation. It had in fact been fostered by the Trade Union Congress and the extreme political party; the executive consisted of men who had been leaders in the earlier strikes, but had since risen to responsible and well-paid posts in the company. The Association never seems to have appealed to a large number of the uneducated workers or to have been in close touch with real feeling in the works. It was artificial and unrepresentative. The men regarded it more as an agency of the company for dealing with labour than as men's representatives and one of the speakers at the mass meetings invented the phrase "company ke dalal" for the Association which was afterwards extended to every one who failed to join the strike.

4. From April, 1927, to April, 1928, there were sporadic departmental strikes which seem on examination to present two features (i) they were directed against the reorganization policy and (ii) they indicate an increasing loss of confidence in the Labour Association. In April and May, 1927, there were short strikes among the gas producers, and the khalasis of the open hearth and the new blooming mill. The declared grievances were the absence of a regulated scale of increment, arbitrary and unequal promotion, dissatisfaction with the methods of the labour organizing department; more particularly the change from monthly rates to daily rates and the proposed reduction of staff. The trouble was confined to these departments and the company dealt with it somewhat severely. Nothing further happened, as far as we know, till December, 1927, when the labourers of the hot mill and the shearing staff of the sheet mill (chiefly Sylhetis) struck. The mill was closed from Tuesday to Friday owing to overproduction and an endeavour was made to get other work from the men while the mill was not running. This strike also seems characteristic in being a resistance to an attempt to economize labour. The Labour Association took up this case, and told the men that they must go back to work unconditionally and there would be an enquiry into their grievances. The men went back, but throughout the succeeding months the action of the Labour Association in this case, described as the betrayal of the sheet mill, was one of the chief counts against that body. The next incident was in February, 1928, when the electrical crane drivers in the duplex plant went out, clearly because a scheme for the reorganization of their department was in preparation. Their expressed grievances, however, made no reference to this, but mentioned non-receipt of increment, low initial rates of pay, insufficient off-time, ineligibility for bonus, unsatisfactory channels for presenting grievances, and bad housing conditions. The action of the crane-drivers, however, is most important because they formed their own committee and determined to look outside the Labour Association for leaders. It was the crane-drivers who first approached Mr. Homi for advice, and it was their action which gave impetus to a movement that in a few weeks time was to make the recognized association powerless to promote the cause of the men or to restrain their actions. There is no doubt that from this time onward the discontented were in close contact with Mr. Homi. Despite the attitude of the crane-drivers, a deputation from the Labour Association waited on the general manager on their behalf. The general manager explained the scheme of reorganization, pointing out that it meant the employment of fewer men on higher rates of pay, and

a graded scale of wages; moreover he promised that all grievances would be considered and that men in excess as the result of reorganization would not be discharged. The Labour Association further undertook that all grievances would be remedied within three months. The Association met with very hostile criticism. The men went back to work, but continued to hold meetings and to maintain their office and committee, and further defeated any attempt at reorganization by refusing to change their checks and arranging their shifts according to their own liking. On the 15th March the coolies of the new rail finishing mill struck work. They are aboriginals and complained of low wages, abuse by superiors, and failure of the latter to listen to their grievances. The leaders of the crane-drivers interested themselves in the matter, and on the 1st March Mr. Homi addressed the strikers and assumed the direction and control of them. However the Labour Association again intervened, and persuaded the men to go back unconditionally on a promise that their grievances would be redressed. There were other small strikes. On the 10th April the coupling porters and jamadars of the traffic department twice went out, apparently in anticipation of a reorganization scheme, and both times returned within a few hours. On the 12th April there was a brief strike in the machine shop. On the 17th April the sweepers struck, but in their case the Labour Association managed to secure some concessions which satisfied them.

5. There was now serious unrest throughout the whole works and, as usual, a certain number of outside agitators were attracted to it. Messrs. Singravalu Chetty and Makund Lal Sarkar made violent speeches in Jamshedpur. The Reverend C. F. Andrews came to Jamshedpur and did his best to deal with the trouble. On the 11th April a general meeting was held at which Mr. Homi presided and Mr. Andrews spoke. It was an endeavour to reconcile the Labour Association and the discontented workers but the opposition of the cranedrivers rendered it infructuous. At a mass meeting on the 14th April, the Reverend Mr. Andrews announced a very generous scheme of bonus or profit sharing, but in spite of his strong advocacy it was not well received, and he left the place. About the same time the general manager reaffirmed his promise that reduction would be effected by not filling vacancies and that no one would be discharged. The big strike began on the 18th April.

6. It may be convenient to divide the big strike into stages :—

(i) The strike of the sheet mill on the 18th April and of the boiler men on the 21st April. The latter led to the lock-out on the 30th April of some departments which were deprived of power.

(ii) The consolidation of the workmen under Mr. Homi leading to hartals (i.e., short demonstration of general strike) in sympathy with the strikers, which paralysed the works and reduced output without reducing the wage bill. This culminated in the closing of the works on the 1st June, except for those who had worked during the hartals.

(iii) From the 1st till the 26th June. There were abortive attempts to reconcile the Labour Association and the strikers. A complete deadlock as the company would not deal with Mr. Homi and the men would have nothing to do with the Labour Association. There was organized picketing to keep the men still working out of the works. Finally the management sought to release the deadlock by an announcement on the 26th June of the terms on which the works would be re-opened. The chief feature of these terms was that the company would adhere to its former promises except that it would only take back the men required, i.e., the company would use the situation to effect the required reduction at once.

(iv) A fortnight elapsed before any attempt was made to re-open the works and meanwhile the men became more firm and united. Between the 9th and the 16th July the management endeavoured to re-open on the terms proposed in the announcement, but the offer was rejected and met by more intensive picketing.

(v) From the 16th to the 28th July is the period of negotiations through third parties, chiefly Mr. N. M. Joshi and the Deputy Commissioner. The principal advance on the previous offers of the company was an offer of compensation for men to be discharged on reduction. The negotiations failed to bring about a settlement but the Chairman of the Company summarized the improved terms and issued them as a public notice on the 28th July.

(vi) From the 28th July to the 11th August was a period of comparative quiet. Mr. Homi was in Bombay negotiating with the Directors and trying to rouse the shareholders. On the 11th August came the third announcement of the company to the effect that all offers would be cancelled in respect of men who did not rejoin by the 20th August.

(vii) From the 11th to the 20th August. There was some attempt of men to rejoin, met by more intensive picketing.

(viii) The intervention of Mr. S. C. Bose leading finally to a settlement under which the men returned to work on the 13th September.

7. It is probable that a detailed account of this weary five months would serve no useful purpose, but it is necessary to amplify the above outline a little. The sheet mill men went out to the number of 1,100 on the 18th April. They were followed by the men of the merchant mill, but the latter soon went back. The sheet mill men on the following day gave a notice of their demands to Jamshedpur police-station as follows :—(i) A general increase of pay of at least 25 per cent. (ii) A graded scale of pay with an annual increment. (iii) Bonus at the rate payable to covenanted hands. (iv) the same pay as rollers in the bar mills. (v) Ill-treatment by European hands to cease. (vi) Removal from the mill of a member of the supervising staff (who had been responsible for the attempt to economize labour in the previous December). (vii) Formation of a committee of 15 workmen to be consulted before any man is suspended or discharged.

A demand for increase of pay is inevitable in a strike though the men of this department were relatively well paid. On the 19th April some of the men tried to drift back to work but the mill was definitely closed at 2 p.m. On the 21st April 220 men of the boiler furnaces struck. They wanted an increment of pay and this was their only demand. Perhaps they had more reason than others, for the pay was not high and the work is exacting.

8. These two departments formed the nucleus of the strike, and the hartals which led to the closure of the works were gestures of sympathy with them. The general manager took no immediate action beyond issuing a temperate notice calling attention to what the company had already done for the men, and warning them of the consequence of this sort of conduct. He took the view that there were no genuine grievances; that such inequalities as existed would be removed by the reorganization scheme; and that the departmental strikes had been fomented by the agitators to reduce output without materially reducing the wage bill. He would deal with the men only through the recognized Labour Association and that association had met the Deputy Commissioner and admitted that as far as the strikers were concerned they were helpless. On the 27th April about 800 men of the new rail-finishing mill struck, but returned to work after a few hours. On the same day the blast furnace stock house men struck and remained out for a few days.

9. Then the general manager took action. He closed the merchant mill, plate mill, old rail mill, old blooming mill, and bar mill, which had been deprived of power by the boiler-men's strike and laid off about 2,000 men. This had been expected and caused no excitement. He then proceeded to deal with the crane-drivers who were told that they could either change their checks according to the company's orders or go. For the most part they collapsed; one or two only were dismissed. On the 8th May an order was passed dismissing all the strikers.

10. The Labour Association had disclaimed all responsibility for the strikers but were endeavouring to assist the men locked out by the closure of certain departments. The dismissed strikers definitely accepted Mr. Homi as their leader and Mr. Homi's followers increased day by day. Mr. Homi tried to capture the Labour Association for the men. Elections of the executive of that body were overdue and both parties tried to hold elections and contested the right of the other party to do so. One of Mr. Homi's lieutenants instituted a suit against the executive of the Labour Association for an injunction restraining them from spending their funds, which suit was eventually dismissed. The dispute over the Labour Association seemed to cloud other issues for the time.

11. On the 18th May a hartal of one hour in sympathy with the strikers was attempted in the works but it failed. Meanwhile new boiler crews had been trained and the closed departments with the exception of the sheet mill re-opened. Apparently the works had been restored to their previous condition and the struggle was at an end.

12. Those who took that view, however, received a rude shock on the 25th May when another hartal was attempted (this time for 24 hours) and was a complete success. It was effected by pickets who from 6 a.m. onwards prevented every shift from going into the works. It was a triumph of organization and indicated the real temper of the men and was really the turning point of the strike. It was followed by meetings of thousands of men almost every night, generally with Mr. Homi, now the unquestioned leader, as president. The meeting of Friday, the 25th May, passed resolutions condemning the lock-out, urging the management to receive a deputation of strikers headed by Mr. Homi and praying for the intervention of Government. They formulated their minimum demands as follows :—(a) minimum wage of Rs. 1-2-0 a day or Rs. 30 a month; (b) a general increase in the departments that had submitted representations to be fixed in consultation with Mr. Homi and the men's leaders; (c) *Immediate stoppage of the proposed reduction of staff.*

Another hartal was to be observed on the 1st June, if these demands were not conceded.

13. At this stage the general manager felt that the organized resistance to the reduction policy absolved him from his promise to effect reduction without discharging any of the existing staff and he discharged six hundred men of the electrical department. At this time Mr. N. M. Joshi came to Jamshedpur. It is understood that he came at the invitation of the Labour Association, and with the knowledge and consent of the directors. He tried to address a mass meeting but was refused a hearing and left. The Labour Association tried to carry on counter-propaganda against the proposed hartal but without success.

14. The hartal of the 1st June which was to last for 48 hours on this occasion was as complete as the previous one. The general manager on that date issued a notice saying that it was impossible to operate the works in the face of departmental strikes and weekly hartals (from each of which the works took some days to recover), that all men who failed to attend their work that day would be deemed to have left the company's service and that the works would remain closed until further notice. This did not apply to those who worked during the hartal.

15. On the morning of the 3rd June, the close of the hartal period, the men presented themselves at the works at 6 a.m., but were refused admittance and dispersed quietly. We have now three groups:—(a) the dismissed strikers; (b) the hartalists who were "deemed to have left the company's service" and were estimated at about 15,000 men; (c) those who worked during the hartal and were allowed to continue at work. These were estimated at about 2,500 and included the Labour Association and its supporters, all those who had been prominent in the previous strikes, most of the foremen, the Bengali clerical staff, and the Pathans.

The coolie class had been kept out by timidity, but were not willing strikers or hartalists. Of the rest many of those whose homes were near like the Biharis and Oriyas went home at once and waited for better times. The Sikhs, Punjabis, and Madrasis remained and were prominent in the struggle.

16. Immediately after the closure of the works there was an attempt to effect a reconciliation between the Labour Association and the men led by Mr. Homi. Several outside leaders including Mr. Joshi took a hand in this but it failed completely. This was partly due to the fact that the Association's record inspired no confidence; but more in all probability to an interview given by the general manager to Mr. Kishori Lal Ghosh, in the latter's capacity as a journalist. The interview was published. The general manager stated his view that there were no genuine economic grievances and if there were, they could be remedied through the Labour Association; the present troubles were the result of plotting by communists and by Mr. Homi who had a personal grievance against the company (he had once been an employee); that negotiations could be opened with the men at any time through the recognized Association, but that if Mr. Homi became a member of that Association, recognition would be withdrawn from it; that the reduction policy must continue, though details were not yet ready for publication; and lastly that wages for the period of idleness would on no account be paid. The Labour Association suggested that the whole matter should be left to Mr. Joshi and their funds placed in trust with him, while Mr. Homi should stand out altogether. The Foremen's Association made a similar suggestion to Mr. Homi that he should stand aside in order to make negotiation possible; but he replied that he took his stand on the rights of the men to choose their own representative, that he had taken up the cause of the men because the Labour Association had failed them and that he declined to desert them. He also explained his demands, which amounted in effect to complete restoration of the *status quo* as it stood before the sheet mill and boiler strike, a stoppage of the reduction policy, and then a detailed examination of the grievances in consultation with departmental committees. During this time both Mr. Homi and the Labour Association had suggested Government intervention; but the local Government replied that they had never seen a clear-cut statement of the issues and in any case they had no legal power to intervene except at the request of both parties.

17. There was clearly a dead-lock which could only be released by some move on the part of the company. On the 18th June representatives of the directors and managing agents visited Jamshedpur. They discussed the situation with the general manager and the deputy commissioner and also met some of the workmen both those working and those outside. The result was an announcement issued on the 26th June. It summarized the situation and re-affirmed promises about bonus and an increment in wages. It announced the directors' intention of making an immediate reduction of staff, but in so doing none of those who remained loyal during the hartals would be discharged, while as regards others preference would be given to men according to length of service. The hartalists who had been deemed to have left the company's service would be re-engaged to the number required by the company without break of service. The strikers of the sheet-mill and boilers would be similarly re-engaged, but their service would be held to be broken; the benefit of unbroken



service would be restored after twelve months' good behaviour. Those not re-engaged would receive the whole of their provident fund (they had technically forfeited the company's contribution by leaving its service) and a ticket to their homes. Finally it was clearly stated that wages would not be paid for the period of closure of the works; and that the Works Service Rules would be revised so as to make it clear that wages would not be due for any period during which the works were closed by the management for any reason.

18. An important point to note about this announcement is that the company proposed to use the situation to effect the reduction in staff immediately. For the rest it was a fair offer to the men to be re-engaged but offered little to those left outside. Mr. Homi was at this time in Bombay, seeing what he could do there, but under his advice by telegram and the guidance of other leaders, the offer was rejected. The workers' counter-manifesto criticised the reduction policy, and demanded a straight increment in wages instead of bonus (although they had been clamouring for the bonus for years and continued to ask for its extension afterwards). They drew attention also to a weak point in the announcement; the proposal to revise the Works Service Rules amounted to an admission by the company that their action had been a breach of the contract of service; they, therefore, insisted on their demand for lock-out wages. At the same time the strikers issued a list of immediate demands:—(1) All sheet-mill and boiler men to be taken back on the old privileges with a substantial increase of wages. Detailed grievances to be considered in consultation with labour representatives within a fortnight. (2) All employees put under reduction or discharged for their connection with strikes or hartals to be taken back, with pay for the period from discharge to re-instatement. (3) Reduction to be stopped. (4) Lock-out and strike period wages to be paid. (5) A general increment of wages to everybody. (6) The minimum monthly wage to be Rs. 30 for men and Rs. 22 for women. (7) General bonus to be extended to all non-covenanted employees irrespective of departments and nature of work. (8) Grade and time-scale to be fixed for all jobs. (9) Detailed departmental grievances to be settled in consultation with labour representatives within a reasonable time. (10) The service and leave rules to be revised in consultation with labour representatives.

19. The management allowed about a fortnight to elapse before taking action on their announcement and then between the 9th and the 16th July the works, department by department, were re-opened. The only response was intense picketing by large bodies of men, sometimes hundreds in number all round the works. The police force was adequate and in complete control of the town; men could have rejoined if they wished under the protection provided. It was clear that the skilled workmen did not wish to rejoin; the cooly class wanted to rejoin, but did not dare face the pickets, although in fact they were in no personal danger. The Deputy Commissioner felt that he could not reasonably stop picketing, particularly as the men's own leaders were making every effort to keep them peaceful. But crowds of hundreds of shouting men are not pickets in the ordinary sense of the word; and, if this kind of conduct was to be tolerated in the town, it was a natural corollary that those who were alarmed by it and wanted special police protection in order to enable them to work were entitled to receive it. It was accordingly decided to tolerate this kind of picketing provided the pickets left a clear road way and did not physically restrain anybody; at the same time those who desired it were escorted through the pickets by the police. Later several regular convoys of some hundreds of coolies were escorted daily to and from work by the police. At the same time any place were picketers behaved in a violent or disorderly manner was put out of bounds for picketing; in the course of the strike three areas in the town were closed to picketing on this ground.

20. The offer of the management had met with no response and the deadlock due to the absence of any channel of negotiation remained. The first person who attempted to mediate was Mr. Joshi. He and Mr. Homi met the Deputy Commissioner on the 16th July; and that afternoon there were conferences at which representatives of the Directors, the General Manager, the Deputy Commissioner and Mr. Joshi were present. These lasted till 10 p.m. the following evening. The only advance achieved was that the company were prepared to consider compensating the men not re-engaged. It appears that it was mainly Mr. Homi's opposition that wrecked these proposals; he was prepared to agree to reduction in return for compensation to the men, but he demanded a definite statement as to increment as well. Mr. Joshi left for Bombay on the night of 18th July. Mr. Jamnadas Mehta spent twenty-four hours in Jamshedpur on the 23rd July. His intervention effected nothing; he talked to the men about the crore of rupees that the general taxpayer had spent in bounties to help the company and the result was a wild rumour all over the town that he had brought a crore of rupees from Bombay to finance the strike.

21. The Deputy Commissioner was then asked by the Directors to try to find some method by which the management could be put into communication with the strikers and hartalists without the intervention of the Labour Association which was

unacceptable to the men or of Mr. Homi who was unacceptable to the company. This, however, was soon ascertained to be impracticable. Mr. Homi had gained an ascendancy over the men which made it certain that they would not act without his advice or otherwise than through him. In the end, therefore, the Deputy Commissioner merely acted as an intermediary between Mr. Homi and the directors and General Manager. Three-cornered discussions went on in this way for four days and at least secured some advance. By the evening of the 24th July the following position had been reached on the main issues :—

(a) *Reduction.*—The management adhere to their intention to effect immediate reduction, but they have found on preparing the lists that the number to be discharged is not so large as was previously expected. It would amount to 3,300–3,500 or about 18 per cent. of the monthly paid staff. No man would be discharged who had been in the company's service before 1920, and in the case of those who had joined since 1920, preference had been given to men of longer service. More than half the men to be discharged had less than two years' service. As regards the weekly paid staff, the reduction would be in the same proportion ; but this weekly labour fluctuates so much that the reduction can be carried out in the ordinary course. No man will be discharged merely on account of his activities during the strike.

(b) *For those to be discharged.*—The management offer in addition to everything offered in their announcement, one month's pay for each completed year of service.

(c) *For those to be re-engaged.*—In further elucidation of their previous announcement of the 26th June the management announced :—(i) *Increment.*—For this five to six lakhs will be available and will be distributed so that about 75 per cent. of it will be allotted to those who draw now less than Rs. 2 a day. Wages for all jobs will be standardised ; those drawing less than the standard rate will be raised to it, those drawing more than the standard rate will continue to draw their old pay till they are discharged or promoted. The increase to the coolie class will depend on the cost of the increment to the monthly paid workers, but will probably be about 10 per cent. of their present wages. (ii) The proposal to revise the Works Service Rules would be dropped.

As regards minor points, conciliatory statements were made but there are two important points on which the management were unyielding :—(1) Lockout or strike wages would not be paid ; (2) the special conditions attaching to the employment of the boiler and sheet-mill men would not be altered.

22. With regard to these terms it is to be noted that they do not represent a settlement by negotiation, but merely a further offer by the company. Mr. Homi would go no further than an agreement to put these terms before the men and leave them to decide. He did so at mass meetings on the 25th and 26th July and though he left the decision to the men, he seems by his manner to have given them a bias in favour of rejection. Anyway the terms were rejected. Subsequently they were published as an announcement in English and Hindi by the management ; and there is information that at this time many of the men would have been glad to accept these terms. The notice issued on the 28th July and the same day the representatives of the Directors left Jamshedpur.

23. Then followed a comparatively quiet time. Men by this time were rejoining in fair numbers and no very strong efforts were made to prevent them from doing so. The General Manager seemed inclined to resort to a policy of attrition. The strike leaders on the other hand seemed to take the view that as long as the really skilled men remained on strike, as they did, the works could not be run ; if the others re-joined they rid the strikers of liability without affecting the general position. But both Mr. Homi and the Labour Association now approached Mr. Subhas Chandra Bose who sent emissaires to Jamshedpur to study the position. Meanwhile Mr. Homi went off to Bombay to approach the directors and rouse the shareholders. The centre of interest shifted there. We have no precise record of what happened there, but it seems that Mr. Homi was conducting negotiations with the shareholders through Mr. Jamnadas Mehta. These negotiations had no effect on the course of events and broke down. On the 11th August, after the breakdown of negotiations in Bombay, the management with the full support of the Directors issued another notice saying that from the 14th August men would be re-engaged whether on the wanted lists or not, and after the 20th August new men would be engaged. Any one applying for work before the 20th August would receive the compensation promised, if he could not be re-employed because his place had been filled. In other words the company by this ultimatum put a term to all their previous offers which lapsed if not taken by the 20th August.

24. The effect of this notice was to force the pace. Men rejoined in fairly large numbers but to counteract this the picketing was intensified and every road in the town was filled daily with large demonstrating crowds. Instances of lawlessness and violence became more frequent and intimidation of workers in their villages became

so serious that strong pickets of police, finding night patrols, had to be established in several places. On the 18th August Mr. Homi returned from Bombay, and had a long conference with the Deputy Commissioner, who in turn saw the General Manager in an endeavour to find some way out before the 20th August, when the company's ultimatum would expire. In the evening Mr. S. C. Bose arrived and he and Mr. Homi attended a mass meeting together.

25. The first step taken by Mr. S. C. Bose was to intensify the strike in all its aspects. His personal influence brought out most of the Bengalis who had hitherto not joined the strike; and the vigorous picketing inaugurated by him reduced the men in the works to the lowest point. He made no attempt to meet the manager or to approach the company or directors. The most important point, however, is that to regularize his position, he took office in the Labour Association thus reviving that body, though he made some of the existing executive resign. Moreover, from this point onward the strike was under the control of political leaders. Hitherto it had been free of political influence. The leaders now attempted to bring about an estrangement between the men and the Government officers, with whom previously they had been on very friendly terms and this threatened to make the duty of maintaining law and order more difficult. In spite of the failure of the regular negotiations, the Deputy Commissioner was still having frequent meetings both with the General Manager and the men's leaders in the hope of finding some way out, but there is reason to believe that the new leaders were definitely against a settlement through this channel.

26. On that occasion, Mr. S. C. Bose did not remain in Jamshedpur, being busily engaged elsewhere. He paid another flying visit on the 26th August. On the 28th August some of the directors and the Commissioner of the Division arrived in Jamshedpur. Meanwhile some of them visited Calcutta for some purpose connected with the strike and on the 1st September on their return they met the Commissioner and the Deputy Commissioner. There was a frank discussion of the whole position, but the visit to Calcutta had introduced new factors, and the discussion necessarily led to no conclusion.

27. On the 3rd September, Mr. S. C. Bose returned to Jamshedpur and entered into a long discussion with the Directors which lasted the whole of that day and the two following days until mid-day of the 6th September. At 1 p.m. on that date the Directors asked the Deputy Commissioner to meet them urgently and informed him that the negotiations with Mr. S. C. Bose had failed in spite of a distinct advance on the previous offers, including a larger amount of money for a wage increment and a promise of loans to meet indebtedness incurred during the strike. They suggested another scheme for negotiation and asked the Deputy Commissioner to help them in it. He consented, but almost immediately afterwards, certain persons came from Mr. S. C. Bose suggesting a renewal of discussions. This was done and it is believed that the basis of the proposals was that the men should yield on the subject of lock-out wages (if they received loans) and the company should abandon the proposed reduction. The negotiations failed and the Directors left Jamshedpur on the 10th September, leaving the General Manager full powers to settle on any terms he thought fit. On the morning of the 11th the General Manager told the Deputy Commissioner that he had very little hope of a settlement and that it looked like a fight to a finish. Feelings were now running very high and the whole situation was distinctly dangerous. To complicate matters there had clearly been a split between Mr. S. C. Bose and Mr. Homi. On the evening of the 11th September, Mr. Bose and the General Manager came to terms, the chief items of which are as follows:—

(i) Everyone, including those discharged since the beginning of the departmental strikes and the dismissed boiler and sheet-mill men, to be taken back at once without breach of service except—(1) those who have already taken their settlements; (2) those who do not present themselves at the works within three weeks of the re-opening; (3) those who are not required by the company and voluntarily resign on the terms as regards compensation already offered to the reduced men. (ii) The men returning to work will be divided into the standard force and the spare gang. Vacancies in the standard force will be filled from the spare gang and there will be no new recruitment. All the men in the spare gang, not previously absorbed, may be discharged at the end of twelve months. (iii) Pay for the period during which the works were closed will not be given. (iv) A loan of one month's wages will be advanced to anyone applying for it, to be recovered in twenty equal instalments from January, 1929. (v) The sum available for increments will be raised from five to seven lakhs. (vi) The proposed alteration in the Works Service Rules will not be enforced. (vii) There will be no victimisation.

It is known that Mr. Homi disapproved of certain terms in this settlement and it was doubtful whether men would accept it. They did so, however, and returned to work on the morning of the 13th September.

### V.—The Period following the Strike of 1922.

The strike had resulted in a compromise over the two big issues. The reduction policy was to continue in the form in which it had begun before the strike, but immediate reduction was stopped. Lock out (or strike) wages would not be paid but in their place recoverable loans would be given. A new principle had been admitted in the form of compensation for loss of service; the previous promise of a bonus scheme was ratified and a substantial increase of wages promised in addition; the proposal to change the Works Service Rules, so as to give the men no claim where the company had to lay off men for any reason, was dropped. The most important point, however, is one that does not appear in the published terms. The Labour Association was restored to its former position and Mr. Homi and the new Union formed by him had been excluded from the negotiations. Thus a vital issue, the right of the men to form their own union and to choose their own leaders had been left in the air; the strike-weary men had accepted the settlement without thought as to the channel through which it had come. Indeed the majority of Mr. Homi's own committee were in favour of accepting the terms, but their leader, Mr. Homi, was not going to drop this matter and that explains the history of the next few months.

2. It took a long time to restore order and confidence in the works, but the main interest now shifted outside where a dispute between two parties of the workers was substituted for the dispute between labour and capital. Mr. Homi dissolved the temporary association which he had organized during the strike and in its place founded the Jamshedpur Labour Federation, which was intended to include all labour in Jamshedpur and not merely that of the Iron and Steel Company. There were frequent crowded mass meetings, rendered turbulent by the rivalry between Mr. Homi's followers and the old Labour Association, and these meetings gave the Deputy Commissioner and police much more anxiety than the meetings during the strike had done. Mr. Homi's immediate policy was to consolidate his federation and then to secure recognition from the company. The situation in this respect was much the same as after the strike of 1922, with the difference that in addition to an unwilling employer there was also a rival union. The Federation quickly grew in strength and numbers and included most of the real manual workers; the Association still appealed mainly to the Bengalis and more educated men. Further, the Association still maintained the connection with advanced political leaders which had characterised it throughout, while Mr. Homi, the leader of the Federation, was strongly opposed to Congress politics. The membership of the Association increased temporarily as the settlement was working itself out and representations of individuals in this connection were most conveniently submitted through a recognized body. There was constant recrimination and once or twice actual collisions between the representatives of these bodies. Meanwhile the company were taking measures to rid themselves of Mr. Homi, whom they regarded as the great obstacle in the way of peace, and in pursuance of this policy they instituted a civil suit against him and others claiming damages on the ground that the defendants had procured a breach of contract by the workmen, and the company obtained an *ad interim* injunction restraining Mr. Homi and others from pursuing a similar course of conduct in the future. The Labour Federation was also attempting to promote short *hartals* in the works until it should be recognized, but these on the whole were unsuccessful.

3. The company appointed a welfare officer soon after the strike ended and endeavoured to provide recreation for their men. The Labour Federation on their part promoted sports for Christmas and New Year's Day, but these came to a premature end owing to the disorderly conduct of the crowd. Mr. Homi at this time was much occupied with Tinplate affairs (see Part VI) and the formation of a union in the Cable Company, but in February he again turned his attention to the Iron and Steel Company. The Labour Federation was registered under the Trade Union Act, the first registered union in Jamshedpur. But it needed money, and its agents were carrying on an active campaign for the recruitment of members and for realizing the subscriptions. The company started to prosecute agents of the Federation found within the works premises on Federation business on the ground that it was a criminal trespass. The Federation retaliated with a criminal case for cheating against the Labour Association clerks, on the ground that they were enrolling members by taking thumb impressions of illiterate persons on papers which purported to be resignation forms, but were really applications for enrolment. The struggle culminated on the 21st February, when a party of supporters of the Federation raided and wrecked the Labour Association's office. Mr. Homi at the mass meeting failed to condemn this outrage, and in fact spoke of it as the natural outcome of the company's policy. On the 23rd February there was a large and menacing demonstration by the Federation supporters outside the General Manager's office, and further demonstrations were threatened if recognition was not granted. Excitement ran

high, and the speeches in the meetings became increasingly violent. A deputation of the Labour Association came to see the Deputy Commissioner in a great state of alarm at the turn events were taking.

4. Early in March the company surrendered to the inevitable and decided to recognise Mr. Homi and the Labour Federation. Mr. Homi very soon established his position in the works and became a member of certain boards set up by the company to deal with grievances. These boards, however, seem rather intended to deal with individual disciplinary cases than with general grievances, and there still does not seem to be any standing machinery for the settlement of general disputes in the industry. The company further provided the Federation with an office and Mr. Homi himself with a residence in Jamshedpur. The Labour Association still continued to exist, but when the Federation was recognised, the former gradually sank into insignificance. The company dealt equally with both and collected the subscriptions of both through the pay bills. The president of the Federation alone, however, had an official position on the company's boards of enquiry, and the Federation had by far the larger membership. The Federation maintain a banking account and, being registered, have to publish an audited balance sheet, while the Association, though they obtain their income through the company, keep no banking account, and as far as is known publish no accounts. Meanwhile Mr. Homi and the Federation pursued a policy which may be briefly described as aiming at a readjustment of Mr. Bose's settlement according to their own views of what it should have been. This readjustment includes (a) complete stoppage of the reduction, (b) conversion of the loans into lock-out wages, and (c) substitution of a straight increment for the bonus with redistribution of the amount given as increment after the strike. The Federation, however, received a very severe set-back in or about July, 1929, owing to internal dissensions over the accounts. At the same time a letter purporting to be written by Mr. Homi to a friend in Bombay, which seemed to indicate that he was using his position to further speculative transactions in Messrs. Tata's shares on the Stock Exchange, fell into the hands of the opposite party. Some months later the letter was published in *Capital*, and so far has not been repudiated by Mr. Homi. After his set-back Mr. Homi appears to have found that in many matters the company were not so accommodating to him as they had been before, and indeed there are indications that the company would have liked to take the opportunity of restoring Mr. Bose and the Labour Association. In fact the company has quite recently made the concession of remitting the recovery of the loans altogether (there had previously been an eight months' moratorium), but in so doing they have represented the concession as made to Mr. Bose and not to Mr. Homi. The rivalry between the two unions is still the dominant factor in Jamshedpur labour politics, and it is a rivalry which in the long run may injure both the company and the men. But for the last year interest has largely been diverted from the Iron and Steel Works to the Tinplate Company of India at Golmuri, whose affairs are the subject of the next note.

#### VI.—The Tinplate Company and the Strike of 1929.

The Tinplate Company of India is the largest of the associated companies, and its works are situated at Golmuri, about two miles from the works of the Iron and Steel Company. It was founded after the war for the purpose of securing the supply of tinplate in India, and its promoters and chief shareholders are the Burma Oil Company, who buy most of the output, and the Tata Iron and Steel Company, who supply the tin-bar. It has been a technical success from the beginning, but its financial results have not been equally satisfactory. It enjoys a protective tariff on imported tinplate. The whole position is fully explained in the various reports of the Tariff Board (Chapter IV of the report of 1924, Chapter IV of the report of 1925, and Chapter XVIII of the report of 1927).

2. As regards labour conditions generally attention may be drawn to paragraphs 219-221 of Chapter XVIII of the Tariff Board's report published in 1927. This speaks of Indian labour conditions as very satisfactory, and indeed until 1929 the concern has been singularly free from labour trouble. There have only been two small strikes of very short duration which would hardly merit mention except that one of them furnishes an instance in which a Government Officer was able to give substantial help in bringing about a settlement. At the outset many skilled covenanted hands from Wales were employed, but the number of these has been steadily reduced and replaced by Indian labour. The Indian labour force at the beginning of the strike consisted of about 3,000 men. They were largely Muhammadans from Sylhet and Dacca; the next community in importance were Punjabis, while a number of Anglo-Indians, Bengalis, Oriyas and Madrasis were employed. The unskilled labour included a large number of Chattisgarhias and Hos.

3. *The Causes of the Strike.*—The strike may be attributed in the main to the excitement caused by the sudden and, to many, unexpected result of the strike in the Iron and Steel Company's works. This ended in a settlement largely in favour.

of the men at a moment when it was generally believed that all negotiations had failed and the situation must continue until the men had to surrender unconditionally through exhaustion or abandon the fight and return to their fields. During the strike in the Iron and Steel Works, Tinsplate had to work half time owing to lack of tin-bar, but paid full wages, thereby incurring an ineffective expenditure of about two and a half lakhs, in order to prevent the infection spreading. As long as the issue in Messrs. Tata's works was in doubt this policy was successful, and nothing happened in Tinsplate. It was the sudden and unforeseen ending that upset the men, and there is no doubt that from this point onward there was a party in the works who believed that a strike was a panacea for all evils, and that Tinsplate too must have a union and a strike. Added to this, however, there were certain positive causes of discontent. The men of Tinsplate naturally compared their conditions, not with those of labour in India generally, but with their nearest neighbours, and in certain respects these conditions were less favourable than those in Messrs. Tatas. Moreover, during the strike in the Iron and Steel Works the output of tinsplate had been reduced, and consumers expecting a longer strike had taken large stocks from other sources. Consequently there was a fall in the demand for tinsplate and a restriction of working days, with an equivalent loss of wages. It must be remembered also that the rivalry between the Federation and Association in the Iron and Steel Works was intimately related to the general unrest.

4. *The Formation of the Union.*—The General Manager of Tinsplate, who is himself an ex-labour leader and further, no doubt, had seen the results of the policy towards trade unionism previously adopted in Jamshedpur, took a friendly attitude towards the new union from the beginning. There was some delay because the men were divided among themselves, some wishing to have Mr. Homi and others Mr. S. C. Bose as president. There was thus a division amongst them corresponding to the division in Jamshedpur between the Association and the Federation. Finally a compromise was effected by inviting Mr. Daud, alderman of the City of Calcutta and president of the Seamen's Union, to take the office. Early in January, 1929, there was a meeting between the management and the new union and recognition was extended to it. At the same time there was a frank discussion between the General Manager and Mr. Daud; an understanding was reached on some minor matters, but the General Manager was able to convince Mr. Daud that any relaxation of the restriction of working days was not possible for the moment. Mr. Daud conveyed this to the men and counselled patience. This was not acceptable to the union, who threw over Mr. Daud and invited Mr. Homi to take the lead.

5. Mr. Homi's position in the Tinsplate union was not very secure. There was always a party against him, and his attempts to amalgamate the union with his federation laid him open to suspicion. But he established himself early by the spectacular restitution of two dismissed men, and he then entered into negotiations with the management concerning all the grievances and demands of the workers, with the result that on the 7th February, 1929, a settlement was announced which seems extraordinarily generous and favourable to the men. It represented the maximum which the company could afford. It provided for an increase in rates of pay, a bonus scheme, the institution of a provident fund and maternity benefits, and a large increase in housing. It also included an undertaking to keep the works running full time as far as possible. The formal announcement of this settlement, over the signature of Mr. Homi, spoke in the highest terms of the courtesy and consideration of the management.

6. The next few weeks were occupied in working out the details of the settlement. There were dissensions over this, and there is also reason to believe that there was a militant party in the works who did not want the settlement to succeed, and grounds for suspicion that this militant party was encouraged by the Labour Association with the object of discrediting Mr. Homi. Meanwhile, as a natural result of unrest, indiscipline in the works with consequent suspensions and discharges was on the increase. There were lightning *hartals* on the 7th and 8th March, but Messrs. Homi and Giri persuaded the men to resume work. From this point onward trouble over the suspension and discharge of insubordinate employees obscured more substantial issues.

7. On the 5th April the management met the union officials to discuss the matter of these suspensions and dismissals. The General Manager went to extravagant and almost fantastic lengths in an endeavour to conciliate the men. He offered to try the experiment of not suspending or discharging any man for any reason whatever for a week and meantime simply to bring all cases of indiscipline to the notice of the union. But, while Mr. Homi was more than satisfied, other members of the union were not to be conciliated by any means. On Sunday, the 7th April, there was a general strike.

8. The strike began without notice and without formulated demands, but these are common features of an Indian strike. The point that the strike began without

the permission of the union is liable to misconstruction, since there is no room for doubt that some of the leaders of the militant party were inside the union executive. The men themselves were not to blame. They were hopelessly misled.

9. As soon as the strike was complete the union began to get busy formulating their grievances and demands. The strike had been called without the knowledge and against the advice of Mr. Homi, and he resigned. At the same time he did not dissociate himself altogether from the strikers. He was prepared to accept the office of president again if a fresh committee were elected. The election, however, resulted in the return of the same committee and Mr. Homi broke away altogether. Towards the end of April he made a speech to the men telling them they had been misled and advising them to go back to work.

10. *The new hands.*—The labour force numbered about 3,000, and in the first instance practically all went out. A number of men left the place and went back to their homes. This included a large number of Sylhetis. Very soon after the strike began the company attempted to resume work. The company's own men began to drift back; but the most important factor was the new hands which the company began to recruit as soon as it was apparent that no general resumption of work by old hands was likely. These new hands came from various sources. A number of them were men who had taken their compensation and left the Iron and Steel Works after the strike of 1928. Some were men who at some time or other had been employed in Tinsplate but had saved a little money and returned for a time to their fields as the Indian workman often does. Only a small part of them were men entirely new to industry. These new hands accumulated rapidly, and it must be noted that it was this factor rather than anything connected with the merits of the dispute that led to the demand for the intervention of Government. On the 12th May a resolution was moved at a mass meeting of strikers asking for such intervention. On that date 815 old hands (i.e., men employed immediately before the strike) and 1,005 new hands were working. The company thus had about two-thirds of the total force required. Immediately following this resolution came a partly successful effort by Messrs. Gurudit Singh, Jawahir Lall Nehru and Daud to bring out the old hands again, but this merely gave impetus to the recruitment of new men. Meanwhile the request of the men for intervention had been backed by telegrams from influential labour leaders and Government directed the Commissioner of the Division to examine the case for intervention. The Commissioner met both parties between the 26th and the 28th May. By the latter date the old hands had decreased to 627, but the new hands had increased to 1,341, making a total of 1,968 in the works.

11. *The Case for and against Intervention by Government.*—The Trade Disputes Act had by then become law and intervention under that Act could have taken the form either of a board of conciliation or a court of enquiry. The problem of the new hands stood on the threshold. To the men settlement meant the discharge of the new hands to make room for the whole of the old hands (i.e., those working immediately before the strike), and then a discussion of the grievances which, however, were quite a secondary matter. The new recruits were not men casually in search of employment, nor for the most part men of a type who would be willing to abandon the employment they had obtained. The company had given them some guarantee of permanent employment, and it was not reasonable in the circumstances to ask the company either to break faith with its new men or to compensate them for a breach of contract. The ruling fact was that half of the strikers could not return to the works without an equivalent discharge of the new recruits. The intention of the Trade Disputes Act is that Government should intervene if there is a chance of achieving by means of a conciliation board a friendly settlement between the parties, or if the publication of the results of an investigation into the merits of the dispute is likely to focus public opinion on the dispute and thereby induce the parties to agree to fair terms. We may consider first the scope for a conciliation board. As explained above, the new hands seemed to afford an insuperable bar to any settlement by negotiation. Apart from that, the General Manager was not prepared to negotiate. He had gone to extreme and even extravagant lengths in the way of concessions to prevent the strike; he had nothing more to offer, even if he had been prepared to treat. Labour was forthcoming to meet the present requirements of the company, he was satisfied with the position and had given his word to his new men. The men's leaders did indeed suggest to the Commissioner that the new hands had no claim to consideration; that they must have known that their job was temporary and they ought to be discharged; if that was thought unfair, then the company should take back everybody and carry the extra staff until it was absorbed in the ordinary turn-over of labour, or in the last event the company should compensate the new hands for a breach of contract with them. Their idea of intervention was that Government should bring pressure on the company to adopt one or the other of these solutions; but the issues afforded no scope for the work

of a conciliation board. For a conciliation board to consider whether the new hands should be discharged or carried as surplus was clearly useless. It could not act as an arbitrator or mediator but could only plead with the company for action which would either be a breach of faith or unreasoning generosity with their shareholders' money, and in any case such a request would certainly have been met by a refusal. The other alternative was a court of enquiry. For the reasons already given it is clear that the court of enquiry, while it could review events and assign responsibility could not suggest, much less enforce, a solution of the deadlock. It remained to consider whether a judicial investigation and pronouncement upon the position, even if it could not effect a remedy, might yet serve a useful purpose. That is a point on which there is room for difference of opinion, but an important point is that neither party wanted it. The General Manager was prepared to face any enquiry, but thought that no practical benefit could result from it, and that it was waste of time. The men's leaders were definitely opposed to it, and hardly attempted to conceal their recognition of the fact that their case was not one to stant impartial investigation. Indeed their only constructive suggestion was that the Commissioner should use his personal influence with the Manager to persuade him to discharge his new hands. The Commissioner's conclusions were that a conciliation board would be quite useless; while as regards a court of enquiry, the men's leaders, the only party to the dispute that wanted Government intervention, were strongly opposed to intervention in the only form in which intervention was possible, and there seemed no sufficient reason for thrusting it upon them against their will. Government accepted the views of the Commissioner and informed the parties to the dispute of their decision that they could not usefully intervene in the matter.

12. After the refusal of Government to intervene, the number of men in the works increased rapidly. By the end of June the company had its full staff in numbers and thereafter proceeded to take in a few men in excess of its standard labour force. The men learnt their work quickly; the majority were not without experience and mechanical skill; and very soon production also began to approach the pre-strike standard, and indeed has since surpassed it. The General Manager had practically reconstructed his works. The actual figures at the end of July were 2,416 new hands and 752 old hands while production was rising towards the pre-strike standard. Work, however, was carried on under difficulties. Picketing was intense and the company recruited a body of Pathans as escorts for their workers and as counter-picketers. Moreover the company had to provide temporary tin-sheds to house their men since the strikers were in actual occupation of most of their quarters or had gone away from the place and left their rooms locked up. They were also feeding a large number of men in the works so that these could avoid the necessity of passing backwards and forwards through the pickets. Outsiders began to take a hand, and no doubt the refusal of Government to intervene induced the local leaders to look outside for assistance. The Workers and Peasants Party, founded by Philip Spratt, sent Messrs. Godbole and S. N. Chakravarti, and these not only introduced a communistic element into the dispute, but the former by precept and example intensified the picketing, and in particular encouraged picketing in the *bastis* and the practice of besetting and besieging the houses of workers. Part of the area was closed to picketing under Section 144 C.P.C., on account of outbreaks of violence. The Swaraj Party was responsible for sending up speakers like Messrs. Jawahir Lal Nehru, Gurudit Singh and Swami Biswanand. Under their influence the economic aspect of the strike became obscured and the racial and political prejudices of the audience at the meetings were freely exploited. Mr. S. C. Bose himself visited the place; he had been very annoyed with Messrs. Tatas for their recognition of Homi, and threatened to cause sympathetic strikes in Tatas and the Burma Oil Company and elsewhere. Mr. Giri also spent much time in Jamshedpur working earnestly to find some way out of the deadlock. At an earlier stage he had asked for an interview with the General Manager, but the latter was not willing to deal with him. The active strikers were not more than about 500 in number; many of the strikers had left for their homes to wait for better time, though the floods in Sylhet drove some of them back; money was being subscribed fairly freely for their support from various sources; though there was sufficient discomfort and shortage of money to produce discontent and bitterness, there was no acute distress. The position during this time was one of great anxiety for the Deputy Commissioner and police officers, but the details are of no particular interest. Sir Bhupendra Nath Mitra visited Jamshedpur on the 5th July; his visit was not directly in connection with the strike but he took the opportunity of meeting informally some of the persons chiefly concerned.

13. In the six weeks from the beginning of July till the middle of August the strike seemed to be dying a natural death. Conditions and production in the works were steadily improving. The company actually had more men than they needed. The figures in a report, dated the 20th August, show 1,012 old hands and 2,235 new



hands in the works. The difficult problem was the number of ex-employees still left in the company's quarters; ejection suits had been instituted but there were the inevitable delays before the suits came on for hearing. Picketing was desultory and only maintained by the union rule that if a man did not picket he received no dole of rice. The ex-employees were also gradually drifting away to their homes, while from time to time some of them were being taken back by the company. Workers ceased to eat and sleep in the works and proceeded unmolested to their own homes. The company ceased to send lorries for their men who now walked to the works without escort. There was daily crowds of new comers, who came in some cases from places as far distant as the Punjab, at the works gate asking for work, and the officers of the company were besieged by old hands asking to come back. The company on the other hand had 500 men in excess of their needs and would have been glad to get rid of some. The outside leaders had mostly left the place. On the 19th August the Deputy Commissioner reported definitely that the strike as a strike might be regarded as at an end.

14. Then came the deliberate effort of the National Congress to revitalise the strike. Hints that the outside leaders were likely to return appeared in the strike reports from the 15th August, but were discredited as improbable. On that day Mr. S. C. Bose sent for Mr. Mitra, an ex-store clerk of Tinplate, and now President of the Union, to meet him in Calcutta. On the 16th August Mr. Mitra returned with Pandit Jawahir Lal Nehru. Khan Bahadur Abdul Rahim Chaudhuri of Sylhet and Pandit Nilkantha Das of Orissa came to Jamshedpur and attempted to bring their fellow countrymen out of the Tinplate Works. A leading article appeared in the *Searchlight* of the 18th August entitled "Golmuri strike-cause taken up by National Congress" which indicates the deliberate nature of the effort. On the 19th Mr. Godbole, of the Workers and Peasants Party, arrived and was followed the next day by Mr. S. C. Bose. They proceeded at once to reorganize the picketing, and on the afternoon of the 21st held a noisy demonstration outside the Works, which succeeded in reducing the old hands from over a thousand to 833. On the 21st also the Budge-Budge works went out on strike and put forward as one of their demands the settlement of the Golmuri strike on the terms desired by the Union. On the 22nd the strikers made a similar demonstration; this culminated in a serious riot. On the 24th the number of men working was reduced by about 1,000, and the policy of annoyance of workers at night was inaugurated. On the 26th the total number working had fallen as low as 1,568. After that several of the outside leaders left and the number at work rapidly rose again and on the 29th had reached 2,388. Mr. S. C. Bose still remained, and on the night of the 30th/31st August came the attempt to destroy the high tension cables serving Tinplate. The night was still and the standards stood in spite of having been cut through completely; but though the disaster was averted, the incident served to emphasize the great danger in the position. It is perhaps not a secret that the Tinplate Company at this time were seriously considering whether it would not be better to close down altogether rather than to continue to operate the plant in the existing conditions; but the rapid recovery from Congress intervention induced them to think better of this. On the 29th August the Commissioner and the Deputy Commissioner had a long interview with Mr. S. C. Bose, which, however, failed to clear the position in any way.

15. Throughout this time a number of the ex-employees of the Company remained in occupation of the company's quarters, and thus constituted an element which kept trouble alive and furnished a ground for frequent renewal of the demand for Government intervention. Men were coming and going, and it was always difficult to form an estimate of the number, and in fact the numbers were always a subject of dispute, but their presence rendered it possible to say that there was still a strike of the Tinplate Works long after the works had a full staff and normal production again. Various persons from time to time took charge of this little band of ex-employees, and most prominent at the later stage was Professor Abdul Bari. On the 6th September a motion was moved in the Legislative Council to adjourn the House to consider the serious state of affairs at Golmuri, and the motion was carried by a narrow majority at a late hour. On the 24th September a resolution was moved in the Legislative Assembly recommending to the Government of India that the tariff on tinplate should be removed. This motion was also carried by a small majority.

16. The position in the months of October and November was this: The Tinplate Works had more than a full staff and production had not merely been restored to normal but had exceeded previous records. But outside the works there remained this little company of ex-employees, some of them still in the company's quarters. They were encouraged by a belief that on a result of the resolutions in the Legislative Council and Assembly, Government would at last intervene and make room for them in the works by removing the new hands. They kept up desultory picketing as a matter of form. But there was a constant process of attrition. Men were drifting

away to their homes, and from time to time were being taken back into the works. There cannot have been at the outside more than about 300 left though attempts to obtain accurate numbers failed. Meanwhile constant agitation and intrigue was carried on by various political leaders on their behalf. The result of the Congress party's intervention had been a bad set-back for that party which its leaders found difficult to tolerate. A deputation from the ex-employees went up to Delhi and tried to secure the help of Mr. Gandhi. Further, throughout this time the rivalry between the old Labour Association and the Federation continued and Mr. Homi and Mr. Bose, the respective leaders, were skirmishing against each other, and Tinplate affairs came within the scope of their manoeuvres. There is nothing to be gained by describing them even if there was complete information about them. During this time the Deputy Commissioner met Mr. Giri and some of the men's leaders and endeavoured to persuade them to agree to a scheme for raising the money to repatriate the small body of ex-employees left in Jamshedpur in place of carrying on a hopeless agitation, but they were unwilling to fall in with it. This position stood thus at the end of November, 1929, at which time the writer of this note severed his connection with the district.

## THE TATA IRON AND STEEL COMPANY, LIMITED.

### I.—Recruitment.

(1) *Origin of Labour.*—The labour employed in the Tata Iron and Steel Company, Limited, Jamshedpur, hails from every Province in India and a small number from Nepal. They are of all castes, creeds and vocations.

(i) *Extent of Migration.*—Appendix "A" and Graphs 38432 and 38433 sent herewith will show the extent of migration by showing the numbers recruited or employed and discharged from the various districts, province by province. This has been taken for the year 1927 which was a fairly normal year. 1928 and 1929 cannot be cited as such owing to labour unrest and disturbances such as strikes, etc.

(ii) *Causes of particular Streams of Migration.*—It will be seen from the figures that the Province of Bihar and Orissa shows the greatest number of employments and discharges; this is only natural as the works of the Steel Company are situated in this Province and the people being mostly agriculturists, have to supplement their livelihood by some members of the families coming to earn money and thus better their living conditions at home.

In 1920 there was a big influx of some 7,000 people from the Central Provinces—this was due in the main to severe famine conditions prevailing in the native states comprising part of this Province.

(iii) *Changes in recent years.*—There is no marked change in recent years with the exception of an increase in the number of ex-Indian soldiers coming here and seeking employment and this has been noteworthy during the last two or three years only.

We are attaching statements showing the number of persons employed during one month and also one particular day (Appendix B. C. D. E. F and G). This will give an idea as to the extent of migration. The figures given are for all districts and for the heaviest month and heaviest day of employment.

2. *Contact with Villages*—(i) *Extent and frequency of return.*

(ii) *Extent of Permanent Labour Force.*—Percentage of skilled and unskilled workers, who work continuously throughout the year:—(a) about 75 per cent. of the skilled workers from this and contiguous districts work continuously throughout the year, and (b) about 50 per cent. of the unskilled labour from this and contiguous districts work continuously throughout the year.

Percentage of skilled and unskilled workers, who go back to their villages in non-contiguous districts once and once only during the year and then return to work in the factory or mine:—(a) Annually about 30 per cent. of the skilled labour go back to their homes in non-contiguous districts once only during the year and then return. (b) About 15 per cent. of the unskilled labour recruited from non-contiguous districts go back to their homes once during the year and then return to work.

We estimate that out of a total of 23,000 workers, about 2 per cent. skilled workers and about 12 per cent. unskilled workers go to their homes in non-contiguous districts more than once in the year and then return to their work.

3. *Methods of Recruitment*—(i) *Existing methods.*—An Employment Bureau is maintained by the company where skilled and unskilled workers are registered and employed (Appendix H).

The applicants for work assemble in a yard and daily requirements are selected by the officer-in-charge.

No outside recruiting is done in the literal sense of the word. In cases where men of special qualifications are required, the employment officer goes through the list of applications received by post and registered in his office. Failing to get a suitable man in this way, the post is advertised in three or four of the leading daily newspapers.

All employees are medically examined before they are admitted into service and are also vaccinated against small-pox.

(ii) *Possible improvement.*—As there is a large population here and the supply of labour in Jamshedpur is well in excess of the company's requirements, this system works very satisfactorily as the applicants for jobs incur no expense in connection with their registration and despatch to departments requiring the men and no charge is made by the company to defray the cost of maintenance of the Employment Bureau.

(iii) *Public employment agencies.*—(a) *Desirability of establishing.*

(b) *Possibility of practical schemes.*—Until labour as a whole is literate, it will not be possible to establish a public employment agency maintained by the Government. The need for such an agency is not felt at Jamshedpur. Our own employment bureau is able to satisfy our requirements. But in other industrial centres such as Bombay and Calcutta where there are several concerns engaged in a particular industry and also where there are various kinds of industries, a public employment agency would be of help to industry in the matter of recruitment.

4. *Extent and Effects of Disturbance of Family Life.*—We have no statistics on the subject of the percentage of workers whose homes are in non-contiguous districts and who leave their families in their home district, but estimate that approximately about 45 per cent. of our workers have left their families in non-contiguous districts; the reason for this being due to a great extent to a shortage of housing accommodation.

The average period during which such workers remain at work before returning to their home district is very varying and may be anything from six months to three years on an average. This is an estimated figure as we have no statistics in the employment bureau.

7. *Unemployment.*—We have no remarks to make on any of the sub-divisions under this heading.

We find very little difficulty in obtaining all the labour we want from casual labour applying for employment at our employment bureau.

We do not advertise for labour except when the work to be performed is such as the ordinary casual labour is incompetent to do.

(iv) *Unemployment insurance.*—We do not think unemployment insurance can be applied to the particular branch of employment. It seems to be impossible to provide for it when it is extended to agricultural labour which seems impossible. Men are often both.

8. *Labour "Turnover"*—(i) *Average duration of employment.*—Two years.

(ii) *Extent of casual employment.*—0.3 per cent.

(This figure is based on the total number of temporary employments in 1927 to the average monthly staff on the roll in 1927.)

(iii) *Absenteeism.*—Our labour turnover for the last 3 years of normal operation was on the down grade and with stability of labour conditions, it is anticipated that it will still be reduced. The figures are as follows:—1925, 36.6 per cent.; 1926, 31.3 per cent.; 1927, 24.1 per cent.

During the hot weather and the early monsoon we experience more difficulty than at any other time due to absenteeism, this corresponding with the cultivation season, also the marriage season amongst the Hindoos.

## II.—Staff Organisation.

10. *Details of Organisation, Administrative and Departmental:*

11. *Selection of Managing Staff.*—The production of iron and steel by modern methods being comparatively recent in India, the managing staff which of necessity must have wide experience in modern iron and steel works practice and design, consists principally of men with a wide and varied experience acquired in the foremost iron and steel works in America and Europe.

The general manager is the head of the Steel Company's organisation at Jamshedpur. The operation of the plant is directly under the general superintendent, the head of each department of the works being directly responsible to the general superintendent. The heads of other departments outside the works such as the

town, accounts, collieries, ore mines, prospecting, etc., being directly under the general manager. The heads of departments are usually men with experience in similar departments of other steel works, recruited in America or Europe, but we have a number of Indian officers, some of whom have had training and experience in foreign steel plants, while others have obtained practically all their experience with the Steel Company at Jamshedpur.

As vacancies occur in these positions, promotions are made from other employees engaged in the department if a suitable man is available, otherwise it is necessary to recruit from abroad.

12. *Recruitment and Training of Supervisory Staff, Superior and Subordinate—*

(i) *Methods in force.*

(ii) *Facilities for training and promotion of workmen.*—In 1921 the Jamshedpur Technical Institute was started by the company, to train selected men in theory and practice for positions in the operating departments of the works. The course is for three years, half of which is spent in the works and half in the institute. A total of 137 students from all parts of India have entered the institute, of whom 50 are now under training and 63 are at present employed in the works.

We also employ a number of students who have graduated from the different engineering institutions in this country.

13. *Relations between staff and rank and file—*(i) *Relations generally.*—Present relations between the staff and workmen are, generally speaking, of a cordial nature. In the earlier days of the company it was not uncommon for foremen to abuse their authority and powers. In recent years this has largely disappeared and charges against the foremen of this nature are now seldom preferred.

Efforts have and are being made to educate all our foremen up to the responsibilities of their positions.

(iii) *Works committees—their constitution, extent and achievements.*

(iv) *Works councils and Industrial Councils.*—Shop Committees in all departments either have already or are now being formed. These Committees consist of four nominees of the local labour federation and three nominees of the company. The work of the committee is briefly described in Appendix I. These have been instituted recently.

In 1920 departmental welfare committees were organised, but the workmen were not interested in them and they did nothing.

Later on a labour advisory board consisting of employees representing the workmen and management was formed to discuss, consider and report on the grievances of employees brought to its notice. This board functioned about 18 months and did not meet after the strike of 1922.

In 1924 a conciliation committee was formed to consider mutual representations made to it by employers and employees of the Jamshedpur Steel Works with the late Mr. C. R. Das as president. This committee met on various occasions during the year 1924, but the need for it having ceased, it was discontinued.

We hope that the new shop committees will be of a more permanent nature, but their value will depend on the interest taken in them by the men.

14. *Time-keeping, Piecework, Contract and Attendance Registers—*(i) *How and by whom kept and checked.*

(ii) *How and by whom wages actually paid to workers.*—Time-keeping and attendance registers of labour in the direct employ of the company are kept by the time-keeping staff employed by the company and the wages are actually disbursed by the cash department.

Except in the case of supervisory, superior and clerical staff who draw their wages from the cashier's office, the workmen are actually paid in their departments by staff specially sent out for the purpose from the cash department.

The attendance of contract labour is maintained by the contractors and the Steel Company exercises no check upon it since we are concerned only with the amount of work performed at the contract rates.

There is practically no piecework here. Departmental bonuses are calculated on the out-turn of the departments, the production returns being submitted by each department.

15. *Contractors as Intermediaries—*(i) *Extent and character of work given on contract.*—There are two contractors employed by the Steel Company in the steel works and the work allotted to them consists principally of the following :—(a) Loading and unloading pig-iron and stacking same. (b) Unloading sand, clay, bricks, etc., and carrying same to cast house. (c) Handling coal and cinders for locomotives. (d) General cleaning. (e) Loading and unloading coal, coke, ashes, etc. (f) Loading and

unloading from and into stock various raw materials such as limestone, dolomite, ore, etc. (g) Erection of miscellaneous buildings and ordinary engineering work. (h) Unloading cinders on dumps and unloading and screening breeze.

The contractors employ approximately 4,000 workpeople.

(ii) *Extent of sub-contracting.*—One sub-contractor only is employed by one of our principal contractors who has a small force of 50 or 60 labour.

(iii) *Control exercised over working conditions.*—(a) Superintendents are responsible for the work carried out by the contractors in their respective departments and payment for work done is calculated at a tonnage and measurement rate. (b) The rules laid down in the Company's Safety Rules, the Factory Act and Workmen's Compensation Act are enforced. (c) Accidents are reportable by the various superintendents and are investigated by the company's safety inspector. (d) Wages are paid for time lost as a result of accidents.

(iv) *Effects.*—It has been found by experience, that it is more profitable and expeditious to employ contractors for the class of work enumerated in the foregoing table than if the company employed its own staff. The reasons for this are that this work concerns the loading and unloading of wagons principally, which can be done on a piecework basis and is most suitable in consequence for working on a contract system. Prior to 1924 this work was done by the company and as its completion depended mostly on the arrival of trains and the placing of wagons, it meant a considerable wastage of labour which was tied down by an eight hours shift and time-keeping system that rendered it in many cases idle half-a-day and more in consequence of any delay in the arrival and placing of wagons. This necessitated the employment of more labour than was actually necessary and the resultant additional employment of supervising staff together with the accompanying difficulty of provision for their living accommodation.

At present the contractors have quarters that accommodate approximately 600 labourers who form the nucleus of their staffs. These are readily available for work of an urgent nature on account of their proximity to the works. This does not imply the employment of this labour for a longer period than that prescribed by the Factory Act, as most of the work can be completed within five or six hours, which ordinarily constitutes a day's work. Such extra work, however, is paid for at the scheduled rates of overtime laid down.

### III. Housing.

16. *Extent to which Housing is Provided*—(i) *By employers.*—A statement is attached of the Steel Company's quarters (Appendix J).

(iii) *By private landlords.*—About 320 houses have been built for letting out by private individuals on the Steel Company's land.

These are mostly leased to Steel Company's workmen, but not all.

(iv) *By workers themselves.*—A statement is attached (Appendix K)..

17. *Facilities for Acquisition of Land for Workers' Houses.*—Replied under "Welfare" as to facilities provided (vide (34)).

18. *Nature of Accommodation Provided in each Class*—(i) *In relation to workers' demands.*

(ii) *In relation to best type from health point of view.*—It is by no means clear what information is required. The Steel Company has made a great point of studying the type of quarters best suited to the needs of its workers, and has embodied every practicable suggestion made by them that appeared valuable, at the same time has aimed at building as far as possible according to the latest and best rules for health.

(iii) *Provision made for lighting, conservancy and water supply.*—Replied under "Welfare" about lighting. Workers all desire private latrines and private water taps but they cannot all afford quarters containing them. Also there is not enough water to give individual taps throughout.

19. *Utilisation by Workers of Accommodation Available.*—The company's quarters are all full and it will be some considerable time before we can supply accommodation for all our employees.

20. *Rent Rates in Various Classes.*—Rents are calculated as near as possible at 5 per cent. on the capital cost. The rents of the various types are given in Appendix J.

21. *Special Problems Arising in Connection with Various Classes of Housing*—e.g., *Sub-letting: Occupation of Employers' Houses by tenants in other employ.*—Owing to the fact that the Steel Company has not yet been able to provide enough accommodation directly or indirectly, there is a good deal of sub-letting. Also there is a tendency of those not yet allotted quarters to "jump" any that fall vacant. Sub-letting is controlled as far as possible to prevent overcrowding. "Jumping"

quarters is dealt with departmentally. Only 0·5 per cent. of the company's houses are let to tenants in other employ and of those some are employed by firms working directly for the steel company.

*Eviction.*—Discharged employees who do not give up their quarters are evicted through the Courts.

#### IV. Health.

23. *General Health Conditions of Workers*—(i) *Figures of mortality.*—Health conditions are fairly good. We have had no epidemic of cholera for a long time. There was an epidemic of smallpox in the beginning of 1926. We have had none since.

*Malaria.*—There were 771 cases in the year ending 31st December, 1928, against 914 and 803 in two previous years. These are cases in which the malaria parasite was detected under the microscope. It is probably that amongst the cases of pyrexia of uncertain origin a certain number was malaria. Not all the cases of malaria were indigenous.

*Kala-Azar.*—In the year ending 31st December, 1928, there were 63 cases against 64 and 20 in two previous years. None of the Kala-Azar cases were indigenous.

*Tuberculosis.*—There were 181 cases of tuberculosis of lung in the year ending 31st December, 1928, against 80 and 104 in two previous years.

*Hook-worms.*—In the year ending 31st December, 1928, there were 25 cases of hook-worm against 10 and 18 in two previous years.

*Enteric Fever.*—There were 61 cases in 1928 against 39 and 24 in two previous years.

*Mortality.*—155 in the year ending 31st December, 1928, against 177 and 177 in two previous years. The number of deaths mentioned above includes only those that occurred in our hospital and on works. This number is therefore not the total number of deaths in the whole of the Jamshedpur area.

(ii) *Birth-rate and infant mortality.*—There were 112 births in the year ending 31st December, 1928, against 55 and 34 in two previous years. These numbers include only the cases that occurred in the hospital or came under our direct notice. We have no record of infant mortality.

(iii) *Working conditions.*—Working conditions, both at home and at the works, are on the whole satisfactory. The standard of living of the workmen at Jamshedpur has considerably improved. There is still a good deal of ignorance as to sanitation and health requirements in quarters of the lower paid employees and in the Bastees. But on the whole, the health of the workpeople is certainly better than in other industrial towns, and this is probably due to the housing facilities, however inadequate, supplied by the company and to the care taken in town planning and avoiding insanitary overcrowding.

(iv) *Dietary.*—The food of the U. P. Hindus, Telugu Hindus and Mohammadans consists of the following articles:—Rice, wheat, pulse (dal), vegetables, meat, fish, etc., edible oil, ghee, tobacco, liquor.

The diet of the Bengalis of the artisan class and aboriginal coolies is also the same with the exception of wheat and ghee.

(v) Physique on the whole is good especially among the aboriginals.

(vi) The incidence of venereal disease in industrial cities is in our opinion above the average.

24. *Extent of Medical Facilities Provided*—(i) *By employers.*—The steel company maintains a hospital with 140 beds, 4 out-door dispensaries and 3 first-aid stations and an isolation hospital for infectious diseases having 52 beds. Two doctors are specially kept for the isolation hospital. Two ambulance cars are used for bringing injured and sick patients to the hospital. There are 24 doctors, 14 registered nurses, 3 probationer nurses on the staff besides compounders, dressers and ward boys, etc. All the employees are treated free whether in the hospital or at their quarters. For medical attendance on their families at their quarters a nominal fee is charged. The hospital is free to everybody, whether employees or not. No charge is made for the medicines supplied to employees or the public. The entire cost of the hospitals and dispensaries is borne by the Steel Company. The capital expenditure up to 31st March, 1929, has been Rs. 3.50 lacs, and the annual expenditure is now about 3 lacs a year.

(ii) *By government.*—There is a small government hospital and a district board dispensary in the neighbourhood.

(iii) *By other agencies.*—None.

(iv) *Provision for women doctors, trained mid-wives or dais.*—Those attending hospitals freely consult the male doctors. There is certainly scope for women doctors and trained mid-wives to visit the villages and help the residents whose ailments would be treated from the beginning. Provision of nurses at the company's hospital is given under 24.

(25). *Extent to which Medical facilities are Utilized*—(i) *Generally.*—The medical facilities are freely utilized by the public as will be evident from the number of cases treated. In the year ending 31st December, 1928, the number of new cases treated were 210,210 against 206,899 and 196,120 in two previous years. The hospital is nearly full at all times.

Not only the residents of Jamshedpur come here for treatment but people from distant places are brought by their friends and relations who are residents of Jamspepur. We estimate that at least 30 per cent. of the total cases are outsiders who have no connection with the company. The cost to the steel company of maintaining hospitals, dispensaries and medical facilities, since 1920 is nearly Rs. 23 lacs.

(ii) *By women.*—Medical facilities are also being utilized by women in increasing numbers. Of the total new cases treated in the year ending 31st December, 1928, there were 27,740 women against 23,582 and 24,397 in two previous years.

(26) *Sanitary Arrangements*—(i) *Latrines.*

(ii) *Drinking water.*—Filtered water is already put in reach of most of the employees, and is being extended as far as possible to the remainder.

A statement of latrines is attached (Appendix L). Where private privies are not attached to quarters as far as possible, one seat is provided for every twenty persons, in conveniently located public latrines. Permission is freely given to employees to erect pucca latrines in houses built by themselves.

(29) *Disease*—(i) *Prevalence of industrial diseases.*—In Jamshedpur this is very low indeed. We occasionally have to treat cases of asthma resulting from gas poisoning, etc., but these are not frequent.

(ii) *Prevalence of cholera, malaria, hook-worm and other tropical diseases.*—*Cholera.*—We do not now get epidemics of cholera but occasional cases are reported usually of returned pilgrims.

*Malaria.*—We have measures in hand for malaria control.

*Hook-worm.*—The prevalence here is low.

*Other tropical diseases.*—Kala-Azar : we have no indigenous cases, but sometimes we treat imported ones.

(31) *Maternity Benefits*—(i) *Extent and working of existing schemes (including allowances given before and after child-birth).*—It is too early yet to make any statement about the benefit of the scheme as the scheme was only introduced in January, 1929. The terms of the scheme are attached (Appendix M). In the Government of India Factory Act or Workmen's Compensation Act, no provision is made for maternity benefit.

The number of applications received for maternity benefit since the scheme was put into operation on 1st January, 1929, are :—

January, 1929	..	..	..	..	19
February, 1929	..	..	..	..	5
March, 1929	..	..	..	..	12
April, 1929	..	..	..	..	12
May, 1929	..	..	..	..	11
June, 1929	..	..	..	..	11
July, 1929	..	..	..	..	7
					<hr/> 77

## V.—Welfare (other than Health and Housing, but including Education).

(32) *Extent of Welfare Work*—(i) *By employers.*—Jamshedpur in many respects is unique in India. What was a dense jungle a little more than twenty years ago is now a town of over a hundred thousand inhabitants and a great industrial area.

The Tata Iron and Steel Company, Limited, is not only an employer of labour but is also the landlord and provides municipal services. Its welfare activities, therefore, naturally are of a very much wider scope than those of normal employers. It has not only to look after the welfare of its employees but also does welfare work outside, which in the normal course would be done by the local municipality. All the welfare work, therefore, done in Jamshedpur with a very few exceptions is done in some way or other by the Steel Company.

(ii) *By other agencies.*—There are a few outside agencies also doing welfare work here, the chief among them being the Vivekananda Society, a branch of the Ramkrishna Mission, which is doing a good deal of useful missionary work, chiefly among the aboriginal population of the place. There are also a few local societies like the Women's Council, the Ladies' Sewing Circle and the Mahila Samity who make useful articles for the hospital and other deserving institutions and do a certain amount of visiting.

(33) *Employment of Welfare Officers and Workers.*—The Steel Company has a welfare officer with an office and staff to co-ordinate the various welfare activities that are carried on by the Steel Company. Practically every department of the town administration is in some sense or another a welfare department, the aim of the company being to provide a model town for its work-people.

(34) *Nature of other Welfare Activities*—(a) *By employers.*

(b) *By other agencies.*

*Building loans.*—In view of the prevailing shortage of houses and with a view to encouraging employees to build their own houses, the Steel Company grants loans at three per cent. to its employees for building their own houses.

For kutcha houses three months wages are advanced without any bond and are repayable in twelve instalments.

For pucca or brick and tile-houses, loans are granted on the mortgage system, ordinarily fifteen months' salary limited by half the estimated cost of the building is advanced to employees on this system. This is recovered on easy instalments within a maximum period of five years. The maximum of two-thirds of the value of the house is being given in exceptional cases.

Total building loans given up to the 31st March, 1929, were Rs. 2,02,967.

*Water supply.*—The town has an up-to-date Paterson filter plant which has a capacity of four million gallons of good filtered water per day.

The system is designed for delivery through six service reservoirs. Of these, only three, two in a two-storied tower at the centre of the town, and one on ground level at Kadma, have yet been built. The construction of another water tower has been started in "L" Town. The rest of the supply is still direct from the mains as money has not yet been available to complete the scheme.

The total cost of equipping and running these filters from 1920 is Rs. 26,77,786.

There are also sand filters inside the works which formerly supplied both the town and the works and are now exclusively used for the works.

*Drainage.*—The drainage of the town has been very carefully planned and two very interesting sewage disposal plants—one an activated sludge and one a simplex sewage disposal plant—have given very excellent results in sewage disposal.

The total cost of sanitary works in the town from 1920 has been Rs. 36,49,725.

*Public lighting.*—At present all the bungalows in Northern Town are equipped with electric lights and fans, and a few bungalows in Southern Town and Burma Mines. This is being extended every year.

Many of the streets in Northern Town and a few in Southern Town are also lit by electricity. This is also being extended and it is hoped, in a few years, to have a complete system of street and road lighting in the town.

The total cost of town lighting since 1920 has been Rs. 3,86,193.

*Roads.*—There are at present 30 miles of metalled roads and 53 miles of unmetalled roads. The cost of making and maintaining the roads has been Rs. 12,21,173.

*Safety and first-aid.*—A regular Safety First campaign for the prevention of accidents has been carried on for some years in the Steel Works. There is a general Safety Committee appointed from officials in the works. They supervise the working of the safety department and also investigate cases of very serious or fatal accidents. Two well-equipped first-aid hospitals are provided in the steel works. Doctors are in attendance at these stations for 24 hours of the day. Each department has got one or more boxes with the necessary requisites for immediate first-aid treatment and motor ambulances are provided. Classes have also been held in first-aid when complete courses of lectures have been given by one of the senior medical officers and after proper examination certificates have also been awarded.



**Sanitation.**—A large staff is maintained for sanitation of the town under a qualified health officer. They look to the sanitation of the town, bazaars, etc., They are also responsible for quick segregation of cases suspected of epidemic diseases. The health officer also passes the meat and fish which are put up for sale in the markets and shops and in collaboration with the bazaar masters is also responsible for seeing that no article of food unfit for human consumption is being sold.

Practically no charge for these services is levied from our workmen and the rent of the houses is considerably less than the economic rent. We consider this to be the most important and most fruitful form of welfare work.

**Libraries.**—Provision for reading rooms and libraries is as follows :—(i) Two reading rooms with libraries at the Main Institute, and at Branch No. 1 where usual newspapers, journals and periodicals are available for reading. (ii) Free reading rooms of Vivekananda Society, where about 20 English and vernacular newspapers and periodicals are available for the public. (iii) Reading room at the Indian Association. (iv) English and miscellaneous library in the Mrs. Perin Memorial Boys' High School. (v) Steel Company's technical library, containing books, journals and periodicals on all the different subjects and stages of iron and steel manufacture and its allied processes. (vi) Technical library in the Jamshedpur Technical Institute, where scientific journals and periodicals are also available. (vii) Fourteen public libraries.

**Markets and bazaars.**—There are five markets in this place, the two main ones being Bistapur and Sakchi. Sunday is the market day and people from the surrounding country up to a distance 25 to 30 miles bring in their produce for sale. The quality of food-stuffs sold in the markets is inspected by the bazaar master and the health officer while the former also checks weights and measures. Since 1920 Rs. 4,11,936 has been spent for the improvement of the bazaars in various ways.

**Other shopping facilities.**—Besides the markets, certain good areas have been allotted as shopping centre where big merchants take the ground on long lease and build their own shops. The outlying bustees from where the existing markets are not easily accessible also have shop areas chiefly for food-stuffs.

**Co-operative credit societies.**—With a view to promoting thrift among the workmen and preventing them from falling into the clutches of the money-lenders, the Steel Company encourages the growth of co-operative credit societies. There are at present 22 co-operative credit societies with a total share capital of Rs. 3,25,055. Instalments of loans given by the societies to their members are collected by the accounts department of the Steel Company through the men's salary and handed over to the society concerned. These collections amount to about Rs. 40,000 per month. Besides these societies there are two societies in the Tinplate Company's area. With a view to co-ordinating the activities of the various societies and to better supervising their working the formation of a co-operative central bank is now under consideration and the formal meeting for its inauguration is to be held at the end of this month.

**Co-operative stores.**—With a view to bringing down the cost of living by a reduction of prices, especially of normal food-stuffs, an effort is being made to start a central co-operative store with branches wherever necessary. The Tata Iron and Steel Company have offered to assist the stores provided a capital of Rs. 50,000 is raised of which Rs. 25,000 is subscribed in cash by the public.

**Works Hotels.**—With a view to providing good food at a cheap price, the company runs eight hotels, two each for Hindus, Mahomedans, Punjabis and Bengalis, inside the works. In addition, there are four stalls where gram, peas, groundnuts, etc., for the poorest class of coolies can be obtained. The very best of materials is used and as the hotels do not work for a profit beyond what is necessary for covering their working expenses, and sometimes at a loss, good food at reasonable prices is always available. These hotels are periodically inspected by the medical officer, the welfare officer and by other officials. About five to six thousand people of all classes use these hotels every day.

**Dairy farm.**—The dairy farm has about 225 animals including milking cows and buffaloes, bullocks, bulls, young stock and calves. The average milk produced at the farm is about 600 lbs. per day, with an average of about 11 lbs. per milking animal per day. The farm also produces butter, cream and ghee for sale. The more important monthly staff of milkers have better class of company's quarters, rent free, to enable them to live always near the cattle. They along with the milk delivery men are provided with uniform liveries to put on while on work.

The farm has an extensive acreage of land under cultivation, a part of which is under sewage irrigation. The Farm grows crops of Jowar and Bajri for fodder for farm cattle, main crops of paddy for grain and straw in the monsoon, and oat crops for green feeding as winter crops. Besides it has a small acreage of sugar-cane, fodder grasses, lucern and vegetables.

The farm also manages and runs the four District Board Cattle Pounds.

At the present time the farm grows about 2,000 maunds of paddy per year which is thrashed, hauled and polished by machine. It is proposed to sell the farm grown rice at a cheap rate through a farm depot at the Bistapur market as soon as the rice is ready for sale.

The sugar-cane and vegetables are sold at the works entrance gate and in the town at a cheap rate to the public.

The farm, as said above, produces about 600 lbs. of milk per day which is distributed as under:—About 40 per cent. is consumed by the company itself in its main hospital and works hotels, institute, etc. 16 per cent. of it is consumed by covenanted families in the northern town and 44 per cent. by the Indian families in northern and southern towns.

The farm has a system for butter-fat testing and record is kept of all the milk that passes out of the farm diary. Similar tests are occasionally made for the fat contents of milk collected from the customers as supplied by the local Goalas and in every case the samples tested are found adulterated with water.

There is also a Government-aided Veterinary hospital under a trained veterinary surgeon where the animals can be treated. Up to the present, the company has spent Rs. 10,303 on this hospital.

The farm is used for sewage disposal and this is the chief reason for its maintenance.

*Picnics.*—With a view to bringing about a closer contact between the workmen and the works supervisory staff, picnics were held by various departments. The company sanctioned eight annas per head to help towards the cost of the prizes and refreshments for these picnics. A sum of Rs. 9,784 has been paid for the picnics already held this year.

*Entertainments.*—The main institute in the northern town which has a dance hall, well-equipped library, 3 billiard tables, tennis courts and stores attached to it, has also a branch institute in "G" town for the benefit of the company's employees living in that part of the town. There is an officers' club and the Indian Association which were both helped in the initial stages by the company and are now self-supporting.

There is also the Milanee, a dramatic club, built by private subscriptions and helped in certain matters by the Steel Company. There are also a number of smaller social clubs, *i. s.*, Chhota Nagpur Regimental club, Bengal club, Madrasi Sammelani and Jamshedpur Association, etc. There is also the Jamshedpur Athletic club which was started on a small way and concentrates on Athletics and Physical culture.

Three cinema shows are held per week at the institute and eight at the Milanee. Dramatic performances are also held at the Milanee, Jamshedpur Association, and occasionally at the institute. All these clubs also have frequent social functions for their members.

With a view to providing some entertainment for the poorest classes of workmen, especially among the out-lying bastees, the Steel Company gives free cinema shows four times a week in different bastees. Rs. 15,000 has been sanctioned for these shows for this year. In the month of June over 38,000 people witnessed these free shows.

*Sports.*—All sport in Jamshedpur is co-ordinated and run by the Jamshedpur Sporting Association, a body nominated by the General Manager from the public of this place. There are two main playgrounds in northern town and two less frequently used in "L" and "S" towns respectively. The C.N. Regimental club have also made a football ground in front of their club. There is a challenge cup for cricket, 5 cups for tennis, 6 cups for football, 3 cups for hockey and 4 cups for golf, to be competed for every year. Besides these, bi-annual athletic sports are held among the various departments of the Steel Company and an annual sports meeting for the whole town.

Wrestling is also encouraged and wrestling tournaments are held in the cold weather when a number of well-known wrestlers from outside take part.

A very good ground, which is now being filled in, will be available in a few year's time and has been ear-marked for the schools.

*Provident fund.*—From 1920, the Steel Company has established a Provident Fund for the uncovenanted employees drawing Rs. 15 a month and over or an equivalent daily rate. The number of members on the 30th June, 1929, was 13,540.

The total loans advanced to the members from the Provident Fund comes to between thirty and forty thousand rupees per month.

*Gratuity.*—Gratuities have been given in individual cases for men who have resigned after long service with the company, and to the dependants of employees who have died after serving the company for long periods.

*Free supply of boots, etc., for the workmen.*—Men engaged in hot jobs where they are liable to get burns are supplied with boots free of cost by the company. They are also supplied with hand-leathers, aprons, gloves and eye-preservers wherever necessary.

*Filters.*—Drinking water for the west plant is filtered at the Sand Filters inside the works. The supply for the east plant is not filtered. Therefore, for the purpose of drinking, the company has installed Jewel Filters for purifying the water.

*Free ice and soda.*—The company has got its own ice and soda plant and provides free ice and soda to workmen on duty. It is also proposed to put in water coolers so as to have a supply of cool drinking water for the workmen. A demonstration machine has been installed and the results are being watched. If successful, it is hoped to have cooling machines in most of the Departments by the next hot weather. A sum of Rs. 7,84,891 has been spent in equipping and running the ice and soda plant since 1923.

*Women's Rest House.*—A women's rest house has been provided at the Coke ovens where women employees can have their food and wash and change their clothes. There is a Matron and two assistants-in-charge. Towels, soap, etc., are provided free. A number of women also leave their babies here while on duty. Thirteen to fourteen thousand women use this rest house per month.

*Men's wash house.*—A men's wash house has been sanctioned and is being put up at the Coke Ovens. This will enable the men who have been working in the coal dust to wash and get themselves cleaned up immediately after going off duty.

(34) *Nature of other Welfare Activities*—(b) *By other agencies.*—The Vivekananda Society, a branch of the Ramkrishna Mission, is doing very useful work chiefly among the aboriginal population. They have 4 free schools, a library, reading-room and students home. They also do very useful work in times of distress by floods, epidemics, etc.

*Women's council.*—The Jamshedpur Branch of the Bihar and Orissa Council of Women has recently been started for welfare work in the town in general.

*Sewing circle.*—Certain ladies of Jamshedpur started a weekly sewing circle where they make useful articles for the Hospital and other deserving institutions.

*Mahila Samity.*—This is a Society of Indian ladies who are doing very useful work here. They have weekly classes for sewing, needle work, etc., and also run a Sunday school and a literary section. They also make useful articles for the poor people and for deserving institutions.

*Private Cinemas.*—The Jamshedpur Cinemas give cheap cinema shows every day in "L" town and other private Cinema Companies are also starting in the near future.

In the Golmuri area there is the Golmuri Club which is the centre of the social life on that side of the town and also runs sports in that area. There are also two Indian Clubs on that side.

(36) *Provision of Educational Facilities by Employers*—(i) *For Adult workers.*—(a) Night school in the High School, teaching English and arithmetic; (b) 3 other night schools, teaching Hindi and arithmetic of primary standard; (c) night school of the Vivekananda Society; (d) Technical night school which has eight classes.

There are three classes in the lower or vernacular school and four in the upper school with a transition class, making eight altogether. A boy, who has read in a primary school, can enter the lower class of the technical school in which the teaching is in Hindi. At the end of three years if he passes the third year examination, he is granted a certificate from the vernacular or lower school in the subjects Arithmetic, English, Mensuration, Mechanical Drawing and Elementary Science. This is all he requires as a third grade apprentice, but if he cares to go on with his education and is recommended he is given a scholarship and can pass on into the transition class which is preparatory class for the upper school. He may require one or perhaps two years in this class and then passes into the 1st year of the upper school for which the ordinary entrance qualification is the matriculation. A few apprentices have succeeded in this way and have qualified for the higher grade of apprenticeship.

Students from the 3rd and 4th year of the senior school pass grade II of the City and Guilds Examination, London. Our school certificate is given on the 3rd year and 4th year examinations in Mathematics, Mechanical Drawing, Physics, Mechanics Graphic, Statics, Electricity, Mechanical Engineering and Electrical Engineering. This session the school numbers are as follows:—*Hindi school*, 81; *Preparatory class*, 18; *Senior school*, 52.

There is a staff of nine with a Superintendent, all of whom have had actual experience with a Steel Company.

(e) *Apprentices training.*—In July, 1927, the Steel Company re-organised their scheme for training apprentices for the maintenance departments. A works committee

appointed by the general manager was from that time made responsible for the training of all apprentices. Rules relating to pay and training were framed and are now in successful operation. A youth entering the Steel Company as an apprentice can now be certain of obtaining a systematic training over a period of five years in 4 departments.

The Scheme works in co-operation with the Jamshedpur Technical Night School.

(f) *Technical Institute.*—This is dealt with under Supervisory Staff No. 12.

(ii) *For half-time workers.*—There are no half-time workers in the Steel Company.

(iii) *For workers' children.*—Education on general lines is administered by a Schools Committee nominated by the company, and the schools are supervised through the Officers of this Committee. The school funds are mainly financed by the company and a part of it comes from the Government as ordinary grants-in-aid. At the present time the company's contribution is Rs. 81,700 per annum and the Government grant is Rs. 17,916 a year. About Rs. 13,000 is received from the students as fees. The fees paid by the employees for their children are at a reduced rate.

The schools are housed in pucca buildings. The old ones were given to the schools by the company. The new ones have been built with half cost from Government. During the past two years more than Rs. 1,50,000 have been spent on buildings out of which Rs. 75,000 were received from Government. Another building programme with an estimate of about Rs. 30,000 is in progress and it is hoped to complete this during the course of the current financial year. In addition to running its own schools the Committee gives grants-in-aid to many other schools, teaching primary standards. A statement giving details of all Schools' Committees, as well as aided ones, in which education on general lines is imparted is given below.

All the schools except the Technical Institute and the Technical Night School are under the same Management and Technical Supervision. The primary schools feed the middle schools and these in their turn feed the high school. At the present moment one high school has been sufficient for the town. When the number of pupils sent up by the M.E. schools will be too large for accommodation in one high school another high school will be opened.

Schools managed by the Company.	Number on the roll.	
(a) Mrs. Keokee Monroe Perin Memorial High School.	289	Matric and School Leaving Certificate Standard.
The Girls' Middle School .. .. .	205	Middle English Standard.
The Jamshedpur M.E. School .. .. .	318	" " "
The Sakchi M.E. School .. .. .	270	" " "
The Girls' U.P. School at Sakchi .. .. .	108	Upper Primary Standard with English.
13 Primary Schools—Boys .. .. .	1,080	Primary Standard.
Girls .. .. .	150	
4 Primary Night Schools—Boys .. .. .	106	
Girls .. .. .	9	
(b) <i>Schools aided by the Company</i> :—		
Vivekananda Society's Schools—		
3 Primary Schools .. .. .	126	
<i>Other Aided Schools</i> :—		
4 Primary Schools—		
Gujarati School—Boys .. .. .	21	
Girls .. .. .	13	
Gurumukhi School—Boys .. .. .	17	
Girls .. .. .	27	
Moulbera Primary School—Boys .. .. .	50	
Girls .. .. .	29	
Arya Vedic Primary School—Boys .. .. .	28	
Girls .. .. .	12	
1 Primary Night School—		
Oriya Utkal Samiti Night School—Boys	31	
Sakchi Mosque Makhtab .. .. .		
(c) <i>For Adults employed</i> :—		
The Commercial School teaching, Typewriting, Shorthand and Bookkeeping	44	No. on the roll.

(37) *Desirability and Possibility of Provision for Old Age and Premature Retirement.*—The Company's Provident Fund gives considerable protection to the employees against old age and premature retirement and is unusually generous.

There is a proposal of the Government of India to legislate that no income-tax be deducted from amounts contributed by employees to provident fund. This is a very necessary provision and should be introduced. Refunds of income-tax are made at present on premiums paid for life insurance. The lower paid employee therefore, should have the same privilege if he is unable to have any other insurance besides his provident fund. With the increase in the number of insurance companies in India and the propaganda carried on by them, men earning moderate salaries are going in for insurance. If insurance companies carried on propaganda on these lines it would benefit both the companies and the workers.

*Pension fund.*—A pension scheme has already been considered and financial provision has already been made. No definite rules have yet been framed.

#### VII.—Safety.

44. *Incidence of Accidents in Factories, Mines, Railways and Docks.*—We attach herewith figures showing the incidence of accidents in these works during the years 1926 and 1927. (We have not sent 1928, as this was a period of abnormal condition, due to labour disturbances.)

45. *Causes.*—All accidents occurring in these works are investigated and are classified into five groups. We give below a classification of the accidents which occurred during the years 1926 and 1927 :—

Classification.	Accidents during 1926.	Accidents during 1927.
Class 1. Misadventure .. .. .	1,268	1,054
Class 2. Due primarily to injured person's own action, omission, negligence or fault.	341	402
Class 3. Due primarily to another person's action, omission, negligence or fault.	81	63
Class 4. Due primarily to neglect of the Management to take the prescribed or reasonable steps to ensure safety.	—	—
Class 5. Obscure or not assignable to any of the other causes.	—	1
Unclassed .. .. .	—	15
Total .. .. .	1,690	1,535

N.B.—This statement does not include accidents to Contractors' labour and other "outside factory" accidents, etc.

49. We have nothing to add other than to record our appreciation of the assistance we have received from the Chief Inspector of Factories during his visit to and inspection of the works.

#### VIII.—Workmen's Compensation.

51. *Workmen's Compensation Act—(i) Extent of use.*—Our rules are as a rule more generous than the Act but we think more experience of it is required before any further changes are brought into the Act or it is extended to other occupations.

(ii) *Comparison with extent of possible Claims.*—The total amount paid in respect of accidents in the plant is as follows :—1926, Rs. 58,266 ; 1927, Rs. 52,418 ; 1928, Rs. 78,503.

N.B.—The increase in 1928 is due to the fact that, following the labour disturbances of the year, a number of employees who were leaving the services of the company, applied for and obtained compensation for disablements sustained during the preceding years and that most of these payments were made in the last quarter of the year.

Figures showing the amount of compensation payable under the Workmen's Compensation Act, representing payment of the first 10 days of disablement during the last 3 years, as compared with actual payments :—

	From April, 1927 to March, 1928.		From April, 1928 to March, 1929	
	Amount payable under the Act.	Amount actually paid.	Amount payable under the Act.	Amount actually paid.
Total ..	5,517	35,119	4,443	25,163

The difference between the amounts payable under the Workmen's Compensation Act and the amounts actually paid is mostly due to payments made in cases of temporary disablements. In cases of temporary disablements incapacitating employees only for ten days and under, nothing is payable according to the Act. In temporary disablements extending for more than ten days, only half-monthly payments have to be made, according to the Act, of Rs. 15 or a sum equal to one-fourth of the employees' monthly wages, whichever is less. Payments are made by us in cases of temporary disablements not on the above basis but at the full rate of the employee's salary till he is declared fit to go back to work again or till he is declared to have suffered some loss of earning capacity, in which case compensation according to the provisions of the Act is paid to him. The difference is also caused, though to a very trifling extent by a few cases in which no compensation would be payable under the Act according to Sub-section (b) of Section 3 (1), but in which compensation has been paid as a compassionate allowance to the dependants of the deceased.

The amounts paid as compensation on account of fatal accidents to persons who would not have been entitled to compensation under the Workmen's Compensation Act and the reasons which prevented the cases from coming under the Act are as follows :—

1926-27	..	..	..	..	..	Rs. 636 for 3 cases.
1927-28	..	..	..	..	..	„ 1,584 „ 6 „
1928-29	..	..	..	..	..	„ 748 „ 2 „

or a Total of Rs. 2,968 for 11 cases.

In all these cases the accident was due to one or other of the causes mentioned in Sub-section (b) of Section 3 (1) of the Act and no compensation, therefore, would have been payable under the Act in ordinary circumstances. But, as the company usually pays compensation to dependants of deceased employees in all fatal accidents, irrespective of the cause of the accidents, the company has paid compensation in these cases also.

(iii) *Effects on industry.*—As the figures indicate the payments made in respect of all accidents according to our Works Service Rules, and include a large number of cases in which nothing would have been payable at all according to the Workmen's Compensation Act, the extent of our actual payments to employees in connection with accidents will always be about five times that of possible claims under the Workmen's Compensation Act.

The provisions of the working of the Act do not appear to have affected the industry appreciably—one way or the other.

(v) *Desirability of Compulsory Insurance by Employers.*—We do not think this can or should be imposed unless it is managed by Government. In any case we consider it unnecessary.

## IX.—Hours.

### A.—Factories.

55. *Hours worked per Week and per Day*—(i) *Normal, i.e., as determined by custom or agreement.*—Our labour can be dealt with conveniently under three heads :—(a) Unskilled ; (b) semi-skilled and skilled ; (c) supervisory.

Generally speaking, Classes (a) and (b), numbering roundly 5,000 and 17,500 respectively, work 8 hours a day. In the case of "non-continuous process" departments, they work 6 days in the week, Sunday or a substituted day being an "off" day. In the "continuous process" departments these men work 7 days in one week and 6 days in the next alternately, as they are laid off work once a fortnight, according to the provisions of the Factory Act.

All the supervisory and clerical staff, numbering approximately 1,800, work from 48 to 52 hours per week according to the nature of their work.

(ii) *Actual, i.e., including overtime.*—The actual average number of hours (inclusive of overtime) worked in a week is about 51 to 52.

(iii) *Spread-over, i.e., relation between hours worked and hours during which worker is on call.*—Classes (a) and (b), with the exception of a negligible number, have no spread-over at all ; once they have finished their day's shift they are free and not on call at all.

The supervisory staff, however, are liable to be called upon for urgent work whenever there is any break-down or any other emergency which necessitates their presence though actually the number of men called up out of their normal hours of work is very small.

57. *Effect of 60 Hours' Restriction*—(i) *On workers*.—We believe the general effect of the 60 hours' restriction has been beneficial to the workmen. There has perhaps been a slight loss in earnings due to the application of the restriction inasmuch as overtime cannot be put in to the same extent, but against this there is less fatigue which results in better health and efficiency.

(ii) *On industry*.—Since the works started we have never worked over 60 hours.

58. *Effect of Daily Limit*.—This has generally had a beneficial effect on the workmen.

59. *Possibility of Reduction in Maxima*.—We do not advocate such a reduction.

60. *Intervals*—(i) *Existing practice*.—The existing practice is suitable both in relation to fatigue and workers' meal time. In the various continuous production departments, where men are employed on 8-hour shifts, there are no jobs requiring continuous work for which spare hands are not provided to relieve workmen so as to prevent fatigue, and while many of the men engaged in 8-hour shifts are employed on work in which the process is continuous the actual work itself is intermittent, and men in consequence get intervals for meals and rest. The general shift hours of the company which were formerly from 6 a.m. to 11.30 a.m. and 1.30 p.m. to 5 p.m. have been revised and the general shift hours reduced from 9 to 8 hours by commencing work at 7 a.m., leaving at 11.30 a.m., resuming at 1.30 p.m. until 5 p.m.

(ii) *Suitability of the law*.—In its relation to intervals of rest we would say that as far as the steel industry is concerned, there is no difficulty in meeting the requirements of the Act, for even in the continuous process departments, where men are employed on straight 8-hour shifts, the work is intermittent providing frequent intervals of rest, and in the non-continuous process departments men are generally employed on general shift where 2 hours' interval is given after 4½ hours' work.

(iv) *Number of holidays given*.—We are governed in this by the provisions of the Factory Act and exemption orders of the Local Government for non-continuous process departments, etc., and full use is being made of such exemptions.

## X.—Special Questions relating to Women, Young Adults and Children.

### A. Factories.

81. *Effect of 1922 Act on Employment*.—The passing of this Act made very little difference to the Steel Company in its relation to the employment of women, young adults and children. Prior to the passing of the Act, the Steel Company had eliminated the employment of all women at night time in the steel works at Jamshedpur and has not at any time encouraged the employment of children. Boys only are employed as messengers, being subsequently usually taken on in the works.

82. *Admission of Infants to Factories*.—No infants are admitted to the factory except under the Exemption Order which was granted by the Chief Inspector of Factories for Bihar and Orissa, which permits admission into the works of infants in arms being taken to and from a crèche.

83. *Suitability of Regulations for Women's Work*.—We have no comments to make. The female labour employed by the Steel Company are engaged in occupations in which there is practically no hazard, such as unloading or loading wagons, carrying bricks, sweeping, etc. Nevertheless, the Steel Company feels that the employment of women labour in a steel factory for any occupation is undesirable, and our idea is to gradually curtail this labour with the intention of ultimately eliminating it altogether within the factory limits.

84. *Suitability of Regulations affecting Children*—(i) *Hours and intervals*.

(ii) *Minimum and maximum ages*.—The question does not affect us, but we offer the following suggestion:—The age for children at present, according to the Act, is between 12 and 15. They are all half-timers and work not more than 6 hours for six days in a week and no night work.

Considering the early age at which children mature in this country the age of 12 should not be raised.

It is, however, difficult in this country to prove the age, and if some means could be devised by which a child of 10 is not passed off as 12 would be useful.

If children are not admitted to the factories by 12 years they will very probably be employed in harder work, and in worse and more unhealthy surroundings than those permitted by the Act.

Without compulsory education in all parts of the country, and even in all wards of one town it would be better not to raise the age above 12.

The maximum age may be increased above 15, as then youth is adolescent and required to attend night or vocational school, and the 6 hours of work in addition is all he should or she should do.

It would also be of immense help in improving the health of the women. It is no use raising the marriage age and making them work as women after 15.

86. *Work and Training of Young Adults: Facilities for Apprenticeship.*—We have a technical night school in which apprentices and young employees of the company are given instruction in the following subjects:—Arithmetic, algebra, geometry, trigonometry, mensuration, elementary science, English, physics, electrical engineering, mechanics, mechanical engineering and drawing.

87. *Extent of "Blind Alley" Employment (i.e., Extent to which Children are dismissed on reaching Full Age).*—We understand this to apply principally to office boys and the like. If this is so, we would say that all office boys as they grow up are absorbed in various parts of the works establishment. Some of them who attend the night school become sufficiently educated to assist in the office such as filing helpers, etc., others go into the works, and some become chaprasis, peons, messengers, etc.

## XII.—Wages.

96. *Prevailing Rates of Wages (Time and Piece) and Average Earnings.*—(i) *In industry.*—The average rate of wages paid per head per month to direct Indian employees during the period April, 1927, to March, 1928, was Rs. 32·9. In five working months during the period April, 1928, to March, 1929, this had increased to Rs. 37·4, and in April, 1929, it further increased to Rs. 42·3.

101. *Basis of Payment for Overtime and Sunday Work.*—Payment for overtime is calculated according to the provisions of the Factory Act.

102. *Method of Fixing Wages.*

103. *Extent of Standardisation.*

104. *Effect of Wage-changes on Labour Supply.*

There are standard rates fixed by a rates Committee for the various grades and classes of labour employed through the Steel Works. This rates committee is composed of certain of our departmental superintendents who are in close touch with the labour employed in the plant and with the nature of the work performed by the various grades of labour in each department. Standardisation is carried out as far as it can possibly be done in order to minimise complaints which were so frequently made that men when engaged are promised certain rates which they eventually find are somewhat less. Under the standardisation scheme whereby each job is rated, every employee understands exactly what his minimum and maximum rate will be in that grade and what he can expect when promoted from it to other grades. It also has the advantage of rating all men doing the same work so as to yield the same or about the same remuneration. In a plant of this size, employing approximately 20,000 workpeople, the necessity of this is at once apparent. There are occupations of a similar nature in the East Plant to that of the West Plant and as different Superintendents are in charge of each, we found it necessary, in order to avoid having different rates for the same class of work, to have the rates committee bring all rates for similar work into line irrespective of department in which employees were working.

104. *Effect of Wage-changes on the Labour Supply.*—We have never had any difficulty in securing all the labour we required. Wage-changes do not affect us as there have never been any changes in the rates paid by the Steel Company to its labour except to increase them.

105. *Minimum Wages—Advisability and possibility of statutory establishment.*—It is advisable to have a minimum wage legislation, on the basis of cost of living. The rate should be different according to Industries and Provinces.

106. *Deductions.*—(i) *Extent of fining.*—The amounts collected as fines from the employees for the last three years are:—1925–26, Rs. 10,854; 1926–27, Rs. 5,039; 1927–28, Rs. 334.

Fining as a form of punishment for delinquencies has practically been eliminated.

(ii) *Other deductions.*—We have attached a list of all heads of deductions (Appendix Q).



As for deductions on account of the company's dues, as for instance, house rent, dues to the company's dairy farm or hotel, etc., the consent of the employees is implied in their general conditions of service. For all deductions outside these two groups, recoveries are made only at the request, generally in writing, of the employees concerned.

(iii) *Utilisation of fines.*—The amounts collected as fines were being utilised for hospital fund, as the fines were to be devoted to some charitable purpose. As the amount has grown trifling and will be "nil" before long, the question of its utilisation will not arise at all, and, in any case, has no importance.

106. *Deductions*—(i) *Desirability of legislation.*—There appears to be no necessity for any such legislation as deductions from wages in respect of fines are hardly appreciable to our knowledge anywhere on this side of India and we do not think there is any abuse in this direction in any part of the country.

107. *Periods of Wage-payment (Day, Week or Month)*—(i) *Periods for which wages paid.*

(ii) *Periods lapsing before payment.*—In cases of weekly-paid coolies we make a weekly-payment, and this payment is made on every Saturday for the week ending for the previous Tuesday. The reason why we make the payment on Saturday is that Sunday is a general bazaar day and it is convenient to our employees to obtain their wages a little in advance of this day.

In cases of daily rated and monthly rated men, we pay wages to this staff beginning with the 5th of the month up to the 12th or not later than the 15th of each month in respect of the previous month's earnings. The delay is due to the innumerable deductions to be made such as rents, stores, provisions, etc.

(iv) *Treatment of unclaimed wages.*—Unclaimed wages are kept as liabilities for three years after which they are credited to Gratuity and Workmen's Pension Fund. No unclaimed wages are refused even after three years if claim is proved.

109. *Bonus and Profit Sharing Schemes.*—Please see copy of letter 3184 of 31st August, 1929, to the Bihar and Orissa Government (Appendix R).

110. *Annual or other Leave.*—Except in a few cases among the higher grades of the supervisory staff, leave is availed of as it becomes due and in many cases overdrawn.

As regards the query whether leave earned lapses at the end of the year if not taken, it does not lapse as it can be accumulated, the only limitation being that in the case of daily rated employees leave can be accumulated only up to a maximum of six weeks (due on three years' completed service) at a time. In actual practice, however, the restriction as above said very rarely comes into operation as the number of daily rated men who do not take leave at all till they accumulate their leave for more than three years at a stretch is negligible.

### XIII.—Industrial Efficiency of Workers.

112. *Comparative changes in efficiency of Indian Workers in recent years.*—There has, in our estimation, been an increase in the efficiency of Indian workmen during recent years, but the labour turnover is still too great to state to what extent, with any degree of accuracy. In recent years the general unrest amongst labour has, we think, prevented the increase in efficiency we would otherwise have expected.

113. *Comparative efficiency of Indian and Foreign Workers.*—The Steel Company's experience is that it employs in relation to the output, a far greater number of employees than a similar works would in western countries. India is mainly an agricultural country and the workmen in the iron and steel industry do not have the experience or skill of the workmen in those countries where the industry has long been established. The climatic conditions operate to the disadvantage of the Indian workmen and the education, health, physique and standard of living generally are lower here than are to be found in the western countries. These adversely affect the local workers in judging his comparative efficiency with the westerner.

114. *Extent to which comparisons are affected by (i) Migration of workers.*—While this is not very considerable in view of the fact that the main population of India is agricultural, it does sometimes adversely affect the supply of skilled workmen.

Large numbers of workmen do leave their families at home with the consequence that they have to do much for themselves in the way of domestic duties which prevent them getting the rest they would if living in their own houses with their own families.

(ii) *Use of machinery.*—The increased usage of modern machinery has a tendency to decrease the number of employees but with an increase in industrial efficiency. The average Indian workman has yet a long way to go in the matter of making the best use of modern machinery in order to obtain the full advantage of labour saving which is one of the principal features of such machinery.

(iii) *Comparative efficiency of plant.*—The extensions to the steel works at Jamshedpur have been designed on up-to-date methods of production with a high efficiency factor. The major portion of the machinery being imported and spare parts not being available in this country, necessitates this company carrying a large stock of spares which would not ordinarily be carried by steel works in western countries who can get spare parts with much greater facility.

(iv) *Physique.*—On the whole the Indian workman has not the standard of physique which is to be found in labour employed in steel works in the western countries. The work in and around the steel plant is of a strenuous nature and demands a physique which must be generally above the average.

(v) *Health.*—The essential rules for good health are not so generally understood and conditions prevailing in the steel industry are totally different to those prevailing in the old village life.

(vi) *Education.*—This is admittedly one of the drawbacks from which Indian workmen suffer, but efforts are being made in Jamshedpur to provide more than the average educational facilities for children of the workmen.

(vii) *Standards of living.*—This is not very high, but as there are varying standards amongst different castes, it is difficult to offer any definite opinion or offer any suggestion of the manner in which the standard should be raised. There are features in which the standard of living could be practically raised for all, but we do not feel competent to deal with the details.

(viii) *Climate.*—The climate at Jamshedpur on the whole is good. Nevertheless there must of necessity be a loss of efficiency during the extremely hot weather months and during the monsoon when the heavy rain-fall creates conditions of personal discomfort.

#### 115. *Effect on Production of—*

(i) *Expenditure on health and sanitation.*—The steel company has been liberal in the provision of health and sanitation measures and the results undoubtedly are justified, but it is impossible to say exactly to what extent production has been affected.

(ii) *Housing.*—The housing at Jamshedpur is below requirements, but the steel company is endeavouring to correct this to the best of its financial capacity. We certainly believe that adequate housing for workmen would have a beneficial effect on production.

(iii) *Alterations in methods of remuneration.*—We have no comments to make, except that we have endeavoured to introduce production bonus schemes with a view to increasing the outturn. So far these schemes have not produced as good results as we had expected, but nevertheless we believe that fixed rates plus a bonus on production is the best both for employers and workmen.

(iv) *Movements in wage levels.*—We have not noticed any increased production from the increased pay roll of the company.

(v) *Legislative enactments.*—We believe factory legislation has generally improved working conditions which must ultimately increase the efficiency of the workmen.

(vi) *Dietary.*—We believe there is room for the education of workmen in this respect. Labour conditions in many occupations in a steel plant are such that they call for a dietary rather above than below the average.

(vii) *Alcohol and drugs.*—The evil effects of these are not more noticeable here than elsewhere.

(viii) *Industrial fatigue.*—Many of the workmen here have been accustomed to agricultural occupations and in consequence, industrial fatigue is more noticeable in the steel works here than is found in countries where the industry has long been established. In course of time this condition will tend to become less visible.

(ix) *Possible methods of securing increased efficiency.*—In course of time the measures which the steel company has taken of establishing the technical institute,

technical night school apprenticeship systems, etc., should result in increasing the efficiency of the workmen. It is hoped that individual energy, technical skill and scientific knowledge will be promoted. The company's programme of providing additional housing and other amenities in the town, improving working conditions in the plant, extension in the use of up-to-date machinery, regard for the safety of its employees and welfare work, are all methods intended, to secure increased efficiency of the workmen.

#### XIV.—Trade Combinations.

##### 117. *Extent of Organization of*

(i) *Employers.*—The Metallurgical and Indian Mining Association are the organizations of employers in this particular industry. The Chambers of Commerce to which most employers belong sometimes take up questions relating to industry. The Metallurgical Association does not regularise wages. Their co-operation is only used in making representations to the Government on general principles affecting the industry.

(ii) *Employed.*—The existing organizations of employees are the Jamshedpur Labour Association and the Labour Federation. About 50 per cent. of the employees are members. The Trade Union Congress have an annual meeting where they discuss general questions affecting labour.

#### XVII.—Administration.

138. *Acquaintance of Work-people with Factory Legislation.*—The majority of the workmen being illiterate, are not acquainted with Factory Legislation to any great extent. Generally their acquaintance is limited to the fact that compensation is due under the Workmen's Compensation Act when they are injured in the plant and to the fact that legislation has imposed restriction on working hours and that under the Factory Act they must be given certain days of rest.

#### APPENDIX A.

*Abstract of the Statement Showing the Origin of Labour Employed and Discharged in The Tata Iron and Steel Co., Ltd., during Twelve Months from January to December, 1927.*

	Total No. Employed.	Total No. Discharged.
Bihar and Orissa .. .. .	2,927	2,639
Bengal .. .. .	560	534
United Provinces of Agra and Oudh .. .. .	1,029	864
Central Provinces and Berar .. .. .	1,001	933
Assam .. .. .	63	85
Madras .. .. .	374	306
Bombay .. .. .	275	253
Punjab .. .. .	485	413
Independent States .. .. .	92	119
Native States .. .. .	305	218
Rajputana .. .. .	4	2
North-Western Frontier Province .. .. .	147	111
Foreign Provinces .. .. .	2	5
Foreign Countries .. .. .	18	12
Burma .. .. .	1	—
Grand Total .. .. .	7,283	6,497

## APPENDIX B.

*Abstract of the Statement Showing the Number of Employments in the Month of May, 1927.*

Bihar and Orissa .. .. .	254
Bengal .. .. .	71
United Provinces of Agra and Oudh .. .. .	136
Central Provinces and Berar .. .. .	124
Madras .. .. .	49
Assam .. .. .	12
Bombay .. .. .	29
Punjab .. .. .	61
Native States .. .. .	34
Independent States .. .. .	6
North-Western Frontier Province .. .. .	19
Foreign .. .. .	1
Grand Total .. .. .	<u>796</u>

## APPENDIX C.

*Abstract of the Statement Showing the Number of Women Workers Employed in One Month.*

Bihar and Orissa .. .. .	90
Central Provinces and Berar .. .. .	160
Native States .. .. .	46
Grand Total .. .. .	<u>296</u>

## APPENDIX D.

*Statement Showing the Number of Children (Over Twelve Years of Age) Employed During One Month.*

Central Provinces and Berar .. .. .	4
Madras .. .. .	1
Grand Total .. .. .	<u>5</u>

## APPENDIX E.

*Abstract of the Statement Showing the Number of Women Workers Employed in One Day.*

Bihar and Orissa .. .. .	22
Central Provinces and Berar .. .. .	28
Native States .. .. .	20
Grand Total .. .. .	<u>70</u>

## APPENDIX F.

*Abstract of the Statement Showing the Number of Employments in One Day.*

Bihar and Orissa .. .. .	20
Bengal .. .. .	2
United Provinces of Agra and Oudh .. .. .	11
Central Provinces and Berar .. .. .	6
Madras .. .. .	3
Bombay .. .. .	1
Assam .. .. .	1
Punjab .. .. .	9
Native States .. .. .	4
Independent States .. .. .	1
North-Western Frontier Provinces .. .. .	3
Grand Total .. .. .	<u>61</u>

## APPENDIX G. (abridged.)

*Abstract Showing Total Number of Monthly Paid Employees who Worked on 5-7-29 with Their Native Provinces Shown against Their Numbers (Agrico not included)*

Assam .. .. .	275
Bombay .. .. .	319
Bihar and Orissa .. .. .	5,271
Bengal .. .. .	2,076
Central Provinces .. .. .	1,327
Madras .. .. .	839
Native States .. .. .	297
Independent States and Foreign .. .. .	221
North-Western Frontier Provinces .. .. .	181
Punjab .. .. .	1,301
United Provinces of Agra and Oudh .. .. .	3,810
Grand Total .. .. .	<u>15,917</u>

## APPENDIX H.

*Statement Showing the Number of Applications Received During the Year 1927, Classified Under Different Trades.*

Apprentice .. .. .	137
Clerk .. .. .	362
Crane Driver .. .. .	69
Coupling Porter .. .. .	272
Cleaner .. .. .	87
Fitter .. .. .	480
Filer .. .. .	50
General Job .. .. .	648
Grinder .. .. .	55
Helper .. .. .	1,318
Hot Iron Breaker .. .. .	114
Khalasi .. .. .	1,323
Mason .. .. .	127
Moulding Boy .. .. .	118
Pig Iron Breaker .. .. .	96
Pointsmen .. .. .	52
Painter .. .. .	50
Rigger .. .. .	137
Stocker .. .. .	828
Sepoy .. .. .	351
Spare Gang .. .. .	938
Sweeper .. .. .	171
Turner .. .. .	74
Other Trades .. .. .	1,691
Grand Total .. .. .	<u>9,548</u>

## APPENDIX I.

## Shop Committees.

These committees consider complaints made by workmen concerning service conditions and petty grievances. They report the findings of the committee to the general superintendent.

If the shop committee's findings support the decision of the departmental superintendent the matter ends there. If the shop committee decide in favour of the applicant against the departmental superintendent's decision the shop committee first submit their findings to the departmental superintendent giving the reasons. If the departmental superintendent then sees the case in a different light and revises his judgment the matter is settled, but if the departmental superintendent still considers his original decision is correct the man can then put his case to Board "A," composed of two representatives of the management of the steel company and two representatives from the managing committee of the Labour Federation.

When Board "A" decide in favour of the applicant agreeing with the shop committee's decision it is communicated to the general superintendent and if he agrees with it, will issue orders to the departmental superintendent accordingly. If he does not agree there shall lie an appeal to a Board composed of the general manager and the president of the Labour Federation (Board "B").

## APPENDIX J. (abridged).

Serial No.	Type of Building.	No. of Blocks.	No. of Units.	Monthly Rent per unit.	Accommodation.
28	Rahim's Hut ..	1	1	Rs. a. p. 6 8 0	2 rooms and back verandah.
36	H 2 .. ..	94	188	7 .8 0	1 sit, 1 bed, 1 store, front v., 1 k., courtyard, L. and W. inside.
37	H 3 .. ..	6	24	7 8 0	1 sit, 1 bed, 1 store, 1 k., courtyard, L. and W. inside.
38	H 4 .. ..	12	48	8 0 0	As H 2.
43	L .. ..	420	840	9 0 0	1 sit, 1 bed, front v., 1 k., courtyard, L. and W. outside.
44*	M .. ..	2	40	1 4 0	1 room.
45	N .. ..	12	240	1 0 0	1 room.
46	N 1 .. ..	138	552	3 2 0	1 bed, 1 k., 1 v., courtyard.
47	M 2 .. ..	78	312	4 0 0	1 bed, 1 store, 1 k., courtyard, L. inside.
48	N 2 .. ..	50	200	3 0 0	1 bed, 1 k., 1 v., courtyard.
49	R M .. ..	6	120	1 6 0	1 room.
50	R N .. ..	16	320	1 2 0	1 room.
51	R N 1 .. ..	117	468	2 4 0	1 bed, 1 v., courtyard.
52	½ R N .. ..	2	20	1 2 0	1 room.
53	Chawls .. ..	16	96	4 0 0	1 sit, 1 bed, front v., 1 k.
56	Grain Store Staff Quarters.	4	24	2 2 0	1 room, 1 k., front v.
62	S .. ..	48	192	5 0 0	1 sit, 1 bed, 1 k., 1 v., courtyard L. inside.
63	L 2 .. ..	1	4	5 0 0	As S but with f. and b. verandah.
65	L 3 .. ..	2	8	3 4 0	As L 2.
66	H .. ..	2	8	6 8 0	1 sit, 1 bed, 1 store, f. and b. verandah, 1 k., courtyard, L. inside.
67	L .. ..	2	8	6 8 0	1 sit, 1 bed, front v., 1 k., courtyard, L. inside.
68	Store buildings	1	10	4 0 0	1 room.
73	M 2 .. ..	5	20	4 4 0	1 bed, 1 store, k. and courtyard.
74	R N .. ..	12	48	2 8 0	1 room.
76	C .. ..	120	233	2 8 0	1 room and verandah.
Total Units rented at less than Rs. 10-0-0		4,024			
Units at higher rentals.		797			
Total Units ..		4,821			

## APPENDIX K.

*Quarters built by Employees.*

The figures are as follows (corrected up to June 1929) :—

1. (a) Kutcha houses, including some brick and tile houses built by employees under the building loan system .. ..	1,570
(b) Pucca houses built by employees on the same system in the town residential area .. ..	40
Total .. ..	1,610
2. Kutcha, including brick and tile houses, built by employees in the Bastees at their own cost .. ..	5,660
Grand Total .. ..	7,270

In about 50 per cent. of these houses, the accommodation is sufficient for three families and they are very largely occupied by sub-tenants who in most cases are employees. There is some over-crowding, no doubt, as in Kasidih, but it is safe to estimate that these 7,270 houses are without over-crowding, accommodating 12,000 employees.

Employees have also built their own huts and houses in Jugselai and in Bastees outside the town, as in Baghbera, Hargargutu, Kitadih and other villages to the south of Jugselai, and in Adityapur, Dindly and other villages in the Seraikela State. The number of houses built by employees in Bastees outside our area can be roughly put down at 1,500.

## APPENDIX L (abridged).

*Number of Latrines provided up to March 1929.*

	Latrine Seats		European Seats.	Urinals.
	Male.	Female.		
Within the works .. ..	119	55	43	233
In the town .. ..	510	297	1	16

## APPENDIX M.

*Maternity Benefit.*

1. From January 1st, 1929, the company will pay as maternity benefit to weekly paid female employees of the company the equivalent of six weeks' wages following confinement providing that :—(a) The woman shall have been in the continuous employ of the company for not less than 12 months prior to the date of confinement. (b) The woman undertakes during the period of six weeks following confinement not to do any work outside her own home. (c) That notification of birth is made to the company's main hospital within three days of its occurrence.

2. Employees who wish to take advantage of this benefit must register their claim at the Employment Bureau. The Employment Bureau will arrange for the woman to be examined at the hospital, which will state the probable date of birth. If the claim is in order the Employment Bureau will issue a leave of absence permit for six weeks and payment will then be made of three weeks' wages.

3. On receipt of notification of birth, the Chief Medical Officer will arrange for verification, noting the date on the certificate issued by him.

4. The certificate will be handed in at the Employment Bureau, which will make the necessary endorsement on it after which payment of the other three weeks' wages will be made.

5. Before resuming work the woman must report at the Employment Bureau, when a fresh weekly ticket will be issued.

## APPENDIX C. (abridged).

*Record of Lost Time Accidents over 48 Hours of the Total Plant Department in 1926.*

Month.	No. of Accidents.	No. of Employees.	Accidents per 1,000 Employees.
January .. ..	120	29,379	4.08
February .. ..	108	29,221	3.70
March .. ..	103	28,745	3.58
April .. ..	111	28,475	3.90
May .. ..	149	28,997	5.14
June .. ..	126	28,824	4.37
July .. ..	155	29,005	5.34
August .. ..	169	28,925	5.84
September .. ..	186	28,989	6.42
October .. ..	165	28,038	5.88
November .. ..	166	26,627	6.23
December .. ..	132	27,003	4.89
Total .. ..	1,690	342,264	
Average per month	140.83	28,522	4.94

*Record of Lost Time Accidents over 48 Hours of the Total Plant Department in 1927.*

Month.	No. of Accidents.	No. of Employees.	Accidents per 1,000 Employees.
January .. ..	133	27,250	4.88
February .. ..	100	27,031	3.70
March .. ..	150	27,067	5.54
April .. ..	112	26,858	4.17
May .. ..	120	26,997	4.44
June .. ..	139	26,306	5.28
July .. ..	141	26,311	5.36
August .. ..	144	26,497	5.43
September .. ..	152	26,279	5.78
October .. ..	94	26,138	3.60
November .. ..	118	26,067	4.53
December .. ..	132	26,036	5.07
Total .. ..	1,535	318,857	
Average per month	128	26,571	4.81



**APPENDIX Q.**  
*Heads of Deductions.*

1. Income Tax.
2. Provident Fund.
3. House Rent.
4. Electric Power Supply.
5. Conservancy Cess.
6. Stores.
7. Dairy Farm Account.
8. Tisco. Hotel.
9. Temporary Advance.
10. Building Loan.
11. Court Attachment.
12. Institute.
13. Stamp.
14. General Charity Fund.
15. Labour Federation.
16. Labour Association.
17. Catholic Church Fund.
18. Muslim Mosque Fund.
19. St. George Church Fund.
20. Credit Societies, 22 in number in all. Some men are members of four to five credit societies, and deductions are made from them for those societies at a time.

**APPENDIX R.**

*Copy of Letter No. 3184 of the 31st August, 1929, from the General Manager, the Tata Iron and Steel Works, Jamshedpur, to the Additional Secretary to the Government of Bihar and Orissa, Revenue Department.*

Replying to your letter No. 187 L.C. of the 19th August, we have pleasure in forwarding herewith particulars of various production bonus schemes which are in effect at these works. You will notice that there are quite a number of schemes by which bonus is paid on departmental output.

In regard to the general bonus scheme which has been marked "A," we would explain that this has been calculated on a distribution of Rs. 10 lakhs per year for an output of 40,000 tons of finished steel monthly. The smaller Statement "A" shows how this figure rises or falls according to an increase or decrease of output. Forty thousand tons taken as a 100 per cent. earns a bonus of Rs. 83,333 monthly. The larger Statement "A" shows the distribution of this bonus to employees who have been grouped according to their rates of pay. No employee earning more than Rs. 10, daily is entitled to this general production bonus. You will observe that the percentage of general production bonus to pay is greater for the lower paid employees than the higher paid employees, being equivalent to over 20 per cent. of pay for the former class falling to about 3 per cent. of the pay of the highest rated employees in the scheme.

*Cookies.*—The following bonus has been granted to all employees drawing less than 8 annas a day, or Rs. 15 a month :—(a) Two days' additional pay after every four weeks provided that the employee has not been absent for more than one day during the period for which he is required to work by the management. (b) One day's additional pay after every four weeks provided that the employee has not been absent for more than two days during the period for which he is required to work by the management.

In regard to the Jack-Pot Scheme, this is on trial in one or two departments. The idea is that if 50 men are required to perform certain duties connected with the operation of any unit and the full force is not present, the wages which would have been payable to the absentees are distributed amongst the presentees. This scheme can of course only be applied to such work that must of necessity be performed and will not permit of being left over until the following shift or day. At the present time the scheme has been applied only to certain sections of the open-hearth, duplex furnaces and the gas producers. To maintain the output from these units certain work is essential connected with charging furnaces, making sufficient gas to heat them, etc., which is work that cannot be left over for execution at a later period.

We have one other bonus scheme in operation at the Agrico factory in which agricultural tools, etc., are now being produced. Most of the actual production and finishing work is performed on piece-work rates, but a bonus scheme has been worked out for the non-productive staff by which those engaged on non-production work receive a bonus based on the output of tools, which can be handled without any increase in the non-productive labour force.

## GENERAL BONUS.

*Basis of Rise or Fall According to Increase or Decrease of Output of Finished Steel.*

Tons.		Bonus. Rs.
50,000	150 per cent.	1,25,000
49,000		1,20,833
48,000		1,16,666
47,000		1,12,500
46,000		1,08,333
45,000		1,04,166
44,000		1,00,000
43,000		95,833
42,000		91,666
41,000		87,500
40,000	100 per cent.	83,333
39,000		79,166
38,000		75,000
37,000		70,833
36,000		66,666
35,000		62,500
34,000		58,333
33,000		54,166
32,000		50,000
31,000		45,833
30,000	10 per cent.	8,333

## THE TINPLATE COMPANY OF INDIA, LTD.

The idea of starting a tinplate industry in India originated during the War, as a result of the acute shortage of tinplate experienced at that time. The company was formed in 1920 and the factory at Golmuri was started up in December 1922. The output of tinplates was expected to be 28,000 tons per annum from 35,000 tons of Tata steel. Actually, over 50,000 tons of steel has been used in a single year, the annual output of tinplates since the start having been as follows :—

Year.	Tons of Tin-plate produced	Total number of Labour.	Tonnage per head.
1923	8,889	2,490	3.57
1924	19,982	3,156	6.33
1925	28,485	3,001	9.49
1926	34,409	2,828	12.17
1927	41,521	2,990	13.89
1928	36,815	2,942	12.51
	(Tata's strike)		
1929	33,133	3,133	10.57
	(Tinplate strike)		

The reduction of output in 1928 was due to the prolonged strike in the Steelworks, and on 7th-8th April 1929 a strike commenced in the Tinplate Works, which has reduced production. In 1930 and onwards, however, the output should be 45,000 tons per annum.

## LIST OF SUBJECTS.

## I.—Recruitment.

1. The labour employed in Golmuri Works is drawn mainly from the Punjab, U.P., Bihar and Orissa, Bengal, Assam, Madras and South India. About 10 per cent. of our labour force is local, i.e., Santalis.

2. (i) Men from Bihar and Orissa, Bengal, Assam and U.P., usually return to their villages for about one month yearly. The remainder accumulate leave and make more extensive visits every two or three years.

(ii) Our normal labour force consists of 2,800 men and 100 women, making a total of 2,900.

3. Labour is not recruited from outside the district. A constant labour supply is available locally.

4. Men from the Punjab, U.P., and Assam (Syihet) do not usually bring their families to live at Golmuri. Men from Bengal like to bring their families if accommodation is available, but as their homes are usually within easy distance they are able to visit their families fairly frequently if they so desire. Employees from South India usually bring their families.

On the whole, it may be said that a family life at Golmuri is developing, encouraged by good housing and other facilities.

8. (i) The factory has been operating for 6½ years, and we estimate the average duration of employment at the beginning of 1929 at 2·6 years.

Accurate figures for the rank and file are not available, but among clerks and men of the foremen type the duration of employment is as follows:—

	Per cent.
Less than one year's service .. .. .	8·2
One year to two years' service .. .. .	12·6
Two years' to three years' service .. .. .	8·4
Three years' to four years' service .. .. .	10·5
Four years' to five years' service .. .. .	8·4
Five years' to six years' service .. .. .	21·5
Six years' to seven years' service .. .. .	24·5
Seven years' to eight years' service .. .. .	5·0
Eight years' and over .. .. .	·9

Men with six years' service and over started work for us during the construction of the plant.

The following is the approximate division of our labour:—	Per cent.
Foremen and supervisors .. .. .	4
Skilled workers .. .. .	52
Semi-skilled workers .. .. .	29
Unskilled workers .. .. .	15

(ii) There is but little casual employment except among men and women coolies, the normal number of whom is about 300.

## II.—Staff Organisation.

11. The present managing staff was recruited from abroad.

12. *Recruitment and training of subordinate Supervising Staff.*—(i) The subordinate supervising staff is recruited from the ranks. Likely men are selected and trained for new positions.

(ii) Every facility is offered for training and promotion. Any man in the plant is encouraged if he shows ambition.

13. *Relations between staff and rank and file.*—(i) The relations generally are very good, particularly where the rank and file comes in personal contact with the staff.

(ii) We have two principal works committees, one deals with Safety Regulations and is composed of two superintendents, doctor, sanitary officer, a number of Indian foremen and supervisors. It holds meetings periodically to discuss Safety First propaganda and makes enquiries into accidents.

There is also a Committee composed of Indian and European employees, which considers works organisation and suggestions for improving efficiency.

14. (i) The timekeeping registers are entered daily after attendance has been checked between the main time office and the departments. The registers are entered daily in the main time office after the field time-keeper's attendance reports have been verified.

(ii) Wages to daily rated employees are paid on Saturdays by the Cashier's staff. Pay slips are issued from the time office through departmental superintendents on the previous day, and payment is made on presentation of these slips.

15. Contractors are employed only for specific jobs such as buildings, which are outside the usual works routine.

## III.—Housing.

16. (i) In addition to 49 European-style bungalows, the company has provided 326 pucca quarters, housing at the last census 425 tenants and 1,411 lodgers, equivalent to 41·5 per cent. of the labour force. Prior to the strike of 6th April, 20 lakhs of bricks had been burnt in readiness to commence the building of 80 additional quarters sanctioned by the company for erection during 1929–30.

(iv) Many workers build their own houses. 724 houses have been built with loans granted by the company, the total of which up to date amounts to Rs. 22,907. Care is exercised to see that the houses are of good design and that good material is put into them. Each loan is limited to a sum that can be repaid in 10 months without undue hardship upon the employee.

17. *Facilities of acquisition of land for workers' houses.*—Leases for buildings workers' houses are readily granted subject to certain conditions imposed by the ground landlords.

18. The company's pucca quarters contain the following accommodation :—

R.N.1 type	..	1 room, bathing place and walled compound.
N.2 type	..	2 rooms, bathing place and walled compound.
M.2 } types	..	2 rooms and verandah, bathing place and water-flushed latrine, walled compound.
M.3		
M.4		
L.2 type	..	2 rooms with verandahs, outhouse, water tap, bathing place, latrine and walled compound.
H.6 type	..	2 rooms, verandahs, 2 outhouses, water tap, bathing place, latrine and walled compound.
G type	..	3 rooms, verandahs, 2 outhouses, water tap, bathing place and latrine and walled compound.

(i) The accommodation provided is graded according to the class of occupants, but there is always a brisk demand for the popular M.4 and L.2 type quarters.

(ii) These quarters were designed to meet Indian conditions on modern town planning lines. We believe that the designs are unrivalled from a health point of view.

(iii) *Provision made for lighting, conservancy, etc.*—See 26 below. Electric lights (and fans) have been installed in 20 of the higher grade quarters.

19. The available accommodation is fully utilized and there is a demand for more owing rather to the growing desire of employees to bring their families to Golmuri than to any absolute shortage. Occupants are very apt to take in lodgers and overcrowd. Quarters designed for two or three single men, or for a small family, are sometimes found to contain as many as 10–14 men, although we endeavour to discourage this practice.

20. The rentals of the company's quarters are fixed on the uneconomic basis of 5 per cent. (and in some as little as 3½ per cent.) of the capital cost. Having been erected during the very expensive years 1920–21–22, the quarters cost on the whole considerably more, although rented only slightly higher, than corresponding quarters built by our neighbours The Tata Iron and Steel Works, whose corresponding rental rates are appended for comparison :—

Type of quarter.	Rental per month.	
	Tinplate Company.	Tata Company.
R.N.1	Rs. 2 8 0	Rs. 2 4 0
N.2	3 4 0	3 2 0
M.2	4 4 0	4 0 0
M.3	6 8 0	—
M.4	7 8 0	—
L.2	11 0 0 (a)	9 0 0
H.6	19 0 0 (b)	12 0 0
G.	25 0 0 (b)	21 0 0

(a) Includes voluntary increase of Re. 1. for water connection.

(b) Includes Rs. 5. for electric light and fan supply.

(21) There is no subletting except when an employee takes in lodgers, and other companies' employees occupy our quarters as lodgers only.

Except in houses occupied by married men and their families, subletting and profiteering exists to some extent. Among the men from Sylhet overcrowding is particularly noticeable, quarters granted to two men frequently being found to contain 10 to 14 men. It is almost impossible to prevent this as the workers themselves are the offenders.

Ordinarily speaking the question of eviction does not arise. Men leaving the company's service are required to vacate the company's quarters within three days, and as the conditions of tenancy provide expressly for this, difficulty is seldom experienced under normal conditions.

Wholesale eviction in the case of a body of men who are determined to resist is a difficult matter and seldom successful under three months of court procedure largely on account of the legal difficulties involved. Unfortunately we have been compelled during the strike to issue eviction notices to those of our former employees who refused to work for the company any longer. As difficulty was experienced in housing new men 12 blocks of temporary quarters were built. Each block is built of corrugated iron with brick pillars and cement floor, and consists of 12 rooms. These quarters are only temporary and will be dismantled in due course. Meanwhile the demand for them has been considerable.

#### IV.—Health.

(23) *General Health Conditions of Workers*—(i) *Figures of mortality*.—There is no compulsory notification of deaths and we are able to state only the number that have come under our notice since we started to record them, viz. :—

1927 (August to December) . . .	8
1928 . . . . .	11
1929 (January to July) . . .	5

No census figures are available for this area, but the population is estimated to be about 5,000. Taking these figures as a basis the death-rates are :—

In 1927 . . . . .	1·7 per mille.
1928 . . . . .	2·2     "
1929 . . . . .	3·9     "

(ii) *Birth-rate and infant mortality* :—

Year.	No. of births.
1927 . . . . .	9 = 4·3 per mille.
1928 . . . . .	27 = 5·4     "
1929 (to July) . . . . .	15 = 5·1     "

No figures of infant mortality are available.

(iii) *Working conditions*—(a) *At work places*.—Working conditions in the factory are good. The buildings are particularly lofty and spacious, and are kept scrupulously clean as are the approaches and surroundings. Cooled air is blown on to the workmen exposed to the worst heat, and furnace fronts and floors are cooled by water. No expense has been spared to instal every facility possible to ameliorate conditions in a process which can be trying even in a temperate climate.

(b) *At home*.—No work is done at home for the company, though doubtless carpentry, tin-smith work, etc., are carried on as a spare time occupation.

(iv) *Dietary—Punjabi*.—Atta, Dal (specially arahar and gram), ghee, milk, vegetables, rice, mutton.

*U.P.*.—Rice, atta, dal, arahar, gram, mung, oil, ghee, milk, vegetables, meat (goat). Most of the Brahmins live on vegetable diet.

*Bengal and Assam*.—Rice, dal (all kinds), mustard oil, ghee, spices, atta (small quantity), milk, vegetables, meat (goat), egg and fish.

*Local inhabitants*.—Same as Bengalees, but they take mainly rice, dal and some vegetables, fish, mutton occasionally.

*South Indians*.—Rice, dal (kalai and arahar mainly), oil (gingily and coconut), coconut, vegetables (potatoes, cabbage, cauliflower, patal very rarely used), tamarind, capsicum, spices, ghee, milk butter-milk and atta (very rarely used).

*South Indians (non-Brahmins)*.—Same as above and fish, meat (goat), egg, milk, ghee.

(v) *Physique—Punjabi*.—Tall, muscular and robust constitution.

*U.P.*.—Tall, muscular and robust constitution.

*Bengal and Assam*.—Medium size, moderately built. The East Bengal people are robust, muscular, and very hardy.

*Gurkhas*.—Short in stature, robust, muscular, very hardy.

*Local inhabitants*.—Size medium, moderately built and hardy.

*South Indians*.—Medium size, moderately built, hardy.

(24) (i) The company provides medicine, and medical and surgical treatment, free to all comers, and maintains a hospital outside the works gate and a first-aid post inside the works, as well as a small hospital for European employees in the town. The works' hospital comprises a dispensary, minor dressing-station and a ward with three beds for in-patients as well as usual offices. The staff consist of two qualified doctors, one hospital trained nurse, five compounders and two dressers. A day and night service is maintained.

(25) (i) The medical facilities are utilised extensively by our employees, and those of the neighbouring companies, by the local inhabitants and even by villagers residing 10 to 12 miles away, as shown by the following figures:—

Year.	No. of cases.	Minor Operations.
In 1927 ..	91,193	1,676
1928 ..	89,193	1,980

Occasionally patients revert to homœopaths and kaviraj's when allopathic treatment is slow or seems unsuccessful.

(ii) Women avail themselves of the treatment afforded in increasing numbers. Women of the uneducated classes come freely to the hospital, but educated women of the better classes are usually treated in their homes.

26. *Sanitary Arrangements.*—(i) (a) Water-flushed latrines are provided at suitable places throughout the works. There are in all 36 seats for men and 18 seats for women. The workpeople (especially men) are often too lazy to use them and prefer, if unseen, to foul any convenient spots near their working places. (b) Private latrines are provided in all the company's pucca quarters except the two smallest types, the occupants of which use the public latrines, of which there are altogether 46 seats available in convenient places.

All latrines are water-flushed except a few in quarters to which it would have been too costly to lay sewers.

(ii) (a) A plentiful supply of drinking water is available throughout the factory. (b) Filtered water is laid on to the village. The bigger quarters have taps of their own; the smaller ones draw from taps (or, more commonly, "rotary boilers") in the alleyways.

(iii) (a) There is a bathing place at each latrine. (b) Every quarter has its own bathing place.

27. *Extent and Nature of Official Supervision.*—(i) *Work of boards of health in special areas.*—The official supervision is undertaken by the Jamshedpur Board of Works, which provides a qualified chemist, health officer, and sanitary officers to attend to filtered water supplies and general sanitation of the district.

Control over private houses built in villages is exercised by the ground landlord through a specially appointed officer who sees that the building regulations are not infringed.

28. *Suitability of Existing Factories and Mines Rules.*—(i) *Control of temperature in factories.*—No form of special temperature control is needed for the process of making tinplates, but for the comfort of the workmen every effort has been made to keep the works as cool as possible. This applies particularly to the hot mills and tin-house, which are considered to be the hardest departments.

During the hot months with the outside temperature at anything between 100°–115° F. in the shade we are able to effect a reduction of 20° F. in the air-blown on to the mills by means of the air-washing system.

29. (ii) Dysentery is prevalent at certain times of the year, and malaria, and some cases of kala-azar, but practically no cholera or hookworm.

31. Women who have been employed by the company for one year or more are allowed six weeks' leave on full pay upon confinement.

## V. Welfare (other than Health and Housing, but including Education).

34. The company has provided a suitable club building which is utilized as a club by the Indian employees. It is run entirely by the members.

36. The company contributes its quota to the Jamshedpur Board of Works' educational activities. Schools are maintained for the whole area under this authority. There is a free Middle English School in Golmuri and about 60 children attend regularly. The company contributed Rs. 4,326 to the capital cost of this school building.

37. *Desirability and possibility of provision for old age and premature retirement.*—As this plant has been in operation only six years we have not yet been faced with the problem, but we have endeavoured to anticipate it by means of a Provident Fund.

38. The Co-operative movement is represented among the employees of this company by two co-operative Credit Societies and one Co-operative Stores Society. The Stores Society had 84 members and a paid up capital of Rs. 1,640. It was not a success as it was too small to justify the employment of a whole time competent

manager and owing to lack of experience among the officials, purchases and sales were badly conducted. The society is now insolvent but a scheme is in operation by means of which it is hoped to repay the shareholders in full.

There are two credit societies, one formed by the clerks and foremen and the other by the ordinary workmen of the plant. The following details are of interest:—

Name of Co-operative Society	.. .. .	" General "	" Friends "
Number of members (up to June, 1929)	.. .. .	67	284
Paid up capital	.. .. .	Rs. 8,470	Rs. 28,586-8-0
Loans granted :			
1925	.. .. .	—	1,382
1926	.. .. .	—	16,216
1927	.. .. .	13,088	30,305
1928	.. .. .	12,610	52,350
1929 (to June)	.. .. .	3,960	10,035
		<hr/>	<hr/>
		Rs. 29,658	Rs. 110,288

Both societies have done considerable work in granting loans to members and managed to pay 6 per cent. dividends after making the usual reserves. It is a matter for regret, however, that the members seem to regard the societies more as convenient sources of loans than as a means of saving. Most ingenious schemes constantly come to the notice of the committees to stimulate, not thrift but borrowing, and at one time there was considerable danger of the societies collapsing, because members borrowed up to the limit warranted by their share capital and then stood as sureties to other members time and time again. As a result some members were liable as a borrower and surety for many times the value of their shares, and one big failure would possibly have caused the collapse of the whole society. Some of the company's officials now act in private capacities as advisers to the societies and it is hoped to run them more rigidly and to impress the idea of thrift, not borrowing, on the members.

#### VII. Safety.

43. Safety regulations are in force generally, and particularly for the machine shop, boilers, locomotives, cranes and various other departments.

44. Incidence of Accidents.—	1927.	1928.
Average number of employees at work	.. .. . 2,930	2,892
Number of accidents	{ Fatal .. .. . 1 (a)	nil.
	{ Serious* .. .. . 63	50
	{ Minor .. .. . 276	190
	<hr/>	<hr/>
	340	240
Average days lost per accident	.. .. . 15.4	18.5

(a) Due to septic poisoning.

\* Incapacitated more than 21 days.

46. Every effort is made to prevent accidents and the factory's record in this respect is very good, although simple cuts and burns are frequent owing to the nature of the work. Copies of safety rules are displayed in prominent places. Machines, belting, etc., are fenced: employees are forbidden to wear loose clothing such as dhotis, that might be entangled in machinery. Boots, hand leathers, goggles, aprons, etc., are provided where necessary, free of charge. A safety-first committee consisting of medical officer, the chief electric engineer, health officer, Indian foreman and supervisors, etc., holds regular meetings presided over by a senior official to consider safety precautions and safety propaganda and records of these meetings are maintained. Enquiries are made into all serious accidents.

48. First-aid outfits and stretchers are maintained in all departments. There is a first-aid post with a qualified compounder and dresser in the centre of the works. All cases, even trivial cuts, are attended to.

50. With the relatively short hours worked in this plant, the effect upon safety of fatigue caused by excessive hours does not occur. We have never had an accident traceable to fatigue. The general standard of health amongst our workmen is very high, and men who are in any degree unfit are encouraged to visit the hospital and are kept out of the works until they are well. It may be remarked that, as soon as they are able to get about, they usually attempt to resume duty even though the doctor has not passed them as fit. The plant is well lighted by electricity and as there are also ample connections for temporary lamps we have had no accidents traceable to defective lighting.

### VIII. Workmen's Compensation Act.

51. (iii) *Effect on industry.*—It was already the practice of this company before the Workmen's Compensation Act came into force, to compensate workers for time lost as a result of bona-fide accidents. So far as we are concerned, therefore, the Act has only had the effect of defining and limiting our liability, but it has also benefited the worker by ensuring a certain basis of computation and letting him know exactly what compensation he may expect.

53. (i) The scheme of compensation for temporary disablement might be enhanced for workers earning under Re. 1 a day. Half-pay after the statutory waiting period seems inadequate for a man on this wage.

(ii) We think the conditions governing granting of compensation are adequate.

### IX.—Hours.

#### A. Factories.

55. (i) The tinsplate industry being a continuous process is worked on the basis of three 8 hours' shifts a day. The normal working week is of 6 days, or 48 hours.

(ii) In all operating departments 40 or 48 hours are worked per week according as the plant works 5 or 6 days. Overtime is worked only when absolutely necessary by such as millwrights or electrical or mechanical repair gangs.

(iii) Normally there is no spreadover, though in cases of serious breakdowns some of the most important men concerned might be called out to assist.

56. In the hot mills two shifts work 6 days and one shift works 5 days a week turn and turn about. The rest of the plant works 6 days a week.

57. *Effect of 60 hours' restriction*—(i) *On workers.*—We have already explained that most of our work, except breakdown jobs, is on an 8-hour shift basis or a maximum of 48 hours per week. It is only in rare emergency cases that men might work 60 hours in a week. In many cases, however, a limit is not desired by workmen themselves, and we have at times difficulty in persuading men that they must not work seven days a week. This was once made the subject of a grievance by the millwright gang.

59. We do not contemplate a reduction of maxima as in normal circumstances men do not work more than 48 hours per week. We frequently have difficulty in preventing the average workman exceeding the limit already laid down by the Factory Act. With shorter hours there would be a real risk of workmen obtaining employment in neighbouring factories. We have had cases of this even under present conditions.

60. *Intervals.*—(i) (a) Sufficient staff is carried to permit of spell hands, and no interval is necessary to take care of fatigue. In the hot mills the most arduous work in the plant, each man on the crew actually works an average of only 1-4/7 hours on an 8-hour shift.

(b) All workers have sufficient time off for meals. In continuous processes times for meals are found by arrangement with fellow-workers. In departments working general shift (7.0 a.m. to 11.30 a.m. and 1.30 p.m. to 5.0 p.m.) two hours are allowed as rest and meal interval.

(ii) The existing law is suitable, with the exemptions permitted to continuous processes.

(iv) Each employee is allowed every Sunday (or a day in lieu) as a holiday and two days' festival leave per annum on full pay.

61. (i) The existing practice is to observe Sunday as a day of rest.

(ii) The present law appears to be suitable.

62. We have not found it necessary to take advantage of the exempting provisions except in respect of periods of rest for work necessitating continuous production, as per section 30 (i) (c) of the Indian Factories Act.

#### X.—Special Questions relating to Women, young Adults and Children.

82. The admission of infants is strictly forbidden, but we have difficulty in enforcing this rule, particularly in the case of women workers who are unable to leave their children at home. A rest shed has been provided for women, and they can leave small infants there, but older children get into the works and continually have to be turned out.



83. The regulations seem suitable to women workers in our factory. The only women we have are cooly women handling coal, etc. Prior to the strike we had women openers, but we decided they were not suitable.

### XII.—Wages.

96. Prevailing rates of wages and earnings are :—

	Earning per day.		Earning per month.	
	Rs.	Rs.	Rs.	Rs.
Women coolies .. ..	0 7 0	0 8 0	11 6	13 0
Coolies .. ..	0 9 0	0 10 0	14 10	16 4
Khalasis .. ..	0 10 0	1 0 0	16 4	26 0
Mate .. ..	0 12 0	—	19 8	—
Serang .. ..	1 14 0	—	48 12	—
Moulder .. ..	0 14 0	1 4 0	22 12	32 8
Fitter .. ..	1 0 0	3 0 0	26 0	78 0
Smith .. ..	1 2 0	2 4 0	29 4	58 8
Carpenter .. ..	1 4 0	1 12 0	32 8	45 8
Turner .. ..	1 2 0	3 0 0	29 4	78 0
Driller .. ..	1 8 0	2 8 0	39 0	65 0
Mason .. ..	1 4 0	2 4 0	32 8	58 8
Fireman .. ..	0 14 0	1 2 0	22 12	29 4
Loco driver .. ..	2 4 0	3 0 0	58 8	78 0
Boiler attendant .. ..	3 0 0	—	78 0	—
Electric crane-man .. ..	1 0 0	2 8 0	26 0	65 0
Electricians .. ..	1 8 0	3 2 0	39 0	81 4
S.B. attendant .. ..	—	—	45 0	50 0
H.M. operators .. ..	1 0 0	2 12 0	26 0	71 8
H.M. instructors .. ..	—	—	90 0	125 0
T.H. operators .. ..	0 10 0	275 0 0	16 4	275 0
Roll turners .. ..	1 2 0	150 0 0	45 8	150 0
Annealers .. ..	—	—	60 0	125 0
Acid picklers .. ..	1 4 0	125 0 0	29 4	125 0

97. The movement in recent years has been upward. Our policy has always been to reduce numbers and increase wage rates. Following are typical figures :—

	1926 maximum.	1929 maximum.
H.M. instructor .. ..	65 8 0	125 0
H.M. operator (max.) .. ..	2 10 0	2 12 and bonus.
Pickler .. ..	90 0 0	125 0
Annealer .. ..	100 0 0	125 0
S.B. attendant .. ..	40 0 0	50 0 and bonus.
T.H. operator .. ..	250 0 0	275 0 and allowance.
Roll turner .. ..	2 4 0 per day	150 0
Carpenter .. ..	2 0 0 "	1 12 and bonus.
Mason .. ..	1 6 0 "	2 4 "
Turner .. ..	2 8 0 "	3 0 "
Driller .. ..	1 8 0 "	2 8 "
Electricians .. ..	2 12 0 "	3 2 "

Average wage per head.

	All labour.	Excluding coolies and rejas.
	Rs.	Rs.
1926 .. ..	32·37	34·82
1927 .. ..	31·58	34·71
1928 .. ..	31·68	34·15
1929 (March) .. ..	35·0	—
1929 (including bonus) .. ..	37·8	40·25

At first sight it would seem that these figures contradict the statement that wages have moved upward in recent years, but it must be borne in mind that to start up the plant—the first of the kind in India—we had not only to pay higher rates than were warranted in order to attract and retain men but also to engage more men than were necessary in the hope of training them. None of these original men have been reduced even if they have failed to make good workmen, and even to-day we have men paid Rs. 2·8 for doing a Rs. 1·8 job. Men engaged after the plant was well started had to start at the bottom, and the introduction of a properly graded scale caused the apparent drop in wages in 1927–28.

98. *Amount sent to villages.*—Evidence before the Tariff Board (Vol. 7, p. 194) gave a figure of Rs. 30,000 sent from the Post Office every month by Tinplate Workers and from the wages nowadays being paid it is probably being exceeded. In addition, remittances are doubtless made through other post offices and some of the senior employees have banking accounts.

99. We have no payments in kind.

102. Overtime is normally paid at ordinary rates but overtime over 60 hours (if worked) is paid at the rate of time and a quarter in accordance with Factory Act. Men working on Sunday are given a day off during the week.

104. *Effect of wage-changes on labour supply.*—We have experienced no difficulty in labour supply at any time.

106. *Deductions.*—(i) Fining has been completely discontinued in this plant since the beginning of 1928.

(ii) Other deductions are for house rent of company's quarters, income tax, provident fund, and repayment of loans made by Co-Operative Credit Societies or the company.

(iv) So far as we are concerned no legislation is necessary.

107. (i) Daily rated men are paid weekly. Monthly rated men are paid monthly.

(ii) *Periods elapsing before payment.*—In case of daily rated men one week. Monthly men are paid between the 1st and the 4th of the succeeding month.

(iii) *Desirability of legislation.*—(a) *To regulate periods.*—So far as we are concerned legislation is not necessary. (b) *To prevent delay in payment.*—We should have no objection to legislation as it would be unlikely to affect us.

(iv) Unclaimed wages are used as a charity fund when necessary, entirely for the benefit of the Indian workmen. The balance of unclaimed wages up to the time of the strike was Rs. 11,833-12-0.

109. We pay a percentage of salary as a bonus on production, the percentage increasing with output. On the Hot Mills, where men work in crews and the output is a matter for team work combined with individual effort, bonus is paid on the production obtained by each crew. The rest of the plant is paid the average of the Hot Mill crews' bonus calculated on individual earnings.

This was only in force from 1st March, 1929 until the strike broke out on 7th April, 1929, but the earnings were :—

	March.	April.
	Per cent.	Per cent.
Best crew on mills .. .. .	20·6	21·5
Next best crew on mills .. .. .	15·9	20·5
Next best crew on mills .. .. .	15·3	
Average .. .. .	11·0	12·0

These results were obtained at one of the most difficult times of the year when the hot weather had started. The average maximum for the first week of April was 102·6° F.

Corresponding bonus figures for November and December, 1929 and January, 1930, are as follows :—

	November.	December.	January.
	Per cent.	Per cent.	Per cent.
Best crew on mills .. .. .	30·21	39·24	35·00
Next crew .. .. .	25·10	38·64	32·60
Next crew .. .. .	21·20	27·62	28·40
Average .. .. .	12·54	21·35	22·39

A provident fund has also been sanctioned under which employees are at liberty to contribute 1/12th of their annual salary and the company will contribute an equal amount at the end of the year.

110. (i) Workers living in Bengal, Assam, Bihar and Orissa, and the Punjab usually take their leave annually, but those living in Southern India accumulate their leave for two or three years. The company's regulations provide for this. Daily rated employees are not granted leave with pay beyond 2 days festival leave per annum. Monthly rated employees are granted 14 days privilege leave, 5 days sick leave and 2 days festival leave per annum with pay. Daily rated employees

usually take 4 to 6 weeks a year. Monthly employees take their fortnight or a little more. Overstaying leave is frequent and causes considerable disorganisation both to the management and fellow workers. The company's labour force is composed of 10.45 per cent. monthly rated and 89.55 per cent. of daily rated employees.

(ii) Leave is countenanced by company, and officials afford every assistance in granting, although handicapped by insufficient notice from the men and their failure to return on due date.

### XIII.—Industrial Efficiency of Workers.

112. So far as this works is concerned there has been no change in the efficiency of the unskilled workers or of such classes as fitters, machinists, blacksmiths or carpenters, who come to us having already learnt their trade. We have apprentices in mechanical and electrical engineering departments, but we have not been working long enough for these to make an appreciable effect on our labour supply. With regard to the skilled work peculiar to our industry we are glad to record the progress that has been made. Tinplate workers have always held the reputation of being highly skilled and as this is the first tinplate plant in India it follows that Indian tin workers had to be made from the beginning. At the end of six years we have succeeded in training men for all positions on the Hot Mills, i.e., heaters, roughers and rollers, and have Indian foremen or instructors. The finer points, however, such as judgment of the temperature of the furnaces or a knowledge of the correct regulation of the rolls to suit different conditions of temperature and gauge, are learnt only by experience and for these we are dependant upon our expert covenanted hands. In other departments, we have Indian shearers, picklers, annealers, tinhouse operators, and assorters. These jobs have been simplified to such an extent that we experience very little difficulty in training new men in a short time. Outside of the process departments we have no covenanted superintendents, the time office, stores, mechanical, electrical, machine shop and traffic, etc., being all superintended by local men who have risen from the ranks.

113. In our opinion the Indian worker is not so efficient as the European or American tin worker. To take the Hot Mills as an illustration, our mills, worked on the double-mill 3-part system carry crews of 42 men per mill, whereas on similar mills in the U.S.A. the crew numbers 18.

To compare the general efficiency of the workers with European conditions we submit the following figures :—

Total number of employees (average 1926) .. ..	2,827
From this deduct men such as are not properly part of the works organisation—	
Town .. .. .	34
Medical .. .. .	19
Watch and ward .. .. .	40
	93
	<hr/>
	2,734

The Welsh Plate and Sheet Manufacturers Association, in their representation to the Tariff Board (Statutory Enquiry, Steel Industry, Vol. VII, p. 91) stated in a letter dated 24th June 1926, para. VI, that the total number of employees for a 6-mill equipment similar to ours operating 3 shifts and producing 36,000 tons of tinplates per annum would be between 710 and 720.

This gives a ratio of 1 : 3.6, but this figure must be modified in view of the outputs since achieved. 1928 and 1929 results are useless for comparison as the former year included 4½ months of half-time working owing to strikes in the steel works, and the latter has been marred by a strike in the tinplate works. In 1927, the latest year for which full working was recorded, we find that the output rose to 43,191 tons of finished plate, and taking this into consideration we obtain a revised labour ratio of 1 : 3.0, equivalent to a 20 per cent. improvement. Since 1927, further strides have been made and with a year's straight-forward working we might fairly reckon on an output of at least 45,000 tons which would still further improve the ratio to 1 : 2.8.

114. (ix) Our records show that output remains fairly constant and is highest through the cold months. During May and June, production decreases but picks up after the break of the monsoon. This accords with experience in tinplate works during winter and summer months in England and America. We believe our efficiency compares favourably with that of works situated in temperate climates, though we suffer in comparison owing to the longer spell of hot and humid weather.

115. (iv) We believe that good and adequate housing, leading to contented and healthy workmen, reacts to the benefit of production. Though our housing is not so extensive as we should like and hope ultimately to have, it is good, and we cannot say that production has suffered on account of bad housing.

(v) Methods of remuneration have been improved by acting allowance as well as the bonus and provident fund already referred to. The bonus was intended to stimulate production but had only been in effect for one month before a strike took place, so we are scarcely in a position to express an opinion on its results.

(vi) Although wage levels have risen we cannot say that they have stimulated production, as 1927 still stands as our best year, even though wage levels were lower.

(viii) As far as our information goes, the men in this plant have now a better dietary than they had five or six years ago. This is due to increased spending power and to better supplies of food stuffs being available in the bazaars, and has no doubt been a help in getting the bigger production that is nowadays possible.

(ix) To the best of our knowledge but few of our employees are addicted to alcohol or drugs.

#### XIV.—Trade Combinations.

117. *Extent of organisation of—(i) Employers.*—This company belongs to no employers' organization.

(ii) *Employed.*—Amongst the workmen a Union was formed towards the close of 1928, which was registered under the Trades Union Act.

118. *Effect of organization on—(i) Industry.*—The effect on our industry has so far been disastrous.

(ii) *Conditions of workers generally.*—The Workers' Union was effective in drawing our attention to one or two small points that permitted of improvement, but by its attitude towards bigger questions it has turned a body of generally contented and prosperous workmen into discontented strikers.

119. The nature of the Union's activities has been most disappointing. It made no attempt at constructive trade unionism, but devoted its energies to subversive propaganda.

120. (i) The Tinsplate Workers' Union was formed on the 18th October, 1928. Mass meetings were held at which violent and exciting speeches were made: Facts were misrepresented both to the workmen and to outside leaders who came to help in the formation of the Union. This led to the resignation of the first President. The campaign of lies was continued and a list of demands, many of which were ridiculous, submitted. Some of them such as bonus, and provident fund, had been under consideration for a long time and had only been delayed by the general unsettled labour condition in this area. Every effort was made to meet and help the leaders of the Union but such efforts were viewed with suspicion. The Union officials could not bring themselves to believe or to tell the men that the company was sincere. Eventually a lightning strike was engineered without warning or notice and in defiance of the Union Committee.

(ii) It is difficult to define the attitude of the workers. As a body they are mostly ignorant and easily led and their attitude depends largely upon their leaders. Since the formation of the Tinsplate Workers' Union, the leaders have displayed a hostile attitude and the workers have followed suit. The men have little control, being at the mercy of the communal leaders and a few educated men kept in the back ground.

(iii) We look with favour on a properly constituted and well-run union, as we realize that it is to our mutual benefit to have such an association. It could draw our attention to any genuine grievances or weak spots and we should have the satisfaction of dealing with recognized leaders. Unfortunately this is a pious hope that has not yet been realised.

121. *Trade Unions Act, 1926—(iii) Possible amendments.*—Men who desire to work should be permitted to do so. The existing law provided inadequate protection for them. We could cite numerous cases of men leaving their houses to come to work and being molested or badly assaulted by picketers, usually when the man was alone and not in a position to defend himself. In the absence of witnesses the offence is apparently non-cognisable under the present law. Cases of intimidation, threatening the women folk and families of workmen, and even actual abduction, not only by night but also in broad daylight, came to our notice, and we have no hesitation in saying that the law which permits these under the guise of peaceful and non-violent picketing is defective and should be amended without delay.

## XV.—Industrial Disputes.

123. *Extent of strikes and lock-outs—(i) Causes.*—The only important strike we have had is that of 1929, the cause of which was mendacious and subversive propaganda on the part of a few men.

(ii) *Duration and character.*—The strike has been marked by violent intimidation of loyal workmen and continued deceit of the strikers by their leaders. When the strike was declared, the Union officials were sent for and were asked why they were on strike. The answer was that the men had revolted. They were then requested to put the men back to work and an investigation would be made next morning. This request was absolutely ignored by the officials. There was, therefore, no investigation made of the strike.

(iii) *Nature of settlement.*—There has been no settlement.

(iv) *Loss to industry and workers.*—Figures of loss to this industry through the present strike are not yet available. We estimate the loss to workers at approximately Rs. 50,000. This latter figure may appear low, but although the strikers lost their pay for the time they were out, their places were taken by new men and the same amount of money was going out to workmen as before. We are unable to give the loss to the strikers themselves. We should like to make it clear that the "new" men taken on to replace the strikers included a considerable proportion—perhaps 300 to 400—of old workers who had been trained by us, gone away, and returned in the hope of securing further employment.

124. *Conciliation and arbitration machinery—(i) Results of previous investigations.*—We had a small strike in March to April, 1924, which was quickly settled by granting some of the men's demands. From then up to 1929 we had no labour trouble and the men drew full pay every week. The 1929 strike was declared without warning or notice, and there was no previous investigation other than afforded by ordinary meetings between the Company and the Union. In the last meeting the Union officials left the general manager's office, after stating that they were perfectly satisfied with the state of affairs and had nothing further to discuss. Within 48 hours the works were on strike.

125. We consider the Trades Disputes Act a move in the right direction, but it could be improved, in the interests of loyal and willing workers, as well as of the industry, by making picketing illegal.

THE INDIAN COLLIERY EMPLOYEES' ASSOCIATION,  
JHARIA.

I.—Recruitment.

1. Most of the colliery labourers were originally cultivators. Some of the skilled labourers, such as fitters, turners, pumpmen, blacksmiths and carpenters, etc., belonged to the village artisan classes. Their professions in the villages were weaving, pottery, smithy, carpentry, oil-pressing and occupations of the like. The labourers in the coal industry are generally imported from the neighbouring districts. The labourers in the Jharia coalfields, for instance, mainly come from Manbhum, Hazaribagh, Sonthal Pergonās and other districts of Behar and Bengal. A small number of course come from some such distant places as C.P., U.P., the Punjab and Madras provinces.

Migration of labourers from one colliery to another, is not so frequent nowadays. But sometimes they are found moving from one place to another for such unavoidable causes as (1) closing down of mines; (2) reduction of operatives; (3) extreme cases of disagreement in terms of wages and working conditions; (4) housing difficulties; (5) and repressive measures such as fines, etc.

2. To speak of the actual miners, most of them can be said to have almost become permanent labourers in the coal industry. They live and work in the colliery all through the year. Materially they have got very little connection with the villages, but owing to poor accommodation, insecurity of service, piece work (no work no pay) system and other difficulties of domestic and social functions such as child birth, marriage, etc., all of them have not yet cut off their connection with the villages.

Those miners who have still got a sort of contact with villages generally visit the villages twice every year; once in the monsoon for a month or so for cultivating their fields and once about the month of January for harvesting, marriages and enjoyment of village festivals.

Roughly calculating 50 per cent. of the labour force occasionally go back to the villages in the above way and the rest are permanent inhabitants of collieries.

3. In the coal industry recruitment of labour is no longer necessary now. There was never before any organized method of recruiting colliery labour in India. Each colliery used to send its own men (contractors or salaried men) to the villages of labourers to recruit them on payment of some money in advance, which was afterwards deducted from the wages of the labourers. The recruiters also were paid out of their wages.

In Ranigunj some labourers are forced to work in certain mines as arranged by the mine owners with the "zamindars" or headmen of villages on payment of commission or on some such terms. Some of the colliery owners also have acquired zamindari rights to compel the labourers living in their zamindaries to work under them in their own collieries.

7. Owing to the absence of any statistics it is not possible to furnish all particulars relating to the question of unemployment in the mining industry. But the fact that about three hundred collieries have been closed down within the last several years and many others have retrenched in different departments of their firms is a proof positive that the question of unemployment in this industry is a very serious one.

Many unemployed miners have been compelled to leave for Assam or Madras to find jobs in those places.

Unemployment among all classes of workers—manual and non-manual, is a permanent feature of the mining industry.

Establishment of unemployment bureaux is the best means to alleviate the distress of the unemployed workers.

## II.—Staff Organization.

10, 11 and 12. So far as the miners are concerned there is no arrangement for their training or education of any kind. They are wholly ignorant of the scientific aspect of mining. Their practical experience is the sole guide to their work.

13. The relation between the staff and the workers cannot always remain smooth and cordial. The management wants the staff to derive the maximum work at the minimum cost which the staff finds very difficult to achieve. Shortage of materials such as coal tubs, timber and other appliances, low wages, under calculation of wages for extortion of money and other deficiencies give rise to grievances of workmen and it is not unoften that the staff and the workers fall out with one another for one reason or another.

14. Miners in India are paid on piece work system. Registers of attendance are kept in collieries by clerks appointed for the purpose according to mining rules, to show the duration of time the workers remain underground. They are required to be checked by managers or other responsible officers.

The miners are paid so much per tub of coal of various sizes without any standard. There are no weighing machines in any colliery. The total number of tubs against each miner is counted at the end of the week, and the miners are paid after deduction of fines, compensation for loss or breakage of tools and other charges if there be any.

The system of paying commission to the supervising staff on surplus stock, is to be deprecated, as under this system, the supervising staff in their endeavour to win commission force the miners to overload the tubs and cancel wholesale payment for even slightly underloaded tubs.

15. Contract system is largely prevalent in the coal industry. Besides managing agents and managing contractors who work with the authority and responsibility of owners, there are coal raising contractors and petty contractors for such works as building, sinking, driving of mains, etc., in many collieries. About 80 per cent. of the total output of coal are raised through contractors. Other works also are done by contract almost to the same extent. The raising contractors amongst others are the most important contractors in collieries. They are responsible to maintain the output of coal. They get weekly payments from the company according to their contract rate per ton of coal and they pay the miners evidently on a lower rate settled with the miners.

## III.—Housing.

16 and 17. The colliery labourers are provided with rent free quarters built by the employers within the colliery compound.

18. The houses for labourers are generally built in blocks of a number of rooms arranged back to back with a single wall between the two rows. These rooms are

said to be of standard size according to the bye-laws of the Jharia Mines Board of Health. But these rooms as can be evidenced from a look at them are in no way satisfactory for human habitation.

One room is allotted to one family of miners consisting of three or four members and the same room serves the purpose of kitchen, store, sitting and bedroom. There is no arrangements for maintenance of privacy of family life and the inconvenience can be easily imagined. It also happens at times that the same room is made to be used alternately by two families who work in alternate shifts.

This sort of over-crowding and living in one dark and dingy room cannot be but injurious to the health of workers.

There is no provision for lighting. Conservancy arrangements for ordinary sweepings has been made according to the rules of the Mines Board of Health. The miners use open kerosine lamps in their houses and go out in the open fields for call of nature. Drinking water in the Jharia coalfield is nowadays available for the public water supply. One or two water-taps are provided near about the miners houses, from which they draw their drinking water, but for bathing and washing purposes they are to use dirty tank water. There are still many collieries in the Jharia coalfields which have not yet taken connection for filtered water. In Ranigunj and other coalfields the colliery labourers drink tank or well water as may be available in those places.

22. The housing conditions as stated above are productive of various evils to the colliery labourers. They are affected both morally and physically on account of this sort of housing conditions.

#### IV.—Health.

23. Overworking in the mining atmosphere, underfeeding, housing difficulties and other untoward conditions leading to undesirable ways of living have much deteriorated the general health condition of the miners. Periodical outbreaks of cholera epidemic which was so very common before has been to a certain extent checked by the supply of filtered water, but so long as food, housing and other conditions for the growth of healthy family life have not been improved, health conditions of the workers will not improve.

General death rate has been calculated by the Mines Board of Health to be 17 to 18 per thousand.

It has been calculated by the Mines Board of Health that in 1924 the rates of infant mortality in Dhanbad Sub-Division and in the coal area under the Sub-Division were respectively 156 and 213 per thousand.

This shows that the rate of infant mortality in the rural area was only 99 per thousand, while in the coal area the rate was 213 per thousand, that is more than double of the rural area.

(iii) The miners generally, work two shifts in the coal industry. The morning shiftmen take their meal by about 8 o'clock in the morning, consisting of rice and salt and nothing else, and go down underground for work where they are to remain ten to twelve hours. When they come out it often becomes late in the evening. Then they wash, and if it is not too late, they prepare a simple meal of rice only. The night shiftmen also work in the same way in the night and come out late in the morning. Thus on an average they can take in 24 hours one and a half meals of the above descriptions namely, rice and salt with little "dal" or vegetable at times. It is undoubtedly a fact that the working people for want of proper facilities have not yet been able to adapt themselves to the conditions and environments of the industrial centres and consequently there is a great disturbance of sex ratio in those places. The effect of these disturbances has been injurious to the workers in various ways. The habit of drinking, gambling and the prevalence of venereal diseases, etc., are to a certain extent due to this disturbance.

24. According to Mines Board of Health bye-laws, every colliery has got some sort of arrangement for providing medical aid to the workmen, but with the exception of a few big collieries the arrangements are poor; not even up to the minimum standard. In the Jharia coalfield all accident cases excepting the very simple ones are treated at the Civil Hospital situated at Dhanbad, financed and controlled by the District Board.

There are no provisions for women doctors, trained midwives or "dais" of any kind in any colliery. Delivery cases therefore, are entirely neglected.

25. The question that the workmen do not utilise medical facilities even when provided, is nothing but an excuse to avoid expenditure for medical arrangement.

26. There are no latrine arrangement in the collieries for which a great inconvenience is felt by the workmen. In the villages, jungles and open places are available a little away from the villages, and consequently the people do not feel any difficulty there for the want of latrine.

#### V.—Welfare.

32-34. No welfare work worth the name has ever been done in the coalfield by the employers. Whatever improvement has been achieved in the condition of the workers has been achieved through legislation in recent years.

The Indian Colliery Employees' Association for its limited resources and on account of various handicaps could not go beyond redressing some individual grievances and organizing lectures on hygiene and allied subjects.

If any arrangement for provision of welfare works is to be made, it should be made in consultation and co-operation with the labour unions.

35. The lantern lectures on hygiene as aforesaid, produced good results in respect of neatness and cleanliness.

36. No arrangement for education of workers has been so far made in the coalfield. Only a few schools of primary standard have been started here and there with accommodation for a limited number of boys of salaried workmen.

37. The desirability of provision for old age and retirement is out of question. It is a crying need of one and all of the industrial workers. As to its possibility it can be said that all difficulties that may be apparent in the beginning will disappear with the introduction of some such arrangement as has been the cases in other countries.

39. Desirable and possible.

#### VII.—Safety.

43. Existing rules are not enough. In the mining industry the number of accidents is on the increase.

44-49. Arrangements for prevention of accidents are very poor and should be improved by enforcement of regulation and "Safety First" propaganda.

50. Overworking, health, light and other working conditions are to be seriously considered in connection with the question of accidents in coal and other mines, as a large number of accidents said to be due to misadventure occurs in reality, for one or other of these causes.

#### VIII.—Workmen's Compensation.

The scope of the Workmen's Compensation Act and the scale of payment under it are quite insufficient at present. They should be improved. Compulsory insurance under Government control to provide against insolvency of employers is highly necessary.

#### IX.—Hours.

63. (ii) In practice the workers are to work much more than the time limited by law.

64. Miners generally work five days a week. Other workers six days and more.

65. If proper facility for work is given and hours of work are reduced and legally restricted, the efficiency of the workers will improve, more output will be obtained in less time, better supervision will be possible and the number of accidents will decrease.

66. Quite possible if there is proper supply of working materials.

67. Suitable and desirable.

68. Possible and desirable.

69. (i and ii) If shift system is introduced and the time limit is strictly observed a very short interval may be necessary for meal purpose only.

(iii) There are no regular holidays for the salaried workers.

70. There is no fixed day of rest (miners do not of course work on Sundays).

#### X.—Special Questions Relating to Women, Young Adults and Children.

90. The effect of the Act of 1923, restricting children from going underground, will not be fully realised until provision for compulsory free primary education has been made.



The existing certification provision is not proper but there is not much to complain against it.

91. The prohibition of women labour underground by gradual elimination will prove inconvenient in various ways.

(ii and iii) This gradual elimination will affect both the industry and the economy of the workers and will continue to be a cause of dissension and discontent for a long time. The best thing would have been to stop the women labour at a time with a notice for a reasonable period and to fix the wages of the workers by legislation.

## XII.—Wages.

96. The average earning of miners (piece workers) is Rs. 20, between two, that is Rs. 10 per head. And the time wage earners' income averages between twelve and eighteen, that is Rs. 15 per month.

(ii) The daily rate of agricultural workers nowadays is ans. 10 to 12 per head (seasonal workers).

(iii) The mine workers of course get rent free houses in India, but considering the wretched condition of these houses no value should be attached to them.

97. (i, ii and iii) In the coal industry the first appreciable increase in the wages was given in the year 1921, as a result of a tremendous movement by the workers and the Trade Union Congress. The industry was also enjoying a fabulous boom at the time and living was abnormally dear—three times the pre-war cost. Afterwards, since the year 1923,—the wages have been again reduced year by year with the fall of the coal market although living cost has not in any way become cheaper like the pre-war period.

100. Eighty per cent of the workers are paid by contractors. Direct appointment and direct payment by the company are much more desirable. In the present condition it is self-evident that both the company and the contractors try their utmost to make the maximum profit at the sacrifice of everything else.

101. Wages are fixed by the employers more or less in an arbitrary way on the basis of prevailing rates.

102. No payment is generally made for overtime and Sunday work. In special cases a nominal reward is paid in some places.

103. No standard.

104. Owing to unemployment and overcrowding of workers advantage is taken to reduce wages off and on with the effect that the labourers become discontented and depressed.

105. The fixation of minimum wages by legislation is highly necessary for the labour and the industry as well.

106. (i) Fines are imposed on the workers in a most arbitrary and disproportionate way for slight negligence or negligence committed for inefficiency of supervision.

(iii) Fine funds are generally utilized for club expenses and for such other purposes as the agent or the manager thinks fit, but seldom for any welfare of the workers themselves.

(iv) Highly desirable.

107. Wages in the coal industry are paid monthly and weekly. Weekly payments are generally made up to date at the end of every week. But in cases of monthly payments, payment is usually made for one month on or about the 15th of the next month. Reports from many collieries are also received to the effect that payment is not made even after two or three months of the time of work. Workers in many cases are put to extreme hardship and difficulty for this reason. There have been many cases when recourse had to be taken to litigation for realisation of outstanding dues. Instances are not rare when workers having failed to bear the cost of litigation could not realise their dues at all.

(iii) It is highly desirable that some suitable legislation should be passed to regulate periods and prevent delay in payment, and also to realise outstanding dues, if there be any, without any cost on the part of the workers.

(iv) Unclaimed wages are credited in the cash of the company.

## XIII.—Industrial Efficiency of Workers.

112. With the growth of experience in industrial works and adaptability to industrial life it is no doubt that the efficiency of Indian workers is improving to a certain extent.

113. Comparative statements as given in mining reports show that the average annual output per head of American, British, Japanese and Indian miners are 777, 221, 122 and 185 tons respectively. But if daily average output per head is taken into account for comparison, the Indian miners will not be found inferior to the British miners in any way. The daily average output of coal in Great Britain is one ton per head, while in India it is two tons per pair of a male and a female miners.

114. Inferiority in these respects in India certainly affect the efficiency of Indian miners.

It has been stated in the Mining Report that at Jamadoba Colliery the average output per head has become double (in 1927) owing to introduction of improved machineries. (Mining Report 1927.)

#### XIV.—Trade Combination.

117. (ii) The employed in the coal industry in India have got only this Association—the Indian Colliery Employees' Association. So far as regular membership is concerned, the organization on account of illiteracy, poor income of workers, large number of small and separate ownerships, distance from colliery to colliery and hostility of the employers, has not yet been able to achieve proper success. But the Association has already spread its activities over the most important coalfields in India, viz., Jharia, Katras, Nowagarh and Ranigunj coalfields. It has got its central office at Jharia and three branches in three important centres. And as a trade union body for all colliery workers its representative character stands undisputed.

118. (i and ii) From the condition of the coal trade it can be said that the employers' organizations have not been able to render any appreciable good to the industry, commercially or in any other way. The activities of these organizations, as may be evidenced from their reports, have been generally confined to opposition of labour legislation, labour movements, and to such other questions as relate to inter-industrial complications. But so far as efficiency of labour, efficiency of industry, regulation of production and demand and such other questions of vital importance to the industry are concerned they are left to the individual firms, who generally enter into unequal competition, undermine the industry, and depress the labour.

The main object for which the Indian Colliery Employees' Association has been started is to improve the conditions of the workers consistently with the improvement of the industry. It has been trying its best to secure the help and co-operation of the employers to fulfil its objects, but the employers in spite of repeated requests have refused to recognise the union to the detriment of the interest of both the labour and the industry.

119. The Indian Colliery Employees' Association has got certain objects in view for betterment of the labour condition.

It has been generally trying to fulfil these objects. Besides, it undertakes to redress the grievances of hundreds of individual workers in cases of realisation of outstanding dues, compensation for accidents, and various acts of highhandedness by the management. It carries on propaganda with the help of lantern slides for social and physical improvement of the workers. Further, it has been systematically dealing with the legislative questions of the mining workers in India.

120. The Indian Colliery Employees' Association was first started in the year 1920. As a result of highhandedness by a European colliery manager towards some employees, there was a great stir and excitement amongst the workers in the Jharia coalfield and the colliery workers organized this union on the lines of pure trade union movement.

(ii) The workers are well disposed towards the union. They fully rely on it as their representative body.

(iii) The employers were in the beginning indifferent to the labour union, but on account of its growth in activity and importance have become hostile to it.

121. Owing to political conditions of the country and apathetic attitude of the bureaucratic government towards the labour movement, the Trade Union Act has not yet been utilised to a great extent. There are some defects also in the Act from the labour point of view. The restriction on the funds of unions as stipulated by the Act appears to be unnecessarily overstrict.

122. (i) There are no negotiation boards consisting of employers and employees' representatives. The employers' bodies do not recognise the employees' unions. The Indian Colliery Employees' Association in case of a grievance at present, first approaches the management for a compromise, but failing that takes the help of law.

(ii) All attempts at co-operation between the employers and the employed have so far failed for arrogance and obstinacy of the employers.

(iii) The employees of State industrial concerns are not allowed to join the general trade union movement on grounds of political questions.

#### XV.—Industrial Disputes.

123. (i and ii) During and after the great war, owing to abnormal increase in living cost, there was a series of irregular industrial disputes in the coalfields for a demand of higher wages. But the demands were not conceded to, and the strikes, irregular and unorganized as they were, subsided without any effect. Afterwards, in 1921, a general strike was organized for the same purpose at the time of the Second Session of the All India Trade Union Congress, held in Jharia, and after four days of the strike the employers declared a general increase of 50 per cent. of the wages of all workers without any formal arbitration and the strike terminated. Since then no organized strike has occurred. But stoppage of work by one or another section of workers here and there for such grievances as low wages, fines, and corporal punishment, delay in payment and highhandedness of various descriptions, has been of frequent occurrence in the coal industry.

(iii) Settlements in some cases are effected by pressure of the employees with the help of the Association, but in other cases the workers are coerced into submission by lock-out and intimidation.

There is no regular method of negotiation for settlement of disputes, as the employers do not even recognise the Employees' Association.

125. The Trades Disputes Act was declared by the entire labour force as a piece of re-actionary legislation. It was passed in the Assembly in the teeth of opposition by the labour member and other nationalist leaders. It is the general impression amongst the labourers that the Act was passed solely at the instance of capitalists to stifle the labour movement in the country. The first part of the Act (establishment of tribunals for investigation and settlement of trade disputes) if administered in proper cases may be of some use to the industry and the labour, but the other two parts of the Act are out and out inimical to the labour movement.

126. The Government of India are themselves very big employers, and they are not much different from other employers in their attitude towards labour unions and industrial disputes. The case at Golmuri may be cited as an instance in point.

#### XVII.—Administration.

133. The nature of franchise and the representation of labour to the Legislative bodies that obtain in India under the present constitution are clear enough to show that labourers have been altogether debarred from securing any material benefit through legislation. Provincial Governments are ever silent over labour questions. The Central Government, however, have from some time past begun to take up labour questions through the pressure of the nominated labour member and the International Labour Conference.

140. The inspection staff is inadequate. The method of inspection should be improved, as there is a widespread impression (not altogether unfounded) that false prosecutions are conducted against the poor workers at the instance of the management. False pleas and evidences are reported to have been many times put forward by the management to contest cases under the Workmen's Compensation Act.

Inspectors should be increased in number, and some of them at least should be chosen by labour unions.

#### XVIII.—Intelligence.

146. Accuracy in figures of statistics is essentially necessary and can only be obtained by regular inspection and investigation conducted in collaboration with the labour unions.

Mr. B. MITTER.

### INDIAN COLLIERY EMPLOYEES' ASSOCIATION.

#### I.—Recruitment.

(2) Miners generally go back to their native places almost three or four times a year for the purpose of sowing and harvesting, and on the occasion of marriages, child-birth and other festivities.

Some time past the migration of labour within the coal field area was very frequent. Besides other causes of such changing of places, viz., stoppage of mines, reduction of wages, bad working conditions, fines, etc., the main cause used to be enticement of the neighbouring colliery owners who during the flourishing condition of the industry often promised better wages and facilities.

Very recently, owing to the depression of coal trade, the practice of offering more wages, etc., has been stopped with the result that labour force is more or less settled in collieries.

(3) Recruiting is generally done in the following manner :—

- (1) Raising contract method.
- (2) Labour commission method.
- (3) Zamindari method.

In the latter case, where the colliery company own the zamindari rights of the village, obligatory method, or in other words, forced recruitment, is generally adopted.

Under the first two methods of recruitment a certain amount of obligatory method is practised. The raising contractors or the labour commission contractors generally employ the headmen of the villages as sirdars who are either monthly paid or paid commission on coal raised. These sirdars are paid advances, who lend a certain portion of the advance money to the miners of their respective gang. The miners are therefore kept under the obligation of these sirdars until the loan money is paid back to the sirdars.

To do away with all these evils, I am of opinion that a recruiting agency should be established.

(4) With the advancement of the modern industry, other industries such as agriculture, weaving, etc., have been considerably affected. And, apart from this, the labour force has been much morally degraded by coming in contact with men of bad characters and criminals, and have become addicted to drinking, gambling, etc. To remedy all these evils and vices, the labour should be given free compulsory education, good wages, good housing accommodation (sufficient to put up with families together with the arrangement to keep their privacy), recreation, security of service, and higher standard of living.

(7) With the closing down of mines and restricted output, due to the depression of coal trade, and with the introduction of machine mining and other labour saving mechanical appliances, the extent of unemployment has become very great, and owing to the growing number of unemployed workers the employers have been able to make a considerable reduction in the wages of labour. The question of unemployment have also been keenly felt by skilled labour, Indian subordinates and clerks, etc.

Evidences are not rare where employees have been dismissed without any rhyme or reason, and a change in the management is very often followed by a complete change of staff by either dismissing them or by putting them under retrenchment.

The idea of such changes is obviously to reduce the establishment with a view to curtail the cost per ton and thereby to earn good name in the management. This system in fact goes very little in favour of reducing the cost per ton, but it does a great deal to create unemployment and over-work to the poor workers.

There are instances where Indian subordinates are pushed out to make room for either Europeans and Anglo-Indians. To remedy all these evils strict service rules should be enforced.

I am of opinion that unemployment bureaus should be established on the lines suggested in the Washington Labour Conference, 1919.

(6) Regarding labour (turn over) no concerns keep such record. But in case of skilled labour it may be said that it is regular in its employment, and the average duration of employment amounts to few years.

A miner generally works five days in a week, covering nearly 42 to 50 hours a week, but if his time lost underground waiting for tubs is taken into consideration the average working hours probably exceed more than 60 hours a week.

Besides other causes of absence from the collieries such as sowing, harvesting, child-births, marriages, etc., a miner occasionally absents himself owing to his own and family sickness.

By summing up all these it may be safely assumed that an average miner only works four days a week. The reason for not turning up to mines more than five days a week may be attributed to the great amount of energies being lost by miners in mines due to ill-ventilation, shortage of tubs, etc.

## II.—Staff Organisation.

13. The relation between staff and workers cannot be called a good one since it is the policy of the mine owners, especially during this dull state of trade, to extract maximum work at the minimum cost. Causes of friction and grievances of workers are many, but such causes very often go unprotected. Where the mines are run by contracts the managers never interfere with miners' causes of grievances.

There is no works' committee in the mining area.

14. Timekeeping is kept by clerks appointed for the purpose as per Mines Act, but correct check on the number of miners descending and ascending the mines is not possible as in many cases mines having numerous openings are scattered all over the area. Miners are paid by the numbers of tub of coal cut and filled. Payments are generally made on the production of chits granted by the underground munshis, by the cashiers or pay clerks, to the miners either directly or through sirdars. The miners are paid weekly and in some collieries daily in the Raneegunj Coal Field.

15. A big percentage of mines are being run by contract system. A raising contractor generally pays all costs of raising coal, including winding, hauling and loading into wagons, and who in their turn are paid by the mine owners on the tonnage of coal raised.

The raising contractors are interested in raising coal only, and they endeavour to win coal in the easiest possible way, sometimes in disregard to the safety of mines. Although there are supervising staff to look after the safety of the mines they are generally engaged in helping the contractors for maintaining a good output with the result that very little attention is paid to safety.

*Effects.*—The contractor is concerned in making a living out of his contract. The company, as a rule, lower the rates as far down as they possibly can, allowing the contractor a small margin of profit, with the result that it is the poor labourers and miners who have to contribute, rather heavily, to the pocket of the contractor, being doubly exploited, first by the company and then by the contractor. The sources of income of the contractor: (i) the lowering of the wages of labour. The labourers have to work as they cannot go away, being bound by "Dadans" (advance); (ii) by making them work extra hours to save Hazris; (iii) by little favours from supervising staff in the payment of bills for work done or partly done; (iv) from surplus coal raised. The contractor is paid on tonnage raised whereas the miners are paid per tub. The capacity of a tub is calculated on a basis of so many hundred-weights to a tub. The miners are made to overload the tub as much as possible, otherwise their tubs are cut. The difference between the calculated weight and the actual weight adds an extra income to the contractor. Moreover, the miners are penalised a full tub or a part thereof for the under-load of a basket or two of coal but get no recompense for a heavy overload or surplus.

## III.—Housing.

*Ventilation.*—The ventilation leaves much room for improvement. The colliery owners claim of adequate and sufficient ventilation of the dhowrahs is not proved by facts. There are no windows in the rooms except in a very few collieries, when the door is shut, as it will be during night or on a summer day, the miners in the room hardly get fresh air. Cases of suffocation due to inadequate ventilation are not frequent. The arched dhowrahs (built back to back) which appear as so many tomb-stones, do not afford proper accommodation and ventilation to the inmates, and the smoke from the cooking place in the attached arched verandah makes the place absolutely uninhabitable. Besides arched dhowrahs there are several types of dhowrahs, some of which are habitable but filthy. But in all cases no separate place has been provided for cooking purposes.

The owners claim that they provide better accommodation than those at villages, but it is not a fact. Although the labourers are provided with pucca dhowrahs, and the village huts are kutchas, the latter provides more sunshine, air and accommodation and the surroundings are much cleaner than any colliery dhowrahs. The village huts are much more comfortable and sanitary, and labourers prefer them every time to colliery dhowrahs.

The housing accommodation is very poor in Raneegunj Coalfield.

In Hingir Rampur Coal Company's Rampur Colliery (C.P.) no housing is provided either for miners or skilled labour. The miners build their own houses for which a piece of surface land is generally acquired by the company.

The housing for other employees and subordinate staff is not satisfactory, and leaves much room for improvement, the quarters not being repaired and surroundings and drains not being kept clean.

22. Compound walls should be put up to maintain the privacy of each family, as these have a great bearing upon the formation of good moral character.

A miners' settlement in collieries is generally a refuge for absconders and old criminals. Arrangements should be made to keep such persons away from the camp. Verification roll should be introduced.

#### IV.—Health.

24. The medical help given to the labourers are quite inadequate, and in many collieries the medical department is not properly equipped, and in most cases understaffed.

The services of efficient and qualified doctors are only requisitioned in case of sickness among superior staff.

There are no segregation huts for patients suffering from infectious diseases.

26. Excepting a few collieries there is no drainage system for cleaning filth. Refuses are generally thrown near labourers quarters or dhowrahs (as there being no transport arrangements for such refuses) thus making the locality insanitary.

#### V.—Welfare.

32. No extra accommodation is given or arrangement made at the time of child birth. The colliery owners should pay also some sort of allowances to female labourers when they reach an advanced state of pregnancy instead of employing them on hard jobs, e.g., carrying coal, etc. Medical help should also be given to such female labourers.

Sick allowance should also be given to all labourers during their sickness.

No encouragement is given to introduce some sorts of games for the recreation of the labourers and other employees except in one colliery where annual sports are being held and in another where a football team is run for the clerks and subordinates. It is no wonder that gambling and drinking are so prevalent in labourers' camps.

The creche system for the workers' babies should be introduced.

No facilities are given to labourers' children for education ; since the children are prohibited from entering in mines or to do any kind of work in mines it is advisable that some arrangement should be made to control and educate these children.

37. It is essential that some arrangement for providing old age pensions for all kinds of labour, including clerks and subordinates, be made.

39. A welfare fund should be established. A tax of few pies if levied on the tonnage of coal despatched would not be a burden to the colliery owners.

#### VII.—Safety.

Rules and regulations enforced under the Mines Act are quite adequate. The supervising staff who are responsible for the carrying out of such rules are generally engaged in obtaining a good output and thus very little attention is paid to the strict observance of rules. A large percentage of accidents therefore occur due to the negligence on the part of the supervising staff and it is essential that regular and periodical inspections should be made by the mines department to minimize the number of accidents.

It is further suggested that separate staff should be kept only to look after the safety of the mines and the workers should be given some educative lectures on "safety."

In some cases if proper facilities in the way of good working places and supply of tubs are given to workmen there is every likelihood that the number of accidents would be reduced. The cause of such accidents due to misadventures on the part of workers is partly attributed to fatigue and hurry because of the fact that miners often get tired of sitting down in the mines waiting for tubs and suitable working places, and when they do get them, a very little margin of time is left for them to cut and fill tubs sufficiently to earn a living wage within the shift period.

#### VIII.—Workmen's Compensation.

51. The present Act does not afford adequate protection to workmen or their dependents. A greater percentage of accidents are reported by the employees as misadventures on the part of workmen to evade the liability for compensation where the management themselves are responsible for the breaches of laws. It goes without saying that it becomes easy for the management to prove such misadventures by furnishing witnesses from people directly controlled by them. Such witnesses are generally guided by their employers as the application of their own free will is impossible at the risk of their services.

It is suggested, therefore, compensation should be paid in all cases of fatal accidents resulting in deaths and permanent disablements (necessarily including those reported under misadventures) arising out of company's business or trade.

I am of opinion, therefore, that compulsory insurance system should be enforced.

### IX. Hours.

63. The mine owners claim that the average working hours for labourers vary from 42 to 52 hours a week. But they always overlook the considerable amount of miners' time spent in sitting down underground waiting for tubs. It is partly due to the defective transport arrangement and partly due to insufficient tubs. A miner generally works 5 days a week and other workers are at work for 6 days a week. In many collieries, firemen, winding enginemen, etc., work 12 hours a day. It is therefore evident that workers are made to work more than the time limited by law. Labourer has to work extra time in cases of any breakdown, etc., and also for loading rakes, etc.

65. The effect of restriction has resulted in the decrease of wages of some labour. The employers do not pay any allowance or wages for the resting day.

67. The enforcement of law relating to shifts will greatly improve the mining industry as this will bring in discipline among the workers. The value of time too will be better realized by all classes of workers.

68. It is only possible provided all facilities to workmen are given. It will have a beneficent effect on the domestic condition of a worker who will have more time in preparing his meals, etc.

69. If shift system is introduced no interval will be necessary except a few minutes for taking meals, etc.

Under the present system, the interval between workers' morning and evening meals is very great, extending up to 12 to 13 hours which greatly tells upon the health of the miner.

### X. Women, Young Adults and Children.

The prohibition of women labour underground will have a beneficent effect to the industry as well as to the labour itself and this can only be achieved if miners' wages are increased sufficient to maintain their families.

Steps have already been taken to reduce the number of female workers underground, but it is much to be regretted that up till now no arrangement has been made by the employers for these unemployed workers who eventually fall back upon the male workers to share their living. It is only humane therefore, that the wages of the male workers be increased. Discontent among the workpeople is becoming very acute but the mine owners are apparently waiting till the fusion point is reached.

### XII. Wages.

96. (i) The average earning of a miner and his carrier is from 13 to 14 annas per day, which at the rate of 5 days a week comes to about Rs. 17-8-0 a month. The earning of an individual member, therefore, is Rs. 8-12-0 per month. A miner with his carrier is generally engaged in piece work and gets 6 to 7 annas per tub of coal cut and filled. An average miner with his carrier cuts two tubs of coal a day. It is evident, therefore, that a miner barely earns his living wage. Other labourers earn from 9 to 10 annas a day which at the rate of 6 days a week comes to about Rs. 14 to Rs. 15 per month. It can be seen, therefore, that the earning of a miner is almost half the earning of other workers. The daily rate of agricultural workers is from 8 to 10 annas per day, which comes to Rs. 15 to Rs. 18 per month. This obviously shows that agricultural areas afford a great enticement to miners and a miner usually leaves the colliery during the sowing and harvesting season. Further working in agricultural areas is much more cleaner than working in mines, the latter also involves more risk. It is clear, therefore, that mining industry is not attractive to the miners as far as the wage earning is concerned during the sowing and harvesting seasons.

(ii) Besides the wages earned, a miner gets free accommodation (where he is not at all comfortable) and free coal, but all these do not add an appreciable value to his earning, especially in this province where every labourer has a home and he gets his fuel from surrounding jungles.

99. No payment is done in kind, except occasionally when some gangs of miners are given some money to have a feed and drink to induce them not to leave the colliery.

100. A large percentage of workers are being paid by the contractors, and as such, the workers are doubly exploited. It is advisable, therefore, that workers should be paid direct by the mine owners.

102. As miners are paid on piece work, they cannot claim any overtime payment nor their time lost in underground waiting for tubs is in any way compensated. Only skilled workers sometimes get overtime allowances. No payment under this item is made to clerks and other subordinates, although they are required to work sometimes more than 12 hours at a stretch.

104. The labour supply has not been greatly affected due to the decrease of wages owing to the growing number of unemployed workers. The reduction of wages, however, has brought a great discontent amongst the workers.

105. It is essential that minimum wages are fixed by legislation.

106. (i) Imposition of fines is usually done at the sweet will of the management and in some cases fines are so heavily imposed as to nearly cover a week or fortnight's wages. Cutting down of miners tubs for underloading is being done indiscriminately so much so, that in some cases an innocent miner is penalized for the underloading of tubs by another miner working in the same section and the real offender escapes detection.

(iii) Fines are generally utilized for the pleasure purposes of the superior staff, no such funds are utilized for the welfare of the workers.

As a result of the cutting down of miners tubs a good amount of surplus coal is obtained. The outcome of such surplus coal either goes directly into the pockets of the contractors or to the pockets of the superior staff in the shape of commission.

(iv)—*Desirable.*

110. Miners go home whenever they like as they are on piece contract work. Other workers get leave without pay to the extent of one month in a year.

Clerks and other subordinates get leave with pay for about 15 days a year in some collieries.

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#### MR. SIBA KALI BOSE, INDIAN COLLIERY EMPLOYEES' ASSOCIATION, JHARIA.

*Recruitment.*—The method of recruitment, in most cases, approach very nearly and is similar to the method of Indentured labour. The miners are given money as *Dadans* (advances) which is, as a rule, recovered from them. Unless and until this advance is recovered, the miners have to work for that particular Sirdar or Contractor. The savings of the miner, over and above his daily needs, are so meagre, that it is practically impossible for him to repay the advances. It is noteworthy, that very few miners go away without repaying their advances.

A Central Public Employment Agency should be established, with headquarters at Jharia and branches in different coalfield centres, for the purpose of recruitment of labour—skilled and unskilled; thereby, the whole thing will be concentrated, minimising the cost and centralising the recruitment work. As a parallel to this, the Unions of English and American coalfields, furnish all the labour to the collieries.

*Unemployment.*—The introduction of modern labour-saving mining machines coupled with the depression of coal trade and consequent restricted output, has put many labourers out of jobs. This adverse effect of unemployment due to the above causes, is felt more keenly and is more acute amongst the skilled labour and educated employees. On the contrary, high-salaried European supervising establishment has gone up considerably. The hue and cry of increased cost, which is most prominent amongst the excuses of the mineowners, is traceable more to this, than to any other cause.

*Housing.*—The housing, as provided, is insufficient and unsuitable. The rooms are, as a rule, overcrowded. The claim of the mineowners that they do not find any difficulty in making the labour utilise what accommodation is provided, is not untrue. But that does not mean that miners are satisfied. Has any owner, as yet, offered a miner and his family two rooms in place of one, and have met with a refusal? I do not advocate the system, as it exists in France, where a miner and his family are given a bungalow and an attached garden, but surely the miner and his family, would like



to have a room separate from that of another family, instead of having to share the same room with others. These *Dhowrahs* have no windows, so that when the doors are shut, as it will be during the cold of the night or the heat of the day, one wonders how the air will circulate. If one compares the *Dhowrahs*, with the bathrooms of the *Burrahsahibs*, one would certainly choose to live in the bathrooms than in these pigsties.

*Sanitation.*—Sanitation is far from satisfactory, and leaves much room for improvement. Surroundings are dirty and unclean; arrangement for sewage removal is poor; drains where they exist, are not cleaned; water-supply is meagre. No arrangements for bathing or washing; latrines are practically non-existent; as a result thereof, periodic epidemics are frequent.

*Health.*—General health of mining labour is very poor and does not, in any way, compare with that of the workers of other countries. This is chiefly due to the lack of nourishing food and for the simple reason that the earning of a labourer does not, and under the present circumstances cannot, afford a generous dietary. Medical facilities, as provided by the owners, are far below the actual needs of the mining colony. Maternity benefits and child welfare, if properly and wholeheartedly introduced, will be easily availed of, by the persons concerned. There should be a regular uniform system of sick allowance instead of the arbitrary method of distribution, as it exists to-day. Introduction of recreation facilities, proper inspection of food supplies, checking of adulteration, prohibition of intoxicating drinks and drugs, rigorous application of working hours limitations, will go a long way to improve the general health condition of the mining labour.

*Education.*—Facilities for general education in industrial areas, hardly exist. This should be encouraged by providing proper institutions. Facilities thus provided, will be the only source by which the standard of living of labour can be raised and more productive work can be had from them.

*Hours.*—Though the Mining Regulations limit the hours of work of a miner to 56 hours per week underground, in practice, there is no limitation to his hours of work. He goes down the mine in the morning and will not probably come out till the following morning, having to work at a stretch 26 to 30 hours. He makes the mine his home, sleeping in the mine as best as he can, his "Kamin" (carrier) carrying his meals back and forth. Not that he likes to be deprived of the fresh air or the bright cheery sunshine, but because he cannot get the proper supply of tubs and that in time. Cases are still plenty, where the miner will not be out of the mine for days together. Adequate arrangement should be made to supply "empties" in time, so that the miner can load his share and come out to the surface more often. A little thought and consideration and better organisation on the part of the supervising staff can ensure this.

*Staff organisation.*—The system of organization and administration is all in favour of the employers. The staff is selected without any regard to qualifications. Racial discrimination is predominant; favouritism plays a great part; dismissals are frequent depending upon the whims of the superior staff. There is no appeal to these unjust decisions; the orders of the officials are law and are final. There is no security of a job. One has to work longer hours without any overtime or extra remuneration or fall into the bad grace of the boss, with the ultimate result of dismissal on the most frivolous grounds. There is no system of promotion. If there be any, favouritism carries the selection. Regular increment of wages are unknown amongst subordinate staff. No leave is granted on Sundays or on festivals. System of casual, privilege or sick leave is very irregular and insufficient. Filthy language and dirty abuses form a big percentage of the limited vocabulary of the superior staff. Corporal punishment is resorted to without rhyme or reason. Fines are imposed on the least offence, in many cases, just to vindicate authority. The amount of fine is, sometimes, so heavy as to have no relation to his month's earning. If the officer wants to raffle his old car or gramophone, the subordinates must buy the tickets or court the displeasure and consequent repression in the hands of his officer.

On the contrary, the European establishment gets the cream of the benefits. The majority of them are on agreement service; their allowances are liberal; their jobs secure; leave plenty, and their privileges unrestricted. All engagements of superior and other staff are made without advertisements thus keeping better qualified men and the public in the dark about these vacancies, which are generally filled up, with the "pets" of appointing officers. Europeans and Anglo-Indians without any tickets whatsoever, are preferred to qualified Indians holding mine manager's tickets, even though, a European will be paid three or four times the salary of an Indian. A case is on record, where an Indian with British Mine Manager's Certificate and Board of Trade Certificate, coupled with years of experience in Scotch as well as Indian mines, was turned down in favour of a non-ticketed man for an Overman's job in a Railway Colliery. Whenever any changes take place in the

management, there is a tendency of a similar change taking place in the staff and contractors. Old hands are got rid of on the least excuse while new hands—the favourites of the incoming manager—get in. Cases are known where these favourites follow the manager from colliery to colliery.

From these, one can understand, what the relation is likely to be between the staff and the rank-and-file. Where methods are autocratic, justice is non-existent and fairness is guided by self-interest, the relation can hardly be called pleasant. The superiors, living in palatial buildings, in the style of their royal majesties, steeped in comforts, that can well be envied by the General Managers of England and America, drawing liberal car allowances and attended by seven or eight servants all paid by the company, can surely afford to look down upon the down-trodden clerks and overmen, etc., and begrudge them little favours, lest these might be construed as weakness on his part or generosity towards his subordinates. Can one imagine a single civilised country in the whole of Europe or America, where the distinction in salary and privileges is so great between the highest and the lowest, one drawing Rs. 2,500 and the other Rs. 15 only? Is it justice, that a subordinate should be working his guts out and not get his living wage, and the other, swanking about, showing his authority and giving parties and receptions and earning (salary and extra) nearly as much as that of the Governor of a Province?

Whenever reduction of staff is made, due to the dull state of the trade or through any other causes, it is the lowest paid staff who are got rid of and not one of these big men. Is it any wonder, why no Works Committee or Unions on the English or American lines are welcome? Does it appear strange why this fraternity of superior staff is so strenuously opposed to organized labour? That "I" is the first person (in grammar), and all for me and none for you, is nowhere better exemplified than in the colliery districts; yet these would be the very persons to shout their lungs out, when the labour would ask for an increment of one anna a day over their present rates.

*Contractors.*—The contractors are a very necessary item in the management of a colliery. They not only afford the supervising staff more leisure and freedom from worries by taking the whole intricate burden of raising the coal for which the management is paid for and kept, but also satisfy the superiors in more than one way. The ideals of Co-operative Societies are more than fulfilled here. It goes one step further. In Co-operative Societies the subscribers share the profits, but cases are not unknown where the management gets the lion share of the profits of a contractor—a share for which he is not at all entitled to. One might as well ask, why does the contractor agree to part with his hard-earned money, got as a result of exploitation? He has to—for his own existence. If he does not, he will be harrassed, his bills will be held up, impossible conditions will be imposed, difficulties will be placed in his way and his rates will be reduced. On the contrary, by satisfying his supervisors he will have a smooth sailing and he will make his living. Cases are well-known where favourite uneducated *Chaprasis* are put up as contractors, because they form mute agencies whereby to fill one's pockets. The work in an organized colliery goes on by itself, because the highers-up lend their support to the cause; for self-interest requires it. Examples are not lacking, where the contractor himself never visits his working place, but has practically retired, living in comfort in England. Can one answer why respectable men in the coalfield are refused contracts offered at reduced rates and backed up by large security money, when these very contracts will be given to other parties whose credentials are a little hazy? Do the managing agencies ever bother their heads about these facts or make any enquiries? They are kept in the dark; so are the shareholders. Supposing the existing rates are kept intact and labour given a little increment, would it not be possible to reduce the margin of profits of the contractors? Can the coal industry not follow in the footsteps of Henry Ford, who increased the rates of his labour, even in the face of trade depression? Satisfied labour will be an asset and not a hindrance to the trade; but, to be effective, this satisfaction or increment should come before the symptoms of discontent get beyond the curable stage and are at its very infancy. Relation between superior staff and labour must improve. Racial discrimination must be abolished. Recognition of qualification must replace favouritism. Justice and fairness must be more than lip-deep.

*Trade combination.*—The employers are organised in two powerful but separate combinations. *First*—The Indian Mining Association for the European-owned Collieries generally, and *Second*—The Indian Mining Federation for the Indian-owned Collieries exclusively. Though there are clashing of interests between the two organisations, they are alike in their stern opposition and non-sympathy towards the labour movement. The only labour organisation in the field, so far as collieries are concerned, is the Indian Colliery Employees' Association. This body is recognised by the Government and is affiliated to the All-India Trade Union Congress, but as yet it is not recognised by the employers.

The attitude of the employers is markedly hostile to this organisation. Members of the Association are harassed and threatened with disciplinary action and in one case, with curtailment of privileges. In fact, this organisation, though established in 1920, is still going through the same privations and persecutions that dogged the early career of English trade unionism. The officials of this Employees Association are not allowed to collect subscriptions, in some cases they are prevented from entering the colliery. One can sympathise with the owners for this opposition to any organised labour union. The owners themselves would want to be combined together into a powerful association, so that they can offer an united front prepared for any concerted action and ready to pounce upon and nip in the bud any labour activities that might tend to interfere with their autocratic regime or force the hands of the proprietors to part with a portion of their accumulating profits.

*Wages.*—There is no grievance so outstanding, from the point of view of labour, as the question of wages. The average earnings for a miner and his wife are so low as to be quite insufficient to meet their daily needs. The wants of these men are very few indeed. They do not want a life of luxury, but expect enough to fill their stomach with the plainest of food and clothe themselves against cold and to cover their bare bodies for the sake of decency.

Whenever the question of wages are brought in, reference is made to trade depression; yet in the face of this depression of trade, the salaries of superior staff have gone up, the profits of intermediate agents are just the same as before, and the companies are still making more than their due share of profits. The rates for contractors have been reduced, but in no case has it been followed by an all-round reduction in wages. This reduction in rates has invariably cut the wages of labour, for they are the mute suffering creatures who cannot raise their voice in protest against injustice, nor can they oppose it for their capacities are lacking.

Huge sums are spent on recruitment; the migratory character of miners is deplored; the fact that miners are mainly agriculturists, is told to the world from houstops. But, has anybody ever thought that, by increasing the wages of labour to bring it to the level of living wages, they can sufficiently induce them to be more or less permanent?

That the labour is mainly agriculturist and works in the mine, just to meet his extra needs, is solely due to the fact that the colliery wages are not sufficiently attractive for him, nor is it enough to meet his daily needs, so that he is forced to fall back upon agriculture for his biggest of all needs, i.e., fooding. Moreover, all labourers do not own agricultural lands. They simply leave their mine to work for others—to till the ground, sow the seeds or harvest the crop—in exchange for ready payments in cash or kind—which is higher and much more attractive than colliery rates.

If the rates are made sufficiently attractive, a little more than what the miner can get from agriculture alone, it will save the companies much money in more than one way. This increment, will, in all probability, not touch the pockets of the owners at all. For they will be saving heavy sums of money from various sources, which are now necessary items of mining costs. A permanent labour force, will be conducive to uniform high raising, which alone, will tend to decrease the cost considerably. Recruiting cost will be a thing of the past. The mines can be worked departmentally thus saving the huge profits now enjoyed by middlemen. Labour will be more content, organisation will be better conducted, production will be more and steady, cost will automatically go down and the prosperity of the industry, as a whole, will be assured.

## CHAIRMAN, JHARIA MINES BOARD OF HEALTH, DHANBAD.

### III.—Housing.

14. (i) All collieries in the Jharia Field (as distinguished from the Mugma or "Lower" Field, vide 14 (iv) below) are amply and efficiently equipped with approved types of houses for colliers. Their design, construction, ventilation and general amenities are governed by the Jharia Mines Board of Health Bye-Laws (Part I, Sections 1-23) (see 15 (ii) below). There are certain classes of worker, however, who prefer to live in their own villages and walk, often several miles, to and from their work; apart from these, every labourer is provided with accommodation.

Take 15 collieries, of which 5 should be those best equipped, 5 those worst equipped, 5 those normally equipped, and show :—(a) Maximum number of workers on any date; (b) average number of workers throughout the year; (c) number of houses of each class provided.

I.—Five Best Equipped Collieries.

Colliery.	(b) Maximum No. of workers.	(b) Average No. workers throughout the year.	(c) No. of houses of each class provided.						Total.
			*W.L.	*O.W.L.	Special Licence.	Blue Licence.	Others.	Red Licence.	
Bhowra ..	1,500	Not available	733	—	—	6	320	—	1,059
Jamadoba	2,147	" "	755	48	—	19	360	42	1,224
Pure Jharia	275	" "	168	53	5	30	—	—	256
Kustore ..	2,505	" "	267	412	97	121	395	—	1,292
Loyabad ..	2,699	" "	227	149	36	10	365	110	250

II.—Five Worst Equipped Collieries.

New Barwabera	104	Not available	—	—	—	—	10	—	10
Sonardih ..	28 (No. 106)	" "	—	—	—	—	17	—	17
Angarpathra	545 (No. 137)	" "	—	—	—	88	1	—	89
Kantapahari	136	" "	—	—	—	—	20	—	20
Kesolpur ..	25 (No. 128)	" "	—	—	—	20	—	—	20

III.—Five Normally Equipped Collieries.

Gopalichuk	1,247 (West)	Not available	118	55	—	21	132	—	326
Ena ..	575	" "	158	—	30	18	47	—	253
Bhutgoria..	700	" "	77	21	13	89	2	—	202
Kirkend ..	377 (No. 196)	" "	143	—	31	—	49	—	223
Central Kujama	210	" "	44	22	28	11	53	—	158

Note.—(1) \*White Licence; \*Concession White Licence. (The various types of licences are described below.) (2) In the case of (a), it is difficult to ascertain the maximum number of workers on any date, but I have given figures from the returns received for the week ending 9th March, 1929, in which the maximum average number of labour force was shown this year.

(d) Number of labourers not accommodated in the mines. This information is not available.

The following are the various types of licences granted by the Board in respect of houses provided for colliery labourers :—(i) White licence; (ii) concession white licence; (iii) special licence; (iv) blue licence; (v) red licence.

To take these seriatim : (i) *White licence* is granted in respect of those houses which conform in every way to the minimum standards laid down by this Board in Part I, Bye-laws 4-8, prescribed under the Bihar and Orissa Mining Settlements Act, 1920. These standards briefly stated are as follows :—Floor space, 100 sq. ft.; air space, 1,000 c. ft.; width, 8 ft.; average height, 7 ft.; plinth, 1 ft., above ground level.

Each house must have a verandah with a minimum width of 5 ft., a door with a doorway measuring 5 ft. by 2 ft., and adequate and independent ventilation. The block of houses must also contain not more than ten rooms in line or 20 rooms back to back, and the distance face to face between two blocks must be not less than the total heights of the two buildings. Each block must bear a distinctive mark, and each room in the block a serial number, placed on a plastered surface.

(ii) *Concession white licence* is granted to houses which differ from the standard specifications in one or two minor details falling within the concessions sanctioned by the Board from time to time, e.g., in cases :—(a) Where a block has a floor space of 100 sq. ft. but a cubic capacity of only 900 c. ft.; or (b) where a block has the requisite cubic capacity but a floor space of 95 sq. ft.; or (c) where a block has a width of 7½ ft. (as against 8 ft.) but possesses the standard floor space and cubic capacity; or (d) where there are more than 10 rooms in line or 20 rooms back to back; or (e) where the distance between the two blocks is little less than the total heights of the two buildings, etc.

A concession white licence is not, however, granted in respect of new construction. It is only in the case of remodelled houses or houses in existence prior to the introduction of the Housing Bye-laws that this form of licence is granted; and that, too, when the expenditure involved in bringing the houses quite up to standard would be excessive and unreasonable.

(iii) A *special licence* is granted to existing houses with tiled roofs, which conform to standard specifications in all respects save that the slope of the roof is less than 1 in 2. The granting of such licences implies that this defect will be removed when the roof has, in the ordinary course, to be renewed.

(iv) *Blue licences* are granted in respect of those houses which require considerable improvements in order to conform to the standards laid down by the Board, but the question of carrying out such improvements is deferred to a future date. The original idea of the blue licence was to make a certain proportion of such houses every year into red licence houses (see next paragraph), thus maintaining a continuous programme of improvement.

(v) *Red licences* are granted to those houses which are required to be demolished within the next 12 months or remodelled to standard specifications in accordance with the housing programme of this Board, in which case white licences would be granted. In any case, it was understood that the licences would not be renewed in the following year.

*General remarks.*—The original date fixed by the Board for the completion of the housing programme on collieries was May, 1923; this was subsequently extended to 1926. Owing to the continued depression in the coal industry, however, the Board has been granting moratoria annually since that year, so that no housing programme is now really imposed on collieries, except (a) as regards new construction which is required to comply with the standard specifications, and (b) houses which get into a condition of disrepair and become unfit for human occupation which are not granted renewal of the licence unless they are first thoroughly repaired and brought into a habitable condition.

(ii) All collieries, oil mills, flour mills, etc., are owned by private firms. There are no Government concerns.

(iii) Nil.

(iv) In the Mugma or "Lower" Field, the Housing Byelaws mentioned in question 14 (i) above have not yet been applied. In the majority of these collieries there is no resident labour, the workers coming in from their own villages. In the few large collieries in this area, accommodation is provided by the management, or land is given to the workers to build their own houses. Elsewhere (see question 14 (ii) above) there is no question of workers providing their own accommodation.

15. *Nature of Accommodation provided in each Class.*—(i) The workers, not yet organized, have never been known to make demands. Their convenience has, however, been closely studied in drawing up the type plans on which the houses are built.

(ii) The Byelaws, Part I, Sections 1-23, lay down certain standards which must be observed. Type plans are supplied to colliery managers when required.

*Summary of standards.*—(a) Floor space, 100 sq. ft.; (b) cubic capacity, 100 cu. ft.; (c) width of room, 8 ft.; (d) average height, 7 ft.; (e) verandah floor space, 40 sq. ft.; (f) verandah width, 5 ft.; (g) doors, 5 by 2; (h) windows; (i) adequate and independent ventilation.

Every house must be licensed. Licences are not given unless the standards are complied with. If labourers are found in occupation of unlicensed premises, the management is liable to prosecution.

The type of house most commonly found is that known as the "arched dhowra," built of cement concrete throughout, though many other types are favoured, including some two-storeyed buildings.

Owing to the depression in the coal industry it has not been found expedient to insist upon too close adherence to the standards laid down in the byelaws. The housing provided may nevertheless be described as eminently satisfactory on the whole.

16. Except in the case of those who prefer to live in their own villages (a small minority), workers are glad to avail themselves of the accommodation provided by the authorities.

17. No rent is ever charged.

18. Subletting is impossible and unknown.

Occupation of employers' houses by tenants in other employ is sometimes permitted by special sanction of the Board. Workers on one colliery may be housed in the buildings of a neighbouring colliery, or a shopkeeper may be allowed to use a "dhowra" for purposes of trade.

*Eviction.*—Loss of employment is *ipso facto* loss of accommodation. The question of eviction never arises.

## IV.—Health.

19. *General health Conditions of Workers—(i) Figures of mortality. Birth-rate and infant mortality..*

Year.	Average daily Labour force.	Birth Rate.	Death Rate.	Infant Mor-tality Rate.	Cholera.			Smallpox.		
					Inci-dence Rate.	Case Mor-tality.	Death Rate.	Inci-dence Rate.	Death Rate.	Case Mor-tality.
1924 ..	126,231	16.95	17.34	213	5.31	2.71	50.97	2.43	0.9	3.56
1925 ..	112,950	22.43	15.93	194	2.41	0.92	38.09	3.33	0.17	5.24
1926 ..	99,916	21.32	15.14	199	1.31	0.37	28.24	4.61	0.27	5.86
1927 ..	95,901	20.9	14	165	0.66	0.13	19.05	7.78	0.30	3.88
1928 ..	95,553	22.27	16	171	1.33	0.33	27.27	7.79	0.25	3.33

(ii) *Infantile Mortality.*

Figures for the last 3 years for—

(a) *Mining Areas.*

Year.	Total No. of Deaths.	Rate.
1926 ..	433	199
1927 ..	330	165
1928 ..	347	171

(b) *Rural Areas.*

	1926.		1927.		1928.	
	No. of deaths.	Rate.	No. of deaths.	Rate.	No. of deaths.	Rate.
Tundi.. ..	231	124	150	93	209	112
Gobindpur ..	287	132	251	137	268	120
Nirsa.. ..	242	105	200	96	237	111

(iii) *Working Conditions—(a) At work places.*—Rarely are sheds found to protect surface workers from sun and rain.

Underground conditions are not very satisfactory. Most of the mines are hot and damp, so that continuous labour for hours on end is impossible. Many of the larger collieries are equipped with electric light.

There are no latrines underground and no proper method of disposal of dejecta. Where sweepers are employed below their services are unsatisfactory. (See question 22 (i).)

(iv) *Dietary.*—Wages are high enough to allow of a generous dietary for all workers. There is no shortage of food. The staple diet consists of rice, lentils (dal), vegetables, spices and oil (mustard, ginguly, mohua seed) with occasional meat—of the ox, goat or pig—and rarely milk and ghee. Sometimes maize or other flour replaces the rice.

(v) *Physique.*—Physique is almost invariably good, especially so in the case of Bilaspuris, Santals and Bowries. The Beldars, who usually work on the surface, are not so good.

20. *Extent of Medical facilities provided—(i) By employers.*—At every colliery there is a dispensary, its size and scope varying with the number of workers employed. A Schedule of Drugs and Appliances, set up under the Board's byelaws, indicates the minimum requirements which must be maintained. In some cases well-equipped hospitals are provided, capable of dealing with any emergency. Every colliery with 30 workers or more is compelled to employ a registered medical practitioner. Of the 215 collieries now working 36 have whole-time medical practitioners, 111 have part-time, and 65 are exempt. No medical practitioner may be engaged without the approval of the Board's chief medical officer.

How many collieries have hospitals with accommodation for indoor patients?

Eight collieries have fully equipped and up-to-date hospitals. There are, however, three other collieries where serious cases are detained for treatment, though they have no proper arrangements for indoor patients.

How many collieries have dispensaries in separate buildings?

Title information is not available, but the number of such dispensaries may be put at about 60.

(ii) *By Government.* Nil. At Dhanbad there is a fully equipped charitable hospital of 46 beds maintained by the Local Board. It is in charge of a Government Assistant Surgeon and under the supervision of the Inspector-General of Civil.

Hospitals, Bihar and Orissa. To this hospital are sent from the collieries all those cases which, from their serious nature, cannot be suitably dealt with on the spot. The Board makes an annual grant to the upkeep of this hospital and maintains a motor ambulance for the transport of patients.

The Local Board maintains also three charitable dispensaries, two in the Jharia field and one in Mugma field.

(iii) *By other agencies.*—The Rajah of Jharia maintains a charitable hospital at Jharia, with seven beds. This also is under the supervision of the Inspector-General of Civil Hospitals, Bihar and Orissa.

21. *Extent to which Medical Facilities are utilised*—(i) *Generally.*—It may be said that the facilities provided are utilised to their fullest extent. It is true that Santals and some others occasionally prefer to rely upon indigenous nostras, but the whole tendency is towards the acceptance of western medicine and treatment.

(ii) *By women.*—For most ailments and accidents women are willing to avail themselves readily of the facilities provided, but for diseases peculiar to their sex they appear averse to being treated by a male doctor. Thus maternity cases rarely reach a hospital except occasionally *in extremis*. The wives of babus and similar members of the staff are learning the benefits of skilled attendance at labour, though the miners' wives do not as yet aspire to anything beyond their own futile and dangerous "dais."

(22) *Latrines and other sanitary arrangements*—(i) *At work places.*—Underground scavengers are employed, as ordered by the Mines Act. Their work is without exception inefficient, owing to the lack of arrangements for the removal of night-soil. There are no latrines below ground.

(ii) *At home.*—Attempts have been made to deal with the problem of promiscuous defecation, with little success. The individual still resorts to the "maidan."

The "Aqua privies" provided on mines were little used, though in Jharia, Katras and Kirkend bazaars, the public latrines installed by the Board are well patronised. A septic tank latrine on one colliery is proving very successful.

For the removal of ashes and other rubbish, gangs of sweepers are employed on the collieries, adequate conservancy arrangements being insisted upon under the Board's byelaws.

*Water supply.*—The Jharia Water Board provides a piped supply of filtered and chlorinated water from Topchanchi reservoir. About two-thirds of the collieries in the Jharia Field are connected up to this supply. The remaining one-third will connect up as soon as circumstances permit; the water mains do not extend to the Mugma Field. Meanwhile their water supply (from wells) is watched by the officials of the Board.

(23) *Extent and Nature of Official Supervision.*—(i) The Jharia Mines Board of Health directs and supervises every phase of disease prevention in the mines and, to further this end, is concerned also in supervising the villages throughout the whole coalfield area, with certain extensions beyond to those villages whence the colliery labour is derived.

The following is a summary of the activities of the Board: (a) supervision of housing of labour; (b) sanitation on collieries, in bazaars and, to some extent, in villages within the area; (c) supervision of medical arrangements; (d) prevention and control of epidemics on collieries and in villages within the Board's area; (e) supervision of all water supplies; (f) vaccination, both in colliery and rural areas. There is probably no part of India where vaccination is more thoroughly carried out. (g) Registration of births and deaths in collieries and in rural areas; (h) prevention of food adulteration. For this purpose and for examination of water supplies, the Board maintains a well equipped laboratory, which also undertakes the examination of clinical material for medical practitioners free of charge. (i) Public health lectures, both in colliery and rural areas, illustrated by magic lantern slides; and (j) the Board maintains a motor ambulance for the use of collieries.

(25) *Industrial Diseases.*—Hookworm disease. In 1921–22–23, Dr. G. W. Thompson, at that time medical officer of health, Jharia Mines Board of Health, undertook an investigation into the question of hookworm disease as affecting the labourers in the coal fields. Over 15,000 persons were examined, of whom 70 per cent. at least were found to be infected. The Board then decided that "further investigation could add nothing to the results obtained." The question of mass treatment was considered, but never undertaken.

In making the following remarks, to a wide personal experience of hookworm disease in many parts of the tropics has been added the opinion of Dr. F. T. Simpson, who has worked in the Jharia Field for over 20 years.

It is agreed that probably over 90 per cent. of the adult labourers are infected, but, owing to some cause which is not absolutely clear, though it is probably the avirulent nature of the local strain of hookworm, illness (even slight illness) is

produced only in a very small proportion of cases. This is quite contrary to experience in other parts of the tropics (notably in the Kolar Gold Field, of which Dr. Simpson has personal experience), but the fact remains that in the Jharia Field it is exceptional to find a case of anæmia due to hookworm serious enough to unfit a labourer for work.

Treatment is, of course, given to cases requiring it, but there appears to be no necessity whatever for intensive preventive measures, for mass treatment, nor for the laborious and unpleasant methods associated with the attempt to eradicate the hookworm completely. It is held that, so far as the Jharia Field is concerned, there would be no appreciable "increase of efficiency which freedom from the disease brings about".

Coal dust appears to produce as little ill-effect here as in mines in England and elsewhere.

(27) *Maternity Benefits.*—(i) There is no organized scheme whatever. On the majority of collieries, however, the general custom appears to be for the pregnant woman to cease work about a week before the child is expected. During this period, and for two weeks or more after the event, she receives a sum of money weekly roughly equivalent to her earnings had she been at work.

Sometimes a bonus is given of two rupees for a boy and one rupee for a girl. Should she be admitted to hospital for confinement (this is a rare occurrence) food and extras are usually provided free of charge for herself and one attendant, or an allowance is given in lieu.

#### V.—Welfare (other than Health and Housing, but including Education).

(28) *Extent of Welfare Work.*—(i) *By employers.*—Beyond the provision of a recreation ground here and there, there is no evidence of any welfare work being undertaken.

(ii) *By other agencies.*—The Colliery Employees' Association, with offices at Jharia, was formed to look after the interests of the labouring classes. A few lantern lectures were organised but the activity of the association does not appear to have been noticeable except in the matter of pressing for compensation in accident cases.

(32) *Provision of Educational Facilities by Employers.*—(i) *For adult workers* nil.

(ii) *For half-time workers* nil.

(iii) *For workers' children.* Only four collieries are known to provide primary schools.

(iv) *Extent to which used.* Freely used where they exist.

#### ADDITIONAL QUESTIONS ASKED IN CONNECTION WITH THE ROYAL COMMISSION.

The figures of *death-rate and infant mortality* for the last five years are as follows:—

Year.	Death-rate.	Infant mortality rate.
1924 ..	20·83	156
1925 ..	18·77	137
1926 ..	17·02	137
1927 ..	16·73	117
1928 ..	18·28	116

(In each case, the figures given are for the whole mining settlement.)

#### *Methods of Registration.*

1. The Jharia Mining Settlement is divided into eleven circles. Each circle is under the charge of a sanitary inspector, who has under him from two to four vaccinators, the number varying with the size of the circle.

2. *Sanitary inspectors* are registrars of births and deaths, under the Registration of Births and Deaths Act (Bengal, Act IV of 1873). It is their duty to record all births and deaths reported to them in the births and deaths registers. The sources from which the registrars get their information are the following: (a) *Thanas.* All births and deaths reported by the Government Chowkidars at the thana and recorded in the thana registers, are copied by the registrars into the births and deaths registers. (b) *Vaccinators.* The births registered as per paragraph (a) above are then entered in a special form (Vaccinator's Daily Record), one of which is kept for each village in the circle.



Each vaccinator is in sub-charge of a definite area ; a programme is drawn up which ensures a visit to each village every four or five weeks.

Before proceeding on his daily tour of villages, the vaccinator is handed the current Vaccinator's Daily Record appertaining to those villages, which he is to visit. It is the duty of the vaccinator to verify the correctness of the particulars of the entries made in the vaccinator's Daily Records and to add particulars of any births and deaths which have been omitted.

3. *Sanitary inspectors.*—During the vaccination season, when the sanitary inspector visits a village about a week after the vaccination operations have been performed by the vaccinator, he takes with him these records and, while noting the results of vaccination, verifies the entries made previously by the vaccinator.

4. *Collieries.*—The following is the procedure as regards collieries : Births and deaths occurring on collieries are reported in the weekly returns of sickness and mortality which each colliery is required to submit to the Board's office, where the information is separated and forwarded to the sanitary inspectors concerned who, as registrars of births and deaths, record the particulars, after verification, in their respective births and deaths registers.

5. Each registrar of births and deaths submits a monthly return to the office on the prescribed form, where the figures are compiled, thana by thana, for the whole mining settlement area.

#### *Prevalence of Certain Diseases.*

(i) *Cholera and smallpox.*—These are the chief diseases affecting the colliery and rural populations.

Year.	Cholera.		Smallpox.	
	Cases.	Deaths.	Cases.	Deaths.
1924 ..	1,411	555	480	20
1925 ..	945	361	698	52
1926 ..	677	158	1,133	65
1927 ..	385	82	1,479	57
1928 ..	663	200	1,526	56

(ii) *Malaria* is not a feature in the health conditions of the coalfield area. It causes little if any disability. Figures of prevalence are not available.

(iii) *Hookworm.*—It is probable that over 90 per cent. of the colliery population suffer from hookworm, but only rarely are appreciable symptoms produced in labourers (see note on Hookworm Diseases in the Jharia mining area). Figures are not available.

(iv) *Plague, Kala-Azar,* and other serious diseases associated with warm climates are almost entirely absent.

#### PROPOSALS FOR THE ESTABLISHMENT OF A MATERNITY HOME AND CHILD WELFARE CENTRE AT DHANBAD FOR CONSIDERATION BY THE MEMBERS OF THE JHARIA MINES BOARD OF HEALTH.

The question is not now of suggesting or evolving another scheme of which we have had so many already, but one of a practical contribution to the solution of a large and important problem of public health. To be at all successful it must satisfy certain essential conditions :—(1) Its scope must lie within the legitimate functions of a public health body. (2) It must not involve enormous capital outlay and large maintenance expenditure. (3) It should be moderate and reasonable in view of the present depression in the coal trade, one which the Industry would readily accept, and it should be possible to work it with the present finances of the Board without appreciably increasing the rate of cess. (4) Its financial aspect must be clearly worked out in detail. (5) Administratively it should not involve any duplication of Board's staff but should mean a separate department to be served, sustained and furthered by the existing organization of the Board. (6) It should perform a vital public service, actual work and not mere supervision. (7) After functioning as a centralized, efficient service for a number of years and gaining sufficient experience of the conditions and limitations of its work, it should be capable of local service at important centres. (8) By demonstrating sound maternity hygiene, by actual work in delivery cases and after delivery, the nursing of mother and child, it should simultaneously concentrate on educational propaganda in the labour population so that ultimately its utility should far exceed the extremely small proportion of the cases it can actually handle.

After mature consideration I have the following proposals to submit for your approval:—(1) The Board of Health should organize a maternity hospital or a women's nursing home, which should be a centre for medical relief to women workers in the coalfield and a child welfare centre. (2) Such a home for women workers should be located just outside the coalfield, at Dhanbad, to eliminate the noise and smoke and congestion of a thickly populated industrial area, and to secure the benefit of a purer and more restful atmosphere, and an agreeable change of surroundings during a time of extreme physical and mental strain. (3) The home should be easy of access to the general public and for supervision by the Board's Chief and Assistant Medical Officers of Health, near enough to the Board's offices, centrally situated and, if possible, at an easy distance from the Dhanbad hospital. (4) It should be capable of providing accommodation for about thirty beds, out of which it should be possible to put about twenty beds immediately into commission. (5) To start with, twelve out of twenty beds should be reserved for maternity cases, the main object of the home. (6) Four beds should be allotted to accident cases, for women workers in the collieries. (7) Four beds at the outset be reserved for treatment of female diseases or gynæcological cases. (8) It should be called "The Jharia Women's Nursing Home" rather than a "Maternity Hospital," the "Home" having a psychological advantage over the word "Hospital" with working women. It should, in fact, combine a free maternity hospital with a free nursing home for women. (9) It should be organized and worked under the direct supervision of the Board's Medical Officer of Health, who would be its Chief Medical Officer.

As regards the main building for the accommodation contemplated by me, it would cost about sixty thousand rupees to construct. But the Board of Health have a building available which would serve admirably the purposes of the main building of the nursing home.

The total cost of additional buildings would amount to Rs. 50,000, or so.

The following staff would be sufficient to carry on its work:—A lady doctor of civil assistant suregon class, specialist in midwifery, with sufficient experience, possibly with European qualifications, on a pay of, Rs. 400-25/1-600; two health visitors on Rs. 100 each; a midwife on Rs. 50-5-75; two maternity nurses on Rs. 80 each; four probationer nurses on an allowance of Rs. 20 each, Rs. 80; A clerk on Rs. 40; 11 servants on total of Rs. 165; three dais, one for lady doctor and one for each of the health visitors, in place of orderlies, Rs. 14 × 3 = Rs. 42; Provident Fund for Nos 1, 2, 3, and 4, Rs. 106-8-0; travelling allowance, Rs. 135; Total, Rs. 1,350-0-0. Other items of expenditure: Equipment for 20 beds Rs. 4,000, General Equipment, Rs. 1165.

Lights and fans—two proposals.—(i) From East Indian Railway fitting and connection, Rs. 3,000; (ii) Our own installation, Rs. 6,000. Total, excluding installation, say, Rs. 1,200. Equipment for the operation theatre, Rs. 6,000.

Total equipment for beds, general equipment and equipment for operation theatre, Rs. 11,200.

It would be necessary to furnish the lady doctor's and nurses' quarters with essential items of furniture, simply but comfortably. I expect this would cost Rs. 3,500. Total investment, say, Rs. 15,000.

The Jharia Mines Board of Health already maintains an ambulance car which is not very frequently used, and could be utilized for the purposes of the nursing home and the Board would not have to buy another ambulance.

Besides Rs. 1,350 monthly expenses on staff, there would be the following monthly additional expenditure:—

*Maintenance per Bed per Month for Dieting.*—In the District Board hospital it is 3 As. and in special cases 4 As. a day. The diet in the nursing home should be more generous and should include a little of fish and meat occasionally and more of milk regularly. I reckon it at As. 8 per day per bed for 20 beds per month, Rs. 300.

Besides: (2) Electric current charges, Rs. 60; (3) telephone charges, Rs. 30; (4) medicines, including materials for dressing, etc., Rs. 100. Total, Rs. 490. Monthly expenses, Rs. 1,350 + 490 = Rs. 1,840. Recurring yearly expenditure, Rs. 22,080.

On the other hand the Board would effect a saving of Rs. 2,000, which is paid as yearly subscription to the District Board hospital at Dhanbad, in connection with the maintenance of a midwife and two nurses.

2. Rs. 250 a month is a very moderate estimate of collection by public subscriptions and possibly a much larger amount could be easily collected. It is necessary, however, to restrict expectations to the minimum figure. This would bring Rs. 3,000 per year.

3. The lady doctor in charge of the home would not be allowed private practice by the Board on policy, as otherwise there is some risk of the interests of the home being partly neglected. In pursuance of the same policy the medical officer of health, like other health officers, has not been allowed private practice. The lady doctor would also be running a public health centre. But her services outside the home cannot be refused in exceptional cases. As there will be no other lady doctor of her qualifications in the coalfield she is much more likely to be called than the medical officer of health. The Board will have to decide as to what is to be done with the fees thus credited. The Board may well utilize a part of the income from this source of Rs. 100 a month towards the payment of her salary or T.A. I expect at least Rs. 1,000 from this source, which brings the total to Rs. 6,000. If we subtract this amount from the total estimated expenditure of Rs. 22,080, the Board will have to incur an annual net maintenance expenditure of approximately Rs. 16,000.

This is the financial aspect of these proposals as a whole. I think the present finances of the Board are sufficiently elastic to incur an expenditure of Rs. 16,000 per annum on running a centre for maternity and child welfare.

The whole of the cost on equipment is estimated at Rs. 15,000, and with electric installation may come to Rs. 20,000. I propose with every reasonable expectation of success to raise the entire cost of equipment by public subscription.

The chief obstacle in the way appears to me that the Board is not in a position to spend Rs. 50,000 on the additional buildings necessary. If the Board borrows the same, the Board would have to pay at least Rs. 3,000 in interest per annum and about Rs. 5,000 per annum in the sinking fund. That means another Rs. 8,000 added to the Rs. 16,000 for maintenance. But in my opinion it is not feasible to ask the Board to spend Rs. 24,000 a year on these proposals, nor could the Board's finances afford it without an increase in cess, which would be unwelcome to the industry, at least at the present moment.

The only solution of the difficulty, and the only way out, is for the Board to ask for and to obtain a grant from the local Government of Rs. 50,000, conditional on—(1) The Board utilizing existing buildings worth Rs. 60,000 for the purpose; and (2) agreeing to maintain the home without any further contribution; and (3) on their being able to realize Rs. 15,000—Rs. 20,000 by public subscription.

Unless the Government can see their way towards making such a grant, proposals cannot materialize.

The working of the home and its staff may be briefly indicated in a general outline:—(1) The home would be in the immediate charge of a lady doctor of the assistant surgeon class, possibly with European qualifications, one who has specialized in maternity and public hygiene. I believe such a qualified person could be secured on the pay offered, Rs. 400—25—600. We could also apply for and obtain the deputation of a member of the Women's Medical Service in the initiation of the scheme on sound foundations. Besides working the home, she would have to supervise by occasional visits, the work of two health visitors and the training of probationer nurses or dais. In the case of need and in special circumstances her expert services would be available for the families of colliery managers. (2) For the present the Board could appoint two health visitors on a pay of Rs. 100 each, and a permanent travelling allowance of Rs. 30 a month. Each could be assisted by a dai class of woman, who would take the place of an orderly for carrying kit, etc., and help the health visitor with local knowledge of the area of her work. Both health visitors could for the present work in the Jharia circle of the Board of Health.

The work of health visitors is not so easy to describe. I got into correspondence with Dr. Ruth Young, W.M.S., of the Lady Chelmsford All India League for Maternity and Child Welfare. She writes as follows:—

"I think it is necessary first of all to lay down the fundamental principle that the work is preventive in its scope, that health workers are not medical women and cannot carry out treatment. Though doctors are, of course, necessary, our view is that much more than half the sickness among women and children in this country is preventable, and can be prevented, by the work of health visitors. Their work is to secure conditions at child birth so that unnecessary deaths do not occur then, and that child birth is not followed by sickness; to keep all young children under observation so that slight departures from normality are noticed in time, and finally to train the mothers by patient educational efforts to look after the infants and children so that good health, not sickness, will be the normal.

"Naturally, work such as this which requires so much detailed effort needs good workers and concentration. The worker must be properly trained, or else you run the risk of the health work degenerating into inferior dispensary work. It follows from this that it is relatively expensive and that results must not be looked for

quickly. A health visitor can only undertake a certain amount of work, and it is better to try out the experiment in a small area and watch the benefit, rather than try to spread it out over a large area when good work is impossible.

"I am emphasizing this point as we so often find committees make the mistake of giving the worker an impossibly large area to work on, disappointment with the work achieved is the only result.

"I do not know what number of births you have in Dhanbad, but my advice would be that you start in a definite area where there is an average of 250-300 births per annum and allow the worker to do concentrated home-visiting there. The establishment of a centre may come later. If there are indigenous midwives, as I suppose is the case, their training should be undertaken at once.

"I should think you have a splendid chance of successful health work in a place like Dhanbad, as I imagine there is a fair amount of control over the workers and housing conditions, I should hope, are good.

In the selected areas put under their charge, concentrating on home-visiting would mean an attempt at securing ante and post delivery hygienic conditions, elementary instruction by simple directions to the mothers for their own and the child's health. It would mean the taking of elementary precautions for securing safe delivery as well as persuasion to allow difficult or abnormal cases to be brought to the nursing home. It would also mean getting into touch with local dais and without courting hostility by attempting to supersede or eliminate them, to instruct them in elementary maternity hygiene and with this view to bring them or persuade them to come for instruction at the home."

The Board's organization already enables its chief medical officer to secure complete vital statistics so that details of births are already available. The health visitors will also get into touch with expectant mothers and would be enabled to advise in and supervise over normal deliveries, within their areas of charge, and to shift the more difficult and abnormal cases to the home. They will also be useful in propaganda work by giving simple lantern lectures on maternity hygiene and child welfare.

In the nursing home itself they could easily and more particularly attend to the health of expectant mothers and to make the ante-confinement period more pleasant and useful. On the other hand, their time at the home on the days or mornings that they do not go out, could be devoted to child welfare work. They could continue the link with the women that have left the home after being delivered or have been delivered outside their supervision, by encouraging them to visit the home once a fortnight and then once a month for the first year or so, when these women could be helped and advised as to the proper care of themselves and the baby, and, if necessary, on the treatment of their children. The lantern lectures in the nursing home would also remain in their charge.

While the health visitors would try to improve the knowledge and handling of delivery cases by local dais outside, the nursing home itself would devote particular attention to the training of a better class of midwives under the direct charge of the lady doctor. There are Indian Christian girls trained in their early years under various missions, and with social progress in the air there is also a certain Bhadrak class of non-orthodox Hindus who would be eager to obtain maternity training. Maternity work provides a vocation for such as cannot or do not desire to hang on to the shoulders of a man or such as need to supplement a husband's earnings. Behind a personal predilection there would be knowledge that there is unlimited scope for this class of work. My idea is that four and latterly six such women could be trained and turned out every year from the home. They should by preference be local women of the district, so that they could settle down and practise as midwives, continuing to keep in touch with the home and bringing their more difficult cases there. These probationers, should get Rs. 20 per month as subsistence allowance, and lodged in two out of the five sets of nurses' quarters.

Besides this, there would be weekly classes for the training of a better class among the local dais. There would thus be a gradual improvement in the existing material, and a simultaneous training of a new and better class of midwives. The substitution of the former by the latter *en bloc* is an obvious impossibility. After a number of years, when sufficient progress has been made in both directions, it should be possible to ask Government to authorize the Board of Health to introduce a system of licensing all dais or midwives, so that only those who have passed some recognized test would be permitted to practise and to attend cases. This class would thus be enabled to become helpful and useful, instead of as at present positively dangerous.

Two paid nurses would be qualified both in maternity and general nursing to help the lady doctor at times of delivery and to remain in charge of twenty beds.

It is expected that each maternity case would stay at the home a month on an average, and with 12 beds for maternity cases, 4 for accident cases and 4 for gynaecological cases, there would be accommodation for 144 maternity cases, 48 accident cases and 48 gynaecological cases. If the latter two would take longer time, say six weeks each, the capacity of the home would be still for 36 cases under each of the two latter heads. And this is as much as the home could undertake.

Supply of maternity cases for the home would be secured :—(1) Through the co-operation of the managements and the subordinate staff on the collieries, who would give information and persuade the dhowra delivery cases to be sent to the nursing home. (2) Principally, through the health visitors who would be in intimate touch with delivered as well as expectant mothers in their area of charge. (3) Through the formation of a few local committees of voluntary workers of men who have realized the immense importance of maternity hygiene and child welfare, and who are willing to help in the furtherance of the home's objects in curtailing infant mortality and improving the health and strength of the community as a whole. (4) I have no doubt that most managements would readily accept and agree to the payment of one month's salary, during their stay at the home, to women workers who had worked for six months or more with them before going into the home. It would only be paid after discharge and on production of a certificate from the Home. On the other hand, it would always remain a voluntary contribution. I have, however, no doubt, that most concerns would willingly accept such an obligation. (5) The nursing home would provide free conveyance to the home, free food and free clothing both for child and mother, and free treatment. The life inside the home for the period of stay could be rendered both pleasant and profitable with little or no expense. Useful recreation, like sewing children's clothes, etc., are mere matters of detail. (6) The Board could also sanction a bonus of Rs. 10 on discharge after a successful delivery for the first year or, say, for the first hundred cases. Rs. 1,000 for once would be well spent as a means of advertisement and popularizing the scheme. Accident cases would come automatically, while little or no exertion or inducement would be necessary for securing gynaecological cases. (7) Local dais might get Rs. 2 or Rs. 3 per case brought by them to the home.

Once the thing is going, the home would find it difficult to give admission to all those who would be anxious to come. Simultaneously, the methods of helping in maternity cases outside the home should have considerably improved and elementary knowledge and habits of maternity hygiene spread through propaganda so that actual work at the home would only be a fraction of the total utility of the scheme.

The home would also function as a child welfare centre. I need hardly expatiate upon the urgency and importance of this kind of work, as the public conscience is more alive in this direction than ever before. The child occupies a larger place in the economy, of the family and the protection of young lives is becoming one of the first objects of public concern. Public health organizations and the press are giving more frequent publicity to the high rate of infant mortality prevalent in India.

"She loses annually more than two million babies under one year from causes which are mostly preventable, and, more serious still, she retains among the survivors large numbers of weakly infants who struggle through a sickly childhood, unable to avail themselves of the opportunities of improvement and unfitted for the full duties of citizenship." (Published by the Government of Bengal Public Health Department.)

The first entails immense, needless strain and gratuitous suffering, death, or permanent impairment of health of its women; and the second, a lowering of vitality of the entire population. A visit to any of the children's schools in Bengal, Bihar and Orissa would convince one that the picture is not exaggerated or overdrawn.

Here is an immense field for work. The home would contribute, in however small a measure, by work and something more through propaganda.

Mothers delivered at the home or outside, under the supervision of its staff and such as are otherwise accessible to health visitors in their areas, would be encouraged to bring babies to the home once a fortnight and latterly once a month.

Here their washing and bathing, their change of clothes, their nursing and feeding, the examination and medical treatment of such as are ill, and simple instructions to the mother, could be undertaken on one day fixed in the week, one morning or one afternoon.

Simple instructions would also be given on the care of infants in maladies like whooping-cough, coughs and colds common to childhood, on diarrhoea in babies, on infantile ophthalmia, etc. Records of weight would also be kept.

The home would also organize a Baby Week once every year, thus collaborating with the National Baby Week Council at Simla.

N. P. THADANI,  
Chairman,

Jharia Mines Board of Health.

## JHARIA MINES BOARD OF HEALTH, DHANBAD.

Mr. J. N. MITRA, Assistant Medical Officer of Health.

¶Speaking generally, the following are the classes of labour employed by a colliery :—

I.—**UNSKILLED LABOUR.**—8 persons were examined in different collieries.

1. *Miners and loaders.*—The miners generally work in pairs, either husband and wife, or two men who are relatives. The miner cuts the coal and the other man loads it in the tub. The average output for a pair is 3 tubs per day; average payment per tub is 8 Ans. and average working is 5 days a week, i.e., Rs. 7-8 for two men, or Rs. 3-12 each person.

*Weekly expenses for food and other necessities.* A family consisting of husband and wife and two or three children :—Rice, Rs. 3; dal, 8 Ans.; spices, salt and oil, 8 Ans.; drink, meat (two days in a week), Re. 1; clothing average, 8 Ans.; vegetables, 4 Ans.; total, Rs. 5-12.

*Typical case.*—Raman Bhuia, Colokdih colliery, coal cutter. Weekly earnings, Rs. 5, husband and wife. Expenses: Rice, Rs. 3; dal, spices and oil, Re. 1; vegetable, 8 Ans.; meat and drink, 8 Ans.; total, Rs. 5. He saved money for purchase of cloth by reducing his food.

This class of men, as a matter of habit, spends on an average Re. 1 weekly on drink. Gambling is also prevalent. On the whole, they are not able to save much; in case of illness they have to take a loan to meet their expenses. It is only in case of these persons who have some agricultural land that any saving can be effected, because these people do not bring their families to the colliery but send some money home.

*Wagon loading coolies.*—6 persons were examined at different collieries.

*Surface working.* Work in pairs, either husband and wife, or two males. The wages are shared between the pair. Rate paid is 2 Ans. to 3 Ans. per ton of coal loaded in a wagon.

*Earnings.*—Rs. 4 to Rs. 6 weekly for the pair. According to amount of work available. They work five days in a week, very rarely six days; so average earnings can be taken as Rs. 5 weekly for the pair, or Rs. 2-3 per person.

*Expenses:* Rice, Rs. 2-3; spices and salt, 2 Ans.; dal, 6 Ans.; vegetables, 2 Ans.; meat once monthly, 2 Ans.; drink (weekly), 4 Ans.; clothing (average), 8 Ans.; total, Rs. 4. These are expenses for a family consisting of husband and wife and two children.

These expenses represent the bare cost of living. The saving is only Re. 1 per week, but when the wife does not work the income is reduced to half.

These loading coolies are generally Bhuias, most filthy in their habits. They are much addicted to drink and gambling. They may starve, but they must gamble and have drink at least twice a week.

*Typical case.*—Prosadi, Musahar, Monghyr, loading cooly. Joyrampore colliery. Weekly earnings Rs. 3. Rice, dal, etc., Rs. 1-4; drink, 12 Ans.; total, Rs. 2.

Re. 1 is left, but he spends it in gambling. He has no family to support. He is a single man and works *au pair* with another man.

3. *Trolley-men.*—4 cases were examined at different collieries.

*Underground.* Wages. Contract basis 1 An. to 1-6 Ans. per tub; 150 to 200 tubs daily by a batch of 8 to 10 men.

Average weekly earnings, Rs. 2-3 to Rs. 3 per man.

*Surface.*—Wages: Contract basis 9 Ps. to 1-6 Ans. per tub. Set of four to five men, 150 to 200 tubs daily. Average weekly earnings come to about Rs. 2-3 to Rs. 3 a week. The women folk also help them in their work.

*Earnings.*—Husband and wife, weekly: Husband, Rs. 3; wife, Rs. 1-4; total, Rs. 4-4. Family consisting of husband and wife and two children.

*Weekly expenses:* Rice, Rs. 2-3; dal, spices, oil, vegetables, etc., Re. 1; meat and drink, 6 Ans.; total, Rs. 3-14. Saves about 6 Ans. weekly, but spends on the children. The expenses for clothing have not been included.

These men are generally Dusad by caste. They are much addicted to drink. Some of them are addicted to "Ganja" smoking. One of them told me that he smokes Rs. 1-14 worth of ganja in a week. The same condition prevails with these men as the other two classes previously mentioned.

*Typical case.*—Ledu Dusad, surface trolley man, Kirkend Colliery (I. N. Chandra).

Both husband and wife work; have got two children. The total earnings for the week: Husband, Rs. 3; wife, Rs. 1-4; total, Rs. 4-4.

*Expenses* : Rice, Rs. 3; dal, Ans. 9; oil, Ans. 3; salt and spices, Ans. 2; vegetables, Ans. 3; meat and drink, Ans. 8; total, Rs. 4.9. Practically the man cannot save anything. The week in which he earns less, he does not take meat or vegetable. The expenses for clothing have not been taken into account.

4. *Slack haminis*.—Three women were examined at Kirkend Colliery.

These are female labourers employed underground for removing coal dust. The rate paid is Ans. 4 to Ans. 5 per tub. The total work they can give is only two tubs per day. So the weekly earning comes to about Rs. 3 to Rs. 3.12. One tub is worked by two labourers. The weekly earning is divided among the two, so the total earning weekly comes to about Rs. 1.8 to Rs. 1.14 weekly per female. The cost of food per week per female is about :—Rice, Rs. 1; vegetables, dal, salt and other things, Ans. 8; total, Rs. 1.8. They can hardly maintain themselves unless their husbands also work. Generally the husband works in some other capacity.

There are two other classes of labourers who work underground :—(1) Proping mistry, wages Ans. 12 to Ans. 14 per day; (2) proping coolie, wages Ans. 8 to Ans. 10 per day.

One person was examined in Kirkend Colliery.

There is practically no difference in the manner of food these people take from the others before quoted.

The average expenditure on food is Rs. 1.8 to Rs. 2 per man per week. So these men can save something and send it home. They usually come without their families.

2. There are the following classes of *skilled labour* :—(i) Pump khalasi, fireman, engine khalasi. Paid monthly at Rs. 20 to Rs. 25 per month. Sometimes Rs. 16 to Rs. 20 per month.

Their expenses are as follows :—Rice, Rs. 5 to Rs. 6; dal, Rs. 3; other things, Re. 1; total, Rs. 10 to Rs. 11 monthly.

These people are in most instances Mohammedans; most of them belong to East Bengal (Noakhali district). They do not drink alcohol. They always save money and send it home to their families. They generally live together and feed in a mess.

(ii) *Blacksmith*.—One person only was examined. Pay, Rs. 30 to Rs. 35 a month.

These people come from different parts of the province. They generally come singly. Their expenditure is about Rs. 10 to Rs. 14 per month. They send money home for the family and agriculture. They are in the habit of taking drink at least once a week, if finance permits sometimes oftener.

Filter mistry.—Monthly pay Rs. 40 to Rs. 50; expenses on food and other necessities Rs. 10 to Rs. 14 per person per month.

They generally live with family and sometimes save money.

MR. AMRIT LAL OJHA, M.L.C., MEMBER OF THE MINING BOARD, BENGAL.

I.—Recruitment.

1. The labour in the coal fields are distinctly of three varieties, viz., (i) those who have come and permanently settled in the coal fields, (ii) those who are recruited from outside for labour in the mines, and (iii) those who are local people. An average estimate of their proportions in different mine areas in Bengal and Bihar is given below :—

	Settled. Per cent.	Recruited. Per cent.	Local. Per cent.
Jharia .. .. .	20	75	5
Mugma .. .. .	5	15	80
Raneegunge .. .. .	25	50	25

2. The contact of the recruited labourers with their villages is both frequent and continuous. The labourers generally return home during the monsoon for sowing and selling paddies whence they come to the mines in September and again return in November for the harvesting operations. They practically work in the mines for a period of 6 months. The local labourers however go to their homes every day while the settled labourers being provided with lands by their employers where to carry on agricultural operations, have no necessity to go back, and they have adopted the mines as their permanent abodes.

3. In the coal industry labour is at present recruited through sirdars and other recruiters in the employ of the mine-owners. There is no scarcity of labour in the coal industry at present and the question of any remedial measure does not now seem to arise.

4. Generally miners come with their family into the mines and work underground in pairs, the male cutting the coal while the woman, usually his married wife, carries it up. The surface labourers recruited from Monghyr come alone and go back after 6 months to pay visits to their homes. As at present, the recruitment of mining labour causes very little disturbance in family life.

7. So far as mining labour is concerned there is hardly any unemployment. Agriculturists as they are the mines are to them a second source of income offering them ready employment in times when they are idle. As a matter of fact the mines open employment for all who are ready to come. In case of bumper crops generally miners return to the mines later and in less number.

### III.—Housing.

17. It is very difficult to acquire land for the purpose of building workers' houses. The want of facilities has attracted the attention of the Bihar Government and they have amended the Chota Nagpur Tenancy Act to provide for acquisition of land for this purpose. But even the amended Chota Nagpur Tenancy Act does not empower the Government to acquire land for mining purposes at the instance of mine-owners.

### IV.—Health.

23. (vi) As yet the sex ratio is practically in parity but the prohibition of employment of women in mines is calculated to materially disturb it.

25. The medical facilities are readily availed of though the women display reluctance in having their maternity cases looked after by medical men. *Dais* and trained midwives are now being tried to help them but the women do not seem to agree to take their assistance too. The apathy however is likely to die out as their help is being availed of in some cases.

31. *Maternity benefits.*—The labourers in question are given necessary rest immediately before and after child birth, when they are provided with *khoraki*.

### V.—Welfare.

As a matter of fact the welfare works in the mines are practically nil save where they are undertaken by individual owners. Shelters to the needy labourers are provided wherever necessary by the employers. The employers also provide for wherever necessary facilities for physical culture and recreation. The labourers like much more the games and sports they are habituated to.

36. Whenever possible arrangements are made by individual mine owners to give primary education to the workers and their children which are not however much availed of.

37. Provision for old age and premature retirement is no doubt desirable but the unavoidable reduction of income for the retired labourers, uneducated as these people are, will make themselves offer the greatest resistance to any such scheme. Moreover the miners not being professional and the labour in the mines being a second profession to them, they being more agriculturists than miners such a scheme does not seem to be at all practicable.

38. Little attempt has hitherto been made to preach among the miners the principle of co-operation. Backward as these people at present are there is hardly any chance of success in such an attempt.

### IX.—Hours.

63. Generally in the case of Indian-owned mines 12 hours shift find favour, the maximum working hours per week however not exceeding 54 as required by the Indian Mines Act. Out of the 12 hours the miners actually work about 7 to 8 hours idling away the rest of their time while underground.



The surface work again is intermittent and the loaders work 6 to 7 hours per day. Certain skilled labourers such as pump khalasis, engine khalasis work on a shift system of 8 hours per day.

64. The miners work 4 to 5 days per week while the surface labourers work 6 days a week.

65. The 60 hours restriction has not interfered with the normal working of the mines.

66. It can only be done at the cost of production.

67. The shift system does not at all suit the smaller mines. Though these mines are generally worked on the basis of a 12 hours shift, miners do not go to work in time, and it is very difficult to persuade them to leave the mines by the closing hour of the shift.

68. The daily limitation cannot suit the miners.

69. The intervals the workers avail of according to their own habits idling away more time than necessary. The number of holidays in the mines is according to religious festivals and Pujahs.

70-72. Miners generally do not work on Sundays and Mondays. They do not also work full time on Tuesdays. The existing provisions are quite adequate. Skilled labourers particularly pump khalasis and firemen are exempted from the obligation of weekly day rest and use has to be made of their labour by the employers by keeping them on duty.

#### X.—Special questions relating to Women, Young Adults and Children.

90. There is hardly anything to be said against the Act of 1923 and certification provisions are quite suitable.

91. The recent regulations of the Government providing for a gradual exclusion of women labourers underground cannot but be characterised as highly ill-advised. Imported practices from other lands can hardly suit the circumstances of this country whose present conditions are not only widely different but have evolved under social customs and traditions almost antagonistic to those lands. Family has always been the centre of Indian lives and the individualist movement of the 19th century has not been able to make any appreciable progress to shake this ground. So a miner, when he comes to the coal fields, brings his little home, as it was, along with him and always prefers to work in pairs keeping his wife working always under his very eyes and protection. The prohibition of the employment of women under these conditions is calculated to disturb this happy position of the worker and to substantially raise the rate of wages and bring about a consequent increase in the cost of production, for the cutter can only be persuaded to work at a wage covering what he and his wife is at present earning together. In the present depressed condition of the industry such a course will serve to put insurmountable difficulties for the industry particularly for the small mines mostly owned by Indians, as in the case of big ones it is quite possible to make use of machinery to counterbalance the loss of labour supply without bringing in any consequent and appreciable relief to the workers.

A Bengali lady, a social worker of admitted credentials in women's cause, Mrs. Kamini Roy, who had the opportunity of making a special study of the labour conditions in the coalfields, made her observations in the matter in the following terms "When a woman is forced by poverty to leave home and earn her living the best thing for her would be to work by the side of her husband or some near relation." The observations on the matter can be hardly made in better terms.

It has only been recently decided to withdraw the entire women labour underground at the rate of 10 per cent. annually and as the operations have commenced only from July this year it is very difficult to say whether the speed is slow or fast, but it can be safely said that people interested in the industry look to the future with alarm and anxiety.

#### XII.—Wages.

96. In coal mines the wages are generally paid on piece basis. The following is a list of wages paid to various labourers in the mines :—

Cutters paid 11 as. to Re. 1 per ton.

Carriers paid 2 as. to 4 as. per ton.

Trimmers paid 2 as. to 4 as. per ton.

Loaders paid 2 as. to 3 as. per ton.

Onsetters, Banksmen paid 12 as. to Re. 1 per day.

Pump Khalasis, Engine Khalasis—They are monthly paid servants, their wages being 20 to 30 Rupees per month.

In surrounding agricultural areas the rate of wages is comparatively lower.

Besides the wages the labourers in the mines get free quarters and fuel.

97. In the years 1919-1921 upward movement in wages took place but in 1926 commenced a downward movement. The increase was to the extent of 100 per cent. and even more in some cases, the decrease however has been of about 40 to 50 per cent.

The movement has not kept any relation to the prices though it has always kept a proportion quite favourable when compared with the costs of living. There is however no profit sharing system in the mines.

98. Recruited labourers generally effect savings and send money home to the extent of some 50 per cent. of their earnings. The miners are generally thoroughly improvident.

105. In the present condition of labour organization there is neither the possibility nor the necessity of statutory establishment of minimum wages.

107. Labourers are generally paid weekly and in some cases daily.

109. There is no system of bonus or profit-sharing prevailing in the industry though sometimes commissions on production are paid to the miners and also others.

110. Leave is only granted to the monthly paid servants to the extent of one month in a year.

#### XIII.—Industrial efficiency of workers.

113. Indian workers are comparatively less efficient than workers in other countries.

115. (i) Working hours can be reduced at the cost of production.

116. Education and organisation are the two things that are primarily required before proceeding with any scheme to secure increased efficiency of Indian labour.

#### XIV.—Trade Combinations.

117. There is practically no combinations of the employers that can dictate any policy. For the employees in mines there is hardly any combination worth mentioning. The Colliery Employees Association has hardly done any work for the labourers and it is understood that they have very few miners, if any, on the list of their members.

#### XVII.—Administration.

140. *Mines inspection.*—The staff under the Chief Inspector of Mines is quite adequate for the purpose and consists of efficient officials.

### THE INDIAN MINING FEDERATION.

Letter from Secretary, dated 6th November, 1929.

I am directed to forward herewith a memorandum of observations of the Committee of the Federation in regard to the matters cognizable by the Royal Commission a full list of which appeared in the List of Subjects issued by you to the public. In this connection, I am desired to make it clear that the Indian Mining Federation which was established in 1914, represents exclusively the capital in the Indian coal mining industry and as such, all observations made in the enclosed memorandum by the Committee relate entirely to the conditions in the coal mines of the Jharia and the Raniganje coalfields—the two principal sources of Indian coal supply.

2. In placing their views before the Commission, the Committee desire to focus their pointed attention to the two main ideas which principally underlie the views expressed. In the first instance, it is the profound conviction of the Committee that the problem of labour welfare in India, understood in its widest sense, is closely inter-related with the general educational problem of the Indian masses. It is

useless to attempt to approximate labour conditions in India to the standard of western countries until the Indian masses, as for the matter of that, the Indian industrial labour, has made further advance in elementary education. The fundamental fact in the economic life of Indian masses is the prevailing low standard of living. So long as the demand for a better living has not made itself felt from within the labour themselves, all legislative or statutory proposals for uplifting labour conditions are bound to fail in their object. It seems to the Committee that the stiffening of obligation on the employers with regard to labour welfare, as attempted in the recent years, have been largely directed at the wrong end of the problem. To quicken a desire for better living among the Indian workpeople by a strenuous course of education, both general and trade-unionistic, is the primary object to which efforts should have been directed. Unfortunately, this the most important programme of amelioration of Indian Labour has been hitherto neglected, or at any rate, its value and importance scantily realised. In the absence of such real reforming efforts, the Committee are constrained to say that all declarations of policies have remained a pious wish and legislations a kind of window-dressing.

3. Nor there need be overlooked another important aspect of the matter. The social fabric of an eastern people like Indians is yet founded on the older order of status. The sense of mutual obligation which knit the different elements of old Indian society still inform the relation between Indian employers and Indian workmen. This sense of mutual obligation has hitherto served the purpose of ameliorative labour legislation in India remarkably well. And it is only natural that where the old spirit exists, ineffective legislation has been resented both by the employers and the employees. It is not the intention of the Committee to suggest that the legislations should not be undertaken. What they desire to emphasise is that this is an aspect of the labour situation in India which does not make the need for legislation as urgent and as necessary, as it might otherwise appear.

4. Secondly, the necessary *quid pro quo* in the opinion of the Committee, of an improved adjustment of the relation of employers and workers is the efficient organization of the former. Much that legislation may ineffectively seek to accomplish might be easily achieved, if the industrial employers in India to-day were efficiently and effectively organized. Except in the one instance where the prosperity of an overgrown industry has been sustained for years by co-ordinated efforts of the employers, the Committee of the Federation think that every industry in India suffers from the lack of sufficient organization. With such suffering, the welfare of labour is not in a small measure connected. It is impossible to maintain an A1 labour condition with C3 state of profit and under modern conditions, it is only an industry sufficiently organized which can maintain its economic rate of profit. The Committee must confess that the Indian coal industry suffers from the lack of such a vital element for its sustenance. They feel that in the interest of labour, if for no other reason, a tendency towards efficient and effective organization of employers must be fostered. In impressing on the Commission the need for strengthening the position of industrial and trade organization, the Committee can do no better than quote no less an authority than the British Committee on trade and industry whose report was presented to the Parliament in March last. After admitting that one or two efficient organizations exist in Great Britain the Balfour Committee proceeds to remark:—But well-equipped Associations are, we fear, only a minority and able trade representatives who gave evidence before us would be the first to admit that the financial strength of such organizations and the support they receive from their own members are often very much below what is needed for the efficient carrying out of their present duties. We feel that this weakness of trade organization is a matter of such vital concern as to justify our laying particular stress upon it in our report. Many times during the course of our enquiry we have turned with something like envy to the vastly more complete machinery of the Chambers of Commerce of Germany and France, where to all intents and purposes membership and contribution are compulsory. (Vide Balfour Committee's Final Report pages 193-4).

#### I.—Recruitment:

1. From the point of view of origin, the labour in the coalfields of Jharia, Mugma and Ranigunge admits of a broad threefold distinction. The labourers employed at the coal mines do not completely represent a population resident in the mines. As it is commonly described, the coal miners are not a "settled" population. A small percentage of labour is doubtless permanently resident in the mines; while another small fraction is drawn from the neighbourhood of the mines and though somewhat permanently connected with coal mining industry, is never resident in the mines. In the three fields of Jharia, Mugma and Ranigunge, where conditions

are dissimilar, the proportion of the settled, recruited and local labour is also varying. The following percentage figures may be regarded as indicative of the present-day position.

	Settled.	Recruited.	Local.
Jharia .. ..	15	75	10
Mugma .. ..	5	15	80
Ranigunge .. ..	30	50	20

It will appear that the problem of migration does not present itself in connection with the labour in the coalfields except in a very limited sense. The settlement of labour, chiefly in the Ranigunge coalfields, took place a few generations ago and was doubtless rendered possible, partially by the grant of cultivable land by the employers. It is the prospect of assured wage-earning, supplemented by facilities of agricultural pursuits which drew labourers from the economically distressed areas. But it is remarkable that the movement towards permanent settlement in the mines or to be precise, the mining area, has stopped for the last 15 to 20 years.

2. As it will have been realised from the foregoing reply, the contact of the miners with their native villages is both frequent and continuous. The recruited labourers who are drawn from the Santals, Kols, Bouries, Koras and Bilaspuris (C. P. labourers), have agriculture as their principal occupation. After the close of the harvest-season, they generally join the mines in January and retire from them in June for the tilling and sowing of paddy fields. About September, when the rains are over, they return to the mines and withdraw again in November for the harvesting operations. As regards the local labourers who daily attend mines from their home, the contact with their village is of course uninterrupted. The settled labour have adopted the mines as their permanent homes.

3. In the coal industry, there is no organized machinery for recruiting labour. In certain mines where raising of coal is entrusted to contractors, the mine-owners absolve themselves entirely of the responsibility of recruiting labour. In these cases it is the "raising contractors" who employ recruiters in the usual areas of recruitment charging the mine with a certain recruitment expense. But in the mines where working is *Sircari* or departmental, the management themselves employ *sirdars* to recruit labour, the latter earning a special *sirdari* remuneration. In such cases, it is usual to make certain advances to the newly recruited labour known as *Khorahi*, besides, of course, the payment of travelling expenses.

The problems of recruitment of colliery labour are hard to solve. They arise mostly from the fact that a miner is primarily an agriculturist. The scarcity of labour which confronted the industry in an acute form a few years ago continues even to-day and it is advisable that some kind of demarcation of areas between coal and other industries be officially adopted. For themselves, the Federation would suggest Santal Parganas and the whole of Chhota Nagpur as the exclusive area of recruitment for the coal industry.

4. Hitherto the effects of recruitment of mining labour have had small effect on their family life. For, the labourers when migrating periodically to the coalfields used to bring their womenfolk and children along with them. The tenour of their family life has thus remained absolutely undisturbed by the adoption of a new home. But the recent statutory prohibition of underground employment of women in mines is calculated to seriously upset the family life of miners. As a well-known Indian lady worker interested in the labour problems remarked, when man and women are by circumstances driven to a working life, it is better that the husband and the wife work together. (Vide article by Mrs. Kamini Roy in *Modern Review*, April, 1923).

This socio-economic aspect of eliminating women from employment in collieries has hitherto received a very scant attention from the authorities, as is evidenced from the recently made regulation excluding employment of women from mines.

7. It is obvious from what has been already stated that unemployment in the western sense does not and cannot be a feature of the coal-mining labour. On the other hand, in years of crop failure the collieries offer the readiest field of employment for the agriculturally hit population. The subsidiary character of mining as an occupation is borne out by the fact that in years of bumper crop the miners return to the coalfields later in the cold weather and also in reduced number.

The recommendation of the International Labour Conference for the establishment Bureaux cannot clearly have any scope or application in connection with the colliery labour in the circumstances described above.

8. The employment in the coal mines is of continuous character. The collieries are hardly in difficulty in absorbing a fresh supply of labour. But as it is, the recruited labourers themselves retire wholesale for two seasons. It is estimated that withdrawal is responsible for the loss of 33 per cent. of what might have been their aggregate annual wages otherwise.

Besides scope for regular employment of labour in mining operations proper there is in the coal mines also abundant scope for employment of casual labour in connection with building programme and earth-work on the surface.

## II.—Staff Organization.

10 and 11. In a large number of the Indian-owned coal mines the local management is generally entrusted to an agent, who is assisted by a technical adviser called the manager of the mine. While the agent is an experienced business man exercising financial and general control over the working of the mine, the manager is responsible for the technical aspect of the mining operations. In some of the mines, however, where there are no agents, the managers combine the double functions. The agent is appointed to represent the proprietor and the manager is appointed from among the persons who hold certificates of competency as mines manager by passing examinations held by the Department of Mines.

12. The regular subordinate supervising staff in a colliery consists of sirdars and overmen. Until recently the colliery managements used to appoint any experienced miner as sirdars. But recent regulations framed under the Indian Mines Act provide for a competency examination which must be passed by all persons prior to their appointment as sirdars. Lectures in vernacular on mining are given in the coalfields for training of sirdars who are, however, still drawn from experienced miners. The overmen are recruited both from the rank of miners as also from educated persons having some knowledge of technical mining. Under recent regulations an overman must have obtained at least a Sirdar's certificate. Regular lectures on various subjects of mining are delivered in various points of the coalfields for mining apprentices who seek to qualify themselves as mines managers on completion of required term of apprenticeship at the mines.

13. The relation in the coal mines between the workpeople and the management is one of general cordiality. There have been few ruptures of this generally cordial relation on score of wages or working conditions. So long as the wages are paid regularly and on the weekly wages day and discipline is leniently enforced so as not to interfere with their prejudices and habits of life, a rupture of relation between the labourers and the management is almost unthinkable under normal conditions.

The setting up of a Works Committee has never been attempted in coal mines ; nor has their need ever been felt.

14. The wages in coal mines for all important classes of work is paid on a piece system. Hence the need for time-keeping from point of view of internal administration is not as great in coal mines as in the other industrial establishments. But there exist certain statutory obligations on the coal mines in this respect. The hours of entry and departure of each miner into and from the pit are required to be recorded in a register which is kept by a timekeeper posted at the pit's mouth.

15. The most important class of contractors known in the coal industry is the raising contractors. They stipulate with the owners to cut and raise coal, dump it on the surface as also to load it into the wagon on the colliery siding. The contractors fix their charge on the basis of per ton loaded into wagon. There are also building contractors, contractors who undertake to carry out earthwork, sink a shaft, and do other odd work.

Sub-contracting is in vogue in the coal industry only to a very limited extent. It is noteworthy, however, that when raising of coal is contracted out, the management exercises full control in the direction of mining operations as also over other matters. The most important effects of the contractors' system in the coal industry are to ensure a continued supply of labour, as also to stabilise production cost to a large extent.

## III.—Housing.

16. The housing for labour in the coal industry is almost exclusively provided free by the employers. In the case of settled labour in certain mines, notably in the Ranigunge field, labourers have been allowed to construct their own houses in rural areas away from the mines.

17. In the Jharia coalfield considerable difficulty is met with in the acquisition of surface land for housing. Under the Chhota Nagpur Tenancy Act the mineowners could not at their own instance move the revenue authorities to register a sale of tenancy land. The position has remained substantially unchanged even after an amendment of the Act has been passed by the B. and O. Council last session.

19. Generally speaking, the housing accommodation provided by the employers is availed of by the labourers nowadays. But fifteen to twenty years ago there was distinct prejudice among certain sections of labourers of sleeping inside the *dhowras* (huts). Even to-day prejudice continues in regard to the use of double-storied all-brick buildings such as provided by one or two employers. The Santals have a superstitious horror for brick ceiling.

20. No rent is charged for use of the housing provided by the employers.

#### IV.—Health.

23. Certain statistical statements compiled by the Boards of Health are given in Statement I appended to this memorandum. They will indicate the extent of mortality and birth-rate in the mining labour. The working conditions in the mines underground are rigidly regulated by the provisions of Indian Mines Act, and health and sanitation of the labour settlements are jealously guarded by the Boards of Health.

The physique of the labourer is determined by the racial type they represent, and has not been known to have suffered any deterioration.

In the coalfields the sex ratio among the labourers has hitherto been in complete parity. For it was hitherto the practice for every male miner cutting coal underground to be accompanied by a female loader (frequently his wife). But the recent regulation prohibiting the employment of women underground is calculated to seriously disturb this parity. The outlook of the situation in this aspect seems to be disquieting.

24. The medical facilities, at least of readily available character, to the labour in the coalfields are exclusively provided free by the employers. The Boards of Health insist by their regulation on the maintenance by every colliery of a stock of more important medicine and surgical accessories, as also of the service of a fully qualified medical man.

25. The medical facilities offered to the labourers are readily availed of. But women absolutely decline to have their maternity cases looked after by any medical agency.

26. It is manifestly impossible to provide latrines for workers underground. The labourers are allowed to commit nuisance in unused parts of the mines which are swept and cleaned periodically. But the Boards of Health specify the requirements of sanitary arrangements to be made in connection with labour *dhowras*.

30. In the form in which sickness insurance has been recommended by the International Labour Conference it is unworkable in the coal industry unless the employers are prepared to shoulder the double responsibility of making their own and the employee's contribution. For the Indian miner is as yet too ignorant to understand insurance or to appreciate its value. Moreover, such legislation as the proposed Sickness Insurance will have the effect of financially embarrassing the employers in the present state of their organization. A necessary prelude to advanced ameliorative legislation affecting Indian labour is the need for better organization of employers which has hitherto made small advance on a purely voluntary basis.

It may be added here that in the coal industry there is a practice of giving *Khorahi* to labourers incapacitated by temporary illness.

#### V.—Welfare.

32. The Federation cannot help confessing that the welfare work among the mining labour is almost absent, whatever scanty efforts have been made being, however, entirely undertaken by the employees themselves. Since 1923 the coal industry has been passing through a depression and in the years preceding it, efforts on the part of individual mines were impossible for lack of sufficient organization of the industry.

33. So far as the Federation is aware, there has never been any constructive workers in the field of welfare work.

34. Miners' children enjoy certain amenities. Sports are encouraged, football being the most favourite game.

35. No definite results are discernible.

36. In certain mines, limited attempts have been made to provide educational facilities to the children of the work-people. But such efforts have not been of a sustained character, specially for the lack of sufficient funds at the disposal of the employers.

37. The great bulk of the mining labour being primarily agriculturists and the workers themselves serving too many employers, the question of old age pension does not arise at all.

38. Among the mining labour it is impossible to preach with any success the principle of co-operation. At any rate, no attempt has hitherto been made to promote co-operative movement among the mining labour.

39. The Federation does not feel the need of any.

#### VI.—Education.

40-42. In the Ranigunge field there are a number of high, middle and primary schools scattered throughout the coalfield. In the Jharia field similar facilities exist but in a more limited extent. The children of the labouring class do not join these schools. And those who join do not pursue mining as an occupation in after-life. It is difficult, therefore, to ascertain how far education has re-acted on the industrial efficiency of the miners.

#### VII.—Safety.

43. The safety of the workpeople in the coal mines is ensured by Regulations and Rules framed by the central and local governments under Sections 29 and 30 of the Indian Mines Act, 1923.

44. A statistical table regarding accidents in the coal mines is given in the Statement II appended to this memorandum.

45. The causes of such accidents are principally subsidence of surface and gallery wall, flooding and spontaneous combustion.

49. The Department of Mines is particularly vigilant in the inspection of coal mines. The headquarters of the department is situated in the coalfields.

50. The provision for the use of special types of lamps underground in the gaseous coal mines has undoubtedly contributed to the safety of the workpeople. Beyond this, it is difficult to assess the effect of other factors mentioned on the safety of the labourers.

#### VIII.—Workmen's Compensation.

51. In the coal industry the provisions of the Act are fully availed of on behalf of the labour. In minor cases of temporary disability preference is expressed both by the employers and the employed to continue the old practice of "Bhata" than to rigorously follow the Act. It is, however, impossible to state the proportion of actual and possible claims under the Act.

Insurance facilities are readily available, but the premium, presumably based on British conditions in the coal industry, is too high. The result has been that most of the Indian-owned coal mines have preferred to keep their risk uncovered.

52. The Federation has no suggestion to make.

The Federation does not think the Act should be amended so as to safeguard the claim of the workmen against insolvency of the employers. As a matter of fact, it is more often the practice in the coal industry to compound the claim by a lump sum payment.

53. The existing provisions of the Act are considered adequate.

54. The Federation does not consider the passing of such an Act necessary.

#### IX.—Hours.

63. The daily working hours in a coal mine are 20 to 24 worked by a kind of two shifts. The aggregate working hours per week underground are roughly 100. On an average the miners idle away one third of their time while underground.

In regard to surface work, the work is intermittent, and there is no regular shift. The loaders work 6 to 7 hours per day. Certain skilled labour such as pump-khalasis, firemen work 8 hours a day.

64. The mines work 4 to 5 days a week, the surface labourers work 6 days in the week.

65. The 54 hours restriction has not affected working in coal mines as the miners' work do not extend beyond 4 to 5 days per week.

66. The legislation passed in this behalf (Act XIII of 1928) is not suitable at all, as miners do not desire to subject themselves to regularity of attendance which a

system of shift requires. In the circumstances, generally speaking, the Indian-owned collieries will probably show a preference for limiting working hours to 12 per day. But even here it will be difficult to persuade the miners starting work late in the day to leave the mine at the closing hour of the shift.

67. The problem is one which is intimately connected with a radical change of the habits of miners and an organized effort on the part of the industry is necessary prelude of this as of many other reforms of working condition in the coal industry.

69. Having regard to the idling habit of miners while underground in mines, no special provision is required in this respect.

70. The miners, as already stated do not work for more than 4 to 5 days in the week, and the loaders who constitute the bulk of labour on the surface of a coal mine also do not put in more than 6 days work in the week. It is only with regard to such skilled labour as pump khalasis, firemen, etc., that their work is uninterrupted throughout the week. But with regard to them, as required by the Section 23 of the Indian Mines Act, a weekly day of rest is given.

71. The existing statutory provision in regard to weekly day of rest is adequate.

72. Under the Indian Mines Act no exemption has been granted in regard to the obligation of a weekly day of rest, though both in 1923 and 1924 the Mining Federation suggested that exemption should be granted in respect of such skilled labour as pump khalasis, fireman, etc.

### X.—Women, Young Adults and Children.

90. The provision for certification of children made in the Indian Mines Act, 1923, has worked well.

91. The recent action taken by the Government in providing for gradual exclusion of women from underground employment in mines has been unfortunate. The prohibition of women in the majority of Indian Mines is wholly unwarranted. In any event, the method of excluding women from employment has been most ill-conceived. What should have been prescribed by Government is a uniform rate of reduction of employment in place of standardising a percentage figure of employment applicable all over the coal industry.

The proportion of women labour to the total labour employed varies from mine to mine. In standardising this proportion to 29 per cent., for instance, for 1929, some of the mines have been needlessly more hit than others. It would have been enough for the purpose of the regulation to provide that every mine shall reduce its employment of women labour underground each year, say, by 10 per cent.

The direct effect of the prohibition of employment of women would be a rise in the wages, the burden of which will not pass on to consumers in the present state of the coal market. Here again, lack of efficient organization of the industry will affect the margin of profit.

Economically the loss of earning of women will tend to lower the standard of living of the labourers.

Withdrawal of male labour has not yet assumed serious proportions, but a most disquieting situation is foreseen ahead.

### XII. Wages.

96. The bulk of the mining labour is paid wages on piece basis. But some skilled labourers are also employed for monthly wages. The following is the list of wages paid to various workpeople in the mines:—Miners and loaders, 7 As. to 9 As. per tub of 13 cwt. Average output, 3 tubs per day jointly by 1 miner and 1 loader. Wagon-loading coolies, 2 As. to 3 As. per ton. Average earnings per day per head 10 As. to 12 As. Onsetter, banksman, 10 As. to 12 As. per day. Pump khalasis, firemen, engine khalasis, Rs. 20 to Rs. 25 per month. Fitter, Rs. 40 to Rs. 50 per month. Head mistry, Punjabi mistry, Rs. 50 to Rs. 70 per month. Blacksmith, carpenter, Rs. 30 to Rs. 35 per month. Daily labour (surface), 8 to 12 As. per day.

There are a number of indirect benefits which the labour enjoy in the coal mines. He receives free coal for consumption, kerosine oil for lighting, he receives *Parbani* or *Baksis* on numerous festive occasions. Besides, he is entitled to free housing and travelling expenses both ways for trips to his village home. The real wages may thus be calculated in terms of money on the monthly basis:—Fuel, Rs. 1.8; travelling, Rs. 1; Baksis, Rs. 1.8; housing, Rs. 2; kerosine, Rs. 0.8; total Rs. 6.8 per month.

The Federation is not in a position to quote wages rate in the neighbouring industries. In the Jharia field there is hardly any.

97. During 1920 and 1921 the wages on the coalfields rose by practically 100 per cent. But in 1927 the wages have fallen by 25 per cent.



The movement in wages was determined by trade conditions. Coal prices rose by more than 100 per cent. in 1919 and 1920 and have dropped by 200 per cent since 1923.

One of the factors which influenced the wage movement in 1920 was the high cost of living. But a downward movement of wages cannot be brought about simultaneously with a downward movement of general price level.

The coal industry has known few periods of high profits. During the only good years of 1919 to 1922 the wages were markedly increased. But it is remarkable that the fall in wages has not been commensurate at all with the depressed prices in the recent years.

98. The better paid skilled labourers are provident and make regular remittances home. Even some miners send remittances home.

100. The contractors system does not affect the rate of wages. The profits of the raising contractors do not lie in wage-cutting but emanate largely from the recruiting expenses which the mine-owners have to incur when working the mines departmentally.

101. The wages are fixed according to the ruling rates in the locality. This is precisely the reason why the movement of wages in either direction, particularly in downward, is slow to be effective. There is no collective bargaining but a demand is sometimes put forward for higher wages by the miners of an individual colliery.

102. Overtime work in mines is very limited but when availed of, the basis of payment is the same as for regular work.

103. The wages are very nearly standardized in each field or to be more correct, in each locality, even though there is no machinery of collective bargaining.

104. The supply of labour does not depend on rate of wages but on the character of the crop harvests each year.

105. There is neither any necessity nor any possibility of working a minimum wages system in the present state of labour organization.

106. The various deductions referred to are almost unknown in the coal industry.

107. Wages are paid once a week practically all over the coalfields, at present, on Sunday. Even the monthly wage-earners are paid on account weekly. There is no need for legislation for more frequent payment in the coal industry. Cases of unclaimed wages occur very rarely, if ever at all. In the Ranigunge field, most labourers receive payment even daily.

108. Indebtedness exists among mining labour but not in any appreciable scale. Creditors are usually the *Kabulis* and debtors are frequently the better-paid skilled labour.

109. Profit-sharing in the technical sense does not exist in the coal industry. But special bonus is sometimes given to the miners with the object of stimulating larger output or carrying out any work of special nature.

110. The better-paid skilled labour receive generally one month's leave in a year on full pay. The miners who work on piece basis and leave the mines at their sweet will do not ask nor are they given any leave.

111. Such a provision in the public contracts seems wholly uncalled for.

### XIII.—Industrial Efficiency.

112. The Federation consider there has been a slight improvement in the efficiency of the Indian coal-mining labour in the recent years.

113. A comparative statement, as prepared by the Chief Inspector of Mines, is given to indicate comparative efficiency of Indian and foreign coal-miners.

114. The use of machinery, education and better standard of living are the most important factors affecting the efficiency of Indian coal-miners in comparison with the similar labourers of other countries. The spur to earn more and to produce more is entirely absent in Indian labour. He always works for a certain fixed level of income and when that is reached, he is reluctant to work more. Hence a higher wage leads to a fall in working hours.

115. The restriction of working hours has not affected production cost in the coal industry but the increasing statutory obligations on the employers with regard to health and sanitation, working condition, building and housing have the most decided effect of adding to the cost. This addition spread over the last 7 years has coincided with period of depression in the coal industry. The effect of this coincidence on the wage level has been unfortunate. As it must have been apparent, an upward movement of wage level tends to adversely affect volume of production.

116. The problem of industrial efficiency is entirely one of educating the Indian masses and the thorough organization of the industry itself, if necessary, under active official encouragement.

#### XIV.—Trade Combination.

117. As far as the Federation is aware, there is no miners' organization in the coal industry, with the exception of the Colliery Employees' Association. This body is primarily an organization of clerical assistants in the colliery offices but is reported to have on the roll a sprinkling of miners.

On the employers' side, the coal trade is represented by the Indian Mining Association and the Indian Mining Federation, the former comprising of non-Indians and the latter of Indian firms generally. The activity of these bodies are limited to communication with outside authorities and the Government and providing a kind of clearing house of information.

Internally these bodies cannot force their own will on the industry. None of the bodies have been ever known to have adopted concerted action in regulating production, prices, wages, sanitary or working conditions.

118. These bodies have served excellently to bring into relief the general grievances of the industry in relation to Central or Local Governments, railways, port authorities and other outside agencies.

119. These bodies do not pay any vital part in the carrying of day-to-day business of the coal firms. They voice grievance and seek relief from other authorities.

#### XV.—Industrial Disputes.

123. No lock-out was ever threatened or resorted to in the history of the coal industry. In 1920, owing to the activity of certain labour leaders the labour in the coalfield was very much disturbed. But actual strikes were few. Since 1922, the labour position has been entirely unruffled.

124. As it would be obvious, no occasion arose in the coal industry for exploitation of the conciliation or arbitration machinery. The only machinery of the kind is the Bengal Industrial Conciliation Panel in which the coal industry is represented but there was no occasion for this machinery to function in relation to a dispute in the coal industry.

126. Towards the need for combination of employers the attitude of the Government appears to be unsympathetic. The Railway Board last year turned down a simple proposal of the Federation which was put forward with a view to strengthening the combination of employers in the coal industry.

#### XVII.—Administration.

133. The Central Legislature is at once sympathetic and discriminative in the passing of labour legislation. But that Assembly suffers in that respect from lack of first-hand information. A wider representation of industrial interests, as distinguished from spokesman of commercial politics, is required to make good this defect.

The local councils, at least of the two provinces of Bengal and Behar and Orissa, are apathetic to labour and to all economic questions. None of them have passed any labour legislation.

134. The effect of the Labour Conference has been the crop of the new legislations the reaction of which on the production cost of the industry has already been referred to.

135. A radical overhauling is called for in this direction and must go down deep to the root of the present constitutional position. Local Governments have no constitutional *locus standi* to take cognizance of the larger problems of the coal industry and the Central Government is insufficiently in touch with it. The local governments express opinion in matters where they have no responsibility of their own. The field of taxation with regard to industries should also be more clearly demarcated than at present. The solution of the present anomalous position lies in either the Central Government cultivating more direct contact with the coal industry or the Local Governments being allowed wider administrative jurisdiction in dealing with problems of the industry.

137. There are a number of inter-provincial discrepancies in the matter of taxation on coal industry. The cess of the Jharia Mines Board of Health (B. and O.) and the Asansol Mines Board of Health (Bengal) are not always identical. There is an exclusive taxation in Behar and Orissa under the Jharia Water Supply Act, 1914, and the Government of Bengal have had proposals on legislative anvil for a cess on the profits of coal mines in connection with the rural primary education scheme.

**XVIII.—Intelligence.**

143. The statistics with regard to coal industry are comprehensive enough but are not readily available to the public from the Department of Mines owing to a curious interpretation of a certain section of the Indian Mines Act.

144. The compilation of statistics is generally satisfactory except probably the price statistics. But they should be more elaborately and readily made available at shorter intervals to the trade and the public.

145. No endeavour has so far been made in this direction except what an official of the Federation made in 1923. But financial difficulties and lack of co-operation compelled him to give up the efforts after they had made a small headway.

146. What is needed is a strengthening of the position of the employers' organization in which event the economic studies can be easily undertaken by them at their own initiative or at the instance of the Government.

*Statement I.* (See reply No. 23). Showing particulars of death generally and from cholera and small-pox specially in the mining settlement areas during 1927.

**JHARIA MINING SETTLEMENT.**

Death average adult population.

Men.	Women.	Total.	Death rate per thousand.
3,979	3,616	7,595	16.73

Infant mortality (of less than 1 year old).

Birth.	Death.	Ratio of death to birth per thousand.
15,315	1,789	117

Prevalence of Cholera and Small-pox among colliery population alone.

	Cases.	Death.
Cholera .. .. .	68	12
Small-pox .. .. .	748	29

**ASANSOLE MINING SETTLEMENT.**

Death among the population.

Men.	Women.	Total.	Death rate per thousand.
2,913	2,563	5,476	16.62

Death from various diseases.

	Number of deaths.	Rate per 1,000 of population.
Cholera .. .. .	120	0.36
Small-pox .. .. .	72	0.21
Plague .. .. .	0	—
Fever .. .. .	848	2.57
Dysentery and Diarrhoea ..	103	0.31
Respiratory diseases.. ..	985	2.98
Other causes .. .. .	3,348	10.15
<b>Total .. .. .</b>	<b>5,476</b>	<b>16.62</b>

*Statement II.* (See reply No. 113). Showing the number and results of accidents in mines (chiefly coal mines) in the districts of Burdwan (Bengal) and Munbhum (B. and O.) during the year 1927.

*Note* :—The Jharia and Ranigunge coalfields are situated within these districts.

Fields.	Dead.			Seriously Wounded.		
	Under-ground.	Open colliery.	Surface.	Under-ground.	Open works.	Surface.
Bengal (Burdwan) ..	27	—	9	45	2	18
Bihar and Orissa (Jharia and Ranigunge)	97	—	6	182	2	44

*Statement III.* (See reply No. 113). A comparative statement showing the output of coal raised per head of labour employed in India and other countries.

			Above and below ground per head. tons.	Below ground only per head tons.
United States .. .. .	..	..	780	930 in 1926
Great Britain .. .. .	..	..	252	316 in 1927
Germany .. .. .	..	..	278	(a) in 1926
France .. .. .	..	..	160	225 in 1927
Belgium .. .. .	..	..	154	219 in 1927
Japan .. .. .	..	..	132	(a) in 1926
India .. .. .	..	..	113	166 in 1926
India .. .. .	..	..	122	176 in 1927

Mr. J. H. LANG, Officiating Chief Inspector of Mines in India.

#### I.—Recruitment.

1. Two-thirds of the total workers in Indian mines are employed in the coal mines of Bengal and Bihar and Orissa. The earliest miners in the Asansol and Jharia coalfields were the local Bauris, but these have, to a great extent, been supplanted by the aboriginal Santals, Kols, Koras and Gonds. In more recent years recruiting has been done amongst the Bhuyias, Rajwars, Gopes, Lodhs, Nunias, etc., collectively known as C.P. miners.

2. To a great extent labour is seasonal, as the average miner is at heart an agriculturist and during the sowing and harvesting seasons departs for the fields. In the years following a bad harvest there is always an abundance of labour, but when the harvest is good labour is scarce.

In some parts of the coalfields especially in the Dishergarh area, the labour comes in from the surrounding villages, which are sometimes as far distant as 15 miles or more, and spends the whole day and night at the colliery. This is done twice and occasionally three times per week. The proportion of settled miners is as yet small, except in the salt mines at Khewra. This proportion is, however, growing year by year.

3. *Methods of Recruitment*—(a) *Raising Contractor method*.—A raising contractor is paid a fixed rate per ton of coal raised and he recruits the necessary labour. Labour imported from a distance is transported to the mine at the contractor's expense, and, in addition, it is usual for the contractor to give monetary advances up to Rs. 20 per head. Railway fares are not recovered, but advances are sometimes recovered over a reasonable period from the worker's pay.

(b) *Labour Contractor method*.—At some of the large coal mines a labour contractor is employed. He is paid a fixed sum of from 1 to 4 annas per ton of coal raised or despatched, and is responsible for recruiting labour. He employs a number of recruiters. In this case, as wages are paid to individual workers by the company, advances of pay are made and recovered by the colliery company.

(c) *Miners Sirdars*.—A miners' sirdar is a sort of gang leader or petty contractor, and is generally a man having some influence in his own village. The gang usually consists of 10 to 50 men from one village. The gang is free to move from colliery to colliery. The sirdar is either paid by the company at the rate of  $\frac{1}{4}$  to 1 anna per tub of coal raised by the gang, and the gang paid separately by the company, or the wages of the gang are paid to the sirdar for distribution after he has deducted his own commission.

In some cases the colliery companies have large zamindaries and a small plot of cultivatable land is given to each miner as an inducement to stay at the colliery. If the miner leaves the colliery his lien on the land is forfeited. This system is, however, going out of vogue.

The indigenous population of the mining fields is free labour, and a miner can move from mine to mine at his own volition. Such labour working at small mines is engaged and paid daily, but at the larger mines weekly.

(d) *Sirkari*.—In this case the colliery company maintains its own staff of recruiters. Some recruiters remain in the colliery to look after resident labour, and others are sent out into distant villages. Each recruiter supervises a number of villages. The headman of a village from which labour is drawn is paid a monthly salary and a small commission on the output obtained by his men so that he will influence the villagers to work at that particular colliery and attend work regularly. In many cases when the miners work for a considerable period advances are not recovered.

*Mines in Burma*.—At the stone, tin and wolfram mines in Burma a portion of the labour force is imported from Orissa. The major portion of the labour is Chinese. On recruitment advances are paid and the recruiter, generally a contractor, bears all travelling expenses. In some cases the employer bears repatriation expenses after a term of two years if the employee gives continuous service for that period.

At the mines of the Burma Corporation, Limited, no recruiting is now necessary as the high rates of pay are sufficiently attractive to maintain an adequate supply of labour.

*Assam*.—In Assam the labour is chiefly recruited through the Tea District Labour Association, which is under Government supervision. Mekranis from Karachi are also recruited by sirdars sent for this purpose.

There is little difference in the actual recruiting, whether it is done directly or through the raising or labour contractor or a miners' sirdar. The mines themselves are the best recruiting agents for when good housing, easy conditions, good ventilation and facilities are provided there will be no dearth of labourers.

As there is at present no unemployment amongst the labour force in the coalfield there is no need to establish public employment agencies. It is doubtful also whether the mining companies would combine to establish a recruiting agency.

7. There is practically no unemployment amongst the labouring classes in mines, although there may be a little amongst the classes from which the subordinate staffs are drawn.

8. I have no figures showing the extent of absenteeism due to seasonal migration, but to some extent it may be gauged from the accompanying chart showing the monthly output for coal mines for the whole of India, and for the two main coalfields for the year 1928. The graphs are characteristic of other years. The decline from March to May is due to the labour attending their villages for marriage ceremonies. The large drop in July is due to the miners absenting themselves for ploughing and sowing, while in November the harvest is reaped. If the labour force which is available in February were available throughout the year the output would be increased by about 25 per cent.

In addition to this seasonal absenteeism the miner absents himself two or three days per week. Those who are paid a weekly or monthly wage show a better attendance than the miners and loaders who are paid according to the amount of coal loaded.

## II.—Staff Organisation.

10. Large groups of mines are usually under the charge of an "agent" who is designated agent, superintendent, general manager or chief mining engineer. These are responsible to the managing agents or in some cases to mining companies.

Under the agent are the mechanical engineer and electrical engineer, who are responsible for the mechanical and electrical plants in the group of mines and the mine managers who are in charge of the mines. In large mines there is an under-manager with overmen in charge of districts and under them the sirdars.

11. In the larger coal mines managed by European firms the managers are generally Europeans, who have originally been recruited from home. These Europeans are usually appointed as assistants, and after they have had time to learn

the conditions and the language are promoted to manage a mine. For the coal mines these persons hold first-class Coal Mine Managers' Certificates from home. A number of the European managers, however, have been trained in India and hold Indian Coal Managers' Certificates. Very often these European managers change from one company to another. Collieries with an output of more than 2,500 tons per month must have a first-class certificated manager, while from 600 to 2,500 a first or second-class manager must be appointed. The Indian managers have usually had their training in India and have passed the examinations in this country. A few, however, have obtained their certificates in Great Britain.

12. (i) In the case of better educated classes a person usually joins a colliery as an apprentice. After he has had practical training for three years and attained the age of 21 years, he may sit at the examination for a Sirdar's certificate, and if successful he may be appointed as a sirdar or overman. In the case of a person holding an approved degree or diploma the period for practical training is reduced to one year. He may also sit for the second-class certificate after three years and for the first-class certificate after five years. In the case of those holding approved degrees this period is reduced to two and three years, respectively. A person holding one of these certificates enhances his prospects of being appointed as an assistant manager, and if he proves himself worthy may eventually get the post of manager. In cases where it is considered that there is no suitable person, recruitment may be made from outside for the subordinate staff.

In the case of the uneducated classes the person in charge of a gang of miners is sometimes appointed as sirdar, and as such may be required to make the statutory examination of the mine. Before doing so, however, he must hold a sirdar's certificate, examination for which is an oral one which is conducted on practical lines. In some cases these persons after proving their worth are appointed as overmen. As, however, they are not educated they cannot study for the first and second-class managers' certificates and hence cannot rise very high.

(ii) Classes framed by the Local Governments and run by the Mining Education Advisory Board are held in the Jharia and Raniganj coalfields. Two centres are provided in each coalfield. These classes comprise a three-years' course, and are held in the evenings, so as to allow assistants, overmen and apprentices to attend them. A student is thus enabled to study so as to pass the examination for a manager's certificate. More advanced training is given at the Indian School of Mines, where students attend during the whole day.

In addition to these, vernacular classes are held at several centres for the purpose of training the sirdar class. Similar classes are held in the Pench Valley, Central Provinces, and at Giridih.

14. Timekeeping is kept by clerks appointed for the purpose who usually note the times at which the work-persons descend and ascend. In opencast workings, where there are numerous ways into the quarry, and in underground mines where there are a large number of inclines, the checking is difficult for a miner may enter one way and ascend by another. It is only by maintaining strict discipline and making the labour ascend and descend by the same route that a proper check can be exercised.

The number of tubs loaded in each section is noted by the underground staff and by clerks called munshis, whose job it is to note the number loaded by each gang.

15. (i) Contracts vary from petty contracts to the whole mine being run on contract. The company only pays the supervising staff while the contractor pays all the other labour and recruiting expenses. In other cases the labour contractor is employed who only supplies labour. He is usually paid on the despatches or raisings of the labour recruited by him. This amounts to from one to four annas per ton. Even with the same company one mine may be run on contract and the neighbouring mine run *sarkari*. There are no figures available as to the extent of those contracts.

(iii) The contractor is generally restricted to the raising of coal, while the colliery supervising staff is responsible for seeing that the mine is run safely. In some cases where the supervising staff has been paid by the contractor the Department of Mines has objected to the practice, as there is then a tendency for the staff to pay more attention to raisings than to safety.

(iv) It is rather difficult to state the effects of contracts. If not properly supervised the contract system may have a bad effect in that the contractor may endeavour to win coal from the easiest places so as to get a good output. When proper control is exercised by the management there should be no ill effects. Opinions vary as to whether contracting or working is a cheaper method.

### III.—Housing.

16. Housing for all the resident labour in a mine is generally supplied by the company, but in some cases the labour travel to their work from their own village. In such cases they have their own houses. No houses are supplied by Government or by private landlords.

18. In the Raniganj and Jharia coalfields miners' dwellings are constructed in accordance with certain regulations laid down by the Asansol and Jharia Mines Boards of Health, respectively.

The type of house most commonly found in the Jharia coalfield is that known as the "arched dhoura", built of cement concrete throughout. In the Asansol field a large number have recently been constructed with Raniganj tiled roofs.

Owing to the depression in the coal industry it has not been found expedient to insist upon too close adherence to the standards laid down by the Boards. These dwellings are much superior to many in other mining areas in which housing does not come under authoritative supervision.

Some of the accommodation for miners in some of the metalliferous mining areas is deplorable, but this is no doubt due to the temporary nature of the work and to the migratory labour, as the miners may work for a very short period and then leave their work, in the meantime having built some flimsy structure for habitation.

At the Burma Corporation's Bawdwin mine the total labour force is housed in substantially built quarters. Drinking and washing water is piped to convenient points and the sanitation of the camp is taken care of by an adequate staff of sweepers. Latrines for both sexes are provided and their use is strictly enforced.

At other mines of the Burma Corporation temporary dwellings are provided. Such temporary dwellings are destroyed or rebuilt annually as the work at the ironstone and limestone mines is of a seasonal nature.

At the large stone, tin and wolfram mines houses are of a semi-permanent nature. Housing is generally better than that of the indigenous labouring classes in the villages. At small mines where seasonal work is carried on temporary dwellings are provided generally in the form of one or more large temporary structures constructed of bamboo and thatched with leaves.

In a few cases electric light is supplied in the dhowrahs but usually the man supplies his own light in most cases from oil saved from his allowance for his lamp underground.

19. There is little difficulty in getting the labour to utilize the housing provided.  
20. No rent is charged for the houses of workers.

### IV.—Health.

23. (iii) Working conditions underground compare favourably with home conditions except with regard to ventilation. In some mines ventilation is sluggish during the hot weather and the monsoon and if gunpowder is used the fumes do not clear away readily. In other mines it is much more pleasant underground during the hot weather than it is on the surface, due to the air being cooled during its passage through the mine.

24. At practically all the larger mines a qualified doctor is employed who attends all the labour on the colliery and their families free of charge. At some collieries persons living on the colliery but not employed are also given medical attendance.

At the larger groups of mines hospitals have been provided, but the labour show a certain reluctance in taking advantage of them and they are therefore used mainly for accident cases.

Three midwives are employed by the Asansol Mines Board of Health. The chief work of the midwives lies amongst the colliery population whose houses they visit regularly, giving anti- and post-natal advice and assistance to women requiring it. There are no lady doctors employed regularly in the coalfields. In a few cases the mining companies have also employed midwives, but it is difficult to get the labour to take full advantage of the facilities provided.

25. The opposition to accepting medical relief is being gradually broken down and now some of the labour voluntarily present themselves for treatment. This has only been achieved as the result of years of patient labour.

Women on the whole are more prejudicial. At Bhowra colliery a ward for maternity cases was provided some years ago, but it was never used as no woman would even be persuaded to enter it. It has had to be abandoned.

26. At very few mines are latrines provided underground, the main exception being Bawdwin. Latrines are, however, provided in the congested areas in Jharia, on the surface and in the homes.

Bathing ghats are usually provided at collieries in which the workers may bathe after their day's labour. In many cases they use tanks and rivers for the purpose where these are available.

28. The Coal Mines Regulations provide that an adequate amount of ventilation shall be constantly produced in every mine to clear away smoke and render harmless inflammable and noxious gases to such an extent that the working places and travelling roads shall be in a safe state for persons working and passing therein. There is no definition of what is meant by an adequate amount of ventilation. During its passage through a mine the air absorbs water and the upcast air is, therefore, always humid.

29. Indian mines are fortunately free from industrial diseases, nystagmus and miners' cramp being unknown. The majority of the labour, however, are infected with ankylostomiasis or hookworm. This, however, is common to all classes of Indian labour.

Thanks to the efforts of the Mines Boards of Health and the managements of the mining concerns any outbreaks of cholera in the mining areas are quickly controlled and the mining labour suffers less than the surrounding areas.

In Assam and South Burma malaria is prevalent. In other districts the labour does not suffer much from this disease.

#### V.—Welfare.

32. Very little has been done in regard to welfare work by the employers except at a few mines. The Mines Boards of Health do some, but their main object is the prevention of disease.

34. At some mines shelters and creches are provided near the mines by the employers for the children so that many of the mothers may leave them alone while they work.

At a number of mines the members of the staff are encouraged to play football, but very few of the miners play.

36. The only serious attempt to educate the Indian miner has been made at Giridih, where twelve classes were commenced in 1894. There are now thirty classes, with approximately 2,000 children. Attendance is compulsory for boys up to 12 years of age. The more promising boys may pass on to the industrial school and thence to the colliery engineering workshop. It is no wonder that many lads trained at Giridih become sirdars and overmen in the other coalfields.

At a few of the other collieries elementary schools have been established, while the Central Provinces Manganese Ore Company and the Central India Mining Company have opened schools at all their larger mines.

37. I do not consider that under the present circumstances it would be possible to provide old age pensions for miners generally, because only a small proportion of the labour is settled on the mines, and the remainder is primarily agricultural, which works when it likes. Where the labour is permanently settled this could be done. I understand that at the railway collieries at Giridih some of the old employees are given a small pension.

39. In the Jharia and Raniganj coalfields the Mines Boards of Health are financed by a cess on the coal raised. As the coal trade has been experiencing a slump during the last few years the present time would be inopportune for inflicting fresh burdens on it by inaugurating a Welfare Fund.

#### VII.—Safety.

43. A new Mines Act replacing the Act of 1901 was passed in 1923 and came into operation on 1st July, 1924. Regulations under Section 29 were published for coal and metalliferous mines in September, 1926. Most of the Local Governments have taken advantage of the power granted to them under Section 30 of making rules. The Regulations with necessary modifications are modelled on the lines of the regulations in force in British mines.

Bye-laws are now being established at the coal mines. These regulations, rules and bye-laws are sufficiently comprehensive at present without being too great a burden on the community.



44. Table I shows the number of accidents which have occurred in Indian mines since 1919, and the death-rate per thousand persons employed. In the case of coal mines the death-rate per million tons is also given. Table I (A) gives the death-rates in mines in Great Britain and America since 1922.

In comparing these figures it should be remembered that in the different countries statistics are collected differently. In India the number of persons employed is based on the number of shifts worked throughout the year divided by the number of days on which the mine is worked. In Great Britain the figure is based on the number of employees who are on the books on certain dates, while in America the death-rate per thousand persons is reckoned in terms of 300 day workers. The figures for India compare favourably with regard to the death-rate per thousand persons employed, but owing to the small output per head the death-rate is high when the output is taken into consideration. This to a great extent is due to the employment of unskilled labour and to the number of hours which the Indian miner spends underground in relation to the number of hours worked. During his period of rest he is still exposed to risks.

45. *Causes.*—In British mines most of the miners enter the mine as boys and work for some time before they are allowed to work at the coal face. When permitted to work at the face they are made to work under a skilled miner for a number of years before they are considered competent to take charge of a working place.

In India a cultivator is allowed to start coal-cutting on his first day in a mine. Safety at a working place depends to a great extent on the skill and experience of the miner himself, and many accidents result from the employment of unskilled miners. In the mines of Margherita, in Assam, new recruits are not allowed to work in the chambers until after they have been employed for some time.

Table II gives accidents since 1919 according to the nature of the accident. These have been classified as shown in Table III. As in all countries, the main cause of accidents is due to falls of roof and sides. Owing to the thickness of the seams worked the Indian miner is subjected to additional dangers from falls of side when compared with home workers. Fortunately the roofs generally are good and require little timbering. In the United States of America the number of accidents from falls of roof are eight to nine times the number from falls of side, whereas in India they are about equal. The figures for 1923 were exceptionally high on account of the explosion at Parbelia colliery, when 74 persons were killed.

Those classed as due to misadventure include those which are due to carelessness on the part of the deceased so long as no breach of the regulations has occurred; the reason for this being that the findings of this department often have a great influence when the question of compensation is being settled.

46. A large percentage of accidents in Indian mines is due to illiteracy. The miners recruited from the uneducated classes do not realize the risk of dangers to which they sometimes expose themselves.

A comparatively large staff of trained men is maintained at most mines to look after the safety of miners, but conditions at a working place change rapidly and the danger cannot be entirely obviated in this manner. Negligence on the part of miners, subordinate staff and fellow workmen accounts for about 30 per cent. of the accidents, and of the 60 per cent. of accidents classified as misadventure, a large proportion would be avoided by the employment of skilled miners.

Mining is slowly becoming a hereditary occupation, and accidents from this cause should gradually diminish. Future statistics will not, in all probability, confirm this, because mining at greater depths is now necessary and the percentage of coal won from pillars—an operation which is essentially more dangerous than gallery driving—will increase year by year until the coal seams are exhausted.

The introduction of the shift system and the abolition of women should militate towards the reduction in the death-rate, as with the elimination of women the discipline should be improved.

48. Towards the end of 1922 local centres of the St. John Ambulance Association were founded in the Jharia and Raniganj coalfields, and committees were formed for the conduct of classes in first-aid to the injured. The Inspectors of Mines, Nos. 1 and 2 Circles, have been the honorary secretaries in these two fields.

According to the rules made under the Indian Mines Act there must be at least one person certified in ambulance work in a mine where the number of persons employed underground is above 50, but does not exceed 100, and for every additional completed 100 persons employed there shall be one more person holding a first-aid certificate. Candidates for first and second class coal mine managers' certificates of competency must also hold a first-aid certificate. Since first-aid classes were commenced in these districts 2,387 certificates have been issued. Although the majority of these are held by the subordinate supervising staff, quite a number of ordinary miners have obtained them.

First-aid appliances have to be kept at all coal mines, and also at the metal mines, which are deemed by Local Governments or the Chief Inspector of Mines to be of sufficient extent and importance.

The large coal and metal mines maintain a doctor, and one or more compounders to look after the health of the labour force, administer to the injured, carry out vaccinations, and help in the control and suppression of infectious diseases and epidemics.

Most of the small coal mines and many metal mines which are unable to bear the expense of maintaining a resident doctor pay a retaining fee to a local doctor.

It is also the practice to pay a worker a subsistence allowance when he is injured until such time as any claim for compensation to which he may be due has been settled. In some cases the relative is also given khoraki to stay with the injured person while he is in hospital.

49. In a country of such vast dimensions as India the frequent inspection of all mines is not feasible unless there is a very large staff of inspectors. Many of the small tin mines work only during the monsoon, during which time they are practically cut off from the outside world. All important mines are inspected at least once a year, and most of them several times. The officers of the Department of Mines generally find that the inspections by the supervising staff at the mines are carried out in a satisfactory manner. When violations are noted the owners or agents are called on for an explanation, and to remedy the defects. This request is generally complied with. Should the next inspection show that the violations have not been remedied a prosecution is instituted unless a satisfactory explanation is forthcoming.

In some cases the management institute proceedings against employees to enforce the regulations, but more often the defaulting employees are dealt with departmentally.

50. *Effect upon safety of hours, health, light and working conditions generally.*—It is a fact that in British mines the proportion of accidents occurring during the last hour of a shift is greater than that during any previous hour of the shift. This is accounted for principally by the fact that the British miner is generally in a hurry and bustle at the end of the shift in order to finish his work in time. To a small extent it is due to fatigue. In India time is of no importance to the miner, and when the shift system is introduced it will at first be equally as difficult to get the workers on the night shift out of the mine as it will be to get them in by a definite time.

From the point of view of fatigue the limitation of hours of work in a shift will not have any material effect on safety, because most Indian miners go underground with a definite object in view, and that is to cut and fill a certain number of tubs of coal, and no matter how many hours he remains underground he will not load more than that quantity. There are exceptions to this rule, such as coal miners from the Central Provinces, but the exceptions are few. Since the limitation of hours was introduced there has been no change in the number of accidents which could be attributed to this source.

The limitation of hours worked in a week may have had a slightly beneficial effect on the number of accidents, but I do not think that any statistics have been maintained to prove this.

*Effect upon health.*—The limitation of hours must have beneficially affected the health of the mining population. Before the introduction of the Act of 1923, a miner usually took the whole of his family, including babies, underground with him. It was not uncommon for the family to remain underground for 24 hours. In such cases the wife of the miner would return to the surface to cook food and carry it into the mine. As ankylostomiasis, or hookworm disease, is prevalent amongst the labouring classes, and particularly so amongst those working underground, the consumption of food in the mines tended to spread the disease.

Since the introduction of the limitation of hours very little food is consumed or taken into the mines, as the workers eat their principal meals before and after their day's work.

Safety in a mine is, to a certain extent, dependent upon health as a weak person does not move out of danger as quickly as a healthy person.

*Effect upon safety of lighting.*—In most of the mines in India open lights are used, and lighting is better than in mines where safety lamps are essential. Good lighting and ventilation play an important part in preventing accidents, as more thorough inspections of roof and sides are possible, and dangerous conditions are more easily detected.

A remarkable reduction in the number of accidents by falls of roof and sides in the chambering method of mining practised in the Assam mines has been effected by improved methods of lighting where four volt electric lamps capable of throwing a beam of 50 feet have been introduced.

Lighting at the working face in Indian mines is generally better than in British mines, where safety lamps have to be used in the majority of mines. This is proved by the fact that that disease so dreaded by miners in western countries, known as miners' nystagmus, and which is so prevalent there, is unknown in Indian mines.

*Effect upon safety of working conditions.*—Working conditions in the coal mines in India are, as a general rule, far better than those obtaining in British mines on account of the thickness of the seams worked and the nature of the roof stone overlying the seams. Only in the Punjab and Baluchistan are thin seams worked, and in the more important coalfields of Bengal, Bihar and Orissa and Assam an almost negligible percentage of the output is obtained from seams of less than 5 feet in thickness.

In the manganese mines very little underground work is done, and so conditions are generally good. At the Bawdwin mine, Burma, elaborate methods of securing the roof and sides are used, while the workings are kept well ventilated. As candles are used for illumination there is little smoke.

### VIII.—Workmen's Compensation.

51. This Act applies to the workers in all excavations which come within the scope of the Indian Mines Act.

I have endeavoured to obtain statistics of the fatal and serious accidents which have occurred in the Jharia and Raniganj coalfields, and in which compensation has been paid or deposited or agreements registered with the Commissioners of Workmen's Compensation. The results are tabulated in Table No. VI. In columns Nos. 6 to 9 I have, after perusing the Inspector's report on each fatal accident, endeavoured to arrive at the number of accidents in which compensation might be considered to be due. In doubtful cases I have given the dependants the benefit of the doubt. It is possible that, in some of the cases included, a court might hold that compensation was not due, and *vice versa*. As I have not the requisite information in all cases, no account has been taken as to whether there were any dependants or not, and therefore such cases have been included in columns 7 and 9.

A comparison of columns 7 and 9 with 10 and 11 gives the approximate extent of the use made of the Act. In Bengal the percentage of cases in which compensation was paid for 1927 and 1928 gives 62·5 and 66 per cent. respectively. In the Dhanbad sub-division, which comprises practically the whole of the Jharia field, and a small portion of the Raniganj field, the percentages are much higher, being 91·5 and 82 per cent. respectively.

Considering that the Act is comparatively new, and that the dependants are illiterate and do not know its provisions, the figures for Jharia are satisfactory. The record of Jharia may be due to the fact that the Additional Deputy Commissioner at Dhanbad is also the Commissioner for Workmen's Compensation. All notices of accidents are sent to him as magistrate, and he is thus in a position to take steps to instruct the mine managers to deposit the compensation.

As formal inquiries are not held into all serious accidents a similar comparison cannot be made. The number of claims made and agreements deposited with the Commissioners are, however, very low. I have reason to believe that in many cases compensation is paid without the Commissioners being informed.

The effect on industry has been to increase the cost from  $\frac{1}{2}$  anna to 3 or 4 annas per ton of coal, this being the insurance rate.

(v) As no cases have come to my knowledge that compensation has been withheld on account of the employers being unable to pay compensation there does not appear to be any necessity to enforce compulsory insurance.

53. I consider the present scales to be sufficient; their enhancement would encourage malingering. I think that the dependants should be allowed to apply direct to the commissioner. This would save unnecessary delay.

There are practically no cases of industrial diseases in the mines in India.

### IX. Hours.

63. B. Mines.—(i) Except at a few mines there are no arrangements by custom or agreement to work a specified number of hours underground. Lodna colliery is the principal exception in the Jharia coalfield. At other coal mines in the Chanda and Lakhimpur districts and at Bawdwin lead-silver mine shifts of 8 to 9 hours are worked.

At the Bawdwin mine of the Burma Corporation, Limited, a system of shifts has been in operation for some years and there appears to be no difficulty in enforcing the system because the whole of the labour force is housed within a short distance

of the mine. At Lodna colliery a system of shifts, two shifts per day with an interval of two hours between shifts, has been in operation for over a year. The difficulties encountered in introducing the system were not great and, as the management made arrangements for full tubs to be raised from the mine and empty tubs put ready for the incoming shift during the two hours' interval between shifts, the miners quickly realized the benefit of the system and now they prefer the shift system to their old haphazard methods.

Generally the normal number of hours worked per day varies from 8 to 12, while the normal number of working hours per week is 54 for underground and 60 for surface.

(ii) The miner works very leisurely and during the time he is underground does not actually work more than 4 to 5 hours. Although during the night shift a miner may be below ground for 12 hours the remainder of the time is spent in resting and sleeping. During the week he may be underground from 30 to 54 hours during which time he works from 18 to 30 hours. Other labour, such as winding enginemen, banksmen, firemen, etc., may be considered at work during the whole period of their duty. Their work, however, is intermittent.

(iii) Labour is seldom called upon to work other than on their actual shifts. In cases of breakdown or when wagons are not supplied at the regular time they may be called upon to work extra time to repair the breakdown or to avoid the company having to pay demurrage.

64. The great majority of the miners throughout India do not work more than five days per week. In many cases they work no more than three. In the case of miners who come from distant villages they visit the mines two or three times during the week and work double shifts before going back to their villages.

Firemen, winding and haulage enginemen, pump minders and those who are on a weekly or monthly pay generally work six days per week.

65. *Effect of Restriction of Hours.*—The effect of the restriction has been to reduce the number of hours worked per day and, as a rule, miners remain underground for 8 to 10 hours daily. The restriction has not adversely affected the output per man shift which has risen since the restrictions were imposed from an output of 103 tons per person employed in coal mines in 1923 to 131 tons in 1928.

It has had a beneficial effect in that the supervising staff, haulage attendants, etc., now have a rest day because the mines are closed on one day per week. Formerly they had to work seven days because a proportion of the miners would work on every day in the week, some miners resting one day and some another.

By closing the mines on one day per week legislation has helped the colliery owner to work more economically in one direction for if the same output can be raised in six days as in seven, the wages for the seventh day of trammers, haulage hands and others are saved.

66. *Possibility of Reducing Maxima.*—From 7th April, 1930, no person will be allowed to work more than 12 hours per day. When this law has been in operation for some time and the workers have learned to work to regular hours it will probably be found possible to reduce the daily maximum.

67. In so far as the resident labour is concerned the law relating to shifts is suitable. At Bawdwin mine, as mentioned previously, there is no difficulty because the labour is resident on the mine.

In the Giridih, Assam and Bokaro coalfields practically all the labour is resident and the introduction of a shift system will not present much difficulty. In the Jharia coalfield there is a fairly large percentage of resident labour and most of the outside labour does not come from any great distance. In the Raniganj coalfield the percentage of resident labour is much smaller and most of the outside labour comes from villages several miles from the mines. To persuade the outside labour to work to definite hours will be a difficult problem.

The shift system will eventually prove a great boon to the mining industry. Many companies would have introduced the system without legislation if they could have done so without running the risk of losing their miners. It will result in better organization and better supervision whilst accidents due to persons travelling on haulage roads when coal raising is in progress will diminish.

There will be difficulty in getting outside labour to conform with the shift system especially those who travel 15 miles or more to their work. When more labour is settled on the collieries there will be less trouble in enforcing the law in this respect.

68. *Possibility of Introducing an Effective Daily Limitation.*—The law relating to shifts will limit the hours to 12. Until the law has been firmly established and operated for a number of years, I am of the opinion that it would be a mistake to introduce further legislation. The introduction of further legislation with respect to hours of

work would at present not only prove a great handicap to the owners, but would result in a reduction in output. The miner in India is slow to realize the advantages accruing from new legislation, and further restriction of hours at present might result in the miner seeking other occupations.

Indian labour is not easily amenable to discipline and particularly when such labour has to be recruited far from the industrial centres. The withdrawal of women from the mines will tend to improve the domestic conditions of the miners as regards meals and the arrangements for shifts might then become easier to introduce. I am of the opinion that no further legislation in this respect should be enacted until the women have been withdrawn.

69. *Intervals.*—(i) Work in Indian mines is not hard. The miner is a leisurely individual. He rests after coming down the pit. Again when he reaches the face, between the filling of tubs and after he has filled his tubs he rests before returning to the surface. He does not work so intensively as his confrère in Europe or America but the enervating atmospheric condition and the manner in which he feeds himself may account for this.

(ii) It is unusual for an Indian miner to take his meal below ground. He usually takes a light meal in the morning and his main meal after returning to the surface.

In open workings there is usually an interval of about two hours during the heat of the day when his meals may be taken. It is also the custom of surface workers to take an interval of about two hours.

70. Usually Sunday is recognized as a day of rest, but in addition the miner takes the bazaar day. He avails himself of holidays for all his festivals and as he is under no contract he leaves the colliery when he likes. On the whole he is improvident and cares little for the morrow and works only to live.

71. With the passing of the Indian Mines (Amendment) Act, 1928, I consider that for the time being the existing provisions are adequate. After the 12 hours maximum shift has been in operation for some years the labour will have been broken into working in shifts and the matter of reducing the number of hours per shift might be reviewed. As has been pointed out before the miner does not actually work anything like 12 hours a day but likes to linger over his work.

72. Although section 25 of the Indian Mines Act empowers managers in certain emergent circumstances to employ persons in excess of 54 hours underground or 60 hours on surface few emergencies have arisen when advantage has been taken of this provision as only the number of hours worked per week are restricted. When the hours worked per day are restricted there will probably be more occasions when advantage will be taken of the exempting provisions.

### X. Special Questions Relating to Women, Young Adults and Children.

90. *B. Mines—Effect of Act of 1923.*—Many persons maintained that when the children were taken out of the mine the women would not go down and that the men would also be affected but this fear did not materialize. If any labour did leave the mine for this reason the number was insignificant and I have never heard of any complaints on this score. It did, however, prevent the suckling mothers from going underground. It is rarely that any child is now found in a mine as most of the managers are very strict in this respect.

*Suitability of certification provisions.*—The provisions appear to be quite suitable but are rarely put into operation. Managers have always, at the request of the inspectors, ceased to employ any child about whose age there may have been any doubt.

91. *Exclusion of Women*—(i) *Sustainability of regulations.*—With a few exceptions little hardship has so far been noticed as most of the larger mines took steps gradually to reduce the number of women before the regulations came into operation. Where this was not done some dislocation took place. In many mines the number is well below that permitted. The provisions appear to be suitable but some difficulty has arisen owing to the difference in the number of persons presenting themselves for work daily.

(ii) *Probable effects on the industry.*—Little, if any, effect will be apparent for two or three years. The large mine owners will introduce new methods to counteract the exclusion of women as the reduction proceeds. Much of the work performed by women underground is entirely unnecessary. Practically all women are employed as coal carriers and in 50 per cent. of cases the coal could be loaded into the tub at the face. Miners will have to be taught to load their own coal at the face with a shovel and it will be necessary for the owners to lay tub tracks up to the face.

In the well-equipped mines recourse will be made to modern methods of loading coal by machinery and systems of working will be modified to meet the new conditions. At most mines the difficulty will be overcome by recruiting male coal carriers.

If mechanical loaders are introduced and worked on a suitable system there should be little, if any, material increase in the cost of production and the workers will be able to earn higher wages.

I am convinced that the prohibition of women underground will eventually prove a great benefit to the industry in that more up-to-date methods of mining will be introduced; the unskilled type of worker, who is a cultivator half of the year and a miner when his finances force him to be so, will gradually disappear and a community of wholtime miners will be raised and housed at the mines; where mechanized mining is introduced the worker will earn better wages.

In the case of owners who are unable to equip their collieries there will be an increased cost of production, as the miner will demand an increased rate to make up for the loss of his wife's earning. The present loaders are mainly women who receive smaller wages than the men.

It is probable that in order to make up the deficiency in the number of workers more up-country unskilled labour will be recruited.

(iii) *Economic effect on workers.*—At first there is bound to be a decrease in the amount earned by the family unless the women can find work on the surface. As there will be a surplus of women for this work the rates may decrease but the opposite will be the case underground. The loss can, to a certain extent, be made up by more regular attendance. If it has this effect it should be a help to the industry. Where the work is mechanized the miner who can adapt himself to this type of mining will be able to make up the deficiency as with an increased output his earning will increase.

(iv) *Speed of withdrawal.*—The speed of withdrawal gives adequate time for the industry to adapt itself to new methods and conditions. In some quarters there is a feeling that the women should be taken out at once. This, however, would probably hit the smaller collieries very hard. I think, however, that the time could have been shortened without much ill effect.

## XII. Wages.

96. The accompanying tables show the weekly earnings for the years 1923 to 1925 and the daily earnings from 1926 to 1928 in the principal mining areas in India.

### *Wages in the Jharla Coalfield.*

	Weekly earnings.			Daily earnings.		
	1923. Rs.	1924. Rs.	1925. Rs.	1926. Rs.	1927. Rs.	1928. Rs.
Miners (underground) ..	4-12-0	4-12-0	4-0-0	0-15-0	0-14-3	0-13-6
" (open workings) ..	—	—	—	—	0-14-9	0-14-0
Other workers (underground)	3-12-0	3-12-0	3-9-0	0-15-0	0-9-9	0-9-9
" (open workings)	—	—	—	—	to 0-10-9	to 0-10-9
					0-7-9	0-5-6
					to 0-9-9	to 0-7-9
Females (underground) ..	2-8-0	2-8-0	2-8-0	0-7-0	0-8-9	0-8-9
" (open workings) ..	—	—	—	—	0-8-6	0-8-3
Males (surface) ..	3-15-0	3-15-0	3-8-0	0-8-0	0-9-3	0-8-6
Females (surface) ..	2-7-0	2-7-0	2-4-0	0-7-0	0-7-0	0-6-9

### *Wages in the Raniganj Coalfield.*

	Weekly earnings.			Daily earnings.		
	1923. Rs.	1924. Rs.	1925. Rs.	1926. Rs.	1927. Rs.	1928. Rs.
Miners (underground) ..	3-8-0	3-6-0	3-6-0	0-9-0	0-12-9	0-12-6
" (open workings) ..	—	—	—	—	0-13-3	0-9-0
Other workers (underground)	3-4-0	3-0-0	3-0-0	0-9-0	0-9-3	0-9-0
" (open workings)	—	—	—	—	to 0-11-0	to 0-10-3
					0-8-3	0-7-0
					to 0-10-0	to 0-8-0
Females (underground) ..	2-0-0	1-14-0	1-14-0	0-5-6	0-7-9	0-7-0
" (open workings) ..	—	—	—	—	0-7-0	0-6-0
Males (surface) ..	2-10-0	2-10-0	2-10-0	0-7-6	0-8-0	0-8-6

*Wages in the Giridih Coalfield.*

	Weekly earnings.			Daily earnings.		
	1923. Rs.	1924. Rs.	1925. Rs.	1926. Rs.	1927. Rs.	1928. Rs.
Miners (underground) ..	4-0-0	4-8-0	4-8-0	1-0-0	0-13-3	0-12-9
„ (open workings) ..	—	—	—	0-15-0	0-13-6	0-12-0
Other workers (underground) ..	3-4-0	4-8-0	4-8-0	1-0-0	0-8-0	0-7-9
					to	to
					0-11-9	0-10-9
„ (open workings)	—	—	—	—	0-8-6	0-9-0
					to	
					0-11-3	
Females (underground) ..	2-0-0	3-0-0	3-0-0	0-5-6	0-5-3	0-6-9
„ (open workings) ..	—	—	—	0-5-3	0-5-0	0-6-0
Males (surface) ..	3-4-0	3-0-0	3-0-0	0-9-6	0-8-0	0-7-9
Females (surface) ..	2-0-0	1-14-0	1-14-0	0-5-9	0-5-9	0-5-9

*Wages in the Assam Coalfield.*

	Weekly earnings.			Daily earnings.		
	1923. Rs.	1924. Rs.	1925. Rs.	1926. Rs.	1927. Rs.	1928. Rs.
Miners (underground) ..	7-8-0	9-0-0	9-0-0	1-5-0	1-7-6	1-7-0
„ (open workings) ..	—	—	—	—	1-4-3	1-5-6
Other workers (underground) ..	6-0-0	6-0-0	6-0-0	1-5-0	0-15-3	0-13-9
					to	to
					1-3-6	1-3-0
„ (open workings)	—	—	—	—	1-1-0	1-0-9
					to	to
					1-3-6	1-3-0
Females (underground) ..	—	—	—	—	0-12-9	—
„ (open workings) ..	—	—	—	—	1-3-9	1-4-6
Males (surface) ..	4-8-0	4-8-0	4-8-0	0-12-6	0-15-0	0-11-9
Females (surface) ..	2-10-0	2-10-0	2-10-0	0-8-6	0-7-9	0-7-9

*Wages in the Pench Valley (C. P.) Coalfield.*

	Weekly earnings.			Daily earnings.		
	1923. Rs.	1924. Rs.	1925. Rs.	1926. Rs.	1927. Rs.	1928. Rs.
Miners (underground) ..	4-1-6	4-0-0	4-8-0	1-5-0	1-1-9	1-0-6
„ (open workings) ..	—	—	—	—	—	—
Other workers (underground) ..	3-0-0	2-12-0	3-0-0	1-5-0	0-7-3	0-8-0
					to	to
					0-8-3	0-8-6
„ (open workings)	—	—	—	—	—	0-6-0
Females (underground) ..	2-8-9	2-4-0	2-4-0	0-7-6	0-7-6	0-7-6
„ (open workings) ..	—	—	—	—	—	0-6-0
Males (surface) ..	2-10-0	2-10-0	3-0-0	0-8-0	0-12-6	0-11-9
Females (surface) ..	1-11-0	1-11-0	1-14-0	0-4-6	0-5-6	0-5-9

*Wages in Bihar and Orissa Mica.*

	Weekly earnings.			Daily earnings.		
	1923. Rs.	1924. Rs.	1925. Rs.	1926. Rs.	1927. Rs.	1928. Rs.
Miners (underground) ..	4-12-0	4-12-0	5-4-0	0-8-0	0-6-9	0-6-9
„ (open workings) ..	—	—	—	—	0-5-9	0-7-6
Other workers (underground) ..	2-14-0	2-14-0	3-6-0	0-8-0	0-5-3	0-4-9
„ (open workings) ..	—	—	—	—	0-5-0	0-6-0
Females (underground) ..	1-8-0	1-8-0	1-14-0	0-4-0	0-3-9	0-4-9
„ (open workings) ..	—	—	—	—	0-3-3	0-4-9
Males (surface) ..	2-14-0	2-14-0	3-0-0	0-4-0	0-6-3	0-6-9
Females (surface) ..	1-8-0	1-8-0	1-8-0	0-3-0	0-3-9	0-4-0

*Wages in Madras Mica.*

	Weekly earnings.			Daily earnings.		
	1923. Rs.	1924. Rs.	1925. Rs.	1926. Rs.	1927. Rs.	1928. Rs.
Miners (underground) ..	2-3-0	2-6-6	2-6-6	0-6-0	0-7-3	0-6-3
„ (open workings) ..	—	—	—	0-5-0	0-6-0	0-5-6
Other workers (underground) ..	1-15-6	2-3-0	2-3-0	0-6-0	0-4-9	0-4-9
„ (open workings) ..	—	—	—	0-5-0	0-4-6	0-4-3
Females (underground) ..	1-5-0	1-5-0	1-5-0	0-3-0	0-3-6	0-3-6
„ (open workings) ..	—	—	—	0-3-0	0-3-3	0-3-6
Males (surface) ..	2-3-0	2-6-6	2-6-6	0-10-0	0-4-9	0-5-0
Females (surface) ..	1-5-0	1-5-0	1-5-0	0-3-0	0-3-6	0-3-3

*Wages in the Central Provinces Manganese.*

	Weekly earnings.			Daily earnings.		
	1923. Rs.	1924. Rs.	1925. Rs.	1926. Rs.	1927. Rs.	1928. Rs.
Miners (underground) ..	3-8-0	3-8-0	3-8-0	0-10-3	0-14-0	0-11-3
„ (open workings) ..	—	—	—	0-7-9	0-9-0	0-9-0
Other workers (underground) ..	4-8-0	3-12-0	3-12-0	0-10-3	0-8-0	0-7-9
„ (open workings) ..	—	—	—	0-7-9	0-6-9	0-7-3
Females (underground) ..	2-4-0	2-4-0	2-4-0	0-6-0	0-7-3	0-6-6
„ (open workings) ..	—	—	—	0-5-0	0-5-3	0-4-9
Males (surface) ..	2-8-0	2-8-0	2-8-0	0-6-0	0-8-9	0-7-9
Females (surface) ..	1-8-0	1-8-0	1-8-0	0-5-3	0-5-0	0-4-9

*Wages in Bihar and Orissa Iron.*

	Weekly earnings.			Daily earnings.		
	1923. Rs.	1924. Rs.	1925. Rs.	1926. Rs.	1927. Rs.	1928. Rs.
Miners (underground) ..	2-8-3	3-4-0	3-4-0	—	—	—
„ (open workings) ..	—	—	—	0-8-9	0-6-3	0-10-6
Other workers (underground) ..	—	—	—	—	—	—
„ (open workings) ..	—	—	—	0-8-9	0-6-9	0-7-0
Females (underground) ..	—	—	2-4-0	—	—	—
„ (open workings) ..	—	—	—	0-5-9	0-5-9	0-5-9
Males (surface) ..	4-4-0	4-5-0	4-5-0	0-6-0	0-6-9	0-6-9
Females (surface) ..	2-0-0	2-0-0	2-0-0	0-5-0	0-5-6	0-5-6



*Wages in Burma Lead.*

	Weekly earnings.			Daily earnings.		
	1923. Rs.	1924. Rs.	1925. Rs.	1926. Rs.	1927. Rs.	1928. Rs.
Miners (underground) ..	9-0-0	9-0-0	9-9-7	1-13-6	1-11-9	1-13-0
.. (open workings) ..	—	—	—	1-4-0	—	—
Other workers (underground) ..	18-0-0	18-0-0	14-12-0	1-13-6	1-6-6	1-8-3
.. (open workings) ..	—	—	—	1-4-0	1-7-3	1-5-9
Females (underground) ..	—	—	—	—	—	—
.. (open workings) ..	—	—	—	—	—	—
Males (surface) ..	9-4-0	9-4-0	14-4-0	1-0-9	1-1-3	1-6-3
Females (surface) ..	—	—	—	—	0-8-0	0-10-0

*Wages in Burma Tin.*

	Weekly earnings.			Daily earnings.		
	1923. Rs.	1924. Rs.	1925. Rs.	1926. Rs.	1927. Rs.	1928. Rs.
Miners (underground) ..	9-4-0	14-0-0	12-0-0	2-0-0	1-15-3	2-3-3
.. (open workings) ..	—	—	—	—	1-8-3	1-7-6
Other workers (underground) ..	—	—	—	2-0-0	1-8-0	1-2-0
.. (open workings) ..	—	—	—	—	1-9-9	1-5-0
Females (underground) ..	—	—	—	—	—	—
.. (open workings) ..	—	—	—	—	0-11-3	0-12-0
Males (surface) ..	8-5-0	8-10-0	5-0-0	0-15-0	1-3-3	1-2-3
Females (surface) ..	—	—	—	—	—	1-0-0

97. Since the war miners' wages have increased a little, but, as the cost of living has also risen, they are now no better off than they were. Compared with those paid in other countries miners' wages are small, the average wage of a coal miner being thirteen annas per day.

After the war when there was a boom in the Indian coal trade, wages were increased, but owing to the slump there is a tendency to keep expenditure down to the lowest possible amount. This has affected wages to a slight extent. As different collieries pay their labour differently it is difficult to trace the movements with any degree of accuracy.

99. In addition to actual payment those employed in coal mines are allowed to take coal home with them. The amount of coal thus carried away has been reckoned to be from two to three per cent. of the total output. In addition all miners housed at the mines are given rent-free quarters. In cases where they live in their own homes material for thatching their homes is often provided.

100. *Extent and Effect of Payment through Contractors, Sub-Contractors or Headmen.*—As miners' wages are based on the amount of coal or ore mined wages are paid direct if the person is working on his own. If a contractor is employed the contractor receives payment from the company and he is responsible for paying the workers. As the amount of contracting varies from colliery to colliery it is not possible for me to state to what extent such payments are made.

101. *Method of Fixing Wages.*—There is no recognized fixed wages in the coal-fields. At Bawdwin there is a sliding scale depending on the time the worker has been employed. A miner starts at Rs. 1-4 per day and rises to Rs. 2.

102. In most cases overtime is paid for at ordinary rates.

104. *Effect of Wage-changes on Labour Supply.*—As there have been no violent fluctuations in wage-changes it is difficult to apprise the effects of this on the labour supply. Some years ago during the boom period an increase was given with the result that the miners worked fewer days per week. The supply of labour is more likely to be influenced by immediate *bukshis* than by promises of increased earnings.

107. In some collieries miners are paid daily on production of "chits" for the number of tubs of coal cut. These are signed by the overmen and countersigned by the assistant manager or manager. In other cases weekly wages are paid. The staff are usually paid monthly. Pumpmen, winding enginemen and others who are paid a daily wage are usually paid out at the end of the week or month. In the case of those paid monthly advances are often given against wages.

110. As the Indian miner usually has an interest in agriculture he leaves the mine at the sowing and harvesting seasons. In addition he avails himself of all the *pujas* which affect his class. Wages are not paid while he is on leave.

### XIII.—Industrial Efficiency of Workers.

112. *Comparative Changes in Efficiency of Indian Workers in recent years.*—Since 1923 the average output of coal per person employed per year in the collieries in India has risen from 103 tons in 1923 to 131 tons in 1928.

113. For comparison I give the following figures of output of coal per person employed in other countries: Great Britain, in 1928, 250 tons; America, in 1926, 780 tons; Japan, in 1926, 132 tons; Transvaal, in 1926, 426 tons.

The efficiency of the Indian worker is apparently on an equal with his confrère in Japan but inferior to those in Great Britain, America, and the Transvaal.

114. (i) As the Indian statistics are based on the number of shifts worked migration does not affect the comparison.

(ii) Few of the mines in India are mechanised to any great extent. In the case of Jamadoba colliery fifteen coal-cutting machines are now at work while the coal is transported in cars of 2½ tons capacity. These are led right up to the working faces. As a result the output per person employed is greater than that of other collieries not similarly equipped, while the wages paid are in excess of those paid in surrounding collieries. The output per person for 1928 was 0·83 tons, while miners earned Rs. 1–3–9 per day which is 4 to 6 Ans. in excess of the average.

(iii) Of late years there has been a considerable increase in the number of coal-cutting machines used in collieries. The following table shows the number in use in Indian coal mines for the years 1923–28, and the total electrical horse power used in the mines:—

	1923	1924	1925	1926	1927	1928
Coal-cutting machines . .	93	114	125	126	141	146
Total electrical h.p. in coal mines . . . . .	36,008	43,502	52,336	54,548	59,539	64,478

Most of the mines owned by Indians are too small to afford to pay for the most up-to-date machinery.

(v) (vi) The physique and health of the Indian worker compare unfavourably with those of the worker in colder climates. This, to some extent, is due to the enervating climate in which he lives and to the lack of nourishing food.

115. (i) (ii) Since the limitation of working hours there has been an increase in the amount of machinery used. This has tended to an increased output per person employed. During the last few years, owing to the slump in the coal trade, a number of collieries have been shut down. The output, however, has increased owing to the labour being absorbed in other mines which have greatly increased their output. This concentration of labour has certainly led to efficiency in production.

(iii) Before the advent of the Jharia Mines Board of Health and of the Jharia Water Board, the Jharia coalfield was visited with severe epidemics of cholera which decimated the mining population and resulted in mines being temporarily stopped. Outbreaks of cholera are now stamped out at once, while a supply of good uncontaminated water prevents the disease from being spread.

(iv) With the building of houses on the collieries a certain amount of labour becomes settled and work continues uninterruptedly throughout the year. This is all to the good of the mining companies, for this labour is not affected by periodical migration.

(vii) The legislation which is most likely to affect production is that concerning the withdrawal of women from mines. As the commencement was only made on the 1st July, 1929, it is yet too early to state definitely how far this will effect production. The other provisions of the Indian Mines Act have had little or no effect.

(viii) Some classes of labour are weak and degenerate, and it is usually found that they are not capable of exerting themselves for long periods. More work can be had from those who take nourishing food. The latter also earn higher wages.

(ix) I have got no information regarding the effects of alcohol and drugs on production. It is, however, almost certain that this accounts for a good deal of absenteeism.

116. An increase in efficiency can be obtained by the introduction of more machinery and in laying out the workings in a better manner. Every mine-owner, however, cannot afford the initial capital expenditure required to introduce more modern machinery, while many of the properties are so small that even if money were available it would not be an economic proposition to mechanise. One of the difficulties in improving the efficiency is the miners' distrust of the haulage arrangements. Before starting to work he insists on seeing tubs on the loading line. Thus a larger number of tubs than is necessary have to be provided, and a large number of tubs have to be stabled in one level with the consequent long carry to the outside tubs. With the elimination of women the miner may come to realise the advantage of having the tub brought right up to the working face so that the coal may be loaded direct into it.

Great efficiency will not be effected until there is a large mining population independent of agriculture.

#### XIV.—Trade Combinations.

The employers' organizations are : The Indian Mining Association, representing the European coal owners who control practically the whole of the first-class coal. The Indian Mining Federation, representing the Indian colliery owners. The Central Provinces and Berar Mining Association which controls the manganese ore industry. The Kodarma Mica Miners Association, representing the mica industry in Bihar. The Tavoy Chamber of Mines, which is composed of the tin and wolfram mine owners of Tavoy.

The Colliery Managers are represented by two bodies :—(1) The Association of Colliery Managers in India which is affiliated to the Colliery Managers Association in Britain, and (2) The Indian Mine Managers Association.

An association known as the Indian Colliery Employees Association was formed some years ago, but the number of its members is small compared with the number employed.

119. The Colliery Employees Association was commenced about nine years ago and is said to have about 2,000 members of whom about 1,500 are ordinary miners. The attention of the Association is principally confined to taking up matters in relation to non-payment of wages and to claims for compensation.

As the miner belongs to the uneducated class there is little chance of his ever obtaining control of the organization which is run by those who are on the supervising staffs.

The present attitude of the employers is one of indifference.

#### XV.—Industrial Disputes.

123. The miners in India have been comparatively free from strikes. Such strikes as have occurred have been of short duration and confined to single mines. They have seldom lasted more than two or three days.

In 1921 when the All India Trade Union Congress met at Jharia the discontent was fanned by political agitators. During the holding of the Congress the collieries were practically shut down for a week. This is the most serious disturbance during the last ten years.

#### XVII.—Administration.

140. (i) Since the introduction of the Indian Mines Act, 1923, and the Regulations and Rules made thereunder, the work of the Department of Mines has increased to such an extent that an increase in the staff will be required in the near future. As the definition of a mine was changed in the Act of 1923 a large number of stone and other mines have been brought within its scope. As these are scattered throughout India longer tours have to be made. This increase has to a certain extent been countered by the large number of collieries which have been shut down owing to the slump in the coal trade. When conditions improve these will again be re-opened.

Since 1920 the number of inspections has risen as shown in Table No. V in which the number of Inspectors include those on leave. It will be noticed that the number of inspections has been doubled since 1920. This increased work and responsibility have been thrown on the shoulders of the Chief Inspector and the Circle Inspectors.

(ii) As previously pointed out all the important mines are inspected at least once a year. Enquiries are made into all fatal accidents and into such serious accidents as appear to require investigation. The regulations and rules are stringently enforced and where undue laxity in their observance is noticed more frequent inspections are

made. Inspectors are encouraged to use as much tact as possible in enforcing the regulations. By so doing owners and managers strive to act up to the spirit of the Act and are usually willing to comply with any reasonable suggestions of a n Inspector, although these may be beyond the actual letter of the law.

(iii) Where the management have failed to remedy any violation after being requested to do so recourse has to be made to prosecution. A threat of being prosecuted is usually sufficient to make a recalcitrant to obey the law as most persons do not like to be prosecuted, there being a certain stigma attached to it irrespective of any sentence which may be given.

Prosecutions are usually instituted in the following cases:—(a) Where there are repeated violations; (b) Where an accident has occurred as the direct result of a violation of the regulations; (c) Where serious violations of the regulations, rules, etc., regarding safety have been committed; and (d) When it is desired to draw attention to the necessity of any provision of the Act, Regulations and Rules being enforced.

Prosecutions are never instituted where it is not practically certain that a conviction will be secured, as an unsuccessful prosecution might have a bad effect. The accompanying table No. IV shows the number of prosecutions instituted since 1919 with their results.

A number of prosecutions have been instituted by the management against their subordinate officials and workmen, but these cases are usually instituted after some pressure has been brought to bear by an Inspector. Their objection to prosecute is that such cases usually take many weeks to conclude and involve the manager in many visits to the court. In a recent case the manager attended a court on eleven occasions and in the end the case was dropped. The management are also afraid that if they prosecute their labour they will drive them away. There is a certain amount of truth in this assertion.

#### XVIII.—Intelligence.

143.—The following tables of statistics are published in the Annual Report of the Chief Inspector of Mines in India.

1. Number of workers and output of minerals.
2. Average hours worked in each important mining field.
3. Analysis of figures relating to coal and coke.
4. Number of mines opened, closed and inspected during the year.
5. Fluctuations in output of minerals during the previous ten years.
6. Coal raised and death rates during the previous ten years.
7. Aggregate horse power and purpose for electric motors installed at coal mines.
8. Number of mines where electric power is used and the aggregate horse power of electric motors installed.
9. Number and type of coal-cutting machines.
10. Number of mechanical ventilators in use at coal mines.
11. Number of safety lamps in use in coal mines.
12. Statement of explosives used during the year in mines.
13. List of fatal accidents.
14. Statement of fatal and serious accidents.
15. Statement of fatal accidents classified according to cause of accidents.
16. Statement of prosecutions under the Indian Mines Act and the Indian Penal Code.

Copies are supplied free to all interested Government officers, to a large number of newspapers, to the mining associations and to the owners, agents and managers of all coal mines and to all important metalliferous mines.

By this large distribution the attention of those engaged in mining is called to all pertinent questions affecting the safety and workings of mines.

In addition to the annual returns monthly returns of raisings and despatches are submitted by the coal owners. Copies of these statistics are sent to the Government, Director of Commercial Intelligence, Chief Mining Engineer, Railway Board, Indian Mining Association and Federation, and to the Associated Press.

Great difficulty is experienced in getting a few of the smaller owners to submit returns. The output of these mines is however small and would scarcely affect the statistics. Where returns have not been submitted allowances based on the previous years output are made. The statistics on the whole may be looked upon as fairly reliable.

**TABLE I.**  
**British India.**

Years.	Coal Mines.				Metalliferous Mines.			All Mines.		
	Number of accidents.	Number of persons killed.	Death rate per 1,000 persons employed.	Death rate per million tons of coal raised.	Number of accidents.	Number of persons killed.	Death rate per 1,000 persons employed.	Number of accidents.	Number of persons killed.	Death rate per 1,000 persons employed.
1919 ..	212	260	1.37	11.95	40	52	0.88	252	312	1.25
1920 ..	147	172	0.98	10.07	30	53	0.91	177	225	0.96
1921 ..	197	257	1.35	13.99	35	36	0.61	232	293	1.17
1922 ..	174	209	1.13	11.50	31	34	0.77	205	243	1.06
1923 ..	194	332	1.82	17.69	43	55	1.05	237	387	1.65
1924 ..	189	230	1.23	11.35	44	51	0.72	233	281	1.09
1925 ..	157	186	1.07	9.31	43	47	0.58	200	233	0.92
1926 ..	152	171	1.00	8.51	46	56	0.63	198	227	0.87
1927 ..	166	181	1.10	8.57	43	66	0.63	209	247	0.92
1928 ..	183	218	1.33	10.13	38	41	0.40	221	259	0.97

**TABLE I a.**

Years.	Great Britain.			United States of America.	
	Coal Mines.		Metalliferous Mines.	Coal Mines.	
	Death rate per 1,000 persons employed.	Death rate per million tons of coal raised.	Death rate per 1,000 persons employed.	Death rate per 1,000 300-day workers.	Death rate per million tons of coal raised.
1922 ..	0.95	4.32	0.72	4.90	4.16
1923 ..	1.06	4.57	0.70	4.39	3.74
1924 ..	0.98	4.36	1.07	4.80	4.20
1925 ..	1.02	4.53	1.48	4.65	3.84
1926 ..	1.08	4.95	0.94	4.50	3.83
1927 ..	1.09	4.36	0.82	—	3.70

**TABLE II.**  
**British India.**  
*Fatal Accidents.*

	1919.		1920.		1921.		1922.		1923.		1924.		1925.		1926.		1927.		1928.		Total number of deaths.	Percentage of Total.
	Number of accidents.	Number of deaths.	Number of accidents.	Number of deaths.	Number of accidents.	Number of deaths.	Number of accidents.	Number of deaths.	Number of accidents.	Number of deaths.	Number of accidents.	Number of deaths.	Number of accidents.	Number of deaths.	Number of accidents.	Number of deaths.	Number of accidents.	Number of deaths.	Number of accidents.	Number of deaths.		
Explosions of fire-damp and coal dust.	1	1	3	5	4	15	5	21	2	75	1	2	1	1	4	5	1	1	2	3	129	4.77
Falls of roof .. .. .	70	95	40	48	64	81	51	57	61	92	66	87	51	61	44	53	54	63	70	84	721	26.60
Falls of side .. .. .	58	75	32	40	72	91	58	65	72	101	56	64	50	62	57	69	47	59	51	58	684	25.27
In shafts .. .. .	34	47	29	44	17	22	26	35	26	32	24	31	27	28	16	17	10	10	15	16	282	10.41
Suffocation by gases .. .. .	—	—	3	8	—	—	—	—	3	12	—	—	1	3	2	2	3	9	1	1	35	1.29
Explosives .. .. .	7	7	9	12	14	20	9	9	9	11	17	26	16	19	15	17	18	27	14	17	165	6.10
Irruptions of water or falling into water.	1	1	1	8	—	—	1	1	—	—	—	—	—	—	—	—	—	—	1	7	17	0.63
Haulage .. .. .	40	41	16	16	30	32	20	20	29	29	20	20	15	15	26	26	24	24	29	29	252	9.31
Miscellaneous underground ..	10	12	11	11	11	12	10	10	13	13	17	17	15	20	9	12	22	23	14	14	144	5.33
Surface .. .. .	31	33	33	33	20	20	22	22	19	19	27	29	22	22	24	25	28	29	22	28	260	9.62
Electricity .. .. .	—	—	—	—	—	—	3	3	3	3	5	5	2	2	1	1	2	2	2	2	18	0.67
<b>TOTAL .. .. .</b>	<b>252</b>	<b>312</b>	<b>177</b>	<b>225</b>	<b>232</b>	<b>293</b>	<b>205</b>	<b>243</b>	<b>237</b>	<b>387</b>	<b>233</b>	<b>261</b>	<b>200</b>	<b>233</b>	<b>198</b>	<b>227</b>	<b>209</b>	<b>247</b>	<b>221</b>	<b>259</b>	<b>2,707</b>	

TABLE II a.

British India.

Non-fatal Accidents.

	1919.		1920.		1921.		1922.		1923.		1924.		1925.		1926.		1927.		1928.	
	Number of accidents.	Number of injured.	Number of accidents.	Number of injured.	Number of accidents.	Number of injured.	Number of accidents.	Number of injured.	Number of accidents.	Number of injured.	Number of accidents.	Number of injured.	Number of accidents.	Number of injured.	Number of accidents.	Number of injured.	Number of accidents.	Number of injured.	Number of accidents.	Number of injured.
Explosions of fire-damp and coal dust.	3	3	2	2	1	2	3	4	—	—	2	5	1	1	4	6	1	2	—	—
Falls of roof .. ..	74	76	36	36	55	57	39	40	49	51	48	50	52	54	57	60	73	80	56	59
Falls of side .. ..	38	40	38	39	37	38	39	40	26	29	31	34	43	43	45	49	78	85	73	77
In shafts .. ..	17	18	11	12	15	16	14	17	14	21	17	20	12	12	24	35	16	18	22	26
Suffocations by gases	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Explosives .. ..	21	28	16	23	20	32	17	18	28	33	29	31	35	48	26	33	36	45	36	46
Irruptions of water or falling into water.	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Haulage .. ..	46	47	36	36	49	51	28	28	31	36	47	47	61	61	45	45	86	88	149	151
Miscellaneous underground.	58	58	77	77	66	68	60	60	82	82	116	117	126	128	153	154	245	248	139	140
Surface .. ..	92	101	74	76	85	85	92	93	90	92	120	120	146	146	151	156	141	142	171	176
Electricity .. ..	—	—	—	—	—	—	—	—	—	—	—	—	3	3	2	2	4	5	8	8
<b>TOTAL ..</b>	<b>350</b>	<b>372</b>	<b>290</b>	<b>301</b>	<b>328</b>	<b>349</b>	<b>292</b>	<b>300</b>	<b>320</b>	<b>344</b>	<b>410</b>	<b>424</b>	<b>479</b>	<b>496</b>	<b>507</b>	<b>540</b>	<b>680</b>	<b>713</b>	<b>654</b>	<b>683</b>

**TABLE III.**  
British India.

Years.	Misadventure.		Fault of deceased.		Fault of fellow workmen.		Fault of subordinate officials.		Fault of management.		Faulty material.	
	Number of accidents.	Percentage of total number of accidents.	Number of accidents.	Percentage of total number of accidents.	Number of accidents.	Percentage of total number of accidents.	Number of accidents.	Percentage of total number of accidents.	Number of accidents.	Percentage of total number of accidents.	Number of accidents.	Percentage of total number of accidents.
1919	134	53.18	90	35.71	15	5.95	4	1.59	9	3.57	—	—
1920	98	55.4	54	30.5	12	6.8	3	1.7	10	5.6	—	—
1921	124	53.5	65	28.0	14	6.0	7	3.0	17	7.3	5	2.2
1922	120	58.54	61	29.76	9	4.39	7	3.41	6	2.93	2	0.97
1923	112	47.26	89	37.55	7	2.95	14	5.91	13	5.49	2	0.84
1924	133	57.08	60	25.75	7	3.01	10	4.29	23	9.87	—	—
1925	122	61.00	39	19.50	8	4.00	15	7.50	15	7.50	1	0.50
1926	114	57.58	41	20.70	13	6.57	16	8.06	12	6.06	2	1.01
1927	131	62.68	45	21.53	7	3.35	14	6.70	12	5.74	—	—
1928	147	66.52	39	17.65	9	4.07	12	5.43	13	5.88	1	0.45

**TABLE IV.**  
British India.

Years.	Number of prosecutions.	Number of persons prosecuted.	Number of persons convicted.
1919 .. ..	35	57	42
1920 .. ..	53	62	47
1921 .. ..	47	72	47
1922 .. ..	59	76	50
1923 .. ..	39	61	46
1924 .. ..	68	97	72
1925 .. ..	62	122	76
1926 .. ..	75	123	70
1927 .. ..	61	109	81
1928 .. ..	88	122	93

**TABLE V.**  
British India.

Years.	Number of mines under the scope of the Act.		Number of Officers on cadre on 1st January.	Number of inspections.
	Coal Mines.	All Mines.		
1919 .. ..	741	1,719	4	564
1920 .. ..	783	1,716	5	1,228
1921 .. ..	884	1,741	7	1,233
1922 .. ..	953	1,618	8	1,769
1923 .. ..	942	1,543	8	1,680
1924 .. ..	846	1,804	8	1,539
1925 .. ..	810	2,011	8	1,938
1926 .. ..	722	1,897	10	2,321
1927 .. ..	644	1,992	10	2,395
1928 .. ..	556	1,948	10	2,410



TABLE No. VI.

	FATAL ACCIDENTS.									SERIOUS ACCIDENTS.				
	Number of accidents and of persons killed.				Number of accidents in which compensation was considered due.				Number of accidents in which compensation was paid.		Number of accidents.		Number of accidents in which compensation was paid.	
	1927.		1928.		1927.		1928.		1927.	1928.	1927.	1928.	1927.	1928.
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.
	Accidents.	Killed.	Accidents.	Killed.	Accidents.	Persons Killed.	Accidents.	Persons Killed.						
Bengal ..	34	36	49	64	24	24	44	59	15	39	67	61	12	8
Bihar and Orissa :—														
Dhanbad ..	88	96	96	109	75	83	76	89	76	73	209	217	19	10
Purulia ..	7	7	5	5	5	5	4	4	4	5	8	10	13	5

Note.—The figures given in Columns 10, 11, 14 and 15 include a few cases of accidents that occurred in the previous year.

## THE INDIAN MINING ASSOCIATION.

## INTRODUCTION.

The Indian Mining Association was formed in the year 1892.

The total coal raised in India in the year 1928 was 21,515,796 tons.

The members of this Association accounted for nearly 60 per cent. of this; railway collieries, about 10 per cent., and collieries represented by the Indian Mining Federation and others about 30 per cent.

The objects of the Indian Mining Association are to protect by every legitimate means the interests of those engaged in developing the mining industries in India, to foster those industries, to provide a ready means of arbitration for the settlement of disputes between mining proprietors, and to take part in such discussions affecting and as may have a bearing upon mines, their development, or working, and for this purpose to enter into communication with the Government or other public bodies.

*Production.*—The statement given below shows the output of coal in the various provinces in British India during the years 1928 and the two preceding years:—

	Output in tons.		
	1928.	1927.	1926.
Assam .. .. .	297,501	322,517	300,506
Baluchistan .. .. .	11,217	8,945	9,131
Bengal .. .. .	5,639,993	5,554,990	5,137,688
Bihar and Orissa .. .. .	14,788,580	14,493,062	13,942,404
Central Provinces .. .. .	732,353	666,758	635,252
Punjab .. .. .	46,152	62,704	68,043
	<u>21,515,796</u>	<u>21,108,976</u>	<u>20,093,024</u>

It will be seen that by far the largest proportion of coal is produced from Bengal (the Raneeunge field) and Bihar and Orissa (Jharia).

The Raneeunge field is situated 120 to 140 miles north-west of Calcutta—are a 500 square miles.

The Jharia field is situated 16 miles further west—area about 150 square miles.

A list showing the other coalfields in India is attached.

*Consumption.*—Statement showing estimated consumption of coal (Indian and foreign) during 1927, in each of the different classes of industries, but these figures should be regarded as only approximate, and but a very rough estimate under some of the heads.

	Estimated consumption.	Per cent. of total.
	1927.	
Railway .. .. .	7,259,000	33.5
Admiralty and Royal Indian Marine Shipping accounts .. .. .	27,000	0.1
Bunker coal .. .. .	1,317,000	6.1
Cotton mills .. .. .	830,000	3.8
Jute mills .. .. .	935,000	4.3
Iron, steel and brass foundries (including engineering workshops) .. .. .	5,260,000	24.2
Port trusts .. .. .	205,000	0.9
Inland steamers .. .. .	636,000	2.9
Brick and tile factories (including potteries and cement works) .. .. .	565,000	2.6
Tea gardens .. .. .	223,000	1.0
Paper mills .. .. .	156,000	0.7
Consumption at collieries and wastage .. .. .	2,208,000	10.2
Other forms of industrial and domestic consumption .. .. .	2,085,000	9.7
Total .. .. .	<u>21,706,000</u>	<u>100</u>

*Number of persons employed in 1927.*

In coal mines .. .. .	165,213
As coal cutters .. .. .	41,786
Male loaders .. .. .	9,960
Females—chiefly loaders .. .. .	33,841

which is 5,415 less than in 1926.

The average number of persons employed daily in the coal mining industry in the British provinces in India in 1927 was :—

	Below ground.	Above ground.
Men .. .. .	80,382	37,785
Women .. .. .	33,845	13,620

It is estimated that in the Jharia coalfield the coal is raised in the following proportions :—

	Per cent.
Under the contractor system, the owners paying so much per ton	70
Under the Sircari system, i.e., by the owners themselves .. .. .	30

In the Raneeunge field the proportions are 40 and 60 per cent. respectively.

### I.—Recruitment.

Each colliery makes its own arrangements for bringing in labour. Usually the matter is left to the raising contractors, who, on behalf of the owners, are able to offer, among other inducements, the promise of regular work, regular pay, rent-free quarters, free fuel, free water supply, free lighting and, in some cases, land for cultivation. Travelling expenses are paid and advances are given.

The statement attached gives an abstract of replies from raising contractors and shows the districts from which labour is recruited. Skilled labour works fairly continuously throughout the year; the rest, which comprises a decided majority and includes practically all the underground miners, is in the habit of leaving the collieries for several weeks for at least two periods yearly, viz., about the end of June for the purpose of planting crops and about the middle of October for harvesting them. Taking into account other absences on account of ceremonies, festivals of all descriptions, and poojahs, it is estimated that the miner stays on the collieries on the average about eight months only out of the twelve. There is very little settled labour.

The methods of recruitment of labour are suitable, but might possibly be improved on, though it would not be easy to devise others that would be better understood by, or more acceptable to the classes and castes of workers affected, and the Committee of the Indian Mining Association do not consider the establishment of "public employment agencies" necessary, or even desirable.

The Indian miner is primarily an agriculturist, and only mines coal when it suits him to do so. In the Jharia coalfield he comes from distant villages, settles at the colliery for short periods at a time, leaves from time to time to attend to his agricultural concerns, and returns to the colliery when it suits him. In the Raneeunge field, many of the miners live within walking distance of the mines. They usually work at the mines for a few days at a time and then return to their homes to give attention to their agricultural affairs.

"Unemployment" as generally understood hardly exists, as regards those who cut the coal and bring it to the surface. There have been periods when, owing to the failure of the crops or to the closing down of collieries due to poor markets, labour has been in excess of requirements. Equally there have been periods when, crops being good, labour has been below requirements. Generally speaking, however the mines have been able to accommodate all those who offered to work in them. With skilled labour the case is a little different, and there are periods when the supply is in excess of the demand.

Agriculture does not furnish the agriculturist with sufficient means to provide for himself and his family dependants, more than a meagre livelihood. The well-paid work at the mines is, therefore, attractive to them, and sufficient proof of the benefits received is to be found in the large amounts that are regularly remitted from the coalfields to the villages.

### II.—Staff Organisation.

The higher administration of the larger collieries is usually in the hands of a board of directors and of managing agents.

The office organization is partly recruited from Great Britain and partly in India.

The colliery staff, as far as colliery superintendents, colliery managers and colliery engineers—mechanical and electrical—are concerned consists of men of long technical training and experience, and of high qualifications, and is largely brought out from Great Britain.

Other positions, not of the same relative importance, are filled by qualified men recruited in India.

The relations between the staff and the rank and file are, on the whole, friendly and good. There are many instances of workers who have started with no special technical knowledge who have trained themselves into first-class workmen, and who now have a record of anything up to twenty or more years' service with one employer. In some collieries the second generation of a family is working; in others the third. Every facility is present for a reliable worker of outstanding ability to rise to a position of greater responsibility and more pay in the particular sphere of employment in which he has proved himself to be most suited.

### III.—Housing.

Is free.

Bearing in mind the great influx of labour at some periods of the year, and the efflux at others, there are times when housing accommodation is either in defect or in excess. Further, owing to the long period of depression through which the coal industry has been passing, some housing programmes are behind. The annual reports of the Asansol Board of Health and the Jharia Mines Board of Health, to which reference should be made, show that this important aspect of the welfare of the population of the coalfields receives careful and unremitting attention. Particular attention has been given to the best design for dhowrahs, having regard not only to what is necessary from the health point of view, and lighting, conservancy, and water supply, but also to the habits, usages, and preferences of the class of people inhabiting them. It is not always easy to induce them to leave old dhowrahs, in which they have lived for season after season, for others which are of a modern type, and considered by everybody but the persons most concerned to be superior in every way and more healthy. Occasionally also gangs of people, not miners, take possession of colliery dhowrahs, and it has been found difficult to dispossess them. Though it is a slow process, the standard of housing is steadily improving, and is higher even now than in the villages from which labour comes.

### IV.—Health.

Medical facilities are provided free.

Matters of health are the special concern of the two Boards of Health—The Asansol and the Jharia Mines Boards of Health.

The operations of both Boards have been hampered by the depression that has existed in the coal trade for several years.

The collieries recognize not only the obligation but the importance of taking care of their labour force, and among other things, have gone to considerable trouble and expense in providing a water supply in the Jharia Coalfield that is plentiful and reliable. The collieries supply this water to their workers free.

### V.—Welfare.

Welfare work, more or less common in other countries, is practised at the coal mines only to the extent indicated in other paragraphs relating to health. There is no organization for physical culture, recreation, or amusements, to none of which the miner is accustomed, except in his own way, at festivals and poojahs. At some collieries, however, football teams exist and are encouraged; at others, days are set apart for sports which attract large attendances; and, at others, cinematograph entertainments are provided from time to time. Generally, however, the miner is left to himself to look after his own welfare, in accordance with his custom from time immemorial. He is cared for, as far as he himself permits, in cases where he meets with accidents, and he has the benefit of compensation under the Workmen's Compensation Act. Provision for old age and premature retirement is not general—such questions would have to be considered, if ever necessary, in connection with Indian habits and family customs, and the casual way many of the miners work and move from colliery to colliery.

The question of the possibility and desirability of a Statutory Miners Welfare Fund seems to be more one for the legislatures of India than for the Indian Mining Association. Indian miners are largely agriculturists, and it is difficult to see that their claim (if any) on the community possesses points entitling it to special consideration, or any which could not be urged with equal force by any body of workers in almost any other industry. Before the merits of any such claim against the industry itself could arise for consideration, the proof of the existence of a class of regular workers in the mines—settled labour in other words, with mining as their definite occupation—would be a necessary preliminary.

### VI.—Education.

This is a bigger question than can be dealt with in the limits of such a note as this.

The facilities for training in mining at the Indian School of Mines at Dhanbad, which was opened in December, 1926, are good. It is by no means certain, however, that coal mining can absorb all the candidates who qualify as colliery managers, and it is therefore probably true that these facilities will prove to be ahead of requirements.

Evening classes exist for mining students, full advantage being taken of them.

Small primary schools exist on most collieries—certainly on the larger ones—but these are admittedly not sufficient to meet the needs of the present day when so much importance is attached to the provision of educational facilities for every child.

### VII.—Safety.

The Mines Act, with Rules and Regulations, is full and comprehensive.

A table is attached showing the fatal accidents per 1,000 workers in India and other countries. It will be seen that India, in spite of its backwardness, compares well with Great Britain itself.

Colliery managers have always paid much attention to questions of safety, and lectures on the subject are frequently given. It will, we think, be conceded that it is not always possible, regulations and rules notwithstanding, to prevent a person from doing foolish and forbidden things—as an instance, there are the common occurrences of miners entering fenced-off areas, sleeping with head on rails, or “robbing” loosely held coal from the sides of pillars.

The organization of most collieries of importance is, however, designed to give full scope to all safety measures.

A doctor is employed on all collieries of any size, and first aid and medical relief is available in cases where accidents occur.

No children are allowed in a mine; the employment of women will cease in a few years, as required by Statute; and it is hoped that the general adoption of the law relating to shifts, which comes into operation on the 7th April, 1930, will result in further improvement.

### VIII.—Workmen's Compensation.

In view of the evidence which will be tendered by the Calcutta Claims Bureau it is not necessary to go into this question in great detail.

The total accidents for all industries reported to the Calcutta Claims Bureau 1st July, 1924 to 31st December, 1926 were 14,848. Distribution has been :—

	Per cent.
Compensation paid .. .. .	36
Claims in which no compensation was due <i>i.e.</i> , less than 10 days, disablement .. .. .	40
Cases filed as “no claims” owing to denial of liability, time-barred, etc. .. .. .	20
Cases pending .. .. .	4
	100

It is probable that at the start, the percentage of claims fell below 100 per cent. but that is no longer the case. The workers know of the Workmen's Compensation Act, and take full advantage of their rights in practically every case. The only exceptions occur where an injured miner leaves the colliery for his village.

The passing of the Act has had no effect on raisings, and it cannot be said to have made the labourers more contented, inasmuch as they were not discontented before the passing of the measure.

It has undoubtedly had a good effect as far as dependents are concerned, and has been of great benefit to them, as well as to those injured in accidents.

The passing of the Act has added to costs, as a large proportion of collieries have insured against workmen's compensation claims.

It is considered that the scales of compensation are still suitable, except possibly at the lower end. The Indian Mining Association has always been particularly anxious that the amount of compensation in every case should be promptly ascertained and as promptly paid. In this respect the regulations and the machinery of administration have proved to be suitable, but they suggest that in cases where a fatal accident occurs (necessitating the deposit of the compensation money with the Commissioner) *immediate* payment of part should be made to the presumed dependents, widows particularly, and means be devised to that end.

The time has not arrived, in the opinion of the Committee of the Indian Mining Association for *compulsory insurance* by employers—nor does there seem to be any necessity for other changes.

#### IX.—Hours in Mines.

The Law relating to shifts (Sec. XIII of 1928) comes into operation on 7th April, 1930.

The Committee of the Indian Mining Association supports the statements contained in the following extract from "India in 1927-28" (a statement prepared for presentation to Parliament) :—

"But although the primary object of this Bill is to impose a limitation on the daily hours of work, it is not to be supposed that the hours of work in mines are generally excessive, for it is probable that a daily average of eight hours is exceeded in only a few places. The main advantage which the Bill is designed to secure is an alteration in the system at present in force in many mines which encourages miners to spend longer hours underground thereby making satisfactory supervision difficult. This system tends to increase the number of accidents in various ways and it diminishes the potential efficiency of the Indian miner. The shift system is working successfully in many mines and it would probably be introduced more generally without any compulsion but for the danger that labour may migrate to those mines where restrictions are absent. That danger will disappear when regularity in working hours is made a general rule."

Success will partly depend on collieries being in a financial position to provide a full number of tubs to the miners promptly.

As regards the possibility of introducing an effective limitation of the daily hours of work, this is answered in the Report of the Select Committee of 1928, to amend the Indian Mines Act, 1923. They agreed that the eight hours shift was the best for all concerned, but, having considered the matter at length, adhered to the twelve hours shift proposed in the Bill and recommended that the situation be again examined after three years.

The majority of the miners consider the getting of three tubs to be a day's work—and take their own time over it—working 4 or 5 hours per day and 4 or 5 days per week.

There is no necessity to arrange anything regarding suitable hours of rest.

The miner is a law to himself in these matters—resting, feeding, and working, just when it suits him.

Skilled labour usually works—During hot weather 6.30 to 11.30 a.m. and 2.30 to 6 p.m. During cold weather 7 to 12 noon and 2 to 5.30 p.m.

A statement is attached showing the hours worked in one Jharia mine for one typical week in the months of November, February and July.

#### X.—Special Questions relating to Women, Young Adults and Children.

As regards women, they carry the coal and load it into tubs or wagons. On 1st July, 1929, the regulations prohibiting their employment underground came into force. Under these, the percentage of women to the total number of persons (men and women) employed shall not be more than 25 per cent., steadily diminishing by 3 per cent. annually, over a period of 10 years, to 2 per cent. in the last year. The question of the period was the subject of prolonged discussion, and even to-day there are many who think 10 years is far too long, and many who think quite otherwise. Indian mineowners are largely of the latter view, likewise the miners themselves.

These regulations do not extend to coal quarries or open workings. The State and Railway-owned collieries are, therefore, largely unaffected.

As regards young adults, there are no "blind alley" occupations, *i.e.* no person is dismissed from the job he holds simply because he has reached full age. Even if he were, there are plenty of other occupations on a colliery on good pay open to him.

Children are not employed in mines so this aspect of the question does not arise.

#### XII.—Wages.

Increases were granted in December, 1920, to miners, surface labour, underground labour and kamins on the following scale :—

*Miners.*—(a) An increase of 1½ Ans. per tub of 13 cwt., the increase to be calculated on the rates per tub paid on the 1st September, 1920.

(b) The rates for tubs in excess of or less than 13 cwt., to be adjusted proportionately.

(c) Stack measurements (Guddas) to be calculated in the same proportion.

(d) Kamins to be given an increase of 1 anna per day.

*Note.*—Any increases in rates given since 1st September, 1920, to be deducted from the above increases.

*Surfaces and underground labour.*—An increase of : 30 per cent. on all wages up to and including 6½ annas per day, or Rs. 12 per month ; 25 per cent. on all wages above 6½ annas up to and including 8 annas per day, or above Rs. 12 and up to and including Rs. 15 per month ; 20 per cent. on all wages above 8 annas up to and including 12 annas per day, or above Rs. 15 and up to and including Rs. 22-8 per month ; 15 per cent. on all wages above 12 annas up to and including Re. 1 per day, or above Rs. 22-8 and up to and including Rs. 30 per month ; 10 per cent. on all wages above Re. 1 up to and including Rs. 2 per day, or above Rs. 30 and up to and including Rs. 60 per month ; 5 per cent. on all wages above Rs. 2 per day or above Rs. 60 per month.

*Note.*—To deal with obvious inconsistencies no employee on a higher grade should receive less than the highest pay of the grade below.

A person earning Rs. 30 per month would receive Rs. 34-8 ; a person earning Rs. 31 per month would receive Rs. 34-1-6. The latter should, therefore, be given Rs. 34-8.

It is known that, in many cases, due to the trying times through which the coal industry has been passing, these have since been reduced ; likewise the cost of living has gone down since 1920. It has been noticed that when wages were highest raisings were lowest.

"India in 1927-28" says : "But the increase in industrial wages is attended by a strange paradox. The wants of the labourer are few, and do not expand very readily, and an increase in wages enables him to satisfy his wants at the cost of less work. With higher wages, therefore, he tends to work for fewer days in the year, and permanent employers in India have on more than one occasion spoken bitterly of the effect of increased wages as a direct incentive to increased idleness."

At a typical mine in Jharia, where coal is won entirely by manual labour, the average earnings per miner per shift amounted to annas 9-6, 10-4 and 11-25 respectively for the month of November, February and July ; the average number of tubs loaded per shift being 2-4, 2-6 and 2-7 respectively. Each miner would be accompanied by his woman loader and the joint earnings would be two-fifths greater, viz. : Re. 1, Rs. 1-1-4 and Rs. 1-2-9. The rate paid for tub-filling averages about 6-75 annas.

In Bihar and Orissa, it is usual to pay miners wages weekly, and in Bengal, daily. Ninety-five per cent. of the total output of India is produced from these provinces.

### XIII.—Industrial Efficiency of Workers.

In the case of skilled labour there has been an advance in recent years.

In the case of unskilled labour, the standard is very much the same as it was. Conditions in Indian mines, i.e., thickness of seams and depth from surface, are in favour of the miner when compared with most other countries.

The comparative efficiency of Indian miners may be gauged from the fact that the tons of coal produced per annum per person employed, is far less than in any other country, except Japan, even after making allowance for the more extensive use of coal cutting machinery in other countries.

The following table shows the tons of coal produced per annum per person employed :—

	Above and below ground.
India, 1927 .. .. .	128 tons
Japan, 1925 .. .. .	122 "
Great Britain, 1925 .. .. .	221 "
United States, 1925 .. .. .	777 "
Transvaal, 1925 .. .. .	426 "
Natal, 1925 .. .. .	228 "
Canada, 1925 .. .. .	361 "
New Zealand, 1925 .. .. .	401 "
Germany, 1925 .. .. .	234 "
Belgium, 1925 .. .. .	142 "
France, 1925 .. .. .	147 "

The fact generally accepted is that, though the Indian miner could comfortably cut and load five tubs of coal per day, he will not do more than three. These three are sufficient to provide him with all the money he requires for his simple needs.

It is to be remembered that the colliery owner provided free housing, free fuel, free water and free lighting; also large areas of agricultural land are provided entirely free by certain owners.

#### XIV.—Trade Combinations.

Practically none exist in the coal trade. The proprietors' organisations are the Indian Mining Association (European and some Indian) and the Indian Mining Federation (entirely Indian). These are not sale organizations. The colliery managers in India have an association which is affiliated to the Colliery Managers' Association in England. There is also an Indian Mine Managers' Association.

In November, 1921, the Jharia Trades Union Congress held a meeting in the coalfields, but the number of miners enrolled was disappointing, and little has been heard of the Union since. Independent as he is, it is difficult to see how a miner could be any better off with a union. From the employers point of view, it would possibly be advantageous to have a reliable body with which to negotiate a settlement if labour troubles arose—but an unreliable body, with unrecognizable or unrecognized leaders, would be worse than useless, and the present system of dealing with workers, direct or through raising contractors, has successfully stood the test of time, and in present conditions, and probably for some time to come, seems the best.

#### XV.—Industrial Disputes.

Organized strikes are almost unknown in the coalfields. Lockouts never occur. Where disputes about wages or other matters have arisen, they have been promptly settled on the spot.

The Association considers that the introduction of intermediaries between employers and employed might quite possibly create grievances, or wants, that at present simply do not exist.

#### XVII.—Administration.

Generally, it may be said that the Government of India, no less than the Provincial Governments most concerned, show a sympathetic regard to the importance of the Indian coal industry, and a desire to assist it whenever possible. The existence of state and railway owned collieries is regarded as inimical to the interests of company and privately-owned collieries. The bearing of this lies in the fact that the railways are consumers of about one third of the total raisings of Indian coal, and show a tendency, despite increased consumption, to buy less and less from the market and raise more and more from their own collieries. The Government of India have accepted it as a principle that they shall not come into the market in competition with private enterprise, nevertheless they have done so.

The Mines Department, under the charge of the chief inspector of mines and an able staff, carries out its important duties impartially and with businesslike efficiency and with due regard to all the circumstances of each colliery and each case that arises. Prosecutions are undertaken in some cases, as will be seen from the annual reports.

The relations between the mines department and collieries have always been on a friendly business footing, as there exists a desire to be of assistance on the one side and a disposition to fall in with every reasonable requirement on the other.

#### XVIII.—Intelligence.

The information regarding its workers that is available to employers is considered to be as full and reliable as could reasonably be expected, and no special periodical enquiries as to the cost of living seem to be necessary as such information is always available.

#### General.

It was remarked by the Indian Fiscal Commission, 1921–22, when dealing with the subject of coal, that an abundant and cheap supply of coal was the foundation of future industrial progress in India. Later in their report, in discussing the question of a protective duty, they said that cheap coal was essential to industries, and they were not prepared to recommend any measures which would make coal dearer.

The attitude of colliery proprietors in general is sympathetic towards improvements in labour conditions, though there is no particular demand for them from the workers most concerned. At the same time, it must be recognized that the charges against costs per ton have been steadily increasing, and although this aspect is



largely ignored when proposals commendable in themselves are put forward, the eventual result must be to make coal more costly. This will be a handicap in the export markets, which have only recently been regained at much trouble; and in India itself it will make coal more costly to other industries.

### Abstract of Replies from Contractors, etc.

#### *Re Recruitment and Conditions of Labour.*

*Question 1.—Where do you recruit your labour? Give locality each gang comes from and give caste.*

Answer 1.

Locality.	Caste.
Arrah .. ..	Chatri, Goala.
Bilaspur and Raipur	Tanti, Rohidas, Raut, Chamar, Gerch, Ghore.
Bereilly .. ..	Rajput.
Gaya .. ..	Rajput, Bhuia, Dusad, Goala, Noonia, Mohamedan.
Hazaribagh ..	Rajput, Goala, Bowri, Mohamedan, Rohidas, Ghatwal, Chatri, Mahato, Kahar, Dusad, Chamar, Bhomij.
Monghyr .. ..	Bhuia, Dusad, Toori, Rajput, Goala, Dhanuk, Kahar, Noonia, Mohamedan, Musahar.
Madras .. ..	Madras.
Manbhum (Purulia)	Manjhi, Kole, Kora, Bhomij, Dhobi, Malek, Rajwar, Orang, Bowri, Dome, Toori, Mirzha, Chamar.
Punjab .. ..	Sikh and Mohamedan.
Sonthal Pergh ..	Manjhi, Kole, Toori, Dhobi, Ghatwal, Chamar.
Jownpur .. ..	Chatri.

*Question 2.—Have you had any difficulty of late years by other industries recruiting in the same localities?*

Answer 2.—Competition for labour has been met with from railway constructions, dock constructions, iron industry, copper mines, mica, tea gardens.

At the present time this competition for labour does not appear to be strong, and a number of our contractors have met with no competition.

*Question 3.—What procedure do you follow when recruiting and what payments are made?*

Answer 3.—The procedure is to send out recruiting agents who are either contractors' munshis or sirdars of gangs with money to the villages. Feasts are given and advantage is taken of the gathering to collect persons who are willing to work in the mines. Bukshies of Rs. 1-8 to Rs. 2 are given to these persons, and sometimes advances over and above this sum. The labour is thus collected. On the way to the mines all expenses are paid by the contractors and also a daily khorakie of 4 to 6 annas per head. Sometimes labour that has been accustomed to work in the mines comes in without recruiting. Such labour realize all travelling expenses from the contractors before coming to work.

*Question 4.—What khorakis do you pay to labour coming in?*

Answer 4.—On arrival labour is paid 4 annas per man and wife for cooking utensils and 4 annas per head for that day's food. Occasionally the latter sum is increased to Re. 1. They are also given sufficient money if required to provide fooding until wages are realised. This latter advance is realizable from wages.

*Question 5.—How long do your different gangs stay on the colliery and when do they go away?*

Answer 5.—By far the bigger proportion of colliery labour leave the collieries for the villages for work on the land from the first or second week in July until late August or early September. This for the planting of crops. The labour return to the collieries for a short while and again go back to the villages for harvesting about the latter part of October. If harvest is poor the labour return to the collieries by mid December, if good by end of December, and sometimes so late as mid January. About mid-March the marriage season begins, and much of the local labour again leaves the collieries. This marks the end of the good labour season, which may be considered as from mid-December to mid-March.

*Question 6.—Do you make a recruiting contract for the labour of whole villages, if so what?*

Answer 6.—No such contracts are made with villages.

*Question 7.—Have you any permanent labour, if so what amount?*

Answer 7.—Some permanent coal-producing labour is resident on the collieries, these amount to about 600 persons. A large number of these, however, must be classified as semi-permanent.

*Question 8.—Can you suggest any improved method of recruitment ?*

*Answer 8.—The present method of recruiting appears to be satisfactory.*

*Question 9.—To what extent does recruitment affect the family life of the people you recruit from ?*

*Answer 9.—Work on the land in the villages is confined to a part of the year only, work for the principal crops occupying the period July and August, and November and December. During the other months of the year there is very little work to be done at the villages. The crops often provide only meagre sustenance for the people, and employment at the mines, therefore, greatly relieves the villagers' reserves of food, to the advantage of those who have to remain behind. Employment in the mines further helps by providing means of obtaining money for rents, feasts, marriages, etc. Employment in the mines is advantageous to the family life of the workers.*

*Question 10.—Do you know of any unemployment at any particular time of the year and of any classes of labour ?*

*Answer 10.—During the months when the miners are away cultivating the land there is sometimes unemployment of other classes of workers caused by the necessity of the contractors to economise. There is also occasional unemployment amongst Raj mistries and earth cutters.*

*Question 11.—Do you recruit the same labour year after year ?*

*Answer 11.—Contractors generally recruit the same labour year after year. Indian labour is very conservative and averse to changes. Miners become attached to mines and oftentimes will not work elsewhere so long as work is available.*

*Question 12.—What is likely to be the effect of withdrawal of women in mines in respect to family earnings ?*

*Answer 12.—The effect on earnings by the withdrawal of women is variously estimated at from 30 per cent. to 60 per cent. reduction.*

*Question 13.—Give representative weekly earnings taken from your books of C.P. miners, ordinary miners, loaders, women, and all other classes in your employ.*

*Answer 13.—Average earnings appear to be as follows :—*

	Rs.	As.
C.P. miners .. .. .	3	8 to Rs. 4-8
Ordinary .. .. .	3	0
Loaders .. .. .	3	8
Trolley-men .. .. .	3	8
Hookmen .. .. .	4	8
Line mistry .. .. .	4	8
Line coolie .. .. .	3	6
Carpenters .. .. .	5	0
Machinemen .. .. .	13	8
Drillers .. .. .	5	0
Loading coolies .. .. .	3	8
Shale pickers .. .. .	2	8
Women .. .. .	2	4

*Question 14.—What effect do you expect to result from working the labour under a shift system ?*

*Answer 14.—The opinion is that when the labour has settled down to the shift system the results will be very beneficial.*

*Question 15.—What do your labour do with earnings in excess to the actual needs of sustenance, i.e., do they send money home, drink, gamble, etc. ?*

*Answer 15.—Savings, As. 8 to Rs. 1-8 per week, appear to be made by some classes. This money is usually sent to the villages. Money is generally spent on liquor to the extent of As. 4 to Re. 1 per head per week. The women rarely drink liquor at the collieries.*

*Question 16.—Which castes are the most saving and which gamble or drink ?*

*Answer 16.—The C.P. labour gamble most. All classes drink. The Dusads being about the worst.*

*The C.P. and Madrasi save most, they earning more than ordinary miners. The Sonthals appear to be a saving caste, but they save probably to drink in their villages.*

*Question 17.—What is the cost of living of ordinary colliery labour, i.e., food, clothing, etc. ?*

*Answer 17.—The cost of living per adult appears to be about Rs. 2 per week.*

**Figures for One Mine for One Typical Week in February, July, November.**

Figures for one week—		Nov. 28.	Feb. 29.	July 29.
(a) Total number of miners working .. ..		50	122	78
(b) Total number of days worked in week by all miners .. .. .		210	464	339
(c) Number of days worked during the week of—				
(i) More than 11 hours .. .. .		Nil	Nil	Nil
(ii) Between 10-11 " .. .. .		"	"	"
(iii) " 9-10 " .. .. .		"	"	"
(iv) " 8-9 " .. .. .		210	464	339
(v) Less than 8 " .. .. .		Nil	Nil	Nil
(d) Number of miners who worked—				
6 days .. .. .		7	2	11
5 " .. .. .		17	25	31
4 " .. .. .		15	61	20
3 " .. .. .		4	23	11
2 " .. .. .		4	3	Nil
1 day .. .. .		3	8	5

**Fatal Accidents per 1,000 Workers.**

—	1920	1921	1922	1923	1924	1925	1926	1927	1928
U.S.A. ..	2.90	2.42	2.35	2.85	3.08	2.98	3.32	—	—
Great Britain ..	0.88	0.87	0.95	1.06	0.98	1.02	1.08	1.09	1.04
Belgium ..	1.13	0.89	0.93	1.09	1.17	0.92	0.99	—	—
France ..	0.97	0.94	0.82	0.86	0.98	1.18	1.03	—	—
Prussia ..	2.31	2.00	2.05	1.60	2.21	2.70	2.30	—	—
India ..	0.98	1.35	1.13	1.82	1.23	1.07	1.00	1.10	—
Netherlands ..	1.06	1.18	1.01	1.28	0.93	1.33	1.06	—	—

**Other Coalfields in India.**

*Bengal, Bihar and Orissa.*

Bokaro .. .. .	220 sq. miles.
Ramgarh .. .. .	40 sq. miles.
North and South Karanpura .. .. .	472 and 72 sq. miles respectively
Chope, Itkhuri, Auranga and Hutar .. .. .	Undeveloped.
Daltonganj .. .. .	30 sq. miles.
Giridih .. .. .	11 sq. miles.
Jainti .. .. .	Small area.
Rajmahal Hills.	
Sambalpur.	
Taichtr.	

*Central India.*

Umaria .. .. .	6 sq. miles.
Sohagpur .. .. .	1,500 sq. miles.
Korar	
Johilla	
Singrauli }	Undeveloped.

*Central Provinces.*

Mohpani .. .. .	about 1 sq. mile.
Pench Valley .. .. .	7.4 sq. miles.
Oarora, Bellarpur Sasti and Gugus .. .. .	(Gugus—about 3 sq. miles.)
Korea Coalfields—	
Koreagarh .. .. .	about 6 sq. miles.
Kurasia .. .. .	„ 48 sq. miles.

*Hyderabad State.*

Singareni .. .. .	9 sq. miles.
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	<i>Assam.</i>	
Makum .. .. .		Stretch for 40 miles to the north-east, and have been traced for 100 miles.
Nazira. Khasi Hills.		
	<i>Baluchistan.</i>	
Khost and Sor Range.		
	<i>Burma.</i>	
Kale. Kamappin-Tendau. Namma. Loi-an.		
	<i>Punjab.</i>	
Dandot.		
	<i>Rajputana.</i>	
Palana.		
. . . . .		

Mr. H. LANCASTER, Colliery Superintendent, E.I.R., Giridih.

*Housing Arrangements at Giridih Collieries.*

All the labour and staff, excluding officers, are provided with rent-free accommodation.

Formerly the labour built and repaired their own houses, the materials being supplied by the undertaking. In 1921, however, this practice was discontinued and repairs to houses were done departmentally, the idea being that the repairs were more efficiently carried out and less materials were wasted or stolen.

Arrangements were made to improve the housing accommodation in 1924-25, and Rs. 2,01,513 have been spent up to date. The result has been entirely satisfactory and a very large number of inferior houses have been demolished and replaced by new ones. The number of rooms allotted depends on the size of the family.

Two types of houses have been constructed—one with a pucca concrete roof and the other with a tiled roof. The labour prefers the latter type, but the annual cost of repairs to tiled houses is heavy.

Unfortunately, owing to financial stringency, the housing improvement scheme has had to be discontinued temporarily.

THE INDIAN MINE MANAGERS' ASSOCIATION.

I.—Recruitment.

1. Labour mostly belongs to the aboriginal classes living in the districts in and about the coalfields. It also comes from Hazaribagh, Central Provinces and Punjab, besides some skilled labour from East Bengal. These generally belong to agricultural classes and come to the coalfields to supplement their earnings, also because facilities for employment are better than elsewhere.

2. These generally return to villages in the beginning of rains for sowing and again in October for harvesting; also return to villages for shorter periods three to four times a year, for marriage festivals and other occasions. Some labour from outlying villages return to their homes once every week, while those from the neighbouring places come and go daily. A small portion of the skilled labour is more or less permanent. Some Central Provinces labour go to their homes only once a year.

3. Labour is now plentiful and no special effort for recruitment is generally necessary. When required, a recruiter is sent to one of the villages, where he engages labour through their Sirdar by advancing them some money and paying their travelling expenses.

*Possibility of improvement.*—Workers may be given small plots of land for building houses and for agricultural purposes to induce them to settle permanently on the collieries, as is sometimes done in the Ranigunj Field.

4. Family life is not disturbed generally, except in the case of those workers who do not bring their womenfolk, whose number is small. Recent legislation of prohibiting women *employment* is, however, calculated to upset it to some extent.

7. There is little unemployment, except among managing, supervising and clerical staff.

## II.—Staff Organization.

11. The main consideration in selecting managers in Indian-owned mines is generally cheapness, though some educated owners look to efficiency as well. Agents are generally employed from persons related to or in the confidence of the owners and not generally for any special qualification.

12. There are some promotions among workmen but little facility for training. Very little promotion among clerical and supervising staff.

15. Contract is generally given for supplying labour for coal raising and despatch, for sinking shafts, earth work, masonry work, main gallery driving, etc. These contractors also employ sub-contractors under them for different works. Control over work is exercised by supervising staff in direct employ of colliery.

Contract helps in stabilizing production cost and is also preferred, as it generally ensures a continuous supply of labour.

## III.—Housing.

16. Employers provide housing accommodation for workers who like to reside on collieries. All local men generally live in their own villages.

In Ranigunj Field Colliery, owners sometimes provide houses with adjoining piece of land for agricultural purpose to make them settle permanently on the collieries.

117. Land for building worker's houses can be had from the landlords on payment of sometimes very heavy prices. The Chota Nagpur Tenancy Act affords some facilities in the Jharia fields, which are, however, neither sufficient nor perfect.

18. *Accommodation.*—Generally one room (10 ft. by 10ft.) with a very small verandah, with provision for drinking water but no conservancy arrangement. Ventilation and lighting good in some cases, defective in others. Generally, one door and one window is provided.

19. Workers always avail themselves of accommodation provided, but gangs of one class generally prefer crowding together in the rooms of one block rather than occupy rooms in separate or distant blocks.

20. No rent is charged for accommodation to labourers.

22. There is little privacy in the type of houses generally provided on collieries, with notable exception, and the moral effect is consequently not favourable. Separate partitioned units desirable.

Settled labourers in the Ranigunj field have generally their own separate units for their own residence.

## IV.—Health.

23. (iii) Conditions at work places are harder than those at home, where they work more freely and live a cleaner life.

*Diet.*—Plain and simple food with occasional delicacies (more generally enjoyed at work places).

*Physique.*—Good, but deteriorating effect of disturbance of sex ratio. Bad effect on health.

24 to 29. Under the official supervision of the Mines Board of Health, all collieries provide medical officers with dispensaries, besides arrangement for drinking water and bathing facilities where possible.

Epidemics have been greatly controlled. Cases of serious illness, epidemic diseases are regularly reported, also vaccinators are sent round collieries. Besides, there are one or two hospitals provided by Local Authorities at Asansola and Dhanbad, where serious cases can be taken to for treatment. Midwives not available, except some in Ranigunj field. Some practising midwives available at Asansola and Dhanbad.

30. Some indigenous drugs and medicines might be provided for those workers and women who do not prefer western medicines.

31. Maternity benefits desirable with the aid of legislation.

### V.—Welfare Work.

37. It is desirable to have provision for old age and retirement with the aid of legislation.

### VI.—Education.

40 to 42. No facilities for education. Short evening vernacular lectures on the principles of mining have been provided for by the Local Governments for the training of sirdars and overmen, which are, however, not sufficient.

49. Inspection by Government is adequate and satisfactory.

### VIII.—Workmen's Compensation Act.

51. The Act is being utilized in the proper spirit by owners and managers, though insurance facilities are not being availed of by Indian owners. Compulsory insurance is, however, not necessary or desirable. The operation of the Act is so far satisfactory and further extension of its scope is not necessary.

### IX.—Hours.

63 and 64. The following limitation of the hours of employment is now improved by law. Miners do not generally work for more than 5 days in a week, their hours of employment daily varying from 8 to 10 hours. Skilled workmen, such as enginemen, firemen, pumpmen, banksmen and onsetters generally work in three shifts of 8 hours each and for 6 days a week.

No one, not even miners, work continuously, and excepting perhaps firing the boilers, all work is more or less of an intermittent character and workers consequently get rest while at work.

65. The effect of this restriction of hours of employment has resulted in increased establishment costs, while giving more leisure to the skilled workers generally. The earnings of time workers have at the same time been slightly reduced.

66. No further reduction in hours of employment is desirable.

### X.—Women, Young Adults and Children.

90 and 91. The provisions regarding the grant of certificates and appointments held by them has been effective as far as the safety of the undertaking and the persons working are concerned.

As a result of the Indian Mines Act, 1923, there has been a total abolition of children (under 13) from work, either on surface or underground. This has not affected the industry in any way, but women have sometimes to keep away from work for looking after the babies. The regulation for prohibiting the employment of women gradually has, however, only recently been brought under operation. This has been a desirable legislation from a humanitarian point of view, but it has an adverse effect on the industry in that the output has slightly fallen and will further be on the decrease with the consequent rise in the production cost.

The total elimination of women will be effected in ten years, with equal percentage withdrawal every year. Unless machinery is introduced and greater facilities for work provided underground it will mean a decrease of earning for the miners. The purpose of this legislation, however, will not be fully realized by the workers unless they are properly educated and trained to utilise the time thus afforded to their womenfolk by their elimination from underground work.

### XII.—Wages.

96. The bulk of the mining labour is paid on piece basis: Miners, As. 7 per tub; trammers, As. 1 to 2 per tub; loading coolies, As. 1.6 to As. 2.6 per ton; skilled labourers, As. 10 to 12 per day; and unskilled, As. 9 per day. Certain skilled labourers are employed on monthly wages. Hauling enginemen, pumpmen, firemen, sirdars, Rs. 18 to Rs. 20; winding enginemen, overmen, assistant fitters, Rs. 25, and the staff for higher order, Rs. 50 to Rs. 100 per month. Besides the money wages earned by the workers, they receive free lodging accommodation, free medicine, free treatment, free coal, free drinking water in the Jharia field, which all go to increase the real value of his earning.

97. Increase of wages took place during war time and is since dropping, but they are higher at present than pre-war period, but the cost of living has greatly increased since then. The wages paid have no relation to the profits earned by owners.

99. No payment is made in kind.

100. A large percentage of mines are worked under raising contractor and sub-contractors. The effect of payment is not bad.

103. Wages are almost standard for particular sections of the field. There are exceptions for special circumstances for which special rates are fixed.

104. Effect on labour supply is felt on the condition of the harvest only. Any change of wages will not effect the total labour supply but might affect individual collieries.

107. Wages to miners, day wagers and other workpeople are paid weekly on Sunday generally in the coalfields, but in some collieries in the Ranigunj field, wages are paid daily. Monthly staff are paid monthly after about 15 days of the following month and later still in certain cases. In some cases weekly advances are paid to monthly paid servants. There have been instances where wages are not being paid to workers and staff by the owners owing to financial difficulties and have remained unpaid for ever.

Instances of unclaimed wages are rare; when wages are, however, unclaimed, they are utilized by collieries in other ways and sometimes credited to company's funds.

108. *Indebtedness*.—Large among skilled labour and monthly wage earners and contractors, and rare amongst miners.

109. In high market, bonus was being granted and commission to the superior staff, and miners' sirdars, on production, was also given; but no bonus is now being given.

110. No leave is asked for by the miners or day wagers, only asked by the monthly staffs. There is no system for sickness, casual and privilege leave in the collieries and the consequent loss to the workers is great. Regulation on the lines of civil service code with general provident scheme is essential. Some leave, however, is given to the superior and office staff but there is no system.

### XIII.—Industrial Efficiency of Workers.

115. Less working hours would reduce out-put and improved working conditions will increase the output. Expenditure on health, sanitation and houses will keep a good physique and maintain health, which will reflect on output. Alcohol and drugs take a great deal of strength and consequently reduce output.

116. The education of Indian masses, the thorough organization of the industry itself, facility of technical training, regulation of shift and full time output will secure increased efficiency.

### XIV.—Trade Combinations.

122. No lockout was even threatened except in 1920, the labour demanded higher wages, which were granted. Since 1922 no activities are felt and therefore no system of negotiation or attempt was necessary on the part of organized body.

### XVII.—Administration.

140. (i) Adequacy of staff considered sufficient for needs.

(ii) Reasonably rigorous but satisfactory.

(iii) Prosecutions have a deterrent effect in the most cases with better results.

## COMMISSIONER FOR WORKMEN'S COMPENSATION AT DHANBAD.

*A case for payment of compensation in all accidents involving death or serious permanent disablement.*

1. Section 3 of the Workmen's Compensation Act of 1923, which defines the employer's liability for compensation limits that liability in the following cases:—

Where the accident is directly attributable to—(1) Drink or drugs. (2) Wilful disobedience to an order expressly given to a rule expressly framed for the purpose of securing safety of the workmen. (3) The wilful removal or disregard by the workman of any safety guard or device provided for such purpose.

These limitations apply to all accidents and put the workmen or his dependants outside the protection of the Act, whether the accident resulted in temporary or permanent disablement, whether the injury received is trivial or serious or fatal.

2. The miner contributes handsomely to the excise revenue but it is curious that in the course of these years not a single case has come to my notice where the employer has had to deny liability on the ground that the workman was drunk or had drugged himself at the time of the accident.

3. The most frequent ground to support denial of liability from the side of the employer, the most fruitful source of dispute and litigation has always been cases of accidents in which the employer has alleged that the worker had violated some standing or verbal order, or a by-law, rule or regulation; and occasionally that the worker had removed a fence to rob coal or some safety device for his protection.

4. By the juxta-position of the word "wilful" against the word "disobedience" the legislature obviously meant to emphasise an explicit intention to disobey or to disregard, some process of deliberation and decision, of express volition, a determination of mind or attitude in such acts. Obviously the legislature meant to exclude all such immediate actions as result from impulse of the moment, where the intention to disobey or disregard has not been properly formed and does not sufficiently occupy the mind to influence action. But in practice it is often difficult to distinguish between disobedience and wilful disobedience and where the former is proved the employer cannot but insist that the latter has also been proved.

It is to be remembered that in accidents which "arise out of and in the course of employment" the worker's mind is mostly directed to work and disobedience of an order or rule is not an object or motive which the worker could directly keep in view.

Prompt obedience to orders and compliance with by-laws, rules and regulations should become matters of routine, of habit, almost of instinct with proper training. The managements are responsible and are doing their best directly and indirectly in the training of labour. It still remains a fact that labour is occasionally put to duties for which they have not received the necessary training and rules framed for their safety are not properly explained or understood.

5. Still this limitation is fair between employer and workmen, as far as all temporary disablements are concerned, or permanent disablements, which are not of a serious character and do not largely affect earning capacity.

6. But my experience of the administration of the Act shows that the limitation is extremely harsh and undesirable in the case of fatal accidents and accidents resulting in serious permanent disablements. In my opinion this limitation should be subject to an exception and compensation should be admissible in all fatal accidents and accidents involving serious permanent disablements provided always that the accident arises out of and in the course of employment. The more and more the consequences of this limitation are witnessed in the actual administration of the Act the more and more obvious becomes the hardship of this limitation, till it becomes doubtful if the legislature could really have intended to put such fatal and serious accidents outside the protection of the Act. It is certainly against all ideas of justice and equity and somewhat even against common sense to deprive a dependent of compensation in fatal accidents. In my humble opinion the limitation nullifies the essential object of the Act which is to alleviate distress arising out of industrial accidents.

We cannot punish the dependents for they are in no way guilty or responsible for breach of discipline or rule. We cannot punish the worker as he has already paid the highest penalty, a penalty which is altogether out of all proportion to what could have been inflicted for disobedience of an order. I have had to inform widows with two children in arms and four minor children that they cannot be granted compensation because the husband and father had disobeyed some rule which she is incapable of understanding.

In the case of permanent total disablements where a worker is rendered useless for earning a livelihood for the rest of his life or worse still where he may be actually physically dependent for his daily movements on the attendance of somebody else, the same principle of justice should apply. The punishment already received is sufficiently severe and probably out of proportion for disobedience and disregard of a rule or order. We should not further punish him by depriving him of whatever little solace or comfort, compensation would bring him or help him ever so little in passing the rest of his life.

In fact the same principle applies or should apply to all accidents which result in serious and permanent disablements and compensation should be allowed in such cases.

7. There are other considerations to re-enforce what is essentially a matter of principle.



Managements are not unknown who are themselves responsible for breaches of rules and regulations or who acquiesce in breaches of rules and regulations by labour and who do not mind denying liability in case an accident does occur. It is easy in such cases for the management to prove that the workman disobeyed some rule or some order verbally given to him. In fatal accidents it is impossible for the dependents to meet such a case and even in the case of permanent disablement it is extremely difficult for the workman himself to do so.

Instances have come to my notice in which miners have been allowed to rob coal inside fenced areas with the knowledge, consent and approval of the subordinate staff and such immense quantities of coal day after day and week after week have been known to have been raised that it would be safe to presume that this was done with the knowledge of the manager although it was unnecessary to prove the same for payment of compensation.

Cases have also been known in which it has been alleged and evidence has been produced which has raised suspicion that a fence was put only after a fatal accident, in a prohibited area, which should have been fenced from before but was not actually fenced.

I do not wish to be misunderstood. Industry as a whole has had the cleanest relations with labour but with prolonged industrial depression, such things are possible, in some small concerns.

8. The principle I am advocating is already incorporated in the English law of Workmen's Compensation, on which the Indian Act itself is largely based. While the Act enumerates these limitations of drink or drugs, disobedience of rule, removal of safety device, the English law comprehends them under the general phrase "*serious and wilful misconduct.*"

The English limitation runs thus:—"The employer shall not be liable if it is proved that the injury to a workman is attributable to the serious and wilful misconduct of that workman, and any compensation claimed in respect of that injury shall be disallowed *unless the injury results in death or serious and permanent disablement.*"

It further provides: "2. For the purposes of this Act, an accident resulting in the death or serious and permanent disablement of a workman shall be deemed to arise out of and in the course of his employment (notwithstanding that the workman was at the time when the accident happened acting in contravention of any statutory or other regulation applicable to his employment, or of any orders given by or on behalf of his employer, or that he was acting without instructions from his employer), if such act was done by the workman for the purposes of and in connection with his employer's trade or business."

Clause 1 (b) shows that compensation is payable when accident in the course of employment results in death or serious permanent disablement, notwithstanding serious and wilful misconduct on the part of the workman.

Clause 2 enacts a legal presumption, viz., that such accidents shall be deemed to arise out of and in the course of employment, if the act was done in connection with the employer's trade or business, notwithstanding that there has been contravention of some rule or regulation or of order given or that the worker acted beyond or without instructions.

Now that the Indian Act of 1923 is under review, the provisions Section 1, Clause 1 (b) and Clause 2 should be incorporated in the amending Act.

9. I humbly submit that the inclusion of this provision from Section 1 of the English Act would do away with 80 to 100 per cent. of litigation relating to workmen's compensation in India.

I could detail case after case within my experience which, with such a provision would never have been contested. No body who has cared to acquaint himself with the vast amount of literature relating to the workmen's compensation in England or even the 24 volumes of Butterworths' Workmen's Compensation Cases, would believe that the work of the arbitrator in England is at all easy. Why should the Commissioners under the Indian Act be burdened with heavier responsibilities and more difficult decisions and much larger litigation, when all this could be obviated by a simple provision that compensation shall be payable in all fatal accidents and serious and permanent disablements incurred for the purpose of and in connection with the employer's trade or business?

10. Take the Mudidih colliery compensation case, decided by me and now in appeal before the Patna High Court. Deceased Juman Khan was killed while inside his *dhawara* on colliery premises through a serious subsidence in the colliery in which several blocks of *dhawaras* were wrecked, resulting in 6 persons being killed and 40 injured. The widow of Juman Khan, a trolleyman, was the only applicant. Here was a fatal accident contested by the employer on the ground that the accident

did not occur "in the course of the deceased's employment." It was not sought to be denied that the accident to the deceased occurred in connection with his employer's trade or business. It was throughout admitted by the manager, Calcutta Claims Bureau, on behalf of the employer that the accident "arose out of" the deceased's employment. It was merely denied that it occurred "in the course of employment." As the circumstances of the case were detailed the bureau manager could not help expressing that it was the most difficult case he had ever met with in his experience of Indian cases and his knowledge of English law. I submit that such a case would probably not have been contested under the English law where the legal presumption in Clause 2 of Section 1 would have operated in favour of the applicant widow and the minor children of the deceased worker and for payment of compensation. The provisions of Clause 2 are wider as they apply also in cases of contravention, etc.

11. Besides such a provision would only restore the balance and hold the scales even between the employer and the worker.

From the point of view of responsibility, accidents may be classified, and are actually classified in the investigation reports of the Mines Department as follows:—  
(1) Misadventure. (2) Fault of deceased or injured workman. (3) Fault of management or subordinate staff.

12. (1) *Misadventure*.—As far as I know "misadventure" has never been defined. Literally it would mean adventure or undertaking that miscarries and the failure must lie in causes or circumstances that supervene and are beyond the control of the person making the attempt. It does not mean that the cause or causes of the accident cannot be assigned or analysed. If such analysis is pushed to its logical conclusion it would be found that generally speaking the accident was due to a state of things or grouping of circumstances for which the employer was directly or ultimately responsible. And this is the true justification of payment of compensation in these cases.

But as far as the immediate cause or occasion is concerned it becomes impossible to distribute the blame between the employer and the workman. That is why it is regarded as misadventure, a casualty, a misfortune, an accident in its narrower and proper sense.

13. (2) *Fault of deceased or injured workman*.—This fault should amount to "serious and wilful misconduct".

This must mean not merely that the consequences are serious, but that the misconduct itself is serious. It is not the breach of any or every rule that could or should of necessity constitute serious misconduct. That is why Section 3 (1) (b) (ii) is so much harsher in its operation than Section 1, Clause 1 (b) of the English Act.

Again, "wilful" must mean misconduct or disobedience to which the worker's will is a party, something opposed to accident or negligence, the misconduct and not the conduct must be wilful. It imports deliberation and not merely a thoughtless act on the spur of the moment. Hence, ignorance will negative disobedience to rule or order, and negligence, inadvertence, impulse, and error of judgment will not as a rule constitute it. Also the fact that the rule which is infringed, is not rigidly enforced by the person in charge must be taken into consideration.

14. (3) *Fault of management of subordinate staff*.—This would include all breaches of the Mines Act, rules or regulations or of their own by laws or standing orders. It would also include the total condition of things, defects, non-supply of proper appliances and the safety of premises, wrong orders or improper instructions given, tolerance of existing abuses, etc.

These and other things could all be included in the employer's responsibility.

15. Under the existing law compensation is of course payable for accidents of Class 1. But with regard to accidents of Classes 2 and 3, it does not appear to me that the worker and the employer are treated on a par.

If, in the case of a worker being responsible for the accident, the worker is deprived of all right to compensation, it is at least arguable that in case the employer is responsible for the accident the amount of compensation should be doubled or quadrupled. Such is, however, not the case. So far is this from being so, that the law makes no distinction between accidents which are "misadventures" and accidents due to the fault of the employer or his staff. The law in India, however, makes an absolute distinction between accidents classed as misadventure and accidents classed as due to the fault of the worker.

On grounds of merit alone if the worker is deprived of compensation in cases where the accident is attributable to his fault, he should get two or four times the compensation in cases in which it is proved that the accident was due to the fault of the employer or his staff.

It is not seriously contended that merely to secure parity or equality between the parties such an increase of liability on the part of employer would be desirable. In my opinion it would be highly undesirable.

An accident is an accident, a mishap or a misfortune as far as the worker is concerned, supervening on an undertaking, and involuntary, at least as far as the worker is concerned. But this applies equally whether the accident is adjudged a misadventure, or due to the fault of the worker or the employer.

16. The only rational justification for depriving the workman of compensation must be prevention of avoidable accidents.

Now the denial of compensation would not and does not prevent the occurrence of fatal accidents, or accidents involving serious permanent disablement. Compensation awarded would in no way compensate even partially for the loss of earning capacity of a life time. The instinct of self-preservation is too strongly rooted in nature and could not be supposed to relax even for a moment at least not by considerations of such a possible compensation after death. We cannot adopt this argument in the case of workers no more than we can in the case of the civic population who draw out life insurance policies.

17. Such a provision as is here urged comprises no more than a necessary insurance for industrial workers ; and the employer's liability is largely an insurance charge.

No private person would ever think of his personal insurance being hedged in by such a limitation.

Why should not the insurance benefit provided for the worker extend at least to fatal accidents and serious permanent disablements irrespective of the workers' fault in view of the numerous risks involved and complexity of the rules and regulations at least as far as the coal industry is concerned ?

18. Finally such a provision is desirable from every point of view. From the point of view of justice and equity from the ethical or moral point of view as I have already shown above. From the point of view of the Commissioner for some mitigation in the ever-increasing volume of his work. From the point of view of the worker obviously as the present limitation denies compensation and inflicts very severe hardship in many cases in which relief is most necessary.

Lastly it is highly desirable from the employer's point of view. When liability is sought to be denied on the ground of an alleged contravention and there is litigation it is not the employer always who is successful. While the issues are always uncertain, litigation is certain and costly. If the money that would be increasingly spent in contesting such claims were paid towards compensation, it would probably cover a large proportion of the claims, which employer could succeed in resisting through such litigation.

19. Even if the employer is successful I suspect that he is not altogether happy in having asserted his legal right (in England it is the worker's legal right) with the consciousness of having defeated a moral right, which he must feel to be on the side of the widow and minor children of the deceased worker. Such a feeling is inevitable for both parties, as consciousness of moral rights and obligations is not "geographical."

20. Lastly, if the English industries can afford to pay compensation in these cases there is no reason why the Indian industry should not consent to the payment of these claims. It would make for the redress and amelioration of the conditions of industrial workers, and for permanent good relations. Nor is there any reason to suppose that having consented the industry should ever find cause to regret their decision.

Besides such legislation is inevitable now, or in the hereafter. It is a part of social ethics, and good business also.

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Mr. P. S. KEELAN, C.I.E., Member, Mining Board, Bengal.

1. *Recruitment*—(i) *Origin of labour*.—50 per cent. of colliery labour is drawn from outside the coal fields.

(ii) Bilaspur, Monghyr, Bhagalpur and Hazaribagh. Causes of migration. The emigrants have not sufficient agricultural land to maintain themselves and families and they find regular employment in the coal mines more lucrative and attractive than the precarious casual employment they obtain in their own districts.

(iii) Very little change, except about 10 to 15 per cent. increase in settled labour, this naturally makes for steadier output and increased efficiency among the workers.

2. *Contact with Villages.*—(i) Twice a year, for about six weeks each time. Practically every body.

(ii) No actual figures are available at the colliery. These may be obtainable from the Department of Mines.

3. *Methods of Recruitment.*—(i) A recruiting staff is employed at each colliery to recruit the necessary labour. The usual method is through sirdars who are well informed of the location and movements of workers.

(ii) No. The present method is very satisfactory and efficient.

(iii) Not necessary. There is sufficient work at collieries for all classes of labour.

4. *Extent and Effects of Disturbance of Family Life.*—Very little. There are sometimes cases of the male members of a family migrating to mines and leaving the females in their native villages. This is a common practice with C. P. labour.

In cases of natives of the area families work together as far as possible, but this can only be observed so far as it does not violate the new regulation regarding the number of women allowed underground.

The same applies when immigrants bring families.

7. There is no unemployment in the coal fields.

8. *Labour "Turnover."*—(i) Outside labour work about nine months per annum, for a period varying from six to ten years, after which they are able to purchase sufficient land to support themselves and families in their native districts.

(ii) Very little and is confined to brickmaking, building, and earthwork. Figures not available.

32. *Extent of Welfare Work.*—The major portion is performed by the Mines Board of Health which is maintained by mine owners. The Mines Board of Health maintain a staff of midwives and sanitary inspectors throughout this coal area. The excellent work performed by this organization has a well-merited recognition from all those interested in welfare work. In the Annual Report for the year 1927-28 it will be observed that amongst several hundred deliveries attended by the Board's midwives not a single maternal death occurred. The Mines Board of Health also hold baby shows at several centres within the mining area, and maintain the services of a qualified medical man for inspection of school children at the several schools within the mining area.

36. *Provision of Education Facilities by Employers.*—(iv) Schools do not appear to be popular with mine workers and apparently the parents do not encourage the children to attend the pathshalas.

67. *Suitability of the law relating to shifts.* A system of shifts would be very difficult to institute and operate. The managements would welcome a shift system if it were reasonably possible to introduce it, but the miners would regard a strict shift system with great disfavour and it would cause a real hardship to workers who often live in villages up to eight miles distant from the colliery, it would mean that the miners in such cases would have to walk 16 miles daily instead of every other day, or else leave their village and land and live at the mine, either alternative would be extremely unpopular.

68. *Possibility of Introducing an Effective Daily Limitation.*—An effective daily limitation of hours is not desirable, but a weekly limitation of working hours can and is being observed. In any case the Coal Mines Act forbids working more than 12 hours in 24.

91. *Exclusion of Women*—(i) *Suitability of regulations.*—The regulations appear to be very suitable.

(ii) A slight dislocation and a consequent decrease of output will result. This will only be temporary.

(iii) A reduction of total weekly income where man and wife work together.

(iv) Suggest that spread of withdrawal of women as fixed by Rules and Regulations is rather too protracted, a total elimination of women from the mines could come about in three or four years, i.e., a 33 per cent. or 25 per cent. reduction each year.

96 *Prevailing Rates of Earning and Wages.*—Average male Rs. 1-1-0 per day, female 0-6-0 per day.

97. *Movements in Recent Years.*—A general increase of 30 per cent. was granted to all workers in 1921.

107. *Periods of Wages—Payment.*—(i) Workers are paid daily and weekly and the supervising staff monthly.

(ii) When paid daily each day's work is paid the following day. Weekly paid workers are paid every Saturday. Two days are generally kept in hand. Monthly paid staff paid on or about the 8th of the following month.

(iii) (a) Not necessary. (b) No delay is ever made in payment.

(iv) Instances of unclaimed wages are very rare, would recommend that the amount should be deposited in court. No law exists for disposal of unclaimed wages at present.

108. *Indebtedness.*—This scarcely exists.

110. *Annual Leave.*—(i) All workers avail themselves of Pujas and festivals which total about 30 days per annum. No provision is necessary as workers take leave at will.

(ii) Some of the Pujas are assisted by the employers. Monthly paid staffs are granted one month's leave per annum on full pay.

112. *Comparative Changes in Efficiency of Indian Workers in Recent Years.*—There has been a general improvement in efficiency of workers, most noticeable in mechanics and workers connected with mining machinery.

117. *Extent of Organisation.*—(i) The workers have not concerned themselves about an organization and they have not found it necessary. If they feel that they are being unjustly treated they will at once leave the mine and easily obtain employment elsewhere. If the news spreads that a mine is not treating its employees properly that mine will have the greatest difficulty in getting workers.

138. Mine workers are acquainted with the Coal Mines Act as far as it effects themselves.

Vol. IV - Part II.

MINUTES OF EVIDENCE  
TAKEN BEFORE THE  
ROYAL COMMISSION ON LABOUR  
IN INDIA

BIHAR AND ORISSA  
FORTY-SECOND MEETING  
PATNA

Thursday, 19th December 1929.

PRESENT :

The Rt. Hon'ble J. H. WHITLEY (*Chairman*).

*Members.*

Sir VICTOR SASSOON, BART.

Sir ALEXANDER MURRAY, Kt.,  
C.B.E.

Mr. A. G. CLOW, C.I.E., I.C.S.

Mr. KABIR-UD-DIN AHMED, M.L.A.

Mr. JOHN CLIFF.

Mr. N. M. JOSHI, M.L.A.

Miss B. M. LEPOER POWER.

Lt.-Col. A. J. H. RUSSELL,  
C.B.E., I.M.S., *Medical Assessor.*

*Joint Secretaries.*

Mr. S. LALL, I.C.S.

| Mr. A. DIBDIN.

Mr. J. R. DAIN, I.C.S., *Officer on Special Duty with the Government of Bihar and Orissa*, Mr. H. E. HORSFIELD, *Registrar of Trade Unions* and Mr. D. C. GUPTA, *Director of Industries.*

**D-1.** *The Chairman* : - I understand, Mr. Dain, that you represent the Provincial Government?—(Mr. Dain) : In a sense I do. I am put up as an official witness on the Government memorandum, but I myself take responsibility for anything I may say.

**D-2.** I take it that, although the main interest of your Province is that of agriculture, there is a very large number of persons who need to migrate to other parts of India because of the intense pressure upon the land?—That is so. The migration to other parts of India comes very largely from Chota Nagpur, where the pressure on the land is actually the least in persons per square mile because of the poverty of the land. The migration from North Bihar is not so great.

**D-3.** But speaking generally of the Province, that is the case?—There is pressure on the land, yes.

**D-4.** And your figures show to us how large the migration is at the present time?—Yes.

**D-5.** Do I take it that the policy of your Government is to encourage that migration, so far as the conditions are satisfactory?—I have no authority to speak of the policy of Government, but as far as I understand it that is the policy of Government.

**D-6.** Coming to matters on which you express Government policy, dealing with unemployment and unemployment insurance you tell us : “ There is at present no necessity for any method of alleviating or remedying distress caused by unemployment, or for the provision of unemployment insurance in this Province.” Do I take it that the view of the Government is that, under existing conditions, those people unable to find employment in their immediate locality are able to find it in other places?—This refers to industrial unemployment, and my view is that industrial unemployment hardly exists.

**D-7.** Dealing with relations between staff and rank and file in industrial establishments, you make the interesting statement : “ Relations between the staff and rank and file, particularly in the smaller factories, are satisfactory. In some of the larger concerns, however, there is sometimes a lack of contact between the managers and the supervising staff who are frequently ignorant of the language of their workmen, and there is also a tendency on the part of foremen to abuse their authority.” Will you amplify that statement for the benefit of the Commission?—My personal experience is entirely confined to Jamshedpur. It seemed to me that, as one of the causes of the big strike last year, there was a lack of contact between the supervising staff and their men, and that that lack of contact was partly due to the supervising staff's ignorance of the language and of Indian customs.

**D-8.** That is the case of an Indian concern, which I take it from what you say, is staffed to a large extent, by Europeans?—The superior staff is composed mainly of Europeans and Americans. It is being Indianised gradually, but at present it is composed mainly of Europeans and Americans.

**D-9.** Is there no labour officer there who can form a channel between the rank and file and the superior staff?—There was a labour

supervisor there, but his position was a little anomalous. He neither belonged to the superior staff nor to the men, and it did not seem to me that he formed a very efficient channel of communication between them.

**D-10.** Do you suggest he was not sufficiently highly qualified for that delicate and difficult position?—It is difficult for me to give a personal description of the man. He was exceptionally gifted in languages, but I do not think his general education was sufficient for his position.

**D-11.** Is it your view that it needs a man, very highly qualified, and of course also highly paid, to satisfactorily fill a position of that kind?—That was what I told the General Manager of Messrs. Tatas. I told him that he required a highly qualified officer with a broad general education who also possessed the necessary ability to understand and to speak the Indian languages.

**D-12.** The memorandum expresses the opinion of your Government with regard to the question of sickness insurance. It would appear that your main difficulty in that regard is one of finance?—Yes.

**D-13.** You tell us that your Government is unable to incur any financial liability in this matter. Would your objections also hold against the provision of a State Medical Service in lieu of sickness insurance on the ground of expense?—I take it it would be the same thing.

**D-14.** From what you tell us, you have in your view, an adequate number of medical men, in the Province. You go on to detail some of the difficulties in the matter of workers frequently changing from one concern to another?—That might hold good in the coalfields, but I do not think it would hold good in Jamshedpur.

**D-15.** You think that any system could only be local and partial?—Yes.

**D-16.** You deal with the Workmen's Compensation Act, and you tell us that your Government prefers to adhere to the lump sum payment rather than to periodic payments on grounds of difficulty of administration; but you suggest that the minimum payments should be increased. Have you anything to say with regard to the extension of the Act in any other direction, namely, to cover additional classes of industrial concerns?—The memorandum has suggested two small additions. These are, industrial concerns not at present covered by the Indian Factories Act and mines exempted under section 46 of the Mines Act.

**D-17.** When you say they are not at present covered by the Factories Act, does it follow from that that the Factories Act should also be extended to cover additional classes?—I think that question may be put to the Chief Inspector of Factories. I cannot give an opinion.



**D-18.** Dealing with the desirability of legislation on the lines of the Employers' Liability Act, 1880, you tell us that in the opinion of your Government there would be no objection to legislation on these lines, but you then go on to detail a number of difficulties in the way, questioning whether the employers in any organized industries, or even in the smaller organized industries, would be able to pay the compensation awarded. I take it you have a number of such small and struggling industries in the Province?—There is a number, yes.

**D-19.** Then you remind us of the difficulty of making the two things dovetail into one another—the Workmen's Compensation Act and the suggested Employers' Liability Act?—As far as I remember there were provisions following the English Employers' Liability Act in the first draft of our Workmen's Compensation Act. I think the effect would probably be purely negative—that an Employers' Liability Act would not be used and would also be defeated by the poverty of the smaller employers, but I do not see that it could do any harm.

**D-20.** Except possibly a great increase in litigation?—I do not think so. I do not think it would be used to any great extent.

**D-21.** Dealing with the question of minimum wages, you tell us that the local Government are of opinion that at present the conditions of industry and the rates of wages are not sufficiently established to make the fixation of a minimum wage feasible at present. Are you thinking of a minimum for the whole of your Province, or as applied in particular cases to particular industries. You tell us that you are of opinion that there is no necessity to fix by statute a minimum wage for unskilled labour?—I have never heard in any strike any demand for fixing minimum wage by law.

**D-22.** Dealing with payments of wages you tell us, "The local Government are of opinion that conditions in this Province are not such as to require legislation either for the regulation of periods of payment or to prevent delay in payment." You tell us that in the case of the Bengal Iron Company, there was a referendum taken and that out of 4,500 employees only 200 expressed their wish for weekly payments. You also tell us that the Jamshedpur Labour Association regarded the Bill with apprehension. Does the view of your Government, besides applying to statutory provisions with regard to the period of payment—weekly or fortnightly as against the present monthly system—apply also to a limit of delay. Have you any knowledge of delay extending beyond, say, 15 days after the close of the month?—I have no knowledge of such delays in any industry. I have seen instances of long delay in the case of the menial servants of local bodies.

**D-23.** Do you think there is a legitimate grievance where payment is delayed, say, beyond 15 days after the period in which the wages are earned?—Yes.

**D-24.** You would not object to legislation to prevent unreasonable delay?—I would not object, but I do not think there is any need for it at present.

**D-25.** Do you think the workers are in a position to protect their own interests in a matter of that kind?—The strength of their Unions is growing in some cases.

**D-25a.** Under the head of "Intelligence", you tell us that in the opinion of the Local Government "The present industrial conditions of the Province would not in the ordinary course of events justify the expenditure of any further sums for the maintenance of a labour office to facilitate the collection and consideration of labour statistics." Has anything been done by your Government in that direction?—(Mr. Gupta) I have a small Commercial and Labour Intelligence Bureau, but it is doing more work along the lines of collection and dissemination of commercial and industrial intelligence rather than labour intelligence.

**D-26.** Do you feel yourself sufficiently equipped to undertake any work in the direction of investigation and compilation of labour statistics?—No, I have no staff for that.

**D-27.** What is your present staff?—I have an Intelligence Officer and a clerk to assist him.

**D-28.** Apparently you have made enquiries, beginning in 1922, with regard to the index number showing the rise and fall in the cost of living?—Yes. That is what we are carrying on now.

**D-29.** You tell us that family budgets were prepared for six centres. Was that work done by the small staff you have just mentioned?—No. It was done in the manner explained in Bulletin No. 7 (issued by the local Government). We obtained these budgets through the Welfare Superintendent of the Tata Iron and Steel Company for Jamshedpur, and also with the help of Dr. G. W. Thompson, Medical Officer of the Mine Board and his staff of sanitary inspectors for Jharia. We also took advantage of the existence of a small society here which has been carrying on studies in the economic conditions of Bihar since 1909.

**D-30.** The information was accepted by you and embodied in your Bulletin without any special examination by your own staff. It was not sifted?—I understand my predecessor consulted experts as to the accuracy of the information gathered, but I cannot say what was done to verify and check the information.

**D-31.** Are these budgets still in existence?—I have been able to get a few relating to Jharia, but I have not been able to trace the Jamshedpur budgets yet.

**D-32.** Does the Bulletin to which you have just referred describe the methods that were used?—Yes.

**D-33.** Was that an enquiry merely for the purpose of arriving at the index figures you give showing the rise in the cost of living, or does it also cover the family incomes and expenditures?—Yes. These budgets state the pay of the men and of other members of the family and the actual expenditure incurred under different heads.

**D-34.** Were those budgets analysed and summarized by your office?—Yes.

**D-35.** Where do we find the analysis and the summary?—They must be in the records. I have not looked for them but they were tabulated and an average struck.

**D-36.** Might we have this bulletin at our service for a short time so as to examine it and see if we require any further information?—Yes.

**D-37.** *Mr. Clow*: You refer to indebtedness and insufficiency of work as the factors which lead to migration to industry. Does social oppression play any part in this? Have you still in the Province, shall I say, "unpleasant conditions" under which the agricultural labourer works in some cases? For example, is the *kamia* system entirely stamped out?—(Mr. Dain): I would not venture to say that it is entirely stamped out, but I should say its effect was to prevent migration of labour rather than to encourage it, by making it difficult for a man to leave his village.

**D-38.** *The Chairman*: Will you describe to us this *kamia* system?—It works like this. A man of the labouring class borrows money from his landlord. The debt runs on and increases. He is under contract to work for his landlord until the debt, on certain calculations, is paid off. The debt increases faster than it can be paid off, and not only is the man bound for life but sometimes his sons also. I have come across cases of *kamias* being actually sold and mortgaged.

**D-39.** Does that apply at all widely?—The district most affected is Palamau. I have come across it in south Gaya and I have heard of its existence in the south of this district.

**D-40.** Does Government do anything?—Government has passed an Act making these contracts unenforceable.

**D-41.** Therefore a man can release himself?—Yes.

**D-42.** *Mr. Clow*: You suggest that the provision of maternity benefit in the collieries would probably do more harm than good because it might prevent women from returning to the villages; but I understand that a number of collieries have started this system of their own accord?—They pay small sums to the women, I know, but I have no first hand experience of the colliery area.

**D-43.** In your memorandum you state that what would appear to be a very salutary rule was held by the Government of India to be *ultra*

vires of the Factories Act. Will you explain that?—As far as I remember it was held that the Factories Act did not apply to Railways.

**D-44.** Even when the Railway was entirely contained within a factory?—This is a question for a lawyer, but as far as I remember that was the case.

**D-45.** What amendment would your Government consider advisable to meet this point?—Railways within a factory come under the Railway Act. I could get the information for you. A question has been raised as to how far railways come under Railway Inspectors. I cannot answer this legal point.

**D-46.** Has your Government considered whether it wants any amendment to meet the difficulty?—I know that the question is under consideration, but as it does not belong to the Department with which I am concerned, I cannot answer this question.

**D-47.** You suggest the extension of the Workmen's Compensation Act to such concerns as are at present exempted under section 46 of the Mines Act. As you are probably aware, the definition of "mine" in the Mines Act is so wide that even a child scooping earth in a garden is "employed in a mine"?—The Workmen's Compensation Act does not apply to mines which are exempted by the Governor General in Council.

**D-48.** My point is that if you were to apply it to all mines including those at present exempted, it would cover practically every excavation in India?—Yes, it would.

**D-49.** In other words, it is necessary to exclude some classes of mines from the operation of the Workmen's Compensation Act?—Perhaps it is.

**D-50.** You have not thought of where the line should be drawn? Every earth-work is a mine within the meaning of the Act?—As a matter of fact this extension of the Workmen's Compensation Act to mines which have been exempted from the operation of the Mines Act was my own suggestion, and I understand now that it would simply mean drawing the line at a lower limit. There are a fairly large number of mines exempted in this Province.

**D-51.** It would not be sufficient to say that it applies to a mine within the meaning of the Act without exemption?—There would be some practical difficulty in defining the extension.

**D-52.** The Chairman raised the question of legislation on the lines of the Employers' Liability Act. I am not clear as to your proposal. As you know the effect of the Employers' Liability Acts is to make certain modifications of the civil law relating to negligence and matters of that kind, and the Workmen's Compensation Act at present gives a man practically a choice between going to civil courts and applying to the Commissioner for compensation. If he chooses one remedy

he is precluded from the other. I gather the proposal here is that when the civil law has been modified civil cases of that nature would have to come before the Workmen's Compensation Commissioner. Is that the intention?—As I said before I did not draft this memorandum. That is the apparent intention, and I do not understand it.

**D-53.** Relating to the enforcement of the day of rest at Jamshedpur you state: "The general effect has been a protest from the daily-rated workmen." And later on you talk of "a fairly general complaint by the workman against the enforced deduction from his wages." That would seem to suggest that the enforcement of this provision is a recent change. Is that so?—The fact is that the attempts to enforce it have been half-hearted because we do not want to take the risk of further labour trouble in Jamshedpur. Messrs. Tatas have now been exempted for a period of six months from the operation of that part of the Act.

**D-54.** You say that at Hazaribagh a partial failure of local crops caused a slight rise in wages at the mica mines. One would expect a partial failure of the local crops to cause a slight fall, if anything. Does that mean that the miner worked very much harder because he had not had a good harvest?—Yes, that is what it means.

**D-55.** In the Government's memorandum it is said: "The Indian Mining Federation reports that the raising of wages in 1921 by roughly 25 per cent. had the result that the average working days per week dropped from 6 to 4½". Within your knowledge has the Indian miner ever worked 6 days a week on the average?—My knowledge of the coalfields is very slight and I cannot answer that question.

**D-56.** From what is stated of 'factory inspections' in the Government memorandum, it appears that there have been very few in this Province, and I gather from what is said here that that is due to the deliberate policy of the local Government?—Yes.

**D-57.** You refer to prosecutions as a method of preventing accidents, but are any prosecutions instituted for infringements of the provisions relating to hours and holidays?—I cannot remember any; the Chief Inspector of Factories might be able to answer that question.

**D-58.** Am I right in taking it that the Chief Inspector of Factories has been acting under instructions in prosecuting as seldom as he has done?—I think it may be taken that the local Government approve his policy of reducing prosecutions as far as possible.

**D-59.** *Mr. Joshi:* In your memorandum you deal with the effects of the agricultural situation upon the supply of labour and you say: "when the agricultural situation improved in 1920 constant complaints were again heard of shortage of labour". Can you state roughly what proportion of workers in mines and working on Tata Jamshedpur coal

possess land for cultivation?—Taking the better class of workers, the class of skilled and semi-skilled workers, I should say most of them possess land.

**D-60.** Can you give us an idea as to how much land each man may possess?—No, I cannot.

**D-61.** You stated just now that there is no industrial unemployment. When the last Jamshedpur strike was settled were there any workers left unemployed?—A large number took their settlements from the Company and some of those who took their settlements remained in Jamshedpur without employment.

**D-62.** Have you any idea of the number of people who remained in Jamshedpur without work?—No. About 1,100 had taken their settlements up till the time when I left Jamshedpur after the strike.

**D-63.** So that it may be taken for granted that those were unemployed?—They were unemployed for a time; a large number of them took employment in the tinplate works during the tinplate strike.

**D-64.** Until then they were unemployed?—Till then they were living in Jamshedpur and I had not suspected their existence till the tinplate strike.

**D-65.** So that it is quite possible that after these big strikes there may be some unemployment?—I think the conditions of Jamshedpur have been abnormal for the last 18 months; we cannot draw any conclusions from them.

**D-66.** You said with regard to sickness insurance that a difficulty arises from the workers changing their employers; but does that really create a difficulty in the establishment of a sickness insurance scheme?—I imagine that the insurance would be done through the employer.

**D-67.** But suppose that is not so, suppose there is established a sickness insurance scheme in which payment is made not through the employer but by some central organization like Government?—I understand you mean the workmen will insure direct with Government?

**D-68.** A sickness insurance scheme is generally undertaken by Government and the payments are not made by the employers but by a central agency. I know very little about the mechanical structure of an insurance scheme; I am afraid I cannot answer the question.

**D-69.** In the local Government's memorandum certain information about sickness insurance is given. We want to find out how much leave each man takes on account of sickness?—I think that could be collected from the employers concerned.

*Mr. Joshi:* You say that payments are made to permanent employees but not to casual employees. We want to know how many days' payments are made to each worker.

*The Chairman* : I take it this information was given in response to a query of yours to the firms concerned.

*Mr. Joshi* : Yes, but the details required of the periods of sickness were not given. I understand what is required is the number of days sickness in the year.

*The Chairman* : It seems to me a little doubtful whether they will have figures?

*Mr. Joshi* : I think it is doubtful, but we can try.

**D-70.** *Mr. Joshi* : Mr. Gupta has spoken of the effects of the enervating climate of India on the hours of work ; do you not think the enervating climate is an argument in favour of shorter rather than longer hours? (*Mr. Gupta*) : I might explain that this memorandum was submitted by Mr. Rao who was officiating for me while I was away ; I would not wholly subscribe to what Mr. Rao has stated.

**D-71.** In the Government memorandum it is stated : " The local Government are of opinion that there is no necessity to fix by statute a minimum wage for unskilled labour..... The local Government are, however, of opinion that at present the conditions of industry and the rates of wages are not sufficiently established to make the fixation of a minimum wage feasible at present ". The Director of Industries also says " it will neither be possible nor practical to fix by Statute a minimum wage ", and he gives his reasons. I take it the point of both is the same. It is true that the conditions in different areas may vary, but when it is proposed to fix a minimum wage it is not proposed that there should be one minimum wage for the whole Province ; so that your Government may not object to devising some machinery for fixing minimum wages if there is a separate machinery for each area, and the minimum wage is fixed for certain industries, taking into consideration all the local circumstances?—(*Mr. Dain*) : There will not be the same difficulty in fixing a minimum wage in a particular area as there would be in fixing a minimum wage for the whole Province, but, as far as I know, there has been no demand for it and no need for it.

**D-72.** No demand, because the minimum wage fixing machinery is generally intended for unorganized workers who cannot fight strikes and get their wages increased when an increase becomes necessary ; so that, that there is no demand is not a strong argument. Whether there is need for it or not is to be enquired into. With regard to comparative efficiency of Indian and foreign workers, you make certain statements as to the experience of Tatas and the Tinsplate Company, and you make suggestions as to a certain proportion of Indians being equal to a European. Have you any idea as to the wages paid to Europeans and Indians whose comparative efficiency is given therein?—No ; this is simply a repetition of the report received from the employers.

**D-73. The Chairman :** You do not take responsibility for this statement?—It is given in the memorandum as the statement of Messrs. Tata.

**D-74. Mr. Joshi :** You have made no enquiry as to the comparative wages of these people?—I was in Jamshedpur throughout the strike and I made certain enquiries as to the wages paid both to Europeans and Indians.

**D-75.** Does the Government of Bihar and Orissa interest itself in the settlement of industrial disputes?—It undoubtedly is interested in the maintenance of industrial peace.

**D-76.** During the Jamshedpur strike of 1928 did it take any steps for a settlement of the strike?—There was no intervention of Government as Government.

**D-77.** Why?—The Jamshedpur strike of 1928 took place before the Trade Disputes Act existed; Government would have had no authority to intervene, except at the request of both parties.

**D-78.** What would have happened if Government had proposed a committee of enquiry or appointed somebody to make an enquiry and report; would the parties have refused to give information?—I do not think the intervention of Government would have been accepted by both parties.

**D-79.** Did Government ask both the parties whether they would like to have an enquiry made?—Government never made any official enquiry from the employer. The workmen did submit a request for Government intervention.

**D-80.** And Government did not enquire from the employer?—Government did not officially enquire from the employers; but I met the employers daily throughout that strike.

**D-81.** But suppose Government had officially intimated to the company that they wanted to make an enquiry and suggested that the company and the workers should put their case before an officer or a committee appointed by Government?—It seems to me that this is a hypothetical question as to what might have happened in a certain event, and I am afraid I cannot answer it.

**D-82.** Will you explain why Government did not intervene in the tinplate strike also?—I can explain; it would be a somewhat long explanation. The request for intervention came in the first instance through the Trade Union Congress and the local Government sent me down to enquire.

**D-83. Sir Victor Sassoon :** When was that?—I should say about May 12th, the first or second week of May. When I got down there I found, first of all, that there were a thousand new mill hands in those works.



**D-84. Mr. Joshi :** As soon as the strike started?—It was not as soon as the strike started; the strike started on April 7th and the first request for intervention came some time in May.

**D-85.** Why is request needed to a Government; is it not the duty of Government to make efforts to settle industrial disputes?—I do not feel able to answer that question.

*Mr. Cliff :* They do spell out their duties as I understand it in the memorandum, and I suppose we must take that as their answer.

**D-86. Mr. Joshi :** Will you explain the circumstances in which you did not intervene in the tinsplate strike?—As I have said, I went down there as soon as this request for intervention was received. I found that out of a total labour force of 3,000 necessary to run the works they had over a thousand new men and about 600 of their old hands back. Then I went into the question whether a conciliation board was possible; and it was perfectly obvious from the outset that it was not. The employer had gone as far as he could reasonably go; in fact, he stated he had gone further than he ought to have gone in making concessions in order to prevent a strike. When the strike occurred, he had no further concessions to make and he was not prepared to enter into any kind of negotiation; so that a conciliation board was out of the question. As regards the board of enquiry the attitude of the employer was that he did not mind, he was perfectly prepared to face an enquiry, but he could not see what good it would do, and it would mean a lot of work; he was not going to ask for an enquiry, but he was prepared to face one if it came to him. Then I called the leaders of the tinsplate union, and with them was Mr. Naidu. I asked what they wanted. I explained to them that I thought that any form of conciliation board was useless; especially with regard to the thousand new hands in the works, a situation had been reached which could not be remedied by negotiation; and I went into the question of a court of enquiry. They really could not tell me what they wanted; they did not know; they wanted some form of Government intervention. As a matter of fact, the tinsplate union are not a very highly educated lot of men; they could not explain to me what they wanted. Then I saw Mr. Giri of the railway union; he came with the rest of the tinsplate leaders; I discussed the matter with him and he was strongly opposed to a court of enquiry; he realised as well as I did that the men's case could not stand it, and what he wanted me to do was to try, as I had done in the previous Jamshedpur strike, to intervene myself. I reported to Government that there were no issues to go to a conciliation board, and in view of the fact that the employer did not want it and the workmen were definitely opposed to it, a court of enquiry would serve no useful purpose.

**D-87.** Although neither party asked for it, if an enquiry had been made and the result published, do you think the pressure of public opinion would have been exercised upon one of the parties?—I think

myself that public opinion operates more strongly on the employer than it does on the workman.

**D-88.** But in this case you yourself stated that the employer really had done everything that he could; if a committee of enquiry had reported to that effect, on the whole public opinion could not have gone against the employer, whatever might be the desire of the workers?—It is possible a court of enquiry would have rallied support to the employer.

**D-89.** Then why did you not do it?—The employer did not want this support.

**D-90.** I want to know when it is necessary for a Government to have a request made by one of the parties under the Trade Disputes Act?—The position I think is that Government may act on their own motion, and must act in certain circumstances on a request.

**D-91.** In this case why did Government not act without any request?—I have given the reasons that influenced me in advising against it.

**D-92.** *Miss Power*: The Chief Inspector of Factories deals with the necessity, as he feels it, for a larger scheme of apprenticeship in order to train workers for skilled industrial processes; but in the Government memorandum it is said: "In some of the industrial concerns, as for instance in the engineering firms, there is an apprenticeship system and the apprentices on completion of their term are kept on, but the percentage of students completing their term is very small". Can you tell us why that is?—(Mr. Gupta): This statement, if it refers to small engineering firms, is probably true, because the boys as soon as they reach about the bazaar standard of skill are able to earn outside much more for the time being than by staying on under an apprenticeship system. I admit that they are very short-sighted in throwing up their apprenticeships as easily as all that, but there is an immediate advantage for an apprentice after he has gone through perhaps 2 out of 5 years; there is an opportunity for him to earn a good deal more, although he may not go very far, by throwing up his apprenticeship; it is a case of sacrificing the ultimate gain for immediate gain.

**D-93.** Dealing with dietary, you say: "Another factor which has raised the cost of living is the high wages paid by the companies which has served to create an artificial standard of comfort". Will you explain what you mean there?—(Mr. Dain): This refers to Jamshedpur where wages are very much above the normal; they increase from the bottom upwards. I should say the wages of an ordinary coolie in Jamshedpur are the normal wages of a working man in the district; but the skilled and semi-skilled labour draw a wage very much higher than they would draw anywhere else, and the supervising staff draw salaries that to our ideas are excessive. The company will

tell you that those are the rates that must be paid to get the men with the necessary qualifications out from home. Undoubtedly a higher standard of comfort is demanded by people living in Jamshedpur than is demanded in other parts of the Province; that is so by the force of example.

**D-94.** I take it the cost of living there is also much higher?—Yes, considerably higher.

**D-95.** Have any investigations been made as to how much higher the cost of living is there than in the Province at large?—There is a table drawn up which shows the comparative prices between centres but it is not in the memorandum; I can get it.

**D-96.** Perhaps we can have it?—Yes.

**D-97.** In regard to workers' meal time, you say: "The midday interval is the usual meal time and the interval is availed of for this purpose". Does that mean that universally in the Province industrial workers take their meal in the midday break? If so, that is very contrary to what we have been told is the practice in other Province?—My experience is that where a midday break is long enough, that is to say, where it is more than an hour and a half or more, they take their meal in the midday break; but the Chief Inspector of Factories would be better able to tell you.

**D-98.** Dealing with the question of the unregulated mica factories, you seem rather to suggest that that is the only class of unregulated factory which has been considered as regards the possibility of bringing places at present unregulated under the Factories Act. Are there no other factories or workshops of any appreciable size in this Province as yet unregulated?—There are others; the details could be given by the Factory Inspector.

**D-99.** Is he the person to whom to apply for information as to the conditions in these unregulated places?—Yes, he has some knowledge of it.

**D-100.** You say here that the hours in the mica factories are not excessive and the conditions are fairly good, which is rather the reverse of what we have been told in respect of most of the unregulated places elsewhere. What sort of investigation was made to discover the conditions actually prevailing in these places?—These would be based on the reports of the local officers, the Deputy Commissioners of the districts.

**D-101.** You mean the Deputy Commissioner would have made a personal investigation?—He would know his district; he would know the conditions.

**D-102.** I take it you cannot say what the hours actually worked are?—No.

**D-103.** *Sir Victor Sassoon*: You give a comparative statement as to the wages of ploughmen and carpenters in the various districts. Would the wages of the ploughmen, varying from 4 to 7 annas, include any payment in kind, or would that be merely the cash payment they receive?—These figures were taken from the quinquennial wage census, and in working them out the value of the payments in kind would have been allowed.

**D-104.** Would it include an allowance for the midday meal which is, I think, given to ploughmen in some districts?—I do not think so; it very often happens that the agricultural labourer gets a meal in the middle of the day as well as his wages; I do not think that would be included in these figures. I did the wage census before this one and as far as I remember the figure would not include casual benefits like a meal.

**D-105.** *Sir Alexander Murray*: With regard to recruitment, you say: "There is some unwillingness among this labour to engage in any industrial work because an idea has developed (based on experience of coolie lines in certain Bengal mills) that industrial labour is apt to be short-lived". Will you tell us something more about that?—That is simply a repetition of the opinion of the Manager of the Tatanagar Foundry; I do not know what the basis of his opinion is.

**D-106.** You mean it has come from the Tata Iron and Steel Works?—No, it is not the Tata Iron and Steel Company; the Tatanagar Foundry is a concern employing, I should think, not more than a thousand men belonging to Mr. Jadunath Agarwalle.

**D-107.** Is it not the case that the Bengal jute mills draw more labour from Bihar and Orissa than from all the rest of the Provinces in India; as a matter of fact, over 200,000 hands, that is over 50 per cent., employed in the jute industry of Bengal come from Bihar and Orissa?—Yes.

**D-108.** If the conditions in Bengal are as bad as you describe them here, are they likely to be willing to go to Bengal? You have told us that this statement is not your opinion or the Government's opinion. What does "short-lived" mean?—I take it, it means that he gets ill and dies, but I do not think there is any basis for this view.

**D-109.** You do not volunteer that as your own opinion?—No, that is not volunteered as our opinion.

**D-110.** The backbone of the jute industry labour in Bengal comes from Bihar and Orissa?—Yes.

**D-111.** With regard to workmen's compensation, you say: "At the same time there is a certain disadvantage in that the insurance companies would be more likely than the company concerned to contest disputed claims." On what is that opinion based?—Partly, I think,

on the opinion of the Commissioner for workmen's compensation in the coalfields, and partly on my own experience that in the factories which are insured at Jamshedpur a larger number of these cases are contested than in the Tata Iron and Steel Company who are not insured.

**D-112.** Therefore, that is based on the experience of the Tata Iron and Steel Works?—Yes, and other concerns at Jamshedpur.

**D-113.** With regard to incidence of accidents in factories, figures are given which show that the number of accidents have increased materially since the introduction of the Workmen's Compensation Act in 1924; they have increased from 808 to about 1,700, which means that they have practically doubled. I see from your figures that practically all the accidents in the Tata Iron and Steel Works result from falling objects handled by the injured persons and from hand tools in the hands chiefly of the injured persons. Tatas give leave on sick pay immediately an accident takes place?—They do not claim the waiting period.

**D-114.** Tatas are extremely generous in their treatment of any body who has suffered an accident?—Yes.

**D-115.** I notice you say that in the year 1928 under the Workmen's Compensation Act they would have had to pay Rs. 5,000 but as a matter of fact they paid Rs. 35,000, while in the following year the corresponding figures are Rs. 4,000 and Rs. 25,000. Do you connect the increase of minor accidents at Tatanagar with the generous treatment accorded to the workers?—But the generous treatment was accorded to the workers before the Workmen's Compensation Act came into force. If you take the Tinsplate Company, which is a small company with 3,000 men, you see their figures are pretty much the same year by year. The variations are in the steel works and the coalfield figures where numbers are large.

**D-116.** *Sir Victor Sassoon*: May it be that minor accidents have been reported are classified, whereas in the old days they might not have been?—That is possible.

**D-117.** *Sir Alexander Murray*: I notice that every colliery has to have a registered medical practitioner if it employs more than 30 employees. You have not anything corresponding to that in your factory legislation?—I do not know; the Chief Inspector of Factories would know.

**D-118.** Are your medical officers of health made Factory Inspectors under the Act?—I do not know.

**D-119.** I see from Mr. Horsfield's memorandum that a trade union that was registered in 1929 has not given the number of its members; is it not compulsory to give that information when a union is registered?—(Mr. Horsfield): No. The annual returns have been supplied under a threat of prosecution.

**D-120.** Was that at the time of registration?—Yes.

**D-121.** Can you give us the numbers now for your return for 1929 for all three unions?—The East Indian Railway Union is just over 26,000; the second one is I think about 16,000 and the Tinplate Workers' Union is 2,800.

**D-122.** Could we have the latest figures you have?—I will send in a note.

**D-123.** Have any unions been registered since?—Only those three.

**D-124.** Have any unions been registered and then lapsed?—No, none.

**D-125.** So that you have three unions on your books?—Yes.

**D-126.** What are your duties in that connection; do you feel called upon to go into their accounts in any way to see whether the accounts are properly kept?—The accounts are audited under the rules.

**D-127.** You simply do what the rules lay down?—I have no power to do anything else.

**D-128.** Have you refused to register any union?—No.

**D-129.** What do you do when you get their accounts; do you just file them?—We see that they have been drawn up in accordance with the rules and if they have been audited we are bound to accept them.

**D-130.** You do not examine them to see whether the income corresponds with the number of members and that sort of thing?—No, we make no examination at all; we simply see that they have been audited.

**D-131.** *Mr. Cliff:* You are also the Registrar of Joint Stock Companies; do you deal with the accounts of trade unions in exactly the same way as you deal with the accounts of joint stock companies?—We see that the company's accounts are audited and the balance sheet is filed.

**D-132.** The accounts are audited by their auditors?—Yes, the auditors are certified by Government.

**D-133.** Do you see that the accounts of trade unions are audited?—We do; we have no power to question the balance sheet of a trade union.

**D-134.** *Sir Alexander Murray:* Mr. Dain, you were questioned by Mr. Joshi as to the negotiations with the trade union during the strike at Jamshedpur. How many parties did you deal with in connection with the union; was it the same leader each time throughout the negotiation?—(Mr. Dain): In the strike at Jamshedpur I dealt with the management and the directors on the one hand, and on the other hand with Mr. Homi, who was the *de facto* leader of labour,

and I had a certain number of dealings with the other association, but that rather sank into the background.

**D-135.** *Mr. Ahmed:* In your memorandum you deal with the recruitment of labour through *sardars* and the commission they get. Do you not think that, in the interests of the labourers, it is advisable to do away with this system of extra payment to the *sardars*?—(Mr. Dain): I have no sufficient practical knowledge of the coalfields to give an answer.

**D-136.** In any kind of work, whether in the coalfields or in factories, some percentage as commission is taken by the *sardars* or contractors, and that is detrimental to the interests of the workers because they get much less than what they actually earn. If you are a benefactor of labour, will you not be in favour of abolishing this system of recruitment through contractors? The *sardars* are in an advantageous position to bring in labour. As a matter of fact, they take a share of the wages that these labourers earn. I am asking you whether it would not be advisable in the interests of the labourers to do away with the present system of recruitment?—I think that, if the facts are as you state, it would be advantageous to do away with the system, but I have no knowledge of the facts myself.

**D-137.** Would you not be in favour of instituting an employment bureau just as they have in England and other advanced countries?—I do not think there is any need for setting up a State employment bureau.

**D-138.** Because any number of workers are available through *sardars* whenever employers want them?—As far as I have seen, labour is available now except during agricultural seasons.

**D-139.** *Mr. Cliff:* Mr. Ahmed's point is, should not there be an opportunity to find out exactly the amount of unemployed industrial labour? If one takes the memorandum of the Director of Industries and also the memoranda put in by many employers, one sees that unskilled labour is plentiful. Mr. Ahmed is asking whether there should not be an employment bureau for the purpose of registering the number of unemployed?—I doubt whether the number of unemployed industrial labour is sufficient to justify the setting up of such machinery.

**D-140.** Would you turn for a minute to the Director of Industries' memorandum? Dealing with recruitment he says: "Since surplus of unskilled labour is available in the province it is desirable to provide facilities for the migration of coolie labour particularly from Chota Nagpur". The unskilled labour, according to his statement, is very plentiful. Mr. Ahmed's question is, should there not be a register for ascertaining particularly the number of unemployed?—I should doubt the statement that unskilled labour is plentiful. It is plentiful only in certain seasons of the year; it is plentiful if there is a bad harvest.

**D-141.** In view of the conflict of opinions, is it not advisable to ascertain adequate and proper information on this subject?—(Mr. Gupta) : May I intervene with an explanation? The big companies in Bihar and Orissa run their own employment bureaux and they say that there is no dearth of labour for them; their experience shows that there is no difficulty so far as big industries are concerned in obtaining their quota of labour.

**D-142.** *Sir Victor Sassoon* : Do they have employment agencies of their own?—Some have; for instance Messrs. Tata Iron and Steel Company run an employment bureau.

**D-143.** *Mr. Cliff* : Mr. Ahmed's point really is, everyone is saying that there is no unemployment problem and yet everyone is unable to give specific information as to the actual amount of unemployment; therefore, would you not have registration of the unemployed?

**D-144.** *The Chairman* : Do you consider that practicable in the existing conditions of your province?—(Mr. Dain) : No. The labourer is half agriculturist; when he has no work in the factory he is back on his land.

**D-145.** *Sir Alexander Murray* : Last year from one part of your province alone, namely Chota Nagpur, you sent 40,000 adults to the tea gardens. Presumably they were all unemployed workers, otherwise they would not have gone to the tea gardens. Is it feasible to keep a register of 40,000 workers who seek employment in tea gardens?—No, I do not think so.

**D-146.** *Mr. Ahmed* : Is it not a fact that a number of workers from Bihar and Orissa go over to Bengal and other provinces?—There is a certain amount of emigration from Chota Nagpur and the feudatory Indian States to the tea gardens and to Bengal.

**D-147.** *Mr. Joshi* : Do they go to Burma also?—I cannot say whether they go from this part of the country to Burma.

**D-148.** *Mr. Ahmed* : The mere fact that these people go out of the province shows that they cannot keep themselves engaged on land. Does it not show that there is unemployment here?—I take it that the man who emigrates is not destitute.

**D-149.** What do you mean by that?—He probably is a member of the family that has a little bit of land.

**D-150.** *Sir Victor Sassoon* : Will it be possible, for instance, to keep a register of those who would be prepared to take up employment elsewhere as and when they are required? They might be working on their land and all the same get their names registered so that if there was employment available elsewhere they might be made aware of it?—The administrative staff in this province is very small, and I do not think the proposal is practicable.



**D-151. Mr. Ahmed :** Does the statement made by you in your memorandum represent the individual earnings, or does it include the contributions from the rest of the family?—It represents the individual earnings as they were ascertained at the wage census held in 1924.

**D-152.** You agree that living in villages is cheaper than in urban centres like Patna or Jamshedpur?—The circumstances in urban centres and in villages are no doubt different.

**D-153.** The cost of living is more in urban centres than in villages?—Yes.

**D-154.** And therefore the comparison made by you in your statement is not of much help at all?—The figures are given and allowance has to be made for the facts which you have mentioned.

**D-155. Mr. Cliff :** In giving the wages earned in 1928 by operatives of the industrial concerns in the province, you have taken seven industrial concerns of varying types in the province, and then there are the grades of labour set out. It would be very helpful if you could collect the number of employees in each grade to supplement that return?—Yes; we will enquire from the companies.

**D-156.** Then you deal with the proposal for a Weekly Payment Bill made by Diwan Chaman Lal. The local Government appear to have urged on the Central Government that "if the experiment was to be tried it should at least be confined in the first instance to mines and factories where, as a matter of fact, weekly payment system is widely in force already". What kind of experiment would that be?—That was a proposal for enforcing weekly payment by legislation. We suggested that the legislation, if undertaken at all, should be confined, in the first instance, to mines and factories.

**D-157.** You wanted to make it statutory where it was really already in force with the exception of a small minority. Would it be well to try this system by legislation as an experiment for a period of, say, one year, where it is not in force?—I do not think the weekly payment system is generally wanted. For instance, in the terms of settlement that were offered by the Tinsplate Company Union before the strike the Company accepted the workmen's desire to be paid monthly instead of weekly.

**D-158. Mr. Joshi :** Are there any advantages going with the monthly payment?—There are certain advantages.

**D-159. The Chairman :** In the instance that you mentioned I think the question was one of rating monthly; the people did not like being daily rated and they wanted that they should be monthly rated?—I think so.

**D-160. Mr. Cliff :** I found some opposition to the payment of weekly wages on the railways because the work-people felt that they

would lose certain privileges accruing to monthly paid service. I wanted to know if your Government desired to take a bolder step in that particular case. Can I ask you a general question? In the memorandum put in by the Officiating Director of Industries it is stated that "the industrial prosperity of a country largely depends on the efficiency of labour which is one of the main factors of production. The intelligence, adaptability, skill and efficiency of the labour force, in turn, depend upon education, hours of work, wages, physique and opportunities for leisure." Put on one side for the moment education. May I ask what suggestion your Government has to make to this Commission with regard to achieving any of those consequential conditions that are spelt out by the Director of Industries?—I am afraid there are no concrete proposals to put before the Commission at present.

**D-161.** Under 'Staff Organization' it is stated "the experiment to train sons of weavers on these lines carried on in one of the weaving centres of this province has proved to be successful". I gather you had a committee which formulated practical proposals. Have there been any industrial schools of that type commenced in this province in order to train this class of labour?—(Mr. Gupta): Yes; I can give you some statistical data about the number of technical and industrial schools. We have an engineering college and an engineering school; we have 19 Government owned technical and industrial schools; 14 aided, of which 4 are for women and 10 for men, and two un-aided schools for men and one for women. We have a total of 21 Government institutions.

**D-162.** Are these the middle industrial schools of which mention is made here?—No. That particular weaving school is an experiment; it is known as half-time weaving school which is specially meant for craftsmen.

**D-163.** You say that the experiment has proved to be successful. Have any other schools of this type been established?—No; not exactly of that type.

**D-164.** Would you be able to put briefly before the Commission a short note dealing with this successful experiment in order that the Commission may have it in evidence before them?—If it is about the weaving school, yes. But I must make it clear that this school does not train men for textile mills; it trains men only for cottage industries.

**D-165.** If that were the case we are not concerned with it. Again it is stated: "Most of the workmen are illiterate and this is a great handicap in imparting any technical training to them". A committee was appointed and they formulated practical proposals. Are these practical proposals any guide to this Commission with regard to the training of illiterate labour?—That was a committee appointed to consider generally the question of providing vocational training, and

as a part of their recommendation this weaving school has been established. But the idea was to train craftsmen rather than to give industrial training for the organized industries.

**D-166.** In your memorandum you deal with the attitude of your Government towards trade combinations and in connection with industrial disputes. Can we take it that your Government itself encourages the recognition of trade unions?—(Mr. Dain) : I do not think that Government have taken any steps actually to encourage trade unions.

**D-167.** Are they taking steps where trade unions have been registered to encourage their recognition by the employers?—No.

**D-168. The Chairman :** In some cases there are two rival trade unions covering the same field?—In the case of Jamshedpur there are two unions.

**D-169. Mr. Cliff :** There were two unions at one stage in the case of one industry?—There are two still.

**D-170.** With regard to disputes is the position of Government correctly spelled out here that " Government itself watches most carefully the progress of every industrial dispute, and makes all necessary arrangements for the maintenance of law and order, and for the protection of the individual in the exercise of his legal rights " ? Does the Government attitude go no further than that ? In answer to Mr. Joshi, I understood, you were representing Government as taking a more active part than what is spelled out here.—I endeavoured to act as an intermediary between the two parties; that did not commit Government in any way.

**D-171. The Chairman :** In your capacity as officer in that district?—But I was not acting under orders of Government in doing so.

**D-172.** Under whose responsibility was that done?—Under my responsibility as Deputy Commissioner I endeavoured to bring the two parties together.

**D-173. Sir Victor Sassoon :** Does your Government encourage district officers to do what you did; or was what you did in advance of what others might do?—I was in correspondence with Government all the time and I know that Government approved of what I did.

**D-174. Col. Russell :** Dealing with the standard of living you say, " The Indian workmen's diet is generally not suitable and produces insufficient energy for sustained effort ". On what was that remark based?—(Mr. Dain) : I cannot answer that question off-hand. I have to look up the papers.

**D-175.** You tell us that " until he is educated to appreciate the value of higher standard of living, it will be useless to expect such

higher standard of living merely from an increase in wages". But this statement does not tally with the statement in Bulletin No. 7 of the Department of Industries that "the percentage on cereals tends to decrease and that on other food to increase with the income" and so on?—(Mr. Gupta): That is only a proportionate decrease. They spend more on other luxuries.

**D-176.** Naturally it will mean an increase in the standard of living?—Yes, certainly.

**D-177.** The Government memorandum refers to the special investigations made with regard to the cost of living. In your Bulletin No. 7 you also describe the methods adopted for the collection of statistics and say, "The reports were at first very unsatisfactory and the figures collected for the first few months have been abandoned". What staff did you employ for this investigation?—It is rather ancient history so far as I am concerned. I gather that the question arose out of a conference that was held in Delhi.

**D-178.** I know of that conference. How many investigators did you have?—The investigators were the welfare superintendent of the Tata Iron and Steel Company, the Chief Medical Officer of the Jharia Mines Board of Health and a number of Sanitary Inspectors working under them.

**D-179.** How many Sanitary Inspectors were there?—I cannot say how many.

**D-180.** What training had these men for making an investigation of this kind?—They had probably no special training.

**D-181.** That was the reason why the report was unsatisfactory?—Yes.

**D-181a.** You say that the figures for the first few months were abandoned. For how many months exactly did you abandon the figures?—I could not say off-hand.

**D-182.** In what way was the Medical Officer of the Board of Health, Jharia, able to help you in this connection?—I presume he detailed his Sanitary Inspectors to gather information on the form supplied. The form is shown in appendix II to Bulletin No. 7, Department of Industries, Bihar and Orissa.

**D-183.** You give us various items of food, fuel and lighting, clothing and so on in that form. How long did it take one investigator to complete one family budget?—I have no information.

**D-184.** Was it necessary for that investigator to repeat his visits to an individual house to find out the particulars necessary for completing the budget?—I am not in a position to give the information.

**D-185.** We want this information, if possible, because the question of collecting family budgets has come up before the Commission several

times?—I shall make an enquiry and see if there are any records which will give the information you require.

**D-186.** *The Chairman* : Could you send us a short note on the point?—Yes.

**D-187.** I understand that Government itself do not take any responsibility for your figure?—No. Government do not employ their own agents ; but they have reporters.

**D-188.** *Mr. Cliff* : Is the Government introducing cost of living index figures based on these budgets?—Yes, based on the results obtained from those budgets.

**D-189.** *Col. Russell* : In your memorandum you say further on, that to ensure accuracy in index figures would necessitate employment of a considerable staff under trained supervision. Is that the Government view?—Yes.

(The witnesses withdrew.)

**Mr. H. W. BRADY, Chief Inspector of Factories, Bihar and Orissa.**

**D-190.** *The Chairman* : I understand that you are the Chief Inspector of Factories, Bihar and Orissa?—Yes.

**D-191.** Could you tell us the period during which you have held your present post?—9 years.

**D-192.** *Miss Power* : With regard to the question of dining sheds it is said that the problem is not so simple here as in Europe on account of the existence of caste scruples. But in the Government memorandum it is stated that at Jamshedpur a women's rest house is provided in which the women take their meals and that about 13 to 14 thousand women use this rest house per month. Apparently that seems to imply that large numbers of women take advantage of this facility regardless of caste distinction. Do you suggest that it would be possible to get over the caste difficulty in the matter of dining sheds?—I think there is a difficulty, but that can be got over by putting up separate sheds.

**D-193.** Has it been got over in that way at Jamshedpur?—There is a place,—I confess I have not seen meals taken in it—where different *jats* of people go and take their food.

**D-194.** You suggest that there is necessity for a scheme of apprenticeship and you attach a copy of a note by you containing suggestions for training apprentices. The Government memorandum suggests that schemes of that nature, mainly in connection with small engineering firms, have not been a success, because many of the apprentices do not remain to complete their term ; they leave in the middle of their course when they can command higher wages?—I agree that it is so ; my suggestion is to take steps to give them a better chance by some sort of control.

**D-195.** You think that the present system is inadequate?—Yes, under this system some employers have a temptation to exploit the lads, they do not give sufficient training to them; many of them are turned out without any training at all. There are few firms which honestly try to train these boys to a trade. They can be counted on one's fingers. In the rest, the conditions are such that the boys do not find them sufficiently attractive.

**D-196.** Dealing with "administration" the Government memorandum says that in rural areas the acquaintance with factory legislation is very slight, but in the industrial centres where the work-people are better educated a growing knowledge and interest in factory legislation is evinced. Have you ever received complaints of failure to observe the Factories Act from the workers?—We have received complaints. I think for the past nine years we have received about one a year, say 9 such complaints. Nearly all of them proved to be malicious. I do not suggest that there is no room to believe that the Factories Act is being infringed in this Province at all. But it does seem to be the case that the factories about which we get anonymous complaints,—(they are mostly anonymous)—are not the serious offenders.

**D-197.** Are notices dealing with such information as the hours of work and so on posted in the factories in the vernaculars?—An abstract of the Act and the rules is posted in the vernacular. They do not put up notices regarding hours of labour in the vernacular.

**D-198.** Would it not be a good thing if such a notice were posted, because experience all the world over is that work-people do not care to read the actual abstract of the Act but do require to know certain essentials like the legal hours of work?—The main usefulness of the programme of labour, the time table of the factory being put up in the factory is really for the Factory Inspector. It is of more use to him than to the operatives. When he goes to the factory he goes straight to that; it gives him the starting point in his inspection. What the employees are mostly concerned with is to have in the language which they understand the law under which they work. For this purpose we give them in their own language an abstract of the main provisions of the Act dealing with such points as the hours of labour and so on.

**D-199.** *Sir Victor Sassoon*: Does the abstract show the time of beginning and ending work each day? Does the vernacular abstract that is put up do that?—No. That is shown in the common abstract printed in English and other languages for use by all the factories. The managers of the respective factories paste upon that abstract the hours of work of that particular factory once a month or as often as they are changed.

**D-200.** Do they give the hours of work in the vernacular?—No, not necessarily in the vernacular. We do not insist on that.

**D-201.** *Miss Power:* Supposing they were worked overtime illegally; what is there to prevent an abuse of that kind?—The work-people have the abstract of the Act and the rules, and they obviously must know their own hours of work.

**D-202.** Dealing with "administration" the Government memorandum refers to the percentage of inspections and the number of prosecutions per annum, and suggests that the percentage of inspections is adequate. Is that your view as well? In 1927 the percentage was 45.1 and in 1928 it was 59. Roughly speaking the average in the last two years is a visit every other year?—Yes.

**D-203.** Do you agree that it is adequate?—It all depends on the degree to which it is required to enforce the Act. The frequency of inspections and prosecutions does result, no doubt, in a certain standard of compliance with the Act. That standard of compliance could be increased and would be increased if the number of inspections and prosecutions were increased.

**D-204.** There is no indication either in your report or in the Government report as to the level of compliance found as a result of this 50 per cent. inspection?—The level of compliance is not very good.

**D-205.** That would imply that it could be bettered if you could do more inspections?—I agree with that, if we could also have more prosecutions.

**D-206.** In the Government memorandum it is said that since last year certain Sub-Divisional Officers have been roped in to assist in factory inspection. What measure of assistance were you able to get from these officers since?—I take it that these officials must be very busy with their legitimate work?—We expect to get occasional assistance from them in supplementing the work of the Factory Inspector especially with regard to the control of the hours of labour. The Factory Inspector often has a great distance to travel and persons with a little local knowledge can inspect better such things as the attendance register at a factory and the hours it actually works, than a man who arrives there from a distance of 200 miles after travelling for a long time.

**D-207.** I take it they do surprise visits?—Yes.

**D-208.** Are they supposed to report to you the results of their inspections?—The code of instructions governing those matters has not yet been issued.

**D-209.** I am concerned to ascertain what follow up would result from the information received from these *ex-officio* officers regarding non-compliance with the Act?—The intention was that they should report to the Circle Inspector or to the District Magistrate or to me. Any one of these people would launch a prosecution if necessary.

**D-210.** Would they be empowered to prosecute if necessary?—  
Yes.

**D-211.** *The Chairman* : Do not the *ex-officio* inspectors make a report of their inspections to you in all cases?—Prior to their appointment they were not *ex-officio* inspectors in any sense. The District Magistrate alone was inspector for certain sections of the Act. But the other officers referred to are not, so far as I understand the law, entitled to enter any factory and inspect it, unless they have been specially empowered to do so as has now been done here.

**D-212.** *Miss Power* : How does the District Magistrate prosecute? Does he try his own cases?—As a matter of fact nearly all the prosecutions have been instituted by the regular inspectors. Sometimes the District Magistrate tries the case; sometimes he sends it to the junior magistrates. Virtually in all cases the chief witness for the prosecution is the regular Inspector of Factories.

**D-213.** *Mr. Clow* : But does the District Magistrate himself try the cases that he has instituted?—No.

**D-214.** *Miss Power* : Who will try that case?—He will transfer it to a junior magistrate.

**D-215.** Has any Medical Officer of Health been nominated as an *ex-officio* inspector?—They were *ex-officio* inspectors some years ago, but not now.

**D-216.** Is there any form of medical inspection of the workers in the factories?—No, except with regard to children, which is required by the Act.

**D-217.** You mean the Certifying Surgeon?—Yes.

**D-218.** Nobody else?—None.

**D-219.** Who are the Certifying Surgeons; are they the Medical Officers of the district?—Usually the Civil Surgeon of the district is the Certifying Surgeon. But he may delegate his powers to any registered practitioner, usually one who is employed by the factory. His certificate is valid for three months unless a new certificate is issued by the Civil Surgeon in the meantime.

**D-220.** Is there any undue delay between the child obtaining employment and his getting the necessary certificate, from the surgeon? I do not think that ordinarily there is any delay. In rural districts it is difficult to get the Certifying Surgeon there at once; it may be difficult to get him even within a few days. That difficulty is now got over by delegating his powers to an examining surgeon.

**D-221.** Do you or your assistants check the work of the Certifying Surgeon from time to time?—Yes, we examine the children, and their certificates.

**D-222.** Do you know why Medical Officers of Health have ceased to be *ex-officio* inspectors?—I do not know.



**D-223.** Did that happen in your time?—No, that happened long ago.

**D-224.** So that, there is no form of medical inspection in connection with industrial workers other than what the Certifying Surgeons do in regard to children?—That is so.

**D-225.** Do you suggest that the position should be remedied?—I do not think there is any great evil in it as it stands. I have no reason to suppose that there is any large amount of disease in factories, either industrial disease or other kinds of disease. I confess that is only a negative statement of the position. My information is negative only. We ask the doctors in the district if they know of any disease having broken out in the factories in their jurisdiction; they generally say no. It might be that if we made arrangements for regular medical inspection of factories, it would reveal diseases that at present are not observed. I have no reason to suppose it will be so, but it may be so.

**D-226.** Government in their memorandum say that with regard to the mica factories the hours are not unduly long and the conditions are not such as to require regulation. Is that your view also?—I know nothing about them further than inspecting a number of them 3 or 4 years ago and reporting on what I found then. I have no clear idea now of what I reported at that time.

**D-227.** Do you know the hours of work there?—No.

**D-228.** At any rate they must have been such that you thought there was no necessity for regulation on that score?—If they were brought under the Act there would be a great deal of irritation caused and there would be difficulty in remedying the evil of overcrowding.

**D-229.** What was the age of children working in those factories?—I do not know.

**D-230.** Were they lower than that prescribed in the Factories Act?—No, I do not think that was so. I doubt very much whether children below the statutory age are very much worth employing.

**D-231.** But that has not been our experience in other Provinces, where we have found much younger children employed in unregulated than in regulated factories?—That has not been my experience in these mica factories and other factories in this Province.

**D-232.** Are there any factories, other than the mica factories in this Province which you feel should be brought under regulation?—There is a considerable number of unregistered shellac factories in this Province and those that I have seen are not very good. The structure of the buildings is bad; lighting is bad; and conditions at work places are not good. The existence of such unregulated factories acts unfairly on those which do come under the Factories Act and which are fewer in number. I think there is a case for bringing at least some of the unregistered ones under the Act.

**D-233.** What about places employing power but where less than 20 persons are employed such as the small engineering works. They do not come under the Factories Act?—No such factories have been brought under the Act. The only factories with power but employing less than 20 persons that have been brought under the Factories Act are saw mills, on account of the dangerous character of the work there.

**D-234.** Have you brought any other factory with power, but employing less than 20 persons under the Factories Act, on account of the dangerous character of the work?—No. Only saw mills.

**D-235.** Do you feel that there are others which could be brought under the Act if the number of persons employed were reduced from 20 to 10?—It is a question of balancing the advantages and disadvantages of such a step. There are a good many little places like that; there is no very obvious reason why they should not be brought under the Act, but the standard of intelligence and the standard of management are very low.

**D-236.** Is not that an added reason for bringing them under the Act?—I agree with that view.

**D-237.** Have you any idea of the number of such places?—No.

**D-238.** You could not say how much additional staff you would require if all such places were brought under the Factories Act?—I could not say off-hand. I could give you the required information in a week's time.

**D-239.** It would be valuable to us if you could give us a note on the subject?—Yes, we have the file with us. It has been going 9 years. At any time we could mention some scores of factories which do not come under the Act. I shall send the information in a week.

**D-240.** *Mr. Clow*: What is the procedure in this Province with regard to prosecutions under the Factories Act?—Do you launch a prosecution on your own account or do you have to submit the question to any higher authority before prosecution?—No. I do not think we have got anything in writing in that connection. When there is a case fit for prosecution the inspector sees the District Magistrate about it. Our prosecutions are so few; our policy has been to prosecute only very bad cases. Therefore when I ask the District Magistrate for a prosecution there is not very much room for discussion about it; it is an obvious case.

**D-241.** Your prosecutions are much fewer than in Provinces of the same importance in India. You have had only 20 prosecutions in 8 years?—Yes.

**D-242.** Do you agree that the Act is not rigidly enforced in this Province?—It is certainly not rigidly enforced.

**D-243.** How many prosecutions out of this 20 have been in respect of infringement of the provisions regarding hours of work?—I cannot say off-hand.

**D-244.** Most of them related to questions regarding safety?—Yes.

**D-245.** Is the position such that an average factory owner is led to believe that he can infringe the Act in respect of hours of work with reasonable prospect of impunity?—I think there are a large number of persons who infringe the Act in this respect, but are not brought to justice.

**D-246.** *The Chairman* : Is that not rather unfair to the better employers who want to observe the law?—Yes, that is so.

**D-247.** *Mr. Clow* : Judging from experience, unless the factory owners of this Province are very different from those of other Provinces, there must be many infringements unnoticed for every prosecution that is launched?—Yes.

**D-248.** *Sir Victor Sassoon* : I have just been looking at the section as regards putting up of notices. Section 36 of the Act runs :

“ There shall be affixed in some conspicuous place near the main entrance of every factory, in English and in the language of the majority of the operatives in such factory, the prescribed abstracts of this Act and of the rules made thereunder, and also a notice containing the standing orders of the factory upon the following matters, namely :—

- (a) the time of beginning and ending work on each day ;
  - (b) the periods of rest fixed under section 21 ;
  - (c) the hours of beginning and ending work for each shift (if any) ;
- and
- (d) the hours of employment of all persons employed ;

(e) the weekly holidays fixed under section 22..... ” and so on. Would you not consider that section to cover the putting up in the vernacular of the time of beginning and ending of work each day?—I think it might cover that.

**D-249.** If you did not read it that way it would seem rather extraordinary that you should insist on the prescribed abstracts being put up in the vernacular, whereas the standing orders of the factory including the most important point, namely the hours of beginning and ending work need not be put up in the language of the majority of the operatives of the Act. Is there any objection to enforcing the thing now?—No.

**D-250.** There is no reason why the one thing should be put up in the vernacular and not the other?—None, except the reason I have already given.

**D-251.** *The Chairman* : Dealing with this matter in another Province it has been represented to us that it should be done according

to the Act?—There should be no objection to it whatever. I think it is well to do it, but I do not think the absence of it now leads to any abuse.

**D-252.** *Sir Victor Sassoon* : Are there occasions when the hours were changed?—Yes.

**D-253.** Are there occasions when the workers objected to the change in hours?—Yes. When the hours are changed the manager sends notice to the inspector.

**D-254.** Is that not another reason why the alteration should be put up in the vernacular?—Yes, perhaps so.

**D-255.** *Sir Alexander Murray* : In your memorandum, you say you have no unemployment problem. You refer to industrial unemployment there, I suppose?—I am merely quoting the Government memorandum there. I have no figures for unemployment myself. I understand that there is very little unemployment.

**D-256.** You have given us an interesting memorandum dealing with a system of apprenticeship. You speak of a five years course of apprenticeship. Have you had experience of the apprentices and have you found that the boys are willing to stay up to the end of five years?—I have no personal experience. I know that the bigger engineering firms take apprentices. What I have referred to is only in the small factories. I find that generally there is a dearth of the kind of men that is so easy to get in England. I do not quite understand why they should never become available in India.

**D-257.** My experience in other shops in India is that the boy stays there for two or three years and then leaves the apprenticeship to take up a job which pays him more money. What provision do you make for paying these boys?—I think that Government, if they can find the money, should adopt a system of State-aided and State-controlled apprenticeship instead of spending so much on higher education.

**D-258.** I agree with you; that is the weakness you find everywhere. You want money to do that sort of thing. In connection with mines, of course the managers have to be certified?—Yes.

**D-259.** It has been suggested that managers of factories also might be certified. Is that a workable proposition?—A District Magistrate who has taken a great interest in this matter and has had an exceptional amount of experience in it suggested that. Of course any Factory Inspector, especially if he happens to be an engineer, would be delighted to see that done. But I agree with the view which Government take on it that it would almost amount to a restraint on industry. It might be otherwise in Calcutta, but with the factories that we have here it would be top-heavy.

**D-260.** Do you generally meet the workers; do they know as a rule the starting and stopping times of the factories they work in?—Yes.

**D-261.** Do you meet many workers who do not know when they should be inside the factory and when outside?—I think they all know as a rule.

**D-262.** Do these men, women or children wear any tokens of any description?—Only the children.

**D-263.** *Mr. Ahmed* : With regard to prosecutions for infringement of the Factories Act, are they a very large number?—No, they have been criticised as being very few.

**D-264.** Are they few on account of want of time for the Factory Inspector?—It is a matter of balancing three factors, the policy of Government, the number of prosecutions, and the strength of the staff. If the policy were changed or if the number of inspectors increased there would be an increase in the number of prosecutions.

**D-265.** I take it that the policy of your Government is mild?—The policy of the Government is beyond me as a witness. There is the Government memorandum for you to refer to.

**D-266.** *The Chairman* : In that connection I see that it is stated in the Government memorandum that attention has been called to the small number of prosecutions by the Government of India two years ago. Did that have any effect?—That was in the nature of an enquiry. We were also asked whether there was any connection between the small number of prosecutions and the large number of accidents. We answered that our accidents in general were coming down to the average of the whole country. Our large number of accidents mainly occur in one industry. I do not think anybody who has interested himself in it either as Inspector of Factories or Factory Manager or District Magistrate, and has full knowledge of the circumstances of the industry would suggest that we have left any stone unturned to stop the occurrence of accidents. Neither an increase in the number of prosecutions, nor an increase in the penalties leviable will help to prevent the dangers that are the cause of these accidents.

**D-267.** *Sir Alexander Murray* : I do not know if you have noticed that accidents have gone up very materially during the last two or three years?—I have noticed that very painfully.

**D-268.** Have you any information as to the causes of the increase in the number of minor accidents?—It is mostly of course in one industry. That industry has expanded at a tremendous rate. It would be remarkable anywhere; it is very remarkable here. Labour has hardly had the time to be properly trained in the lower ranks. At the top there have been very rapid promotions on account of extensions. In this industry here, the rate of output per man employed—(I think I am well within the truth in saying this)—is only a quarter of what it is in other countries. If we think of that, and then the fact that our accidents are only 80 per cent. more than in other countries—I use the words "only 80 per cent." deliberately—the wonder is that the accidents are not very much more.

**D-269.** The Factory Inspector's report shows that there has been no increase in the number of employees of the Tatanagar Works during the last three years. As a matter of fact there have been fewer hands there. Still the number of accidents remains high?—I find that the number has been steady in proportion to the output.

**D-270.** But the incidence of accidents per hundred employees has gone up?—Yes. It is the incidence per ton per man which has been very steady; it has not varied very much.

**D-271.** I am not referring to accidents dealing with machinery, but to accidents which consist in people allowing weights to fall on their toes or fingers. Do you attribute the increase in the number of such accidents to the very generous treatment by Tatas of their workers? Ordinarily under the Workmen's Compensation Act a worker has to prove disability for so many days before he becomes entitled to compensation. He is evidently not liberally treated under the Act. But the Tatas give their workers five to six times what they are entitled to under the Act. Do you associate that very generous treatment by Tatas of their workers with the increase in the number of minor accidents?—I have not gone into the question as I did with regard to a railway factory a few years ago.

**D-272.** What did you find in the railway factory?—There was definite evidence there of malingering. There were a considerable number of people implicated in that; there was almost a conspiracy. I do not want to be misunderstood in this connection. What I refer to in this factory was some years ago. I think it is changed now.

(The witness withdrew.)

**Mr. W. B. BRETT, I.C.S., Financial Secretary to the Government of Bihar and Orissa.**

**D-273.** *The Chairman:* You have in recent years had much experience of the chief district from which recruiting takes place for Assam?—Yes; I was Deputy Commissioner of Ranchi for 2½ years; most of the recruits for Assam in this Province come from Ranchi.

**D-274.** We understand that you can speak both from your own experience and as representing the policy of Government with regard to recruiting for Assam?—Yes.

*The Chairman:* The point on which we shall greatly value your help to-day is your own experience of a district from which there is a large recruitment to Assam and in what ways in your opinion the present methods can be improved, if you have any suggestions to make.

**D-275.** *Mr. Clow:* Could you tell us roughly the control which is at present exercised by the district authorities in respect of this recruitment?—Copies of all licenses issued to *sardars* are sent to the Deputy Commissioner; he also has the power of cancelling the license of a *sardar* in case of misconduct. He grants the license to the local agent, after considering the recommendation of the Assam Labour

Board, and he has power to suspend that license and to recommend the Government to cancel it. I do not think the Deputy Commissioner has power to cancel the license himself, but I am not quite sure on that point. He has the power of inspecting the depôts to which the coolies are brought before being forwarded to the labour district; he has power to call for papers and to call for recruits before they are sent to the labour districts. Actually control is chiefly exercised partly by one's general knowledge of what is going on, and, more particularly, by watching the daily statements of coolies despatched from the local agent's office to the gardens. The local agent has to send one a copy of all particulars in his register, and if you wish that you are usually in a position to tell any case in which unusual features appear; those are usually cases in which a large number of people have been put down as being recruited by one *sardar*.

**D-276.** *Mr. Cliff*: Is that done monthly?—Daily.

**D-277.** *Mr. Clow*: A case of that kind, where a large number of coolies were recruited by one *sardar* must, I take it, show that other people had been assisting in the recruiting?—In most cases, yes; one would find out how long the *sardar* had been in the district. For instance, if it appeared that a man had come down, spent, say, 5 days in getting to his home, two days more there, and coming back again to Ranchi in another three or four days, if he showed he had recruited more than 7 or 8 people, one could be pretty certain he was not the person who had actually recruited them.

**D-278.** And that therefore the provisions of the Act had been infringed?—Yes, there had been assistance to recruitment.

**D-279.** Do these particulars reach you in time for you to take any effective action if you suspect there has been illegal recruitment?—Usually not in time to prevent the despatch of the coolies to the garden. One's action usually consists in making things unpleasant either for the local agent or for the garden which employs the *sardar*, and, of course, one can always prosecute the people concerned if necessary.

**D-280.** You think, in spite of that, the control is on the whole effective?—I think on the whole the local agent is afraid to countenance anything seriously wrong; in most cases, as a matter of fact, he is only too glad to ask one's assistance; frequently a local agent, if he is doubtful, will send the case up to the local Magistrate for orders.

**D-281.** This Province, and the Ranchi area in particular, was the scene in the old days of very grave abuses?—Yes, very serious.

**D-282.** Do you think that would recur if the control were withdrawn and free recruiting allowed?—Yes, I think it would. Some of the factors have changed and some have not; the aboriginal coolie is probably rather more educated than he was, but not very much; he is still extremely liable to be led away by false promises, and he is still just as fond of drinking as he was. In the old days the usual

way of getting these people away was to make them drunk, put them in the train and when they recovered they found they were well on their way to Assam.

**D-283.** Another memorandum submitted to us suggests that it should be made an offence to supply drink to any coolie; is that a serious evil at present?—No. I should think most coolies probably seal the bargain with a drink with the *sardar*, but I do not see how you could differentiate between coolies and other people; they all drink very heavily.

**D-284.** In this Province the Tea Districts Labour Association and the other recruiting agencies concentrate mainly on the aborigines?—Ranchi is the district in which I have had experience; the recruitment there is almost entirely aboriginal.

**D-285.** There is, I take it, extensive recruitment for other areas from Ranchi; people emigrate for employment to Calcutta and elsewhere?—A great number of people emigrate to the Dooars tea gardens. In a bad year you get considerably more people going to the Dooars and Darjeeling than to Assam.

**D-286.** Does your experience bear out what we were told in the United Provinces, that whereas free emigration goes on on a very extensive scale for other centres of industry, the labourer goes extremely reluctantly to Assam?—He does not go there of his own accord usually; he seems to require a certain amount of persuasion to go to Assam, chiefly I think because of the bad name Assam still has owing to the old abuses. I have discussed the matter with coolies who have been to both, and what they usually tell me is that they were afraid to go to Assam, but that when they got there they were rather more comfortable than they were in the Dooars.

**D-287.** *The Chairman:* That is rather an important and useful statement to have. Then may we understand that the abuses of which we have been speaking just now were prior to the enquiry of 1921-22?—The bad time for the abuses was before the Act of 1901 was enacted; the abuses are pretty ancient history.

**D-288.** But in the main these abuses do not exist as far as you know at present?—They exist in a modified form; I do not think they exist in the Assam recruitment at present; I think it is probably too well controlled.

**D-289.** I am not speaking for the moment of recruiting but of conditions in Assam. You told us just now that when you talked to coolies who had been both to Assam and the Dooars, they gave a better report of conditions in Assam than the Dooars. Can you confirm that on any large scale; I mean, is that just a single coolie or more than one?—It is some coolies from one village, as a matter of fact.

**D-290.** And that was the general opinion, was it?—Yes; among people who have been to Assam I do not think there is any general opinion that conditions are unduly hard.



**D-291.** *Mr. Clow* : The great bulk of the coolies recruited I understand actually return to Ranchi?—They are recruited for a definite period and they return at the end of that period, unless they wish to settle on the garden. A certain number, of course, come back as *sardars* to recruit other coolies.

**D-292.** So that the bulk of the population ought to have no difficulty in finding out what conditions in the gardens are like; I mean Ranchi is full of people who have returned from the gardens?—Yes. In practice it would rather depend on whether men have gone from their village or not.

**D-293.** My point is this : if there is a prevailing impression that conditions in Assam are from their point of view not entirely satisfactory, that can hardly be based entirely on impressions of a generation ago?—No; as I say, I think people who have been there are satisfied with it. Of course, there are cases of people who go there and are not satisfied with it; but I think the majority of coolies are probably satisfied with their conditions.

**D-294.** Then if that is so, why should this persistent fear of going to Assam remain when such a fear does not seem to exist with regard to Calcutta or even Burma?—I should say that it is because whereas a man going to Calcutta goes to a large centre of population from which he can get back easily and where if he finds the conditions of his work are not suitable he can take other work, I should imagine that in Assam the reverse is the case. I have never seen an Assam tea garden, but I gather the tea gardens are somewhat isolated, the communications are difficult, and the coolie is going to a place in which one man is in charge of the whole settlement, so that if he quarrels with that man or finds the conditions are unpleasant, he has not in practice much remedy; he cannot go off to the next man and get work from him; also he has not got the money to pay the fare home again.

**D-295.** Do you think these considerations do act as a deterrent to the potential recruit?—They would certainly act as a deterrent if control were removed. I take it the recruit now knows that Government controls the recruiting and more or less puts his trust in that.

**D-296.** I take it, provided conditions in Assam are satisfactory and there is adequate control here, it is all in the interests of Chota Nagpur and other parts of the Province that there should be extensive emigration?—Yes, emigration to Assam is a very valuable safety valve in times of famine or scarcity. The population of Ranchi is probably too big for the district to support from its own resources, and whenever the rice or other crops fail you want a large emigration to Assam or to any other employment that offers itself. It is useful that there should be connections between the Assam tea gardens and Ranchi, so that the men will go automatically as soon as they see conditions at home are going to be bad.

**D-297.** The *sardars* seem to recruit extraordinarily few coolies on an average; I suppose there must be a large number who recruit no coolies at all?—Yes, that is the trouble; it varies considerably, but on the whole I should think the ordinary *sardar* who does recruit anybody recruits possibly two or three, but a large number of them do not recruit anybody at all.

**D-298.** And I suppose a fair number come with the intention of not recruiting anybody?—I should imagine so; I should imagine it is an easy way for a coolie who does not like work in the garden to get home again.

**D-299.** *The Chairman:* You have no figures or particular knowledge on that point in your district?—I can give the figures of the number of recruits per *sardar*.

*The Chairman:* We have that.

*The witness:* But I cannot tell you how many *sardars* fail to recruit anybody at all; I am basing my information more or less on an examination of these returns which used to come to me.

**D-300.** *Sir Alexander Murray:* 45,000 *sardars* last year recruited 60,000, but of that 45,000 *sardars* 22,000 got none; that means that about 23,000 recruited 60,000. Is it not the case that many tea gardens give their labourers who wish to come back to their villages recruiting *sardars'* certificates deliberately, because that is the only way the labourer can get back and return to the tea gardens without being recruited afresh; nobody can come on leave from the tea gardens unless he is recruited again, so that they give men *sardars'* certificates in order that they may go home on leave and then return again?—I think that is very probably; I have not any detailed information on that point.

**D-301.** Do you know of any way whereby a man can come home on leave from a garden and go back again without being recruited afresh?—If his term is expired I do not think he can; in fact, in any case I do not think he can.

**D-302.** *The Chairman:* Then under this new system of short-term recruitment, men going to Assam for 6 months only, if they come home, and, as you suggest, go back again, are they each time treated as new recruits?—Yes, they are recruited afresh.

**D-303.** They are counted all over again?—Yes; they go to Assam one year and come back again on discharge; next year, if the season is bad, they will be recruited, passed through the *depôt* and go up as fresh coolies to Assam.

*Mr. Cliff:* They would have to pay their own fares if they were not recruited afresh.

*The Chairman:* What was in my mind was that if it is a question of a man who is known to prefer working 6 months in the year, why should not the employer who engages him on those terms make provision for that class of recruit?

*Mr. Cliff* : But at the moment the only way to get his fare is to go to the agent.

*The Chairman* : Apparently that is so.

**D-304.** *Mr. Clow* : Could you give us some idea of the work of the Assam Labour Board in the recruiting districts; what do they actually do?—They maintain supervisors; one supervisor is maintained at Ranchi; the supervisor is supposed to keep a general watch on the working of the local agencies; the Chairman comes down periodically on inspection and discusses matters with the district authorities. They also are the authority who recommend to the District Magistrate the grant of local agents' licenses.

**D-305.** But do they fulfil any important functions that are not undertaken, for example, by organizations like the Tea Gardens Labour Association. In other words, do they act as an effective police on the system of recruitment?—I doubt whether they do very much as distinguished from the Tea Districts Labour Association; I doubt whether the Assam Labour Board exercises any special functions. As you know, the composition of the two bodies is practically the same, except for the Chairman. Their control is not very obvious to the district officer in a recruiting district, except to the extent which I have mentioned.

**D-306.** But that is practically the only place in which their control is exercised?—Yes.

**D-307.** If the Assam Labour Board were not there, what would be the practical effect from the point of view of the recruiting districts?—Presumably there would be no supervisors; there would be one less agency which one can use to get on to cases of illegal recruitment; that would probably be the only practical effect from the point of view of the district. Whether it would be the same from the point of view of Government I do not know.

**D-308.** As far as supervisors are concerned, they would be, in some ways, more effective acting under the control of the local authorities rather than under the control of an authority at Calcutta?—I should imagine they would, because there have been cases in which the views of the local authorities and the views of the Assam Labour Board on questions of recruitment have differed, and in those cases it is not too easy to use the Assam Labour Board's supervisor to help to ascertain the facts. The difficulty has chiefly arisen in connection with individual garden managers coming into the recruiting districts. In the last two years there has been a practice for a garden manager to come down himself to the recruiting districts; usually he says he is coming down on a shooting expedition or to improve his knowledge of the language; but we have had a certain amount of reason to suspect they have actually taken a part in the propaganda for recruiting coolies. Under the scheme of the present Act we have always held that that is, if not illegal, at least not to be encouraged. With the

ordinary organization of a district it is very difficult to get first-hand information as to what those people are doing in the mofussil.

**D-309.** Actually the manager is precluded by the present Act from taking part in the recruitment?—Yes, I think the Act definitely says that the coolie must be recruited by a licensed *sardar*.

**D-310.** You suggest it is undesirable that the manager should take part in recruitment; is he not in some ways a more trustworthy person than the *sardar*?—Put that way, of course it seems so, but our difficulty has always been that with the Act as it is at present we cannot distinguish between one outsider and another; we cannot distinguish between the manager and a professional coolie contractor. It is a legal question entirely.

**D-311.** I am dealing with the practical question; is it not desirable that the manager should be allowed to take part in recruiting?—It might mean that his *sardars* would not be in a position to vouch for their recruits. One of the strong points of the present system of registration is that when the coolie comes before the registering officer at the depôt, the registering officer has before him the *sardar* who ought to be acquainted with the conditions of the intending recruit; he ought to know whether he is a person who should be allowed to go or should not be allowed to go. If the manager came down, I think it might result in strangers being recruited and put through the depôt, with regard to whom no one could vouch as to whether they could go to Assam or not. Unless you have somebody before you whom you can hold responsible for false answers, a system of registration by itself is of not very much use.

**D-312.** *The Chairman:* I notice reference is made in these papers to the increase in short-term recruitment—terms so short as 6 months and 12 months. Is the period always stated in the engagement?—There is no definite engagement; the coolie is not required to sign any document; I think it depends partly on the requirements of the management and partly on what the coolie himself is prepared to do.

**D-313.** But I take it this short-term engagement, which you tell us is popular, accords with the needs of a large number of the people here?—It does, very much so, in a bad year especially.

**D-314.** And you suggest that a number of those, after an experience of 6 months, may either stay, or, after returning home, go back again to the gardens?—Yes.

**D-315.** Does experience bear that out?—I think it does. The system has not been in vogue for very long, but from what I hear the recruiting people attach very considerable importance to it. They say that a man who has been in Assam for a short-term—for six or nine months—may come back here again and put the garden to the expense of his railway fare. If he goes up a second time he can be started straightaway on his work, whereas the new man has to be put through a certain amount of training before he becomes efficient.

**D-316.** So that it is a system which has its advantages to the employer and at the same time suits the needs of a large class of the migrant workers?—Yes.

**D-317.** Have you any figures to show how many who have been engaged on a short-term engagement stay longer than they have promised, or go back again after they have returned home?—No. That could only be obtained from the Tea Districts Labour Association.

**D-318.** You cannot even say whether or not the number is considerable?—No. I only know that in the last two or three years large numbers of coolies have gone back from the same villages, which indicates that the same people go backwards and forwards; but it is not a point which I have had to investigate officially.

**D-319.** That would seem to indicate that these short-term engagements tended to dissipate the distrust which still lingers in some places from abuses?—It should have an important effect in that direction.

**D-320.** *Sir Victor Sassoon* : How does anybody know whether the engagement is a short-term one or a long-term one?—It is arranged between the coolie and the local agent at the time of recruitment. There is no document signed. It is purely verbal so far as the coolie is concerned.

**D-321.** What is there to prevent either man saying that it is a long-term engagement when it is a short-term engagement?—The price he would pay for that would be that he would not get any more short-termers.

**D-322.** *Mr. Clow* : Are you sure there is no document signed?—There certainly ought not to be any document. That has been abolished now.

**D-323.** *The Chairman* : In the register at the depôt is not there a record for what term the man is engaged?—Yes, the register shows that.

**D-324.** Would it be possible to obtain from one or two depôts the numbers going on different terms. Between how much do the terms vary?—6, 9 and 12 months are the most popular terms. I believe there is a two-year term.

**D-325.** You see how important that is by way of despatching the old lingering belief that to go to Assam was to go for ever?—Yes. The figures can certainly be obtained from the depôts.

**D-326.** Do you think that the 6, 9 and 12 months engagements are the wisest step?—Yes. I do not know what their financial effect is on the garden, but from the point of view of the recruiting district they have been very useful indeed.

**D-327.** Presumably if the conditions in the gardens are good enough, men will stay and send for their families?—Yes.

**D-328.** I suppose only men alone are recruited for these short-term engagements?—No, a large number of women are recruited. About half the labour on a tea garden is women.

**D-329.** Does that apply even to the 6 months' term?—I am not certain, but there is a great demand for women's labour on the tea gardens for the plucking.

**D-330.** Do a man and his wife go together?—I think they do.

**D-331.** *Sir Alexander Murray* : It is chiefly single men who go on the short-term engagement?—Yes, that is so. I was wrong in my previous answer.

**D-332.** *The Chairman* : Can you get a depôt or two in the district with which you are familiar to analyse these figures for us?—Yes.

**D-333.** When a short-term recruit comes back does he pay his own fare?—I think the garden pays his fare.

**D-334.** Does that appear in the register too?—I think it is simply a custom of the industry. I do not think it is shown in the register.

**D-335.** If the tea gardens are now recruiting on as short a term as six months' engagement, on condition that they will pay the man's fare back to his home, that at least presumes a confidence in Assam that the conditions are such as may be attractive if they are known?—Yes. One point which I noticed about this short-term recruitment at Ranchi was that it tended to come from a different area to the long-term recruitment. A very large number of the short-term people come from the area 20 or 30 miles round Ranchi itself, whereas the long-term people tended to come more from the west.

**D-336.** Might it not be the case that those men who take a given engagement for six months are men who have some land to attend to but that those who take on longer engagement are landless men?—I think in most cases the coolie has land. I put the difference as between the more sophisticated people near the district headquarters and the more ignorant people in the remoter parts of the district.

**D-337.** Are you fairly confident that the employer does pay the return fare?—I think so, but it is not a point on which I can speak from definite experience.

**D-338.** Would it appear in their record at the depôt?—I cannot say.

**D-339.** If there is no written agreement, I do not see how the employer in Assam will know to whom a return fare has been promised. You would not suggest it is the custom to promise that to everybody now?—The agent would report for how long the men were coming. He would record their names and at the end of their time the manager would pay their fare back again.

**D-340. The Chairman :** Has this system of short-term engagements been in operation for very long?—For the last two or three years. It has certainly grown to considerable proportions in the last two years.

*Sir Victor Sassoon :* There are two points. The first is the short-term against the long-term men, both paying their own fares home, and the second is where the return fare is paid by the tea garden.

*The Chairman :* Yes. I should like, if possible, to get some figures from the depôts showing how that stands.

*Sir Victor Sassoon :* Particularly figures as to how many men have been promised their fare back by the tea gardens on recruitment?—The witness : My impression is that they are all repatriated at the end of the period for which they have gone to the garden. If the man goes for six months he is repatriated at the end of six months. If he goes for three years, then he is repatriated at the end of that time. But I think in all cases the gardens pay the expenses back.

**D-341. The Chairman :** One of the complaints put before us is the absence of an undertaking on the part of the employers to pay for the return journey. Clearly no employer would do that on demand except at the end of an agreed term?—If the man goes back before the end of the agreed term he gets nothing.

**D-342.** You understand that in all cases now, where the coolies fulfil the agreed term, repatriation is at the expense of the employers?—I believe so.

**D-343. Mr. Cliff :** With reference to short-term recruitment, it is stated in the local Government's memorandum that it is expensive, and secondly, that short-term recruitment can only be carried on on the assumption that a good many of the labourers decide to stay. Is that the practical effect of a short-term recruitment?—I am not certain as to the number who do stay on, but that is certainly what I have been told by responsible people in the recruiting agencies in Ranchi, that it is expensive, but they think that people will stay on, and, if they do, it is worth it from the point of view of economy.

**D-344. Sir Alexander Murray :** But if they do not stay on their fares back are paid?—I think so, at the end of the period for which they have agreed to go.

*Mr. Cliff :* I am not on the point of fares at the moment. I am concerned with the question of the short-term. The Chairman was trying to find out whether it was really practicable.

**D-345. The Chairman :** I take it what that means is this; that if everybody who went for six months, kept to the letter of his agreement and demanded his return at the end of six months it would be an uneconomic policy for the tea gardens?—I should say so.

**D-346.** On the other hand it shows some confidence in the conditions to-day in the tea gardens that they give that undertaking, being certain that a proportion, at any rate, will stay for longer than they have promised. That is your point?—Yes.

**D-347.** In the Government memorandum dealing with a proposed alteration in the Assam Labour Board, it is suggested that there might be two representatives of local Governments. Do you mean two representatives of each of the local Governments where recruiting takes place?—I think the intention is one representative of, say, the two most important local Governments concerned.

**D-348.** Does your Government here, in Bihar and Orissa, ever send a representative to Assam to examine the conditions there?—No. Many of our officers have served in Assam but we do not send anybody specially to make enquiries into the conditions there.

**D-349.** In the district where you were recently serving did you have any evidence as to the amount of money that came back to the district from the workers in Assam?—My impression is that the ordinary man does not make monthly or quarterly remittances to his home. He tends more to come back with a lump sum of two or three hundred rupees the amount depending on the time he has been there.

**D-350.** Taking any particular village or district, does the contribution that comes from Assam form a substantial portion of the wealth of that village or district?—Yes. Certainly the district would be very much poorer if these people did not return with money from the tea gardens.

**D-351.** It would not be correct in your experience to say that they return as poor as they went?—Certainly not.

**D-352.** On the average, allowing for what will happen in this world, there is a distinct increase of well-being both to the persons concerned and to the village to which they belong?—I think so.

**D-353.** *Miss Power* : The Government memorandum says : “ Most of the abuses in connection with recruitment are in connection with the recruitment of women and minors.” What is the loophole in the Act which makes it possible for these abuses to arise, in respect of both married women who go without their husbands, and minors?—I do not think there is any particular loophole in the Act which makes it possible. Possibly these women are more easily deceived than the men.

**D-354.** When they are recruited, how long do they have to stay before they can be removed to Assam?—If the local agent has any suspicion that all is not well, he detains them up to 10 days.

**D-355.** Why should he have any suspicion?—The lady herself may give an evasive answer, or the *sardar* who is responsible for her may do



so, or somebody may turn up and question the *sardar's* right to take her off. It happens in a variety of ways. In a good many cases nothing happens at all.

**D-356.** There is no systematic arrangement for finding out whether any particular female minor has been properly recruited?—If there is anybody in the party who claims to be the guardian of the minor, and there is no suspicious circumstance, the local agent will conclude that all is well.

**D-357.** What happens if she is brought in singly?—Then he would probably make very careful enquiries indeed.

**D-358.** If the Government memorandum says that "Most of the abuses are in connection with the recruitment of women and minors", what is wrong with the present system?—What usually happens is that in a village if a woman disagrees with her husband and wants to go off with somebody else, they go to a *sardar* and either tell him the truth or tell him a false story and ask him to take them to the *depôt* and recruit them as husband and wife.

**D-359.** *The Chairman:* Who is the prime mover?—In that case either the man or the woman not the *sardar*.

**D-360.** *Miss Power:* I take it that there are differences between husbands and wives which do not involve another man?—In those cases I do not think the lady would go off. Sometimes the differences are rather violent ones. Nearly half the murders which take place in Ranchi arise out of domestic disagreements.

**D-361.** Have you any suggestions for getting over this difficulty? We have had a good deal of written evidence from different witnesses to the same effect. They all imply that the abuses are grave, and that they are mostly in connection with women and female minors. There seems to be such a general concensus of opinion, that the impression is left that things are from right?—The only real safeguard against it is to make quite certain that the man who recruits them is really in touch with conditions in their village. That is obtained more or less automatically under the *sardari* system, because he practically has to recruit people he knows.

**D-362.** Would it be advisable to prohibit the recruitment of female minors altogether?—No, as in some cases they may be joining their relations who have already gone to Assam. ...

**D-363.** Do the women and the female minors also go on short-term engagements, or do they all go on long-term engagements?—I think the short-termers include a certain number of women and minors. They very often take up the minors as dependents and not to work.

**D-364.** In the return which you are going to compile for us can you divide the figures between males and females and also let us know when you are referring to minors and when you are referring to adult females?—Yes.

**D-365.** Can you suggest any amendment in the Act which would safeguard the females in respect of these abuses?—I do not think I can, except to insist that the recruiter is a person who has first-hand knowledge of the people in the village. One of the difficulties of the present system is that the recruit may go off from his village and nobody will ever hear of him again, even though he may be quite happy in Assam. Communications are very difficult indeed. Any system which would tend to maintain communication between the village and the recruit in Assam would do a lot to stop these abuses. It would mean that anybody who went to Assam and who wanted to communicate with his people could do so and could get help if he wanted it. I have had many cases of people coming to me and saying "My wife, or daughter or son has been taken off to Assam. How am I do find him?" In practice you cannot find him at all if he has gone under a false name.

**D-366.** Do the women who go to Assam without their husbands ever return?—Some of them return as *sardars*. Women are sent to recruit women.

**D-367.** *The Chairman* : Are there lady *sardars*?—Yes.

**D-368.** *Sir Alexander Murray* : A few of them have been prosecuted for taking away women, have they not?—I have had a good many of them prosecuted for that.

**D-369.** *Miss Power* : Do they specialise in the recruitment of women and girl minors?—Very probably they do.

**D-370.** I suppose the real fact is that there is no specially stringent enquiry in the case of the women and minors. The procedure is just the same as it is in respect of all recruits?—The local agent usually pays special attention to any cases of women and minors being recruited. I think it is fair to say that most of them are very careful before sending to Assam women and minors about whom they are not satisfied.

*Miss Power* : In view of the Government evidence, and of the other evidence, has any suggestion been made as to how these abuses can be put right? There is a general consensus of opinion that there are grave abuses in connection with the recruitment of women and girl minors?

*Sir Alexander Murray* : Where do you get that from?

*Miss Power* : From the Government evidence.

*Sir Alexander Murray* : Last year out of 75,000 people recruited there were only 75 prosecutions. That is only 1 per thousand.

*Miss Power* : Those prosecutions were only undertaken when the abuses were actually found out.

*Sir Alexander Murray* : It cannot be called a serious irregularity.

*The Chairman*: The prosecutions are only undertaken in those cases where the actual abuse has been proved.

*Miss Power*: The extent of the abuses will be far greater than the number of prosecutions.

*The Chairman*: Such abuses as there are revealed by the prosecutions are mainly on this question of the improper recruitment of women and girls.

*Miss Power*: The Bishop of Ranchi has devoted several pages of his evidence to the question of these abuses. The Women's Council also raises the question, and several other persons have sent in evidence on the point.

*The Chairman*: It is quite clear, whatever its measure may be, that there is a distinct evil there which, in the interests of all parties, should be removed. What we are searching for is the required amendment in the law.

**D-371.** *Miss Power*: Is there any other suggestion you can make for the improvement of the recruiting machinery which will remove these abuses?—You could do something by insisting on very much fuller examination at the depôt. I think that the local agents do examine very fully now, but it can be made more stringent. But that will not be a safeguard against cases where the woman or the *sardar* or anybody who has taken a lead in the matter wants to conceal the real facts.

**D-372.** Are there no people in the villages who can be questioned as to the truth of the situation in cases of that kind?—If you can do that it would certainly be good, but the trouble is that the depôt is very often situated 150 miles from the villages.

**D-373.** *The Chairman*: Is there a headman in each of these villages who may be consulted in such cases?—Certainly there are headmen in the areas from which most of the long-term recruiters are drawn. Even now enquiries, when necessary, are made from these headmen.

**D-374.** You think that might be made a general regulation in these cases?—Yes, in case where there is a serious dispute, but it would be difficult in many cases simply owing to the enormous distance involved.

**D-375.** But there is a postal service, is it not?—Yes, but the post may take five days each way.

**D-376.** Taking it that there is a certain amount of evil as is stated in the Government memorandum with regard to the recruitment of women and girls, from your experience could you measure the extent of that in terms of recruiting, say one in 100; or how many cases you yourself have had to deal with in a year?—I cannot give any definite figures, but I think that, even allowing for the fact that a lot of cases go unnoticed, it is not of a very serious character.

**D-377.** But a very small number of cases of that serious character do give a bad name to a large system?—Certainly.

**D-378.** *Miss Power:* Is there any system whereby officials from the area which supplies a good deal of recruitment can investigate conditions actually in the tea gardens, or is there always a complete hiatus between the tea gardens and the recruiting area?—The tea gardens are under the control of a different provincial government, and this Government does not consider it to be its ordinary business to send its officers to see the conditions in Assam. But I have no doubt that if we wished to send officers the Assam Government would agree to the arrangement; we are not so much concerned with what the conditions of tea gardens are as with the recruitment in accordance with the Act; the question of conditions is the affair of the Assam Government.

**D-379.** *The Chairman:* You do not regard them still as your citizens?—No; we presume the Assam Government will do their part.

**D-380.** If they go to Ceylon, the Madras Government, for example, continues to take interest in them?—We have no experience of that.

**D-381.** *Miss Power:* Would it be possible to have a woman official associated with the recruiting officer to look into the question of recruitment of women and girl minors?—Yes, it would certainly be possible; the depôts are not very many; there are only four depôts in Ranchi.

**D-382.** You agree that it would be a useful thing, as long as these abuses continue, to have a woman official?—If you get the right kind of person it would; I am not quite certain whether one would be available for that kind of work.

**D-383.** People are usually available when the demand is made, but the difficulty is to get the demand voiced?—Yes, it would be good.

**D-384.** Does anybody ever get the opinion of coolies who return, not as *sardars*, as to what their experience has been?—The coolies about whom I was talking were mere coolies and not *sardars*.

**D-385.** What is your experience of the stories told by returning recruits about their treatment in the tea gardens?—I think their account is favourable. There are, of course, good gardens and bad gardens. I know of cases where they did not like certain gardens and when they came back they stopped further recruitment to those gardens. But ordinarily the man, I think, comes back satisfied, and he probably encourages others who are desirous of going, to go to the garden from which he returned.

**D-386.** Why is the number of recruits per *sardar* so low if that is the case, especially if there is too great pressure on the land here?—It is a question of what amount they can earn by going to Assam and what amount they can earn in other places. In the tea garden they get other things in addition, but the actual money wage in a tea garden in Assam does not compare very favourably with what a man can get by coolie labour or working on a railway.

**D-387.** They do not go in large numbers because they do not find it profitable; they are better off if they stay where they are?—That I should not say; I think it is mainly a question of what the opportunity is.

**D-388.** *Sir Alexander Murray:* Have you seen the report of the Royal Commission on Agriculture?—I have gone through it cursorily.

**D-389.** They have strongly recommended that as soon as possible all restrictions on the internal movement of labour should be removed. What is your opinion on that?—If we remove the restrictions on the movement of labour, at least so far as the aboriginals of this province are concerned, I am very much certain that the old abuses would come forward chiefly because of the great competition for this type of coolies.

**D-390.** Do you know at whose instance the Assam Labour Board was formed in 1915 and why it was set up?—I am afraid I cannot tell you.

**D-391.** I understand that it was set up at the request of the tea industry in order to exercise control over recruiting. I understand that one of the uses to which the board is put is that it should recommend applicants for local agencies. Had this province any occasion to disagree with the recommendation of the Labour Board in that connection?—In one case I think we refused to cancel a license which the Assam Labour Board wished to cancel.

**D-392.** That is to say, there was a case where the Labour Board which controls the tea industry recruiting asked the local Government or the District Magistrate to cancel the license of an agent and the authority concerned refused to cancel it?—(Mr. Dain): I remember the case; it was in about 1923, but, as a matter of fact, I think there were extraneous considerations which prevented us from accepting the Board's suggestion.

**D-393.** Have you found the Labour Board inefficient in its supervision and appointment of local agents?—(Mr. Brett): It does not appoint; it merely recommends.

**D-394.** Yes, it makes recommendations, and I believe you are the only provincial Government that reserves the right of accepting or not the recommendation of the Labour Board?—I think, in most cases, if they recommended that a man should be accepted, the Government always has accepted him.

**D-395.** As a matter of fact you are the only Government that reserves to itself the right of not accepting a recommendation?—(Mr. Dain): That is so.

**D-396.** Is that based on experience of the working of the Labour Board? I want to know why this differentiation exists?—(Mr. Brett): I think that in connection with some of the Ranchi agencies objections were raised by the Board, but they were not considered of very great substance. In the case of a local agency which fell vacant owing to the

death of the local agent, there was considerable delay in the Assam Labour Board forwarding their recommendation to the Deputy Commissioner. As I got no recommendation from them in spite of my writing to them I had to pass orders without waiting for their report.

**D-397.** You appointed a local agent without getting their recommendation?—I knew that the application had been sent to the Labour Board about six weeks before I made the appointment. I wrote to the Board as to what had happened about it but I could not get a reply; as the agency had to be filled and the coolies were waiting, I appointed this man as the local agent.

**D-398.** Have you any other instances where the Labour Board did not function properly in your opinion?—No; I think that is the only case that I can mention in my experience.

**D-399.** It has been suggested that managers have been coming down here to influence recruiting directly or indirectly. Is there anything in the Act to prevent that?—The manager has no license; it is only a *sardar* who can recruit, and you cannot treat a manager as a *sardar*. I admit the position is somewhat strange.

**D-400.** What is to prevent managers forming themselves into an association and inviting applications for appointment of local agents? Is it not the case that quite recently six Indian managers formed themselves into an association in order to enable them to start machinery for recruiting local agents?—I have not heard of that.

**D-401.** Why do you object in principle to propaganda. When Canada, Australia and other countries want emigrants they spend a lot of money on propaganda? Do you not think that it would be advisable to have propaganda in an area like Bihar and Orissa? Why should you object?—The only objection to propaganda is that it appears to be contrary to the law as it stands. If it is straight propaganda it would be an excellent thing provided we could get rid of the legal difficulty.

**D-402.** *The Chairman:* Assuming that that part of the Act is altered you would be in favour of propaganda?—Yes, but some control of the propaganda might be necessary.

**D-403.**—*Sir Alexander Murray:* You control the *sardars* and the local agent, but as regards *bona fide* propaganda that would enlighten people as to the conditions under which they can migrate to any province, what objection can there be?—I do not see any objection; it would be a very good thing.

**D-404.** We hear of a certain number of offences in connection with recruiting agencies, but all the offences are not offences relating to minors and women; there must be a big percentage of other technical offences for going outside the district etc.?—Certainly; a good many of the cases in Ranchi are connected with what we call mission recruitment. In Ranchi there are three large missions. They, especially the Roman Catholic Mission, have a very large number of converts all over the

district, and one of the troubles in administering this Act in Ranchi has been that the missionaries naturally do not want their disciples to go to a place where there is no priest available. From that point of view the missionaries have always tried to keep control over recruitment, but the danger of that is that you may get a missionary doing recruiting himself, and in a certain number of cases we suspected that that was happening.

**D-405.** That is the Roman Catholic Bishop of Ranchi?—No, not the Bishop; in fact, none of the actual missionaries do that. It is the underlings of the mission. In a case in which I had to convict a man there was an elaborate correspondence between the garden manager and the Father in charge of the mission station. The garden manager came down several times and after he got back, correspondence went on between him and one of the mission underlings. The result was that the underling suddenly appeared with 40 coolies which he offered to the manager. The manager wrote down and said "you must not do this because it is illegal, but I have a *sardar* in the district and you can send your men through him". There was some disagreement on the question of payment of commission to this underling of the mission and in the end both he and the *sardar* were run in and given heavy sentences of imprisonment.

**D-406.** You do not agree with the objections that have been taken to this particular type of recruiting?—From what we know of the missionaries we can guarantee that they would look after their coolies very well; but as the law stands at present we cannot give any concession to the missionary which we are not prepared to give to the labour contractor.

**D-407.** The other means adopted for recruiting, I understand, is that these missionaries tell their people to go to other provinces for employment rather than to starve in their own place?—Provided they know that a sufficient number of their people can go to one and the same place where priests are available they will advise their people to go to any form of employment which happens to be available.

**D-408.** *The Chairman:* Surely it will be rather to the good that, say, 40 Roman Catholic Indians should go to one tea garden rather than be dispersed into twos or threes where they do not meet any of their co-religionists?—Yes. I think it would be of great advantage if you could have definite connections between individual villages in Ranchi and individual tea gardens so that people who go to the tea gardens might have a much better time being in the surroundings of their own people.

**D-409.** Your only reason for taking action against these persons is that the present law does not allow it?—Yes.

**D-410.** *Sir Alexander Murray:* It has been said that the Assam Labour Board does not effectively control the supervisors. What has been your experience of the activities of the supervisors working under the Labour Board?—I think the control is effective. The supervisors

do a great deal of useful work. I think they are very few in number. There is one man for the whole of Chota Nagpur and possibly for the whole of Bihar, I think.

**D-411.** In addition to the local agents, you think that there should be at least two supervisors for this Province?—I think it would be good if that could be done.

**D-412.** Calcutta is the only suitable headquarters for any organization of that description, is it not?—I should think so.

**D-413.** You would be satisfied if you had on the Board a representative of your Government to look after the interests of the Province?—I think so; it is necessary to have some liaison between the two.

**D-414.** *Mr. Cliff:* Sir Alexander Murray was talking about propaganda. Do not the *sardars'* acts assume propaganda?—That is the intention of the arrangement.

**D-415.** Do you estimate it to be very effective propaganda?—It has a very limited scope. It can usually be applied only to people whom the *sardar* knows.

**D-416.** He is really intended to come and speak from his experience and tell about good things that are at hand?—Yes.

**D-417.** I understand that some of the missions are also conducting this propaganda?—It is very limited. I think their propaganda is chiefly confined to showing that there is an outlet for people in Ranchi whose land may not be sufficient for their support and to ensuring that coolies go to a place where their spiritual needs can be looked after.

**D-418.** I was wondering whether the real trouble about this was that while the spiritual needs are being looked after the material needs are not looked after. You say in the memorandum that the supply of labour is not equal to the demand. Is there any other place in this country that adopts a similar form of recruiting agencies as the Assam tea gardens?—I think a similar system is followed in the matter of recruitment for the coalfields.

**D-419.** We have been told that there is a great demand for the supply of labour in Assam. If that is the case, I want to ask you, if you can indicate as an officer situated in a recruiting district, what is the reason that the supply is not equal to the demand?—In the first place, the aborigines are not a very big tribe, and a fair number of them are required to look after their own fields.

**D-420.** But the recruiting board is not restricting itself to Ranchi, and what is required in Assam is something like a million. At the moment I do not see in any memorandum that has been sent to us the reason for the fact that they are not able to get a sufficient number of recruits, especially when we are told that the standard of life in agricultural or industrial labour is too low and every form of industry is able to get more recruits than is wanted. Can you suggest any reason why



the supply of labour in Assam is not equal to the demand?—I do not think I can give any opinion from that point of view; it seems to me that it depends on what the conditions in Assam are of which I have no detailed information.

**D-421. The Chairman:** The two points which you have already put in your memorandum are, the distance between the recruiting area and Assam and the bad name that it gained in old days?—Yes.

**D-422. Mr. Cliff:** But there are places nearer to Assam than Ranchi on the other hand; the abuses which are spoken of occurred many years ago, and as far as I can see thousands and thousands of missionaries have preached the gospel without result. Does your Government consider that its duty is finished with the conclusion of recruitment as far as its responsibilities to its citizens are concerned?—I should think so; we think our responsibility ceases when our man passes under a parallel organization on the other side. I do not think you regard ourselves as responsible for looking after the Assam Government.

**D-423.** I do not want you to look after the Assam Government. I want to know whether you think your duty is finished as far as your own citizen is concerned at the conclusion of his recruitment?—Yes; I think when the man passes our border we are no longer responsible for him.

**D-424. Mr. Cliff:** Do you know whether the present system of recruiting really hinders the free flow of labour to Assam?—I could not say; it is a question to be answered by persons with greater knowledge of the conditions in Assam.

**D-425.** It would not be fair to press you then; it would be helpful if as a result of a little thought Government could say whether in their opinion the recruiting system adopted at present does in fact restrict the free flow of labour to Assam. As I understand it, this Government is concerned particularly in Chota Nagpur to find what might be called a safety valve, that is to say, employment for a certain section of its population. Assam is one large avenue for this; and I am asking whether the restrictions are such as to hinder the free flow of labour there?—If you removed the restrictions from recruiting for a year or two, there would be a large flow of the aboriginals from Ranchi into the Assam gardens. That would probably result in greater abuses in connection with recruitment and give Assam a bad name again. Combined with the previous history of this matter, the ultimate result will be to check the free flow of labour to Assam. I think that control is necessary more or less to keep a steady flow.

**D-426. Sir Alexander Murray:** Under the present system of recruitment competition between the various recruiters is abolished. Was that not one of the objects of the appointment of the Labour Board?—Yes.

**D-427.** *Mr. Cliff:* There are people who suggest that these restrictions should be abolished. For instance there is recruitment to Ceylon from Madras; I am advised at the moment that the supply of labour to Ceylon is rather in excess of the actual demand; but they hesitate to stop the supply or in any way restrict the supply for fear of not being able to resume the even flow of recruitment. In that case it is argued that the absence of restrictions does not appear to restrict the free flow of labour from Madras to Ceylon. It is stated that this is one test. The Commission wants advice from people who are recruiting as to the effect of restrictions. You suggest that for a short time after their removal there would be a temporary increase and later on there is a possibility of reduction or a return to the present state?—Yes, that is my opinion.

**D-428.** In the Government memorandum it is stated that similar recruitment to the Dooars gardens is subject to no restriction as in the case of Assam. It is also stated that "the frequency with which the aid of the Magistrates is sought to recover women and minors who have been taken to the Dooars indicates that abuses occur on a fairly considerable scale under free recruitment". It is said here that the assistance of magistrates is sought. In how many cases were the magistrates able to assist the complainants?—Very few. It is very difficult to trace them. You could recover the persons only if you knew where they had gone. In the majority of cases the magistrate is helpless. It is generally the case that when a criminal has been absconding for a long time, we think of the Dooars as the most likely place where we would be able to find him.

**D-429.** Why does Government not intervene in these cases?—It is usually held that the safety valve is that the men can walk back from the Dooars.

**D-430.** I am speaking of the women and minors?—With regard to the Dooars, I think Government is taking up the position that they rely on the provisions of the Indian Penal Code relating to these cases.

**D-431.** Is there no strong public opinion to bring pressure on them?—Public opinion does not go very far.

**D-432.** In dealing with the Assam Labour Board, the Government memorandum speaks of the strong disciplinary power of the Board over the industry. Is that strong disciplinary power exercised over the recruiting agents and the *sardars*?—I think the reference is more to the gardens themselves.

*Sir Alexander Murray:* The *sardars* also are sent by the gardens.

**D-433.** *Mr. Cliff:* When you speak of the gardens, do you refer to strong disciplinary action over the conditions in the tea gardens?—I think so.

**D-434.** It is again stated that "it must be recognised in this latter case that the inclusion of the labour representatives will quite probably paralyse the united work of the Board". It seems to me that according

to all the reports the system has not succeeded. With a system which has not succeeded, is there any objection to paralysing it?—The argument is, I think, that at present with regard to the tea industry the Assam Labour Board is their own body, a body in which all of them are strongly represented and any disciplinary action it takes may be listened to. Whereas if it is a mixed body it would not enjoy the same amount of authority.

**D-435.** But this Government is not to be dictated to by the tea planters of Assam?—But if the tea planters of Assam showed any large tendency to break away from the association it would undoubtedly make things more difficult with regard to matters of recruitment.

*Mr. Cliff:* I understand that the tea planters have expressed themselves in that way; but that does not seem to me to justify the Government of Bihar and Orissa expressing themselves that the inclusion of labour representatives will probably paralyse the united work of the Board. It might be that the tea planters are going to paralyse it, not the labour representatives.

**D-436.** In answer to a question by the Chairman or Mr. Clow you said that the Magistrate or the Collector called for papers regarding the recruits and that you examined them daily. When we were in a depôt in Cawnpore we were told that the duplicate leaves of the register were sent to the Magistrate once a month. You do them here daily?—We do not take copies of the register monthly; it is the carbon copy that is sent to the Magistrate.

**D-437.** It is done monthly there?—It is done daily here.

**D-438.** I do not know whether the Government here have ever contemplated the possibility of making definite arrangements with the Government of Assam with regard to the labourers who emigrate from this province to Assam. Has there been any such arrangement as will cover emigration and repatriation and possibly also the conditions of work in Assam?—(Mr. Dain) I cannot recall any such thing.

**D-439.** *Mr. Clow:* Is not that a central subject?—(Mr. Brett) Yes, it is; the initiative has to come from the Government of India. I do not think this Government has any hand in it.

*Mr. Cliff:* That does not prevent this Government considering this matter and making recommendations to the Central Government. On one point I am advised that in Assam if a recruiter recruits a labourer from this Province, he has no opportunity of getting work with anyone else in Assam as he could for instance in Burma.

*The Chairman:* He is recruited for one garden.

*Mr. Cliff:* And he cannot move by reason of an agreement among the tea planters themselves.

*The Chairman:* Does that hold good under the law?

**D-440.** *Mr. Cliff* : The tea planters have made an agreement among themselves and the scope of employment is absolutely restricted. Have Government ever attempted to meet that position?—We have not regarded that as part of the duties of this Government.

**D-441.** *Mr. Ahmed* : There are certain restrictions placed on the labourers who go to Assam such as the number of months or years they should serve and so on. Are you in favour of doing away with these restrictions?—No, I am not in favour of doing away with those restrictions.

**D-442.** Does this system prevail in any other part of the world?—I do not know; I cannot say.

**D-443.** Suppose a labourer is recruited for a certain number of years; he finds it hard to work before his term is completed; will he be repatriated at the cost of the employer?—No, unless his term is completed. But there is no contract entered into at all; that has been abolished many years ago. It is only an arrangement between the employer and the labourer. The coolie does not bind himself to serve for any particular period.

**D-444.** I think you said that the *sardar* brings these coolies and says that so many are recruited for so many years and so on?—Yes.

**D-445.** Suppose a man is recruited to serve for 6 months and he wants to be repatriated at the end of three months, will he be repatriated?—Not at the cost of the garden. But the employer cannot stop him from paying his own fare and going home.

**D-446.** If they like to go to any other employer they cannot go?—I believe they are not allowed to go to another tea garden; I have no definite information about it myself.

**D-447.** Has not the Royal Commission on Agriculture recommended a change in the method of recruitment?—No.

**D-448.** They made some recommendations on this point. Have you done anything since the report was published?—I do not think this Government regarded that recommendation as a reason for taking up the revision of the Assam arrangements.

**D-449.** But the Agricultural Commission did recommend a change in the method of recruitment?—I have not studied the report myself. I believe this Government thought that the whole matter was left to be dealt with by this Royal Commission.

**D-450.** You say that these men do not go back home because they have no money to pay their fares?—Yes, if a man arrived at the tea garden and after working for a short time, say, a fortnight or a month, wanted to go home, he would probably have no money to pay his way home and would be stranded in Assam.

**D-451.** The ordinary coolie becomes clever having himself been repeatedly cheated by the *sardars* and he himself wants to become a *sardar*?—I think the *sardar* is successful in making a certain amount of money; the prizes of a *sardar*'s life are sufficient to tempt the coolies to become *sardars*.

**D-452.** It is only such people who go back home and buy lands with the money they have made in Assam?—I think the people who return have not all been *sardars*.

**D-453.** These *sardars* having made some money leave the people they recruited in Assam to suffer from malaria, cholera and typhoid and all sorts of diseases?—I am not aware of the health conditions in Assam.

**D-454.** Is it not on the false representations of the *sardar* that the coolie goes to Assam?—I think the coolie himself gets an advantage by going to Assam.

**D-455.** Why do you not remove these restrictions on recruitment when you find that they result in abuses?—If the restrictions were removed the abuses would become much more frequent.

**D-456.** I believe that it will be an advantage both to the people and Government if these restrictions were done away with. They do not exist in any other country. The penal provision in the Act for breach of contract has been repealed and the labourer is under no statutory obligation to stay in the garden for any fixed time?—Yes.

**D-457.** Is it not high time that these restrictions are removed?—  
(Mr. Brett) I do not agree with that.

(The witness withdrew.)

**BIHAR AND ORISSA.**  
**FORTY-THIRD MEETING.**  
**PATNA.**  
**Friday, 20th December 1929.**

PRESENT :

The Rt. Hon'ble J. H. WHITLEY, (*Chairman*).

*Members.*

Sir VICTOR SASSOON, BART.  
Sir ALEXANDER MURRAY, Kt.,  
C.B.E.  
Mr. A. G. CLOW, C.I.E., I.C.S.  
Mr. KABIR-UD-DIN AHMED, M.L.A.

Mr. JOHN CLIFF.  
Miss B. M. LE POER POWER.  
LT.-COL. A. J. H. RUSSELL,  
C.B.E., I.M.S., *Medical Assessor.*

*Joint Secretaries.*

Mr. S. LALL, I.C.S.

Mr. A. DIBDIN.

**Babu BHAGWAT PRASAD JAYASWAL, representative of the  
Bihar and Orissa Chamber of Commerce.**

**D-458.** *The Chairman:* You have been good enough to submit to us a memorandum on behalf of your Chamber. What is the constitution and membership of your Chamber?—There are about 40 members. Among them there are many traders and employers.

**D-459.** Which industries do the employers represent?—The oil-milling, rice milling, engineering industry, the sugar milling industry, the coal industry, and so on.

**D-460.** You tell us in the letter which accompanies the memorandum that in the opinion of your Committee better sanitary conditions and education facilities should be given in the villages rather than in the factories. You also state that in the opinion of your Committee improvements in the conditions of labour should be first brought about in Government factories, so that the private employers may see the example and be compelled to follow it. Turning to your memorandum dealing with the question of housing, you suggest that the State should encourage employers by acquiring land and leasing it to the employers. Further you suggest that such expenditure on the part of employers should be chargeable to their trade accounts so as not to be subject to income-tax, and you also suggest that it should be exempted from municipal taxes. Will you tell us the position at present with regard

to income-tax on housing schemes made by employers?—The present practice is to treat expenses in erection of buildings as capital expenditure, on which they allow only a certain small percentage by way of depreciation, and this only is deducted from actual profits, and on the balance the taxes are assessed. I suggest that all expenses towards building of houses for labour be treated as regular business expenses of the year, and this full amount be deducted from actual profits, and the tax be levied on the balance.

**D-461.** Do you suggest that these houses should be completely free from municipal taxes?—No, they should be exempt from municipal taxation only till the full value of acquisition of the land has not been paid to the Government.

**D-462.** You have a good deal to say, quoting from other reports, on the matter of health. The chief of your points, I think, is to be found in the opinion you give that "Malaria and hookworm together are the main causes of the relative inefficiency of Indian labour....Malaria is in itself not the cause of high mortality, but by reducing the vitality and resistance of its victims it indirectly conduces to a high death rate or subsequent attacks of more fatal and virulent diseases." Does that mean that the employers whom you represent will cheerfully make their proper contribution towards improved medical service for the diminution of malaria and hookworm?—That is not my meaning. It is for the Government to do that.

**D-463.** I only mean that through their ordinary taxes the employers will be ready to make their proportionate contribution towards the increased expenditure which these medical services will call for?—I do not think the employers will be ready to do that.

**D-464.** But you put forward as one of the main parts of your memorandum the need for improved services for the control of malaria, and therefore diminution of consequent diseases. Who would pay for that?—Government.

**D-465.** *Sir Victor Sassoon*: Where will Government get the money from?—I think Government could re-arrange its expenditure in such a way as to be able to spare more money for the improvement of health.

**D-466.** You think Government should spend less on other heads?—Yes.

**D-467.** *The Chairman*: Dealing with the question of safety, after saying that most of the accidents in factories have occurred through the negligence of the workers, you go on to say: "The inspection of the factories is carried on very carefully, and employers comply with suggestions and requirements without the least possible delay." Is it the view of your Chamber that the present inspection of the factories is sufficient to bring the more backward employers up to the level of the best?—The employers feel that the factory inspection at present is a little too rigorous.

**D-468.** You are aware that the number of prosecutions in this Province is very much less than in most others. Is that because of the very good behaviour of the employers?—I have not compared the number of prosecutions in this Province with the number of prosecutions in other Provinces.

**D-469.** May we take it from you that the employers in this Province willingly comply with all the demands of the Factory Inspector?—Yes. They have to.

**D-470.** Dealing with the question of the hours of labour, you say that at present there is no room for a reduction in the maximum number of hours allowed to be worked under the Factory Act, and you suggest that "A schedule should be prepared and approved by the Government after investigation by the Industries Department of the total time of actual work per hour during which the workers can actually work, and such actual hours should be taken for the purpose of calculating the hours of weekly and daily limit instead of the nominal hours of attendance as done at present." I do not quite understand what that means. Will you explain it?—I will take the example of a fireman and an oil mill attendant. There is a vast difference between the work of these two people. The former has to stand before the fire and perspires most profusely in performing his duty. He works for 10 hours. The oil mill attendant only works intermittently for 8 hours, in the meanwhile idling and talking to his fellow workers. If the fireman is expected to work for 10 hours under his conditions, why should not the oil mill attendant be made to work for 12 hours, so as to equalise the conditions of the two.

**D-471.** Is it your suggestion that the permitted hours of labour for the intermittent worker in a factory should be increased?—Yes, that is my point.

**D-472.** Would it be practicable that the oil mill attendant should spread his work over a nominal 12 hours while the fireman was limited to 10 hours?—Yes.

**D-473.** I do not see where the advantage would be to the employer?—It would be in the number of shifts and in the continuous process. If he is able to run his mill for 24 hours with those two shifts, his expenses will be curtailed.

**D-474.** You make a suggestion with regard to the certification of age, namely, that it should be made more easy and that a number of doctors other than the Civil Surgeon should be allowed to certify the age of a child and its fitness for work in a factory. Do you think that that is a practical suggestion?—The present practice is that either the Civil Surgeon certifies the age and fitness of a child, or he delegates his power to an Assistant Surgeon. If an Assistant Surgeon can certify the age and fitness of a child to work in a factory, why should not other doctors, who have the same qualifications and degrees, be permitted to do so.



**D-475.** Do you suggest that the employer should be allowed to call in any doctor he pleases?—Yes. At present Assistant Surgeons give a certificate, which is a temporary certificate. If that temporary certificate is endorsed by the Civil Surgeon it becomes a permanent certificate. In the same way we think these other practitioners might be allowed to give a temporary certificate which will be subject to the endorsement of the Civil Surgeon.

**D-476.** Dealing with wages, your Chamber is not in favour of legislation regarding the prompt payment of wages in this Province. What is the general custom?—The general custom is to pay the labour a lump sum equal to half the monthly wages on or about the 25th of the month. When the month closes the wages are calculated according to the attendance of the labourer, and then the labourer is paid between the 7th and 15th of the next month.

**D-477.** Have you never heard of any cases of payment being delayed beyond the 15th of the next month?—I am not aware of any such cases.

**D-478.** Then would there be any hardship on the employers in making it compulsory that payment should never be delayed beyond the 15th of the month?—Yes, it would entail a hardship in connection with those employers who pay piece work. They might need more time for calculating the wages.

**D-479.** They will require more time beyond the 15th? It may be the 20th of the month?—Yes, or between the 15th and 20th.

**D-480.** Are there any cases in this Province where the actual wages are paid fortnightly or weekly?—Yes. Labourers who are paid on daily rates are paid after the end of the week, and some after the end of the fortnight.

**D-481.** Are those casual workers?—No, they are semi-permanent workers.

**D-482.** *Sir Alexander Murray:* For how many months do the labourers work in the factories without returning to their homes?—Those who have their homes near the factory generally go home once a month. Those who are interested in agricultural operations sometimes stay at home for a month or two months. Those who have adopted the work in factories as their profession go to their homes only for two or three days and then return to the factory again.

**D-483.** How often do they go to their homes?—Some of them go once a month and some of them go four times a month.

**D-484.** *Sir Victor Sassoon:* Four times a month for three or four days?—No. They go at the end of Saturday and return in time for work at the factory on Monday.

**D-485.** How far away do those people live—Sixteen to 20 miles.

**D-486.** *Mr. Cliff*: I understood you to say, in reply to the Chairman, that the employers made a practice of giving advances against wages?—Yes, they do.

**D-487.** Does your Chamber cover the major industries in this Province?—No. The major industries in the Province are the coal industry and Tata's industries.

**D-488.** You have quoted extensively from certain reports. Do I take it that your Chamber agrees with those quotations?—Yes.

**D-489.** *Mr. Ahmed*: You have said that Government should pay the cost of medical assistance?—Yes.

**D-490.** You have also said that firemen work 10 hours?—Yes.

**D-491.** Are not these men liable to attacks of diseases much more than people working in the villages in the open air?—Yes.

**D-492.** If Government have not sufficient money for the purpose of improving the health of the workers, is it not absolutely necessary that the employers should pay that portion of the cost which Government cannot meet?—I do not think Government is unable to meet the cost.

**D-493.** If Government is not in a position to meet the cost do you not think the employers ought to meet it out of their profits?—No, I do not agree with that. The employers are not in a position to pay for the medical attendance of their employees. It is the Government's duty to do that.

**D-494.** You think Government is able to pay the expense?—Yes.

**D-495.** Are not you aware that there is a deficit in the Government fund for education, health and sanitation?—That is because of the faulty arrangement of the budget.

**D-496.** Do I understand that the Central Government should meet the expense of health, sanitation and education?—If the Local Government is in financial difficulty about these matters, they should ask the Central Government for assistance.

**D-497.** Do you mean that a part of the revenue at present allotted to Military matters should be expended on health, sanitation and education?—Yes.

**D-498.** If there were still a deficit in the fund to be set apart for these matters, would employers be willing to make up that deficit?—No. I hold the view that there should be no Government deficit at all in regard to these matters.

**D-499.** You consider the first things on which money should be spent are health, education and sanitation. You also think that the first charge on the revenue should be for these items and that other items must follow on afterwards?—Yes.

**D-500.** Do I understand you to say that it is the duty of the Factory Inspector only to look after safety, ventilation and sanitation; that he does not bother his head about looking after the other interests of the workers, and that is the reason why there is a less number of prosecutions in this Province than in other Provinces?—That is not my point. He has been assigned certain duties, and he only carries out those duties.

**D-501.** Are you aware that it is the policy of the Government to have as few prosecutions of employers as possible?—It may be so but I do not know about it.

**D-502.** Are you acquainted with the recommendations of the Washington Conference of 1919 and of the International Labour Conference at Genoa in regard to the hours of work?—No.

**D-503.** Do you not think that in this country where the temperature is sometimes as high as 120 degrees, the hours of work should be less and not more than the hours of work in Europe where the climatic conditions are so much better?—No, I do not subscribe to that principle.

**D-504.** But I suppose you are prepared to accept the recommendations of these international conferences as to hours of work?—If India accepts those recommendations, then of course I for my part will loyally abide by them; otherwise I am not in favour of that principle.

**D-505.** You appreciate that at those international conferences you were represented by Government who acted on your behalf through its salaried servants and representatives. Will you, therefore, as representing the Chamber of Commerce accept the principle of the 8-hour day which has been accepted by more educated and advanced countries?—If it is passed by the legislature I shall accept it.

**D-506.** *Sir Victor Sassoon*: Are you in favour of the 8-hour day?—No.

**D-507.** *Mr. Ahmed*: With regard to child labour, the Civil Surgeon delegates his power of certification to the Assistant Surgeon; do you think that is a good practice?—It would be difficult to insist that the Civil Surgeon alone should examine, because he resides at the district headquarters and many factories may be situated at a great distance from the headquarters; if employers are compelled to come to the Civil Surgeon in every case to obtain a certificate for a child, they will be involved in considerable expense.

**D-508.** I suppose the Civil Surgeon is more expert than the Assistant Surgeon?—Yes.

**D-509.** Therefore the Assistant Surgeon may be mistaken as to the age of a child, and that may be a reason why there are so few prosecutions under the Factories Act?—I do not think that is the reason.

**D-510.** *Miss Power*: You say in your memorandum that the liability of an employer to pay compensation to a *bona fide* child

apprentice should be abolished as this would much improve matters. I do not quite follow your argument?—The employers have now a tendency to eliminate child labour as much as possible and there is no arrangement for the compulsory education of children by the State; if a child is neither educated nor sent to a factory to learn to earn his living, he is likely to waste the three years from the age of 12 to 15.

**D-511.** But that does not exactly answer my question. I presume you are asking for the abolition of compensation under the Workmen's Compensation Act in respect of child apprentices?—Yes.

**D-512.** That is to say for all children who are employed. I want to know how you think that will improve the situation?—Because that will encourage employers to employ child labour and train children in the arts.

**D-513.** Do you suggest the decrease in the number of children employed is because of the liability of the employers to compensate them under the Workmen's Compensation Act in the case of accident?—Yes, that is one of the main factors which prevent employers from employing children. Children are liable to make mistakes and hurt themselves, in which event the employer is liable to pay compensation.

**D-514.** But if a child is more liable to accidents than an adult, surely there is all the greater need for protection?—Yes, there is the greater need for protection, but there is also a need for training. My point is that at present there is a danger of the child being neither educated by the State nor trained by an employer during the three most valuable years of his life. Until education is made compulsory I think employers should be exempted from liability for workmen's compensation in respect of children.

**D-515.** Is not the decrease in the number of children employed much more likely to be due to the regulations made in respect of their employment under the Factories Act rather than under the Workmen's Compensation Act, for example, the special restrictions as to their hours of work?—Yes, both adversely affect the employment of children and tend to cause the employer to eliminate child labour.

**D-516.** *Mr. Clow:* How many factories are owned by the members of your Chamber?—About 15.

**D-517.** Are you prepared to give us any suggestions as to what employers should be asked to do to improve the conditions of labour? In your memorandum you have suggested various things which would adversely affect labour, such as, lengthening hours, withdrawing compensation and so on?—It is necessary to open night schools, partially supported by Government, for giving theoretical training to labour.

**D-518.** Would the members of your Chamber be prepared to pay for the night schools to a large extent?—At present this is merely my personal opinion, but I do not think they would have any objection to paying for that.

**D-519.** Do you think they would?—I cannot say.

**D-520.** *Mr. Ahmed* : Are the workers indebted?—It may be some of them are indebted.

**D-521.** So that it is important from the point of view of the workers that they should receive their wages as soon as possible after they are earned, in order to relieve the burden of their debts. Do you agree with that?—Yes.

**D-522.** It is a great hardship for the workers if payment is delayed and wages are paid on the 15th or 20th of the following month?—It is no hardship in our case because they get half their month's wages on the 25th of the previous month; that is the custom.

**D-523.** So that you make payment twice in a month?—Yes.

**D-524.** If wages were paid every week it would be a benefit to the workers?—No.

**D-525.** They would then be able to pay the grocer weekly?—He is paid by the month.

**D-526.** If they were able to pay the grocer every week, that would decrease the interest charged?—The grocer does not charge any interest within a month.

**D-527.** I think you said that people who live outside the factory go home every month. How many miles from the factory do you mean when you say "outside"?—10 to 20 miles.

**D-528.** If these people had their accommodation in the factory or near the factory, I suppose they would not require to go home?—Yes, but the worker does not like to have his family near the factory.

**D-529.** Is that because he has not the accommodation?—No, it is not because of that but because he has a natural prejudice.

**D-530.** *The Chairman* : He keeps his family in the village?—Yes.

**D-531.** *Mr. Ahmed* : If he were given the accommodation I suppose he would bring his family to live near the mill or factory?—Some of them would.

**D-532.** It therefore follows that if such accommodation were provided near the mills or factories it would benefit the workers?—It may be.

**D-533.** You say the skilled workmen go home four times a month?—Yes. You will see from my memorandum that the unskilled workmen are mostly local.

**D-534.** As regards education the workers of this Province are very backward and there is a great need for education for the workers?—

**D-535.** A great many labourers emigrate from this Province to Assam and Bengal. If the workers were provided for here, they would not go outside the Province?—Yes.

**D-536.** If Government took steps to provide employment for these workers, it would be to the interests of the masses in this Province?—Yes.

**D-537.** If bathing places were provided near the factories the workers would be able to keep themselves clean, but I suppose the objection is that it would be costly?—There are rivers and wells here where they can bathe.

**D-538.** If water were provided near the factory I suppose it would be a convenience to the workers?—It might be convenient but it would be expensive.

**D-539.** If drinking water were provided in the factory it would save time because then the workers would not go outside the factory to get drinking water?—No, when in the factory the workers do not go outside for their drinking water; they get it in the factory.

**D-540.** There are a lot of women workers?—Yes.

**D-541.** No maternity benefit is given them?—No.

**D-542.** Are you in favour of maternity benefits?—It depends on the expense.

**D-543.** Are you in favour of providing the workers with housing accommodation?—Most of them are provided with housing accommodation and some of them are paid money for rent.

**D-544.** I suppose the rest of them have to go from 3 to 8 miles to the factory?—They live within two or three miles.

**D-545.** Anyhow, if that accommodation were given to them it would be a great help to them?—Whatever convenience we can give them would be for their benefit, but the point is what amount of expense can the employer bear.

**D-546.** When workers are injured in the factories sometimes they cannot get compensation or the compensation is insufficient?—When the man is in hospital he gets his wages in full without working, or he is paid half his wages while he is in hospital. That is the usual thing in this district.

(The witness withdrew.)

**Mr. ARIKSHAN SINHA, General Secretary, The Bihar Provincial Kisan Sabha.**

**D-547. The Chairman:** Will you, first of all, tell the Commission about the Sabha, how many members it has and what are its objects?—There is a very large number of members. The object of the Sabha is to improve the conditions of the peasant class and the workers.

**D-548.** Are you appointed by this Sabha to appear before us?—There was no meeting of the Sabha.

**D-549.** Do your members pay a subscription to the Sabha?—There is no regular subscription. The meetings of the Sabha are attended by several thousands and there is a good deal of commotion or agitation in the province.

**D-550.** In which questions is your Sabha particularly interested?—Mostly in questions connected with tenancy law; a tenancy law is now pending before the local legislature, and this Sabha is interested in seeing that provisions which are in favour of tenants are incorporated in that law.

**D-551.** As you are aware, that question was covered more by the Royal Commission on Agriculture?—That was not covered by that Commission. I appeared before the Commission. That Commission dealt only with how to improve agriculture, but the question of the improvement of the conditions of agriculturists or tenants was not taken up by them; the question of amendment of the tenancy law was not referred to the Commission.

**D-552.** That would hardly come within our reference as an industrial Commission?—I agree.

**D-553.** With regard to the question of the migration of workers from this province to other provinces, *e.g.*, Burma and Assam, to which you refer we are concerned in particular with the case of Assam. We shall be interested to hear anything which you have to say to us from your own personal knowledge about the recruitment of people from this province who go and work on the tea gardens in Assam. May I ask whether you live in Patna or in any other district?—I live in North Bihar, in Muzaffarpur District.

**D-554.** Is that a district from which there is a good deal of migration?—Yes.

**D-555.** Do you personally come in contact with the labourers who have been to Assam and come back again?—Yes. Some have gone to Burma, and I know many of them personally.

**D-556.** In the case of Burma it is free recruiting; there is no law that affects recruiting for Burma?—That is so. As I have stated in my memorandum, the labour for Bengal, Assam and Burma are generally drawn from Bihar and the United Provinces.

**D-557.** Have you yourself been to Assam to see the conditions under which they work?—No.

**D-558.** Therefore your information is from those who have been to Assam and returned to their villages?—What I have stated is as a result of my hearing from those who have returned. I have got no personal knowledge.

**D-559.** Are you aware that before 1921 there were great many troubles and complaints about the conditions on the tea gardens and that in 1921-22 there was a committee of enquiry into those complaints?—I have no personal knowledge about that committee of enquiry, but I know that there was great agitation among the tea garden coolies; a large number of them left the tea gardens and Sir Henry Wheeler, who afterwards became the Governor of this province, went to console those garden coolies, but they could not be persuaded and they came back to their places in Bihar and the United Provinces.

**D-560.** We are aware, of course, that there was a great deal of agitation and trouble at the time that you refer to, but what I am asking you is how recent is your own information about the tea gardens? Do you consider that in the last eight years conditions in Assam have been improved?—I cannot say; they might have improved.

**D-561.** Have you talked with any coolies who have been to Assam and come home again recently in the last three years, let us say?—From the talk that I had with them I find that the treatment of the coolies in the Assam tea gardens is far from satisfactory.

**D-562.** How long ago is that information?—That information I gathered more than eight years ago; I cannot say anything about the recent period. Formerly there was a great deal of complaint, but it might have been improved now.

**D-563.** Are you aware that now a good deal of recruiting is on what are called short-term agreements, for six months, nine months or twelve months?—That may be so, but I know that one of my own labourers went on three years' contract.

**D-564.** At his own wish?—He was of course induced; his name was Sivanand Chamar.

**D-565.** Are you yourself a land-owner?—No, I am a cultivator.

**D-566.** And you employ labour?—Yes.

**D-567.** How much labour do you employ?—You know there is scarcity of labour; whatever I get I employ; on an average it will be 10 to 20 persons.

**D-568.** If they go to Assam or Burma they are not able to work for you?—No, they are not.

**D-569.** And you yourself would like to see no recruiting for Assam or Burma?—As a cultivator and one who is desirous of improving the condition of agriculture in Bihar, I would not like that labourers from this place should go to other places.

**D-570.** If the labourer has any choice of employment and is not confined to work on the land in Bihar, to that extent it sends up his rate of wages?—Yes. I will have no objection if he were to go seasonally, say, for six or nine months in a year.



**D-571.** Relating to the question of hours in factories, you tell us in your memorandum that "In indigo, sugar and cigar factories labourers have to work seven days a week. They have no holiday for rest." On what information do you base that statement?—There are a number of indigo factories around my village; I have gone to several of them and there are many relations of mine working in such factories.

**D-572.** Do you say that they work seven days a week without rest?—Yes.

**D-573.** Are those factories under the Factories Act?—I do not know, but this much I am sure that they do not get any holidays.

**D-574.** Do you mean to say that all the year round they work seven days a week?—I have not heard of any case where the labourers are not allowed to work for seven days. If they absent themselves for one day that day's wages are deducted.

**D-575.** Do they employ machinery in these factories?—Machinery is employed in indigo factories for preparing indigo.

**D-576.** In the cigar factories is there machinery?—I have not been inside a cigar factory; I do not know.

**D-577.** Again you say in your memorandum: "So far as I know no holiday is given in any factory."—I think that is correct so far as Bihar is concerned. I will be very glad if I were to be corrected on that point.

**D-578.** Are you acquainted with the provisions of the Factories Act?—No.

**D-579.** Again, in reference to mines, you say: "Generally a labourer has to work for 10 hours a day in mines. There is no holiday or rest day."—That is my information; I have no personal knowledge and I am subject to correction.

**D-580.** Then you tell us that infants are employed by indigo, sugar and cigar factories. What do you exactly mean by infants; children of what age?—12 to 15 years.

**D-581.** Presumably these factories are not under the Factories Act—May be so.

**D-582.** And you wish that they should be brought under the provisions of the Factories Act—Yes.

**D-583.** *Sir Alexander Murray:* You say in your memorandum that the workers send remittances to their homes. Have you any figures to show how much they send home? In some cases you say they send home half their earnings?—As far as my information goes, the labourers from North Bihar who go to Assam, Bengal and other places after spending sufficient money for their own maintenance send the balance for the support of their wives and children; and from the rough calculation that

I have made I find that roughly they send about 50 per cent. of their earnings to their homes.

**D-584.** You also suggest that Government should start big commercial and industrial enterprises in India to meet the cases of unemployment. What do you think the Government could do to help here in this province?—That is a very big problem. Unemployment is increasing in India. I believe in Parliament also some legislation is being passed to meet unemployment there. When I was a member of the Bihar Legislative Council in 1926 I had tabled a resolution, but unfortunately it could not come up and it lapsed. In my opinion, Government ought to find out employment for young men either by starting industrial enterprises or by starting agricultural farms and encouraging these men to take to agriculture; Government should advance loans on easy terms to these young men so that they may take to agriculture and earn their living. That is my honest opinion.

**D-585.** Is that the educated young men you are speaking about?—  
Yes.

**D-586.** From your experience of the educated young men, do you think that they would plough themselves or would cultivate crops themselves if they get assistance?—Educated young men will take to ploughing by machinery.

**D-587.** I do not think that is likely yet, but do you think that the educated young men, the *badralog* class, would take to cultivating?—In Bengal the Hon'ble Sir Abdul Karim Gaznavi is encouraging cultivation of land by young men; I understand that he is prepared to give some of his own lands so that these young men may take to agriculture. I am of opinion that if you give these young men lands and allow them to form companies, they will certainly plough with motor ploughs; they will have no objection to plough with motor ploughs but they will have objection to plough with ordinary ploughs.

**D-588.** What is the difference between ploughing with a motor plough and ploughing with an ordinary plough; if they can plough with a machinery plough why will they not plough with an ordinary plough?—That was a question that was put to me by the Chairman of the Royal Commission on Agriculture. Here in India there is some sort of superstition, or social custom you can call it, that the *badralog* class should not touch the plough driven by bullocks; that is the tradition among the high caste people; men of my caste will not touch an ordinary plough.

**D-589.** Unfortunately we are not enquiring so much into the *badralog* troubles as the industrial troubles?—I quite see that, but so far as the question of labour is concerned I am sure our esteemed Chairman will bear me out when I say that in Eng'and the term 'labour' includes not merely the labouring classes but also the educated middle classes who earn their living by clerical labour.

**D-590.** Mr. Cliff points out that there are very many places in India where they are now using ordinary ploughs and it will be almost impossible to replace those ploughs with machinery ploughs which will cost a good deal of money. How would you get over that difficulty?—As I said, there is social objection to hand plough, and unless machinery ploughs are made available the situation cannot be improved; I know that it will cost a good deal, but there is no other way out of it. It may interest you to know that the social objection to use a hand plough is based upon religious grounds. A Brahmin will not touch the plough. So far as Kshatriyas or Rajputs are concerned, there is no objection to their touching the plough because the tradition is that Raja Janak, the father-in-law of Lord Rama and the father of Sita, himself ploughed.

**D-591.** Dealing with working hours you say in your memorandum: "There is no harm if reduction in maxima is made at Jamshedpur, Jamalpur, in cigar factory and in Indian liquor factory, but in other factories it is not a practical scheme." Why do you make that difference?—The labour that is employed in the factories that I have mentioned is technical labour and the maximum in that case can be reduced, but so far as labour that is employed in agricultural areas, like sugar fields, is concerned, a reduction in the maximum will not be a feasible thing.

**D-592.** Never mind the fields; it is not so much the fields as the factories and workshops that we are thinking of?—I have no objection if it is reduced in workshops, but so far as sugar and indigo factories are concerned, which include field work also, I am not in favour of reducing the maximum number of working hours.

**D-593.** In your memorandum you say: "If Indian workers be properly trained in skilled labour they can successfully compete with any foreign workers." Do you really think so? Have you had any experience?—That is my information. I have no personal experience of foreign workers, but I may say that my opinion is endorsed by my friend Mr. T. R. Filett who has wide experience of workmen in England.

**D-594.** *Sir Victor Sassoon*: Have you any experience of training Indian labour?—No.

**D-595.** *Sir Alexander Murray*: You say lots of things about the conditions in Assam. You told the Chairman that you have not been to Assam, is it not?—Yes.

**D-596.** You say that the death rate is very high and the sickness is very great in Assam. You will be surprised if I tell you that there are fewer deaths in Assam than there are in Bihar and Orissa?—Certainly I will be surprised, but you should know that people catch kala-azar and generally die.

**D-597.** That is quite true, but in spite of all that the death rate in the tea gardens in Assam and in the Dooars is less than it is in Bihar.

Again you state : " In the mining areas at Dhanbad the accommodation provided is worthless from sanitary point of view." Have you been to Dhanbad?—No. My remarks are based on the information that I got.

**D-598.** Do you know that in Dhanbad they have a Board of Health which specifies what kind of buildings have to be erected for the workers and if they are not erected according to the conditions laid down by the Board of Health, employers are prosecuted? As a matter of fact, the housing conditions in Dhanbad are not bad on that account; but you do not know anything about that yourself?—No.

**D-599.** Then why do you say that they are worthless from a sanitary point of view?—That is based upon the information that I got; it may not be accurate.

**D-600.** *Mr. Ahmed* : In your memorandum you say that 50 per cent. of the labourers are employed on agricultural works. I take it that the remaining 50 per cent. is confined to industrial works?—No. What I mean is this : In our locality about 50 per cent. of the labourers remain at home to look after agriculture, and the remaining 50 per cent. go in search of employment in Assam, Bengal and other places. They might be employed in industrial or agricultural enterprises; they might be employed in jute works or with some *mahajans*.

**D-601.** You say that in the big estates and indigo factories tenants work under compulsion and for fear of being oppressed and persecuted. Is that one reason why you say that Government ought to create public employment agencies? If Government does not do that, will not the people turn seditious and become disloyal?—Empty brains always create mischief. If they have no work to do young people will start preaching sedition. Therefore Government ought to find employment for them.

**D-602.** *Sir Alexander Murray* : Do labourers go to Burma of their own free will?—Yes.

**D-603.** *Mr. Ahmed* : Or does somebody induce them to go there?—They go there of their own free will.

**D-604.** You have stated somewhere that contractors take them there?—No, not to Burma, only to Assam. Those who go to Burma go voluntarily.

**D-605.** Then I will deal with Assam. Who sends the people to Assam?—The contractors. I cannot say whether it is in existence these days, but there used to be a system in vogue that when an agent found a man wanting work he would say to him " I will give you employment," and then he would put the man in some secret place for some days and then suddenly produce him before a magistrate and compel him to make a statement that he was willing to go and serve in Assam or some such place.

**D-606.** *Sir Alexander Murray*: Is that the case now?—I cannot say what happens now, but formerly that system did exist.

**D-607.** *Mr. Ahmed*: Your suggestion is that if there were proper employment agencies this evil would be removed?—With all due respect to your opinion, what I say is that public employment agencies should be set up for unemployed people. There is plenty of work for the uneducated labourer. The difficulty is to provide employment for the educated man.

**D-608.** *Mr. Cliff*: Within the last two or three years have you come in contact with people who have returned from Assam?—I cannot say; I am subject to correction in these things.

**D-609.** *Mr. Ahmed*: You say: "I would suggest that there should be a sufficient number of labour representatives on such Boards"—that means the Assam Labour Board—"to safeguard the interests of the labourers." Do you know anything about the Assam Labour Board?—I do not know much about it; I have never been to Assam.

**D-610.** *Mr. Cliff*: Will you tell the Commission about the organization of which you are General Secretary; how is it constituted?—In 1918, when the famous proclamation with regard to responsible government in India was announced by Mr. Montagu in the House of Commons, naturally parties were formed to safeguard the interests of the landlords, capitalists, labour and tenants. At that time the Kisan Sabha was formed in order to protect the interests of the tenant class. It sent representatives to express the grievances of its members and to urge their representation. Later on the Kisan Sabha urged on our Government the disadvantages its members suffered under the tenancy law. I was myself nominated a member of the Bihar Tenancy Committee in 1921. 15 of us consisting of 5 officials, 5 landlords and 5 tenants had to draft a Tenancy Bill. That Tenancy Bill could not be passed and some other Bill has been brought before the Council by the present Revenue Member.

**D-611.** Is it since that date that you formed it into a workers and peasants association?—Yes.

**D-612.** At what date did you form it into a peasants and workers association?—It was after 1917; I cannot give you the actual date.

**D-613.** *Sir Alexander Murray*: What does "Kisan" mean?—It means tenant cultivator.

**D-614.** *Mr. Cliff*: In your memorandum you say: "In big estates and indigo factories tenants work under compulsion and for fear of being oppressed and persecuted. There is no voluntary labour in indigo factories and big estates." Are there many indigo factories in the district from which you come?—Yes, North Bihar is full of indigo factories.

**D-615.** How do the workers obtain employment in the indigo factories?—A peon of the factory will go and catch hold of all the young men and old men in the village capable of working and ask them to work for the factory, and those people go to work on account of fear. Of course, the indigo industry is not thriving now, it is in decline. The remuneration of the labourers has been increased now by the factories. There were two reasons for that: One reason is the establishment of the Kisan Sabha and the general awakening of the masses, I mean the labouring class, and the other is the non-co-operation movement of Mahatma Gandhi. After that the factory owners have increased the wages of the labourers.

**D-616.** *The Chairman:* Then you do not say now that they are working under compulsion?—To a certain extent in big *zamindaris* and in the factories I would say they are.

**D-617.** In what respect are they more under compulsion than the men who, as you told us, work for you? Who compels them?—The servants of the factory and the servants of the big *zamindars*; they say: "You must go and work, otherwise the big landlord and the big factory will come upon you."

**D-618.** *Mr. Cliff:* How will he come upon him?—Well, it may come in many ways, but a big man is always feared.

**D-619.** It is the ways I want to know; I understand there may be many ways of being fearful. You are Secretary of the peasants and workers organization and you are in close contact. I understand there may be many forces which drive people to work, but I want to ascertain, first of all, whether or not you mean that the people are compelled physically to go to work?—They are not compelled physically.

**D-620.** Then may I understand whether people are compelled to go to work because they or their fathers may be indebted to the factory owner?—It is not like that; the factories do not advance money to these labourers. These labourers are indebted to small farmers who, in order to procure labour in times of cultivation, advance some money to these labourers on very easy terms; so that these labourers prefer going to the field of that particular *mahajan*. These factories do not advance money and these big *zamindars* do not advance money.

**D-621.** That seems a very real compulsion; is it a compulsion of that kind that compels men to go to the indigo factories?—No, the factories do not advance money.

**D-622.** *Sir Alexander Murray:* Do you advance money?—I very gladly answer that question. In order that the labourer may work in my land I must give him his regular wages and I must give him money without interest or at very low rates of interest. I must give him all these sorts of comforts and inducement, then he will work with me.

**D-623.** *Sir Victor Sassoon* : How does the indigo factory take him away from you, where he wants to work, and make him work in the factory?—We are ordinary poor people; the factories have got many villages, they are big people. They will do it in this way: I pay 4 seers of grain per day to a labourer, I supply cloth to the members of his family, and in times of necessity I will give him grain and all those things. Then the factory will say: "All these labourers must go to me." The point is that if the factory advances grain as we do, then there is no complaint.

**D-624.** Then why does your labourer leave you and work in the factory?—Because they are under the influence of the factory.

**D-625.** How?—In his village, in his *zamindari*, in his clutches.

**D-626.** How is he in his clutches? What can the factory do to him? He does not owe the factory any money?—Torment him.

**D-627.** How can a factory torment a man who is your labourer?—That is a question of influence.

**D-628.** *Sir Alexander Murray* : Is it not the case that these big indigo plantations may own a great deal of land and *bustis* on the understanding that the land is cultivated with indigo if they want it, and that the labourer will come and work with them if they require him?—The factories generally have some villages of their own, but in neighbouring villages there are low labouring class people; they will take land on a lease for 7, 9 or 15 years; they will pay a reasonable amount of rent to the landlord who, to make profits, will have the advantage of those labouring class people in that village; those village labourers will come and work on the landlord's land or the fields of the factories at a very low wage. There are some cultivators in that village who will try to pay more wages to the labourer, but on account of fear of the *thekedar* or the owner of the factory, the labourer must go to the factory. There is much labour trouble in the agricultural areas; there is very hard competition in agriculture.

**D-629.** The men you are speaking of are the cultivators?—Yes.

*The Chairman* : This hardly seems to come within our terms of reference.

**D-630.** *Col. Russell* : You say in your memorandum that the health of the workers in rural areas is generally good; but again you say: "A very large number of persons in India starve every day." How do you reconcile those two statements?—They are two different things; one is that they live in a good climate with pure air and pure drinking water. But they do not get a full meal and I am perfectly right when I say that 50 per cent. of the people do not get every day two full meals.

**D-631.** But yet you say they are healthy?—They are healthy because they get pure air and pure water; but they are not stout and strong.

**D-632.** You say: "I have not noticed special arrangements for medical facilities provided by employers anywhere..... In other labour employing centres no such facilities exist." Do you still adhere to that opinion?—It is quite true when I say in indigo factories, sugar factories and cigar factories there are no medical arrangements.

**D-633.** When you say "In other labour employing centres no such facilities exist", what do you mean?—Excepting Jamshedpur, Jamalpur and other places.

**D-634.** Are not there local dispensaries and hospitals?—They are run by the local board and municipalities and not by these industrial factories.

**D-635.** Why should not they be run by the district board?—I do not object to that, but they are not run by these industrial factories.

**D-636.** You say: "There is no arrangement of official supervision for indigo and sugar plantations' inspection in North Bihar." What do you mean by that?—So far as I know there are arrangements for supervision in mining areas and other factories.

**D-637.** What official supervision are you referring to?—There is no official supervision.

**D-638.** You want these places to be inspected by a Factory Inspector; is that it?—Yes.

**D-639.** Again you say: "Industrial diseases prevail only in mines and in Assam tea gardens." Which industrial diseases are you referring to?—Kala-azar.

**D-640.** That is not an industrial disease?—I am sorry; I am not a medical expert.

**D-641.** Then you admit that is a mistake?—Yes, I meant Kala-azar.

**D-642.** So that there are no industrial diseases as far as you know?—If that is not an industrial disease.

**D-643.** In your memorandum you say: "Sickness insurance is not practicable." Why do you say that?—I have not worked out the details of this scheme; I have not examined this question thoroughly.

**D-644.** Then do you still maintain that it is not practicable?—I have not yet seen any practicable scheme.

**D-645.** Have you considered the matter at all?—I have considered it but no definite scheme appears to me to be feasible.

**D-646.** Then you have said it is not practicable without having really considered it?—It may be practicable so far as big industrial areas are concerned, but in small areas I believe it is not practicable; I should be very glad to see any scheme by which it can be made practicable.



**D-647.** You say : " Indian medicines will be much more acceptable to labourers than Western medicines." What makes you say that?—In the first place, Western medicine is much more expensive; the doctors are much more expensive; secondly, Indian medicine will suit the constitution and the capacities of the Indian worker much better than Western medicines. Because that depends upon diet. Generally Englishmen get good diet, expensive rich food. The Indian peasant and labourer get vegetable foods, poor diet; therefore European medicines in which there are mixtures of minerals, alcoholic and other substances, will not suit the health and constitution of the Indian worker as well as the Ayurvedic medicines.

**D-648.** Numbers of Indians do take Western medicines?—Indian medicine is prepared from Indian plants, vegetable drugs and all these things.

**D-649.** We do not follow that. My next point is that large numbers of Indians attend these hospitals run by the western system?—I have stated that the first point is that the western system of medicine is very expensive for a poor labourer. Many of them get 4 annas a day and they cannot afford to pay the doctor.

**D-650.** Dealing with Maternity Benefit Schemes you say that you would strongly support legislation on the lines suggested by Mr. Joshi. How would you arrange the cost of a Maternity Benefit Scheme to be met?—The cost must be met by the employers.

**D-651.** You would not agree to a scheme by which the employer, the employee and the State pay a share each?—I would like such a scheme.

**D-652.** Do you think that the employer will pay his share?—There is no harm if the State, the employer and the employee each pays his share as in the Provident fund system.

**D-653.** Would you agree to the same method as in the case of provision for old age or premature retirement?—Yes.

**D-654:** You say that there is no provision for first aid. Are there no first-aid depôts or boxes in these factories that you are talking about?—I have not seen any.

**D-655.** You have not seen any; have you ever inspected those factories?—I have seen the indigo factories and the sugar factories.

**D-656.** There are no first-aid boxes there?—No.

(The witness withdrew.)

**BIHAR AND ORISSA**  
**FORTY-FOURTH MEETING (Forenoon Session),**  
**KODARMA**

**Lokai Factory near Kodarma.**  
**Saturday, 21st December 1929.**

PRESENT :

Sir ALEXANDER MURRAY, K.T., C.B.E.		Mr. JOHN CLIFF.
Mr. A. G. CLOW, C.I.E., I.C.S.		Miss B. M. LE POER POWER.
Mr. S. LALL, I.C.S., <i>Joint Secretary.</i>		

**AKLI GHATWALIN, girl worker at Lokai Factory.**

(Mr. LALL interpreting.)

- D-657.** How old are you?—I do not know.
- D-658.** How long have you been working here?—6 years.
- D-659.** What hour do you come in the morning?—I come at 9.
- D-660.** When do you go?—I go at 5.
- D-661.** Do you stop at all to take a meal?—We do not get any interval.
- D-662.** You do not take food at all during the working time?—No, I get no food during the day.
- D-663.** What are you paid?—I am on piece rates and I get weekly wages; last week I got 12 annas.
- D-664.** Did you work 6 days in the week for that?—I get a holiday on Sunday; I work 6 days a week.
- D-665.** How far do you come for your work?—From about 2 miles. I have only a sister here, no one else.
- D-666.** Whom do you stay with at home?—Only my mother is at home.
- D-667.** Have you brothers and sisters at home?—I have one more sister at home.
- D-668.** Are you married?—Yes, but the marriage has not been consummated.

**D-669.** What does your husband do?—He is working in the mica mine.

**D-670.** How long have you been married?—3 years.

*Miss Power* : I should think she is 12 or 14 years old.

(The witness withdrew).

*Note.*—The following statement with regard to this worker was subsequently supplied by the factory management :—

Akli Ghalowarni. Age about 12 years. Splitter, piece work.

Village : Bathdiah. Distance : 1 mile from factory.

Rate of pay for the last week Re. 0-14-6 for 6 days.

Period ending—				Ra. a. p.	Days worked.
7th November 1929	..	..	..	0 12 3	5
14th November 1929	..	..	..	0 15 3	6
21st November 1929	..	..	..	0 12 0	5
30th November 1929	..	..	..	1 0 9	6
14th October 1929	..	..	..	Absent.	
21st October 1929	..	..	..	Absent.	
31st October 1929	..	..	..	1 7 6	8

**BALIA GOALIN, girl mica splitter.**

**D-671.** How long have you been here?—I have worked here for a year.

**D-672.** Are you married?—Yes, I have been married for about 8 years.

**D-673.** Have you been to your husband's home?—No, the marriage has not been consummated; I was married when I was a baby.

**D-674.** Where is your husband?—He is working in the mine.

**D-675.** When do you come to work and when do you leave work?—I come to work at 9 and leave at 5.

**D-676.** Do you get any interval in the middle of the day?—At 12 I get half-an-hour's interval.

**D-677.** What do you earn?—I get from 4 to 5 annas a day.

**D-678.** What are you?—A mica splitter.

(The witness withdrew).

*Note.*—The following statement with regard to this worker was subsequently supplied by the factory management :—

Balia Gopin, age about 13 years. Splitter, piece work. Village : Karkut, distance about 5 miles from factory. Rate of pay for the last week Re. 0-6-0 for 2 days. Newly engaged.

**SUHURI MUSAHAR, woman mica splitter.**

**D-679.** What do you earn?—Rs. 1-8-0 to Rs. 2 a week.

**D-680.** Do you get an interval in the middle of the day?—No.

**D-681.** When do you get your meals?—I eat a meal at 8 in the morning and another at 9 at night.

**D-682.** When do you come to work?—At 10 o'clock.

**D-683.** What does your husband do?—He is working in this factory. He is a *sardar*.

**D-684.** What does he get?—Rs. 20 a month.

**D-685.** Have you any land?—Yes, we have at our house.

**D-686.** Where do you live?—I live two or three marches away. I have got a house here where I live.

**D-687.** How often do you go to your home?—After a year or two I go back to my home.

**D-688.** How many children have you?—I have a boy aged about 9.

**D-689.** Does he work here?—No.

**D-690.** Does he do any work?—No, he plays about.

(The witness withdrew.)

*Note.*—The following statement with regard to this worker was subsequently supplied by the factory management:—

Sukri Musarini. Age about 26 years. Splitter, piece work. Village: Lokai. Distance: living at Company's coolie line.

Rate of pay for the last week: Rs. 3-7-6 for 6 days.

Period ending—	Rs.	s.	p.	Days worked.
7th November 1929 .. .. .	2	1	6	6
14th November 1929 .. .. .	2	13	3	6
21st November 1929 .. .. .	3	2	6	6
30th November 1929 .. .. .	4	4	9	8
7th October 1929 .. .. .	Absent.			
14th October 1929 .. .. .	Absent.			
21st October 1929 .. .. .	Absent.			
31st October 1929 .. .. .	2	10		

**KARIM MIAH, Mussulman, boy mica splitter.**

- D-691.** How old are you?—I am 12 years old.  
**D-692.** How long have you worked here?—4 or 5 years.  
**D-693.** How much do you earn?—I get 8, 10 or 12 annas a week.  
**D-694.** Do you sometimes get a rupee?—No.  
**D-695.** Do you get anything else in addition to your pay?—No.  
**D-696.** When do you come in the morning?—9 o'clock.  
**D-697.** When do you go?—5 o'clock.  
**D-698.** Do you get an interval in the middle of the day for meals?—  
 I get an interval, but I do not take any food; I have no money to  
 get food.  
**D-699.** How long is the interval?—About one or two hours.  
**D-700.** Where do you live?—I live 8 or 10 miles away.  
**D-701.** When do you start in the morning?—I start at 4 or 5 in  
 the morning. I get home at about 9 at night.  
**D-702.** Do you go to your house every day?—Yes, I go every day.  
**D-703.** You never sleep here?—No.  
**D-704.** Do you work on Sundays?—No.  
**D-705.** Do you always work 6 days a week?—Yes.  
**D-706.** What do your father and mother do?—I have no parents;  
 they are both dead.  
**D-707.** Whom do you live with?—With my uncle; I am an orphan  
 with no brothers and sisters.  
**D-708.** Where do you live?—Hirodih.

(The witness withdrew.)

*Note.*—The following statement with regard to this worker was  
 subsequently supplied by the factory management:—

Karim Miah (film cutting), piece worker.

Village: Pandaydih. Distance: about 1 mile from Lokai  
 factory.

Age: about 12 years.

Amount paid in the last week: Re. 0-14-9.

Number of days worked: 5 days.

Period ending—	Rs.	s.	ps	Days worked
7th December 1929	0	14	9	5
30th November 1929	2	0	3	5
21st November 1929	1	4	6	6
14th November 1929	1	2	0	4
7th November 1929	..	..	..	..
31st October 1929	0	15	9	6
21st October 1929	..	..	..	..

**ETWARI KANDOO, boy mica cutter.**

**D-709.** How old are you?—13 years.

**D-710.** How long have you worked here?—5 or 6 years.

**D-711.** How much do you get?—13 annas a week.

**D-712.** Do you ever get 15 annas?—No.

**D-713.** How much did you get when you came here first?—About 8 annas a week.

**D-714.** Where do you live?—About 10 or 12 miles away.

**D-715.** At what time do you arrive here?—9 o'clock.

**D-716.** When do you leave your house?—I leave my house at 7 in the morning and I get here about 9. I leave at 5 and get home at 7.

**D-717.** Where do you live?—Pandaydih.

**D-718.** Whom do you live with?—I have a sister at home and my father and mother are at home; they do not work here.

**D-719.** Have your family any fields?—Yes.

**D-720.** Have you ever been to school?—No, but I read at night at home; I am just learning to write but I cannot write my name.

(The witness withdrew.)

*Note.*—The following statement with regard to this worker was subsequently supplied by the factory management:—

Etwari Kandoo (film cutting), piece worker.

Village : Pandaydih. Distance : about 1 mile from Lokai factory.

Age : about 13 years.

Amount paid in the last week : Re. 1-9-0.

Number of days worked : 5.

Period ending—	Rs.	a.	p.	Days worked.
7th December 1929 .. ..	1	8	6	6
30th November 1929 .. ..	2	12	3	6
21st November 1929 .. ..	1	5	9	6
14th November 1929 .. ..	1	5	6	4
7th November 1929 .. ..	1	7	3	6
31st October 1929 .. ..	1	5	0	7
21st October 1929 .. ..	1	0	6	6

Father working at factory.

**JHAMOU HAZAM, boy worker.**

**D-721.** What do you do?—I beat the levers which make the sieve vibrate.

**D-722.** When do you work?—I begin work at 9.

**D-723.** Where do you live?—Fakritanr which is half a mile away.

**D-724.** When do you cease work?—I work till 5.

**D-725.** Do you get an interval?—Yes, I get an interval from 12 to 2 and I go back to my house.

**D-726.** Do you get a meal in your house at that time?—Yes.

**D-727.** What is your wage?—I get 3 annas a day.

**D-728.** Do not some of the others get  $3\frac{1}{2}$  annas?—Yes, some get more and some get less.

**D-729.** How long have you been working?—A year and a half.

(The witness withdrew.)

*Note.*—The following statement with regard to this worker was subsequently supplied by the factory management:—

Jhamou Hazam, *alias* Sito Hazam. Newly engaged. Sieving boy.

Age: about 15 years. Village: Paredey; distance: about 1 mile from Lokai factory.

Amount paid last fortnight, week ending 15th December 1929:  
Re. 0-12-0.

Number of days worked: 4. Daily rate: annas 3.

**MAHABIR SINGH, man, mica sorter.**

**D-730.** What do you do?—I am a mica sorter.

**D-731.** What pay do you get?—7 annas a day.

**D-732.** Are you on piece work?—No, I am on fixed pay.

**D-733.** When do you come in the morning?—I come at half-past 9 or 10; I leave at half-past 5.

**D-734.** Do you get an interval for meals?—No.

**D-735.** What time do you take your meals?—I have my meal at half-past 7 and leave home at half-past 7.

**D-736.** How far away do you live?—About 4 miles from here.

**D-737.** When do you get your evening meal?—After I get back, about 8 o'clock in the evening.

**D-738.** Have you any cultivation?—Yes, about an acre.

**D-739.** How much rent do you pay for your fields?—Rs. 12-8-0; there are five sharers.

**D-740.** How do you cultivate your land?—By co-sharers.

**D-741.** Do you go to your field at the time of the harvest to help?—No.

**D-742.** How long have you been here?—I have worked here for 8 years.

**D-743.** How did you get your job?—I came straight to the Manager and got the job.

**D-744.** Is the factory closed on Sundays?—Yes.

**D-745.** When are you paid?—I am paid weekly and I get it 5 or 6 days after the close of the week.

(The witness withdrew.)

*Note.*—The following statement with regard to this worker was subsequently supplied by the factory management :—

Mahabir Singh I (mica sorter); paid fortnightly.

Age: about 25 years.

Village: Lariadih. Distance: 5 miles from Lokai Factory.

Rate of pay for last week: Rs. 4-6-0. Number of days worked: 10.

Fortnightly pay:

Period ending—	Rs.	a.	p.	Days worked.
15th November 1929 .. .. .	5	11	0	13
31st October 1929 .. .. .	5	14	6	14
15th October 1929 .. .. .	2	8	6	6
30th September 1929 .. .. .	4	2	0	9
15th September 1929 .. .. .	5	0	9	11
31st August 1929 .. .. .	2	1	9	6
15th August 1929 .. .. .	2	8	6	6

Brother working.



**FORTY-FOURTH MEETING—Continued.**  
**AFTERNOON SESSION.**

PRESENT :

The Rt. Hon. J. H. WHITLEY (*Chairman*).

Sir ALEXANDER MURRAY, Kt.,  
C.B.E.

Mr. A. G. CLOW, C.I.E., I.C.S.

Mr. KABIR-UD-DIN AHMED, M.L.A.

Mr. JOHN CLIFF.

Miss B. M. LE POER POWER.

Lt.-Col. A. J. H. RUSSELL, C.B.E.,  
I.M.S., *Medical Assessor*.

*Joint Secretaries.*

Mr. S. LALL, I.C.S.

Mr. A. DIBDIN.

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**Mr. E. CRELLIN**, General Manager of Messrs. F. F. Chretien and Co., Limited, **Mr. D. B. SAHANA**, General Manager of Messrs. S. K. Sahana and Sons' mines, Representatives of the Kodarma Mica Mining Association.

**D-746.** *The Chairman:* Would you in the first place care to say anything to the Commission as to the general position of your industry?—(Mr. Crellin): For the last ten years it has been going to the bad. We have been agitating for protection against theft. We have been endeavouring to get Government to help us in that matter. Theft has gone on for years—long before my time; but it has been going on definitely for the last ten years. Two years ago the local Government took up the matter and introduced a Bill into the Legislative Council, but the legislators would not hear of it. The proposal of the Government was that the Bill should be sent to a committee, but at that time the Legislative Council turned down that proposal. Then the matter was again brought up about 9 months ago, and it has now been sent to a committee. I heard a member of the opposition party say publicly quite recently that they had "scotched" the Bill. We have not much hope, therefore, of this Bill being passed without wrecking amendments, and if your Commission can help us in the matter we shall be very much obliged.

**D-747.** What exactly is the protection of which you speak? I understand that there is a large percentage of loss on your production?—I suppose that 30 people get the mica out of the ground. Up to 2,000 people (dealers) handle it afterwards, before it is exported. There are at least 2,000 traders and 30 miners. We want these 2,000 traders licensed. We want them to keep an account of how they get the mica, where they get it and what they do with it.

**D-748.** What is your estimate of the loss?—The late Secretary of the Kodarma Mica Mining Association went into the matter very

thoroughly and he put the figure at from 40 to 50 per cent. We cannot tell what is stolen, but we know that there is an immense amount of mica going out of the country which is not accounted for in the Mines' returns. Putting it at a modest figure I should say that my Company lose 25 per cent. in this way—not gross weight but net value. The thieves do not steal the coarse stuff because it is not easily handled; they steal the cream and leave us the rest.

**D-749.** That is to say, it disappears through your own workers?—It disappears through some of our own workers and in various other ways, such as poachers. Everybody has a hand in it.

**D-750.** Do you estimate that if that leakage could be in the main stopped it would again put your industry into a prosperous position?—25 per cent. of the gross turn-over would be saved, and the profit that that represents on the capital expended is very great.

**D-751.** Do you imagine that the legislation of which you speak would stop the whole of the leakage?—No, very little, but it would organize matters.

**D-752.** You desire that no body should be allowed to deal in mica except a registered person?—That is so.

**D-753.** And that the license should be withdrawn in case of any incorrect dealing?—The license should be cancelled for good if continuous repetitions of the offence were proved.

**D-754.** What exactly would be the offence?—That a man has mica in his possession for which he cannot account; that he bought mica from an unlicensed person for which the latter cannot account.

**D-755.** Both seller and buyer should be licensed?—Yes. The miner and everybody who deals with mica should be licensed.

**D-756.** Is it an article of such high value that it is easily sold?—Yes.

**D-757.** For that reason you desire legislation to protect the whole industry?—Yes.

**D-758.** What are the arrangements of your firm with regard to financial control? I understand that agents in Bombay really control and finance the industry?—That applies to my firm only.

**D-759.** How far does your Association represent the whole of the industry round about Kodarma, both mines and factories as apart from trading?—I should say that it represents 80 per cent.

**D-760.** Are some of the smaller mines outside your Association?—Yes.

**D-761.** Would Mr. Sahana care to say anything about the general position of the industry?—(Mr. Sahana): The prohibition of woman labour has hit us very badly. By long custom woman labour has

carried the debris out of the small mines. They are now prohibited from doing that and we have found it somewhat difficult to replace that labour force with male labour.

**D-762.** Do you mean to say that where the woman is prohibited from going underground, you lose the man as well?—To a certain extent. The imported labour from the Gaya district will not come singly.

**D-763.** There being no work for the women the men do not come?—Exactly.

**D-764.** And you have had to fill the women's places with men?—Yes.

**D-765.** Do I understand rightly that your chief complaint is that your mines have been dealt with on different lines from the coal mines?—Quite so.

**D-766.** Coal mines have been given ten years for the abolition of woman labour underground, whereas you have been cut off suddenly from the use of woman labour underground in your mines?—Yes.

**D-767.** Did you make representations to the Government of India, as apparently the coal mines must have done, to come under the ten-year reduction and not have an immediate stoppage of woman labour?—Yes, that was done by the Association.

**D-768.** Your plea was not granted?—No.

**D-769.** You had to conform to the Act immediately it came on to the statute book, with no time limit?—That is so.

**D-770.** I understand that this particular rule is a notification under the Act of 1924, and it came into force on the 1st of July, 1929. You had an opportunity of making representations, but your view was not carried into effect?—That is so.

**D-771.** I notice that in your memorandum dealing with the question of wages, you tell us that wages are paid by some firms weekly and by other firms fortnightly. How is it that there is that difference as between firm and firm? Do the people themselves prefer weekly or fortnightly payments, or is it an old custom that the dates of payment differ in that way?—(Mr. Crellin): The reason of the difference is that some mines are very far distant, and there is a good deal of trouble in getting the money out to them. It means in some cases a journey of 30 miles through the jungle. The books and accounts have to be checked. Under these circumstances it is not possible to pay weekly.

**D-772.** Will you tell us about the working hours of the miners?—Miners underground are limited by law to 54 hours a week, and miners overground are limited to 60 hours a week. That is stringently enforced. There are no fixed hours for the men to come and go. All

the labour is done here by coaxing. A man goes to work when he likes and leaves when he likes and stays away as long as he likes. There is no discipline at all, as understood in the West.

**D-773.** How many hours of work do they actually do per day as a general rule?—Five or six.

**D-774.** I suppose the man looks upon his work in the mine, as an addition to his income which he draws from the land?—Yes. Fifty per cent. own a little piece of land or rent it and 30 per cent. help their brothers. Therefore 80 per cent. are connected with the land, and they look upon our work as a subsidiary occupation.

**D-775.** I understand that some of your labourers go as far as six miles away in order to work in the mines?—Some of them do, but not many. They generally come from the surrounding villages.

**D-776.** Although they spend a considerable amount of their time on the land they do continue to come to the mines for a number of years. You are not changing your labour every year?—When the first rains come they all clear out and do their ploughing. Then they come back—not with any regularity. They come back in 50's at a time and then they go away again for their paddy cutting.

**D-777.** You have to adapt your arrangements to their customs and wishes in that respect?—Yes.

**D-778.** You give them work when they are willing to work?—We take a second place altogether. Their foremost interest is their farms.

**D-779.** On the whole you consider they work from 5 to 6 hours a day?—Yes.

**D-780.** Turning to the question of your factories as distinct from the mines, in the main you do not employ power in your factories, with the exception of the one we visited where you were cutting by machinery?—That is so.

**D-781.** That brings that particular factory under the Factory Act?—Yes.

**D-782.** Do you often see the Factory Inspector here?—Once a year. It is a long way off his usual beat and it is a small matter really; in fact this factory ought really not to be under the Factories Act at all; it was only the installation of two little electric punches that brought it under the Factory Act.

**D-783.** With regard to the rest, where you employ many hundreds of people, these are not under the Factories Act or under any public inspection at all?—No.

**D-784.** Is there any limit to the hours worked there?—Yes. Seventy-five per cent. of the work there is contract work. Although we say that the men must come at 7-30 and 9, I was down there

this morning at 9-30, and there was not a soul in the factory. Half the men were supposed to be there at 7-30.

**D-785.** Is there a fixed time for closing?—Yes, 5 o'clock.

**D-786.** No work goes on after 5 o'clock?—No, because there is no light.

**D-787.** The position really is that between 7-30 and 5 they work as many hours as they please?—Yes.

**D-788.** But the closing time is rigid and fixed?—Yes, because the sun goes down then.

**D-789.** You have no artificial light?—No.

**D-790.** We were rather struck with the number of young children whom we saw. Is there any lower limit of the age of a child which you take into employment?—There is no lower limit. Those children are apprentices—not in the ordinary way, but they come there and learn their job and eventually they get more money. They do not need to come. We say they may come if they like and they will get so much per pound for the mica they can split. If they start badly and they make too much waste, we say we cannot let them go on. If they do not make too much waste we let them go on.

**D-791.** How young would you take a child—at seven years of age?—If its father and mother are there we might have to take it, but not at 7 years of age. It is very hard to tell their ages.

**D-792.** *Mr. Ahmed:* Would you take them at 9 or 10 years of age?—Yes, but that is not a regular thing.

**D-793.** Would you take them even at seven and half years of age?—No, not lower than nine.

**D-794.** *The Chairman:* How do you keep any limit, if you take all comers, because a small child cannot handle a knife?—The child will make too much waste.

**D-795.** That is the only control there is?—Yes.

**D-796.** Is it a matter of your kindness to the families, or do you think it is an economic proposition to employ such children?—It is not an economic proposition to employ them, but they are in the charge of their friends and relatives; they are in a nice dry place and out of the sun, and if they can make a few annas for themselves so much the better. They will probably cry if we send them away.

**D-797.** You would not object to a limit of age being fixed?—No, as long as the limit was not too low and affected the whole family earnings. If you made it 13 or 15, or anything like that, then these people would be out of employment.

**D-798.** But they come from the same families who have their attachment to the land in the neighbouring villages?—They do not come

when the paddy cutting is going on. We do not see them for months. The children are engaged at home like everybody else is.

**D-799.** I understand that, apart from their absence when the land calls them they do remain with you for many years?—As long as they care to.

**D-800.** Have you any records of that? I understand that you have men who have been working for many years in the mines?—Yes, we have a record. I know men who have been working in the mines all their lives.

**D-801.** And they bring up their children to the same work hoping that when they retire their children will take their place?—Yes.

**D-802.** With regard to hours, do I understand that the Sunday is always a holiday?—Sunday is a holiday in the factory where the moveable bazaar is in the neighbourhood. With regard to the factory you visited this morning, the bazaar day is to-day, but they were asked to come to work because the Commission was coming. Their holiday is Saturday.

**D-803.** The factories are all closed completely for one day in the week?—Yes.

**D-804.** Are the mines closed for one day in the week?—Yes.

**D-805.** We were told by a witness at Patna that there were no holidays?—If a man works 200 days a year we think he is a very good man. There are innumerable holidays.

**D-806.** They have one day in the week, but in addition to that they have certain extra holidays which they take?—Yes. They have marriage festivals and local festivals and all sorts of holidays.

**D-807.** *Mr. Clow:* Has production gone down substantially since the women were excluded?—It is very hard to say. The rule came into force last July; the cultivation of the land started in July and the paddy cutting is not yet finished.

**D-808.** Have wages been raised this year substantially? Why I am asking that is because you state that the cost of production has increased by 50 per cent.?—(Mr. Sahana) What that means is this: The woman labour has had to be replaced with man labour. The women were paid four annas a day, and the men are now paid from 6 to 7 annas a day.

*Mr. Clow:* I find from the figures given by the Chief Inspector of Mines that in this district there were more than five men for every woman before the notification came into force. I am referring to underground working.

**D-809.** *The Chairman:* You mean clearly that in the individual case where a woman has been replaced by a man the increase in wage cost is 50 per cent.?—Yes.

**D-810.** *Mr. Clow*: Are Messrs. J. S. Mull members of your Association?—Yes.

**D-811.** We have just come from a factory of theirs in which we saw a very large number of small children employed?—As Mr. Crellin has told you children go there to learn the art of splitting. If they do not learn it in their infancy they do not become very good splitters.

**D-812.** Those we saw were not engaged in splitting but on cutting?—Children are never engaged on cutting.

**D-813** There were engaged in paring the mica with a knife; we saw large numbers of children engaged in mica cutting?—The boys also learn to cut.

**D-814.** Is it necessary that they should begin to learn at 7 or 8 years of age?—No; at 10 I should say.

**D-815.** I notice that you state in your memorandum that children under 13 are not employed?—Those children are not regular workers. They only learn cutting.

**D-816.** But they work every day?—They might not do so.

*Mr. Clow*: They told us they did.

**D-817.** *Mr. Cliff*: In one factory we visited the register showed they did. It showed their attendance and the rate they got for cutting, which was 6 annas per seer. They worked on piece work. In the factory which we visited there was a regular wage book and muster roll for boys, showing the rate for the work they did and their weekly earning?—In the case of piece work we have no control about the age limit.

*Mr. Clow*: I know that, but it is not correct to say that children are not engaged.

**D-818.** *The Chairman*: You say that children are not engaged, and then you say the minimum age is 13 years?—That means that they are not engaged under 13 in those factories which come under the Factories Act. There are no regulations otherwise.

**D-819.** *Mr. Clow*: You mean they are engaged in the great bulk of the mica factories and not in the one where power is installed?—That is the only one which is affected by the Act.

**D-820.** The information that you have given us here relates only to that factory?—Your question relates only to the suitability of regulations affecting children.

**D-821.** Yes, but you say that children are not engaged?—13 years is the limit for children.

**D-822.** Under the Factories Act, a child means a child between the ages of 12 and 15?—There is presumably a mistake in the age taken; 13 years has been taken to be the limit under the Factories Act.

**D-823.** Even in the one factory we saw that was regulated, there are good many duly certified children engaged?—They are all over 13.

**D-824.** Over 12. I mean they have been certified by the Civil Surgeon?

**D-825. The Chairman:** There is no doubt of the fact that in the factories which do not come under the Act there are children as young as 7 and 8 employed?—That is so.

**D-826. Miss Power:** Could we know what number of women were thrown out of work at the time when women were excluded?—Women are only permitted to work on the surface, but there are several mines in which if they are only given surface work they will not get employment throughout the year. So I cannot give the exact number of women who have been thrown out.

**D-827.** Turning to the Chief Inspector of Mines' report, it is stated there were 1,761 females employed underground in Bihar, and I take it that all these were in respect of mica mines?—Yes.

**D-828.** That number of women must have been displaced?—(Mr. Crellin): There is a book to be had which gives the difference in one mine between the number of women employed before and after the Act.

**D-829.** In the mines under your control how many women were displaced?—(Mr. Sahana): About 200.

**D-830.** You say there has been difficulty in replacing that labour. Have you not been able to get 200 men, for instance, to replace those women?—After great difficulty we have found them, but we had to pay nearly double the wages.

**D-831.** You had to pay the men's rate of wages?—Yes.

**D-832.** Paying men's rate you found no difficulty in getting 200 men?—Yes.

**D-833.** Do you imply that you had difficulty even then?—Yes.

**D-834. The Chairman:** But in the course of four months you did fill up your needs with men?—Even now we are having some difficulty.

**D-835. Miss Power:** Is there only one factory in this area which is regulated?—Yes.

**D-836.** You would, I take it, be in favour of the other factories coming under the Factories Act?—If the age is restricted to 15, then the splitting work will be very greatly hampered.

**D-837. Mr. Clow:** It will not be hampered because under the present Act you can employ children of 12 years as half-timers?—But there are also children who are below 12 years.

**D-838. Miss Power:** I take it that you would not object to a regulation which prohibited the employment of children under 12 on this work?—We would not.



**D-839.** If the Act were extended to these factories it, would still be possible to employ children as half-timers?—Yes.

**D-840.** *The Chairman:* You do not think that would be harmful to your industry?—It will harm those children who are below the age of 12 because they will not have the opportunity of learning the work of splitting.

**D-841.** *Miss Power:* It would mean that they would have to learn it at a later age; they would learn it from 12 to 15 years instead of, say, from 7 to 12?—(Mr. Crellin): It is just like a girl learning to play the piano at a young age when her fingers are supple. If one wants to learn the art of splitting well one should begin learning it in one's youth.

*Miss Power:* That is an argument that has been used for ages in respect of every increase in the age at which children may be employed.

**D-842.** *Mr. Clow:* In the factories we visited to-day, as far as I remember, we saw no very young children employed in splitting work?—Those that you saw upstairs were all engaged in splitting work.

**D-843.** I am referring to those who were working downstairs; I think they were all doing cutting work?—It is very hard to cut mica unless one is physically fit.

**D-844.** My point is this that so far as I can judge, a minimum of 12 would not really affect the splitting work as it would the cutting?—The age is not a very great point provided these people are not given strict military orders.

**D-845.** Provided they are not limited to six hours a day?—You can limit it to six hours, but what I meant was that you could not ask them to come exactly at 6 o'clock and go at 12. I have tried this and have found that they were not willing to come at 6, even when I offered the rest of the day off.

**D-846.** *Miss Power:* You said just now that you regard cutting as hard work, did you not?—(Mr. Sahana): Cutting is not strenuous; it requires some sort of skill.

**D-847.** There seems to be a difference of opinion among you on that. Would you say that children employed on such work, when it is carried on from approximately 9 to 5, would require an interval of rest in the middle?—They do get it now; they take their meal between 9 and 5.

**D-848.** But in your memorandum you say: "As work in the factory is not strenuous no intervals of rest are needed. Work generally commences at 9 A.M. and closes at 5 P.M. Labourers take their morning meals at home and again in the evening"; that was also borne out by our own interrogation of the workers; they all stated that they took meals before coming to work and the next meal is not taken until they return to their homes in the evening. Do you suggest that no period

for rest and food between these hours is necessary in the case of children from 7—12 years of age?—No; they cannot work so long continuously.

**D-849.** Some of those we saw were of that age. I take it that you would be in favour of a legal rest period and not a continuous work period such as you have at present?—The labour might adapt themselves gradually to the period of rest.

**D-850.** I imagine there would be no difficulty about that?—(Mr. Crellin): If they come early in the morning at 7-30 they get their interval, but they do not all come at 7-30.

**D-851.** *The Chairman:* Where they come from some miles away you can hardly expect them to come very early?—The distance is only a mile or a mile and a half.

**D-852.** I think some come from a greater distance than that?—It is all contract work; if they do not like to come they will not come.

**D-853.** *Sir Alexander Murray:* In the mines no child under 13 is allowed to work?—(Mr. Sahana): That is so.

**D-854.** As a matter of fact, no children under 13 are working in the mines here?—No.

**D-855.** In the factories that come under the Act you are employing only those children who are between 12 and 15 years of age?—Yes.

**D-856.** In the unregulated factories you allow children of any age to come in; you do not turn them out although they may be under 10 years of age?—(Mr. Crellin): Because they may become experts.

**D-857.** In regulated factories they have raised the age-limit within recent years from 9 to 12 because there is machinery. But in the place that we saw to-day there is no machinery. Do I understand you to say to Miss Power that although there is no machinery in the factories here you will have no objection to the age-limit being raised to 12 years of age?—(Mr. Sahana): 10 will be better. (Mr. Crellin): I have no objection to 12 so far as Messrs. Christian and Co. is concerned. (Mr. Smith): So far as the Chota Nagpur Mica Syndicate is concerned, we do not employ children under 12 years of age for the reason that we do no splitting in the factory here.

**D-858.** As regards the employment of women on the mines, formerly they were working underground, aboveground and in open works. Do you employ women now either on works aboveground or on open works?—(Mr. Sahana): It is very hard to engage them on the surface now.

**D-859.** But you can engage them on the surface work if you want to?—Yes, but because they get surface work only for two days in a week they are reluctant to come.

**D-860.** You have been prohibited from employing women underground but not on open works or above ground?—That is so. But as

I said, the difficulty is that if I engage women on the surface only for two days in a week they will not come to work.

**D-861.** I see from the report of the Inspector of Mines for the last year that there were 1,700 women employed underground in Bihar and Orissa. Their services have been entirely dispensed with and you have replaced them with men, I suppose?—Yes.

**D-862.** What is the definition of a mine as you understand?—The definition of a mine would be any cutting below the surface of the ground.

**D-863.** That is to say any excavation is a mine?—That is so.

**D-864.** Can you explain to me why the Inspector of Mines in his report gives only 2,500 tons of mica as having been produced in the mines while as a matter of fact 4,800 tons have been exported from India?—There are some mines in certain remote places that do not come under the Mines Act. They do prospecting work. Secondly, stealing covers a very great extent of that surplus, and thirdly the huge dumps account for a certain amount of surplus.

**D-865.** My point is this: In the report it is stated that the quantity of mica consigned was 2,230 tons and the output was 2,569 tons; that is nearly the same figure. But the exports from India last year were 4,800 tons. Where have the extra 2,500 tons come from?—(Mr. Kirby): The extra must have been due to pilfering; probably some people have obtained that mica illicitly and sold it; they steal from the mines.

**D-866.** Are there a number of mines that do not come under the Mines Inspector?—They are all supposed to come under his jurisdiction. What I meant was that they could get into the forest and pick this mica from there. (Mr. Tuckey, Deputy Commissioner, Hazaribagh): There is a lot of mica taken out from unorganized mines which do not send any returns at all.

**D-867.** On the face of it it seems necessary that there should be some sort of legislation with regard to this matter?—(Mr. Crellin): Every man who owns a mine has to report every year the name of the mine and the output from it to the mines office. That is done now.

**D-868.** But double the amount that is reported is exported?—There is a leakage.

**D-869.** Do you know of any other Acts in India such as you want to have here to prevent the stealing of mica?—In Madras the practice is that every man has to bring his mica to a godown which is just like a custom house. There they levy their royalty and the man is given a pass which permits him to take the mica away.

**D-870.** Is there anything like that possible here? The industry in Madras is very small; it is largely confined to the Nellore District?—It

would mean a number of Government godowns because the area is very big here; I suppose it is 60 miles from one end of the mica belt to the other.

*Sir Alexander Murray* : There is an Act in force in Calcutta known as the Howrah Act under which if somebody is in possession of something which on the face of it he ought not to be in possession of, the onus of proof as to where he got that from and how he obtained it lies on him?—(The witness) : We asked for the Howrah Act in the first place, but it was turned down. Then as a substitute we asked for registration. The Howrah Act would no doubt be a very nice thing, but you should ask for something that you can get most people to agree to. We are 30 as against at least 2,000.

**D-871.** I see a reference in the Chief Inspector of Mines' Report to an increase in wages having had to be given in the mica fields. What was the reason for that?—When they get a little education their wants are increased and they naturally want a little more.

**D-872.** *The Chairman* : Their standard of life is rising?—That is so.

**D-873.** *Sir Alexander Murray* : Have you had many accidents in the mines?—Very few. I think, on an average, it is less than one a year.

**D-874.** When you have accidents what are they generally due to?—Carelessness in handling.

**D-875.** There are no accidents from splitting or from the use of knives?—No.

**D-876.** *Mr. Ahmed* : Are your mines working throughout the year?—During rains about half our mines stop work for about two or three months.

**D-877.** During that period what do your workmen do?—They take to farming; that is their cultivation time.

**D-878.** In the rainy season it is a bit difficult to go on with the work, I suppose?—We do not work in full always; we have what is called a mining season and off-season.

**D-879.** What is the mining season?—December to June when there is no cultivation or rain. Most of the labourers go when the first rain comes and while the cultivation goes on some come back and some do not, but when the period of cutting comes, all of them go away again.

**D-880.** During the rainy season, because of the rain it is very difficult to work, is it not?—If we can get labour we can put down more efficient pumping plants.

**D-881.** But that will be costly?—We have not tried it, but I know it will be more economic in the end.

**D-882.** These people, I suppose, come here when they have no work on their fields?—Yes.

**D-883.** And they work on contract basis, I suppose?—Some work on contract and some on daily rate.

**D-884.** What is the proportion?—In the factories, I suppose, 75 per cent. are on contract, and in the mines nearly all are on daily rated system.

**D-885.** You said that you are paying a woman 4 annas a day and a man 6 annas. On an average, how much do the people who work on contract get?—Some make 10 or 12 annas and some make only 8 annas.

**D-886.** You said that 75 per cent. of the workers are on contract while 25 per cent. are not. If, as you say, one can earn 10 or 12 annas a day on contract while he is paid only 6 annas if he is a daily rated man, how is it that these daily rated men have not preferred to work on contract?—These 25 per cent. are picked men, and they are paid highly.

**D-887.** Mr. Sahana, you say that your industry has been badly hit on account of the prohibition of employment of women underground, because you find it difficult and more expensive to replace the women by men. You want that you should be given the same time, 10 years, for the complete elimination of women from your industry as in the case of the coal industry and you hope that you would adjust your conditions within that period?—Yes.

**D-888.** Have you not any number of men available to replace the women; have you any serious difficulty in obtaining men?—We have very great difficulty in obtaining men; if all the firms are working at full pace there will be paucity of male labour to a great extent; that contingency has not arisen yet.

**D-889.** Apart from this grievance you have no other?—Yes, we want time to prepare ourselves for the total elimination of women from our industry.

**D-890.** Have you any idea of the living wage of a worker with four dependents on him; will it be Rs. 15 a month per head?—I have no idea.

**D-891.** Do you think that 6 annas a head will be sufficient?—A frugal man can live even on 2 annas a day; if he is a spendthrift and drinks much, even Re. 1 a day will not be sufficient.

**D-892.** Leaving aside the question of liquor, do you think that 4 annas a day is sufficient for a man?—I think it is sufficient just to maintain himself.

**D-893.** Have you any idea of the number of pieces of cloth that he requires per year; do you think that 3 pieces will do?—I have no idea.

**D-894.** So that I take it that for a family of 4 persons at the rate of four annas a day per head you would require Rs. 30 a month as the

minimum living wage. But you pay only 6 annas a day for the man and that is not enough for him and for his family. Is that not the reason why his women and children also work?—Yes, they all work as a family.

**D-895.** Are they not also greatly indebted?—I do not think so; there are no *Kabulis* here.

**D-896.** *Mr. Cliff*: With regard to the period of employment can we take it that your labour is available for 9 months in the year?—(*Mr. Crellin*): It is difficult to say definitely; this year the labourers have been away from the middle of June until now, because they have more paddy to cut. On an average you can take it as 9 months in the year.

**D-897.** There is a statement which says that they are absent for 3 months in the year and that the loss of wages is Rs. 45. Can we take it that generally they are available for nine months in the year?—Yes.

**D-898.** Are the rates of wages set out here the average rates of wages for 9 months in the factories and the mines; do they cover all the factories and all the mines? That is to say, do they represent the average for nine months and not for a year?—(*Mr. Sahana*): Yes, the rates cover all the factories and the mines. But we have never made any actual calculations to find out the average rates. At a general meeting of the Association we decided to put the average rates of wages roughly at that figure.

**D-899.** You have not mentioned any rates for children. I saw a lot of children employed between the ages of 7 and 8. Could you tell us roughly what they earn?—They earn 3 to 5 annas a day.

**D-900.** I was talking to children to-day who were earning 8, 9, and 12 annas a week? In one case I saw the register myself; the children in that factory worked for 5 days and got 12 annas; but you say they get 3 to 5 annas a day?—(*Mr. Sahana*): We may take it as 2 to 5 annas at the lowest.

**D-901.** With regard to employment of women in the coal mines, if the coal mines are put under the same restrictions as your mines in that respect, will you be content?—Perfectly content.

**D-902.** *Colonel Russell*: Have you provided any houses to your employees?—We provided some pucca buildings in Sanwan, but they would not occupy them, for they have their own arrangements.

**D-903.** With regard to medical facilities, you say that there is a Government dispensary at Kodarma. Are there any dispensaries in the mining areas?—Messrs. Christian and Company have two qualified doctors, two dispensaries 45 miles apart and a hospital.

**D-904.** The dispensaries are 45 miles apart; the population is spread over the whole area; what is the maximum distance that a sick person

has to walk to get treatment?—He does not have to walk; the doctors go to see him.

**D-905.** Is he a full time doctor?—Yes, there are two full time doctors.

**D-906.** Have you any first-aid posts?—Yes.

**D-907.** Are they compulsory?—No, nothing is compulsory here, in the western sense.

**D-908.** Is there any staff employed who are acquainted with first-aid methods?—There are one or two in each mine; who know enough to take care of the patient till the doctor arrives, just to bandage the wound and so on.

**D-909.** Do the doctors train these men?—They have orders to train men; they train them.

**D-910.** We were in a factory this morning and we found that the latrine accommodation was not sufficient for the 750 people employed there?—That is an effort on our part, but they will not use it. When they do not use it, where is the need for providing more?

**D-911.** They use the surrounding country?—Yes.

**D-912.** Do you employ sweepers to clean the surrounding country?—No. We would have to employ an enormous number of sweepers. We have ten sweepers attached to the factory.

**D-913.** It was quite apparent that there was a considerable amount of hookworm among the children of your employees?—I have not observed it.

**D-914.** Are there any industrial diseases among your employees?—We have periodical outbreaks of small-pox.

**D-915.** That is not an industrial disease; is there any disease due to employment?—We have none.

**D-916.** Are you very much troubled with cholera in this area?—We have it once in two years. (Mr. Sahana): This year there was not much of it.

**D-917.** So cholera does not worry you very much?—If we have a case we send for vaccine from Calcutta by a special messenger and inoculate whole villages at a time.

**D-918.** That is just like locking the stable after the steed is stolen. Have you a protected water-supply?—The doctors visit the mines regularly and inspect the water-supply. That is one of their duties.

**D-919.** Do you have any disinfection of wells?—Yes.

**D-920.** Are the doctors trained for that?—Yes.

**D-921.** *Mr. Cliff* : Do you think that the arrangements for checking cholera are satisfactory?—(*Mr. Sahana*) : On that point we would like to say that the District Board of Hazaribagh does not take any very keen interest in the health of the people here.

**D-922.** *Colonel Russell* : Have they not a Health Officer here?—They have, but he could not inoculate people here.

**D-923.** You say you send for cholera vaccine when you get a case of cholera?—(*Mr. Crellin*) : I was talking of Messrs. Chrestian and Company, but the other people depend on the Government dispensary.

**D-923a.** Do the people readily get themselves inoculated?—(*Mr. Sahana*) : No, they are very superstitious and have to be persuaded a good deal.

**D-924.** *Miss Power* : You say there are 600 mica mines; is there a factory run in connection with every mine?—(*Mr. Sahana*) : Every mine-owner has a factory; a man may own 40 mines but have one factory.

**D-925.** How many factories are there for these 600 mines?—In Kodarma there are about 20 factories.

**D-926.** How many of them come under your Association?—Practically all the principal mine-owners come under our Association; they are about 13 in number.

**D-927.** How many actual factories come under the jurisdiction of your Association?—Messrs. Chrestian alone have more than one factory; they have finishing factories, cutting and splitting factories; they have several factories.

**D-928.** *Sir Alexander Murray* : You say that you close down the mines during the rainy season; do you close the factories in any part of the year?—(*Mr. Crellin*) : The factories slow down they are not completely closed.

**D-929.** You speak of closing the mines for three months and re-opening them afterwards when labour is available. Do you advise the Mines Inspector of re-opening of mines?—We inform the Mines Inspector when we re-open the mines.

**D-930.** It is stated that last year 217 mines were closed and 162 mines were opened in Bihar and Orissa. Was that a simultaneous process; when were these 217 mines closed and when were the 162 mines opened?—It means that 217 mines were closed for want of labour and when labour was available 162 of these mines were re-opened.

**D-931.** Does it mean that some of these mines were exhausted and others were opened?—No, the same mines were re-opened. Of course some were exhausted, but they were not a considerable number.

**D-932.** *Mr. Ahmed* : These people do not do any work on Sundays and take other holidays also. Do you pay any wages to them for those holidays?—(*Mr. Sahana*) : No.



**D-933.** Have you any training school for the children to learn the art?—None.

**D-934.** Are not the children liable to cut their fingers if they are not properly trained for the work?—Sometimes they might cut their fingers.

**D-935.** Do they get any compensation when they cut their fingers and thereby become unfit for work?—They do not stop work; if we put a little iodine on the wound they become all right.

**D-936.** Some workers work under you for very long periods, from generation to generation in some cases. Do you give any pension in such cases?—(Mr. Crellin): We give pension in exceptional cases, not as a general rule.

**D-937.** What are those exceptional cases?—For instance, when a man retires after working for a long time and has nothing left to maintain himself.

**D-938.** *The Chairman:* You said that since the prosperity which came in the war time your industry has not been making any profit?—That is so. As far as I know nobody else is making a profit.

**D-939.** Does that apply to other firms in your Association?—(Mr. Sahana): Yes, it does apply to them also; the rates have been reduced since the war boom.

**D-940.** There was a boom here as there was in many other industries during the war?—(Mr. Crellin): Yes.

**D-941.** Was there any recapitalization, I mean writing up values of your industry during or just after the war down to 1920 and 1921?—I do not think there was.

**D-942.** There was no revaluation or refinancing?—No.

**D-943.** Your company is in the same position as regards capital as it was then?—Yes.

**D-944.** Have you individual shareholders of your company or is your capital all held through the Agents?—Our shareholders are in little groups; shares may be held by ten different people; they are not floated on the public.

**D-945.** Yours is a private company?—Yes.

**D-946.** Exactly what is your financial arrangement with the Agents in Bombay? Supposing you make a profit, you pay a dividend to the shareholders and only a percentage to the agents. Are the agents paid on turnover?—The agents are paid a commission on turnover.

**D-947.** Whether you make a profit or not?—They so far have claimed only about 25 per cent. of that to which they are entitled, and the balance (75 per cent.) has been written off in the Company's favour.

**D-948.** When did that arrangement come into force?—Ever since we had the agents. I cannot say when the agents were first appointed; I should think it was about 1922 or 1923.

**D-949.** That is the point. Was it after the end of the war?—After the war, when the affairs of the industry were in a very bad way, the agents were appointed to carry on the business.

**D-950.** Previous to that there were individual firms?—Yes.

**D-951.** They were grouped under your Company?—I suppose so; I do not know definitely. Some of the shares are now held in trust for Christians' family.

(*Note.*—In regard to these last two questions, Mr. Crellin writes: "There was no change in the position or the capital of Messrs. F. F. Chrestian & Co., Ltd., as the result of the appointment of the managing agents. Before the appointment of the managing agents the Company was a limited liability company registered under the Indian Companies Act with a share capital of Rs. 3,75,000. The position remained exactly the same after the appointment of the managing agents, but in 1928 the Company became a private limited company. There was no increase of capital.")

**D-952.** The agents were appointed in 1920-21 because of the bad state of the industry due to the collapse of the war-time boom?—Yes.

**D-953.** You are quite sure that there has been no writing up of the capital of the companies between 1914 and 1920?—No. It is a private company, a limited liability company whose shares are not sold on the market.

(The witnesses withdrew.)

COALFIELDS.  
SIXTIETH MEETING.

ASANSOL,

Thursday, 23rd January 1930.

PRESENT :

The Rt. Hon'ble J. H. WHITLEY (*Chairman*).

*Members.*

SIR ALEXANDER MURRAY, Kt., C.B.E.	Mr. JOHN CLIFF.
Mr. A. G. CLOW, C.I.E., I.C.S.	DIWAN CHAMAN LALL, M.L.A.
Mr. KABIR-UD-DIN AHMED, M.L.A.	Miss B. M. LE POER POWER.
Mr. G. D. BIBLA, M.L.A.	Lt.-Col. A. J. H. RUSSELL, C.B.E., I.M.S., ( <i>Medical Assessor</i> ).

Mrs. KAMINI ROY, *Lady Assessor*.

*Joint Secretaries.*

Mr. S. LALL, I.C.S.

| Mr. A. DIBDIN.

**At the Bara Dhemo Colliery.**

**A surface coal wagon loader (male) was called and examined (Mr. Birla interpreting).**

**D-954.** *The Chairman* : How long have you worked here?—Only three days.

**D-955.** Where did you come from?—Monghyr.

**D-956.** Why did you come to work here?—Just for two months to make money and then I will go back.

**D-957.** Why do you not wish to work here permanently?—I will stay here for two months, then go home for a month, and then will return again. I work for the agriculturists; I have not land of my own.

**D-958.** Have you cattle?—I have one cow at my home, not here. I have been here before; I knew I could get some money here and therefore I came again.

**D-959.** How much money do you earn here?—Sometimes 12 annas and sometimes 14 annas a day. We are four men working in one gang and my share is from 12 to 14 annas a day. My wife is not here.

**D-960.** How many hours do you work?—I take my meal in the morning and then start work till 6 o'clock in the evening. I get rest in between; I go away at 12 and come back at 2.

**D-961.** *Sir Alexander Murray*: If there are no wagons to load, what do you do?—I rest in my house.

**D-962.** *The Chairman*: Do you come here every year to earn some money?—Yes, I come here every year. I save about Rs. 10 a month after meeting all my expenses. I take Rs. 20 back after working two months.

**D-963.** *Mr. Birla*: Why do you not stay here permanently if you save Rs. 12 a month?—I have a family and my mother is very old; therefore I go home from time to time.

**D-964.** *The Chairman*: Can you earn more here than you could in your village in two months?—Yes. At home I get 4 seers of *dhan* every day. At home I can just maintain myself so far as food is concerned, but cannot purchase clothes. When I come here I borrow money to pay my railway fare and when I have made money I pay off the debt. The *sardar* does not necessarily bring me, but I know the *sardar* and therefore I get the job.

*The Chairman*: What is your name?

*Mr. Birla*: He is afraid to give his name.

(The witness withdrew.)

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**At the Dhemo Main Colliery (underground).**

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PRESENT :

Mr. A. G. CLOW, C.I.E., I.C.S.

Mr. JOHN CLIFF.

Diwan CHAMAN LALL, M.L.A.

Miss B. LE POER POWER.

Mr. S. LALL, I.C.S., *Joint Secretary*.

SAUKLI (Goala),

SUKH DEV (Ahir), and

AGLA DAS (Gareria),

} miners (men).

(Statement by Saukli.)

I come from Monghyr District; my family is here with me. I have been here on this occasion five months. I stayed at my home one and half months. I have always worked in this mine and I have been here for the last three years. I have never worked in any other mine. I have about an acre of land at Monghyr; it is in my brother's

name, not in my name. I bore the shot holes for the blasting. I get 4 annas for each hole. I came into the mine at about 9 o'clock this morning. I have done no work to-day except clearing a small space of coal.

Three of us make shot holes together, and between the three of us we can do 8 to 15 a day. We are paid weekly. I got Rs. 4-12-0 last week; each of us got that. Our wages depend on the number of holes we make. None of our wives does any work in the mine. None of us has any children. We do no work other than boring holes. We work in alternate weeks on the day shift and night shift. We stay in the mine till about 7 or 8 at night until our substitutes come. We do not work on Sundays. Sometimes we work six days a week, sometimes 5 and sometimes 4; it depends on the amount for which the contractor arranges. We have no cultivation here. We have small bills here with the shopkeeper. Our food costs us Rs. 1-8-0 per week. The debts of all three of us amount to a total of about Rs. 300. We got into debt for various purposes: to pay the rent and on account of marriages and funerals. We have not got our boring crowbars here. The contractor told us to come and shovel away the loose coal. We shall get no payment for shovelling away the loose coal. We shall merely shovel it to one side. We save about 4 annas a week when we economise in our food. I have sent back Rs. 20 to the money-lender to whom I am indebted. The registering clerks ask our names and numbers when we go out of the mine and when we enter it.

(The three witnesses withdrew.)

**Bansi Kurmi, coal loader (with 14 other coal loaders), was examined and made the following statement:—**

I come from Bilaspur; I have been here about a month. I used to work in the Jharia field. I came here this time because other people of my village are working here. My wife is working here with me; we have no children. We get 5 annas a tub for loading. We work in a gang sometimes consisting of 14. On the average we fill two tubs per head and get 10 annas. We are paid once a week. The women get the same wages as we do. I have cultivation in my country, but I have none here. I get about Rs. 4 a week. We work regularly 6 days a week. The bazaar days are Saturday and Tuesday. The arrangement is that those who are on the night shift go to the bazaar in the day. There is no work on Sundays. We work from about 10 in the morning till about 10 at night, but if we can get tubs quickly we can finish our work by 8 o'clock. Three of us came to this colliery the day before yesterday but some of us have been here a long time. We all work for one contractor. I came of my own accord from Bilaspur. Nobody gave me the fare. Before being here I stayed a whole year in Jharia. Our women work because our earnings are not sufficient for us; they work in order to fill our stomachs. I intend

to go back to my home when I have got enough money. I am in debt in my country to the extent of Rs. 100, which I borrowed for a wedding. We save a little money here. We do not suffer from shortage of tubs. I was not aware that women in future were to be excluded from work in the mines. Will the Government feed the women when they are excluded? Men and women do exactly the same work here. I have two wives; they are both working here. I married a second time because I had no children by my first wife. I and my two wives together fill 6 tubs a day. If we got more coal and more wagons we might be able to do more. The haulage is sometimes closed. We have a good house here and like it, it is continually plastered and cleaned. We do not eat meat.

(The witness withdrew.)

**Uma Padan Mukerjee, Sarkar, was examined and made the following statement:—**

My duty is to enter up the tubs filled by the miners for payment. I have my register here. (The witness produced his book.) For the week ending the 11th January, which is the last complete week I was here, the number of men at work and the tubs they filled in my section were as follows:—

Day.	Men.	Tubs.
1930, January—		
Monday, 6th ... ..	56	103
Tuesday, 7th ... ..	59	110
Wednesday, 8th ... ..	59	112
Thursday, 9th ... ..	47	47 (The Haulage rope broke.)
Friday, 10th ... ..	58	136
Saturday, 11th ... ..	52	119

Where it says "men" it means men and women. I am paid Rs. 22 a month; I do not get any commission. I alternate between the day shift and the night shift weekly. The amount of work done on the two shifts is about the same, though there may be a tub or two less in the total of the night shift. The figures I have given are for the night shift. I go at 9 in the morning and leave at 9 at night. I do not have any food in the mine. When I am thirsty but not tired I go to the shaft bottom and get drinking water, but there is a drip in No. 7 level and I fill my *lota* from it when I am tired. The *sarkar* on the other shift comes down to the mine and relieves me here. Ludda Singh is the contractor under whom I work. I have always worked as a *sarkar*. I have been in this mine six months. Before that I worked in the Dumra colliery. I left Dumra because it was too far from my house. I was a *sarkar* there. I did the same work in Dumra

colliery but not under a contractor; it is worked there departmentally. In Dumra I got Rs. 18, and 4 annas surplus commission per ton. This was calculated on the surplus weight over 14 cwt. per tub. The surplus used to yield me between Rs. 8 and Rs. 12 a month.

(The witness withdrew.)

**Gauri Shankar, coal loader (with other coal loaders), was examined and made the following statement:—**

Our difficulty is that when there is coal we cannot get tubs for it, and when there are tubs there is no coal. We heard that you were here and we were coming along to report to you. What we want is that more tubs should be provided and more coal. We have come from Bilaspur. I have been working here for three years and have not gone to Bilaspur in the interval. You can verify from the records that we are old men here and each of us four has been working here 3 years. Yesterday as it was known that the Commission was coming we were taken out of the pit by 8 o'clock at night. Ordinarily if we go in at 8 o'clock we may have to stay in till 3 or 4 o'clock. When it gets very late sometimes we want to get away even if we have not finished our work. But in that case we are sometimes prevented from leaving; the contractor's baboos stop us. We were told by the contractor that the Sahibs were coming. The order was given by him that those who come in at 8 o'clock in the morning should leave at 8 o'clock in the evening, and those who come in at 8 o'clock in the evening should leave at 6 o'clock in the morning. A baboo whose name is Ram Lal, is one of those who prevented us from speaking to you. For the last three years we have been paid the same rate of wages. Last week I got Rs. 4 for working 6 days. If we only stay 12 hours we only get about 5 annas. It is only by staying beyond that time that we get an adequate wage for the day. I have no land here, but I have land in Bilaspur. I got into debt for a wedding and also in order to get plough buffaloes.

(The witnesses withdrew.)

(This concludes the evidence taken underground.)

**Gazia, Rajvaid, Bilaspur, and Thakath of Bilaspur, workers in Dhemo Main colliery, were examined and made the following statement:—**

We came to this mine when it was a very small concern. We have been here for some years. We have our wives and families here. We go to our country once in six months or once a year and stay for a month or so and then come back. We have little land in our country. We have no cattle or land here, and rely entirely on our earnings.

Occasionally we send a little money home, but we do not earn enough for ourselves. The railway fare to our home costs us a good deal of money. If a man and his wife works for a whole day they can earn Rs. 1-4-0, but some days we do not even earn that amount. After having our meals we enter the mine at about 11-30 and come out of the mine at 2 A.M. and sometimes even later. We work for six days in a week, but there are some who do not work six days. After we come out of the mine we go to the *hât* to make purchases. Deductions amounting sometimes to half of our wages are made if the trucks are under-loaded. Our wages are paid by a *baboo*. Some days we do not get enough tubs (Gazia): I am fined for under-loading the tubs 3 annas, 5 annas or 8 annas, last week I was fined 5 annas. Once or twice a year we suffer from cough or fever. We do not get any pay when we are sick; some people get allowance when they are sick, but others do not. We all get medicines if we go to the hospital. The doctor comes to the lines when we are sick. Our women do not get any maternity allowance. (Gazia): I have a boy. I lost one child here. (Thakath): I lost a child in my country. (Gazia): A man from Sitarampur collects a few boys and teaches them. I send my boy to that teacher and pay one rupee a month. I was the man who started this thing first and others joined afterwards. There are 10 to 12 boys studying now. I do not know whether the company pays anything to the teacher. We will welcome a school and many of us will send our children. We are loaders. Our wives work with us; they also load the coal into the tubs. We do not know that a law has been passed which will prevent women from working underground. If our women are excluded from working underground how can we live? Some days we get four tubs and some days not. The days on which we get four tubs we earn Rs. 1-4-0, that is, a man and his wife together. We can hardly save anything.

(The witnesses withdrew.)

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**Kanhaimanji, Santhal from Bakura, worker in Dhemo Main colliery, was examined and made the following statement:—**

I am working in this mine from a very long time. I have a wife and five children. My wife works with me in the mine. If we get four tubs we earn Rs. 1-4-0. Sometimes we get two tubs and sometimes four. We work six days a week. I do not go to my country; I am settled in this place. I have a little bit of land here, two bullocks and some fowls. I grow paddy in my field. It yielded me 2 maunds this year. My children do not go to school. On *hât* days my wife makes purchases; Tuesdays and Saturdays are *hât* days. We do not work on Saturdays. I enter the mine at about 7 A.M. and come out at 2 or 3 P.M. I earn more here than in my country.

(The witness withdrew.)



**Padara of Bilaspur, Sardarin in Dhemo Main colliery, was examined and made the following statement:—**

I am working in this mine for the last ten or twelve years. My husband came here and died here. I have three children of whom two are small. My first son is a *sardar*. When I save enough money I go to my country. I have no land or property in my country. Two years ago I had been to my home. I am sending one of my children to a school arranged by the raising contractor and pay Rs. 4 a month for his education. I should get Rs. 20 a month as my pay, but I do not get it now.

(The witness withdrew.)

**Lekhimanji of Bakoda Tahsil, Kazipur, woman worker in Dhemo Main colliery, was examined and made the following statement:—**

I have been working in this mine for the last six months. My husband is also working in this mine. My husband came to this mine of his own accord and also brought me here. We both work together. Sometimes we earn 8 annas a day and sometimes Re. 1. We do not get enough tubs. I have one boy; I did not lose any.

(The witness withdrew.)

**Dr. S. K. Sircar, M.B., D.P.H., Chief Sanitary Officer, Asansol Mines Board of Health, Dr. U. P. Chatterjee, M.B., Chief Medical Officer, Eastern Coal Company, Limited, and Dr. Bonbehari Chattaraj, L.M.P., Medical Officer, Dhemo Main Colliery.**

**D-965.** Colonel Russell: Dr. Chatterjee, you are the doctor in charge of a group of collieries?—(Dr. Chatterjee): Yes, I am in charge of 8 collieries all belonging to one company.

**D-966.** And you Dr. Chattaraj?—(Dr. Chattaraj): I am in charge of Dhemo Main Colliery which is one of the eight collieries under the control of Messrs. Eastern Coal Company, Limited.

**D-967.** How long have you been here?—(Dr. Chatterjee): Since 8 years. (Dr. Chattaraj): Since 3½ years.

**D-968.** What is your qualification?—I am an L. M. P. (Dr. Chatterjee): I am an M. B.

**D-969.** Will you explain to the Commission what your duties are?—I get a report from my assistants in the eight collieries about accident cases or any serious cases and I go to the colliery for consultation. From time to time I go to visit the colliery dispensaries and see whether the lines are kept in a proper condition or not.

**D-970.** What are the duties of the colliery medical officer besides dispensary work?—He has to see that the lines are kept properly cleaned.

**D-971.** Is not that done by the Sanitary Inspector under the Board of Health?—Yes with the help of the doctor here.

**D-972.** How often does the Sanitary Inspector visit the lines?—Twice or thrice a week.

**D-973.** Has he got any conservancy staff under him?—Yes.

**D-974.** Can you tell me how many sweepers are attached to this colliery?—8 sweepers and 3 sweeper women.

**D-975.** What relationship have you got with the Board of Health?—In respect of sanitation and epidemics I am guided by the Chief Sanitary Officer of the Board of Health.

**D-976.** Who pays you your salary?—I am paid by the company.

**D-977.** What are the chief diseases that you have in this area?—In the malarial season we get a few cases of malaria, not in every year but in some years, and during summer we sometimes get cases of cholera and small-pox.

**D-978.** Do you get a large amount of small-pox cases?—Not a large amount. We get about 8 or 10 cases for all this area.

**D-979.** What is the total population that you have to look after in the eight collieries?—3,000.

**D-980.** Does that include women and children?—Yes.

**D-981.** *The Chairman:* Do you keep statistics of births, deaths and sickness?—No; the colliery doctors keep them.

**D-982.** Do you supervise that?—Yes.

**D-983.** Are the returns maintained uniform by all the collieries under your supervision?—Yes, we have standard forms.

**D-984.** Do you register a still-birth as a birth and as a death, or do you register it separately?—It is kept separately; it is neither counted as a birth nor as a death.

**D-985.** *Colonel Russell:* Can you tell us what the birth rate, the death rate and the infantile mortality rate for your group were last year?—I will send you the figures later on.

**D-986.** Can you say how many children under one year of age died last year in this colliery?—(Dr. Chatterjee): I think one or two.

**D-987.** *Colonel Russell:* The difficulty is that they do not maintain any regular register at all. Have you got any idea, Dr. Sircar, of what the birth-rate and the death-rate were last year for this area?—(Dr. Sircar): The birth-rate, I think, was 27 and the death-rate was 17.

**D-988.** What was the rate of infantile mortality?—132 per 1,000.

**D-989.** Can you tell us exactly how still-births are treated?—They are registered separately. They are neither treated as births nor as deaths.

**D-990.** I think the general impression we have gained this morning is that the children in this colliery are not quite in as good a condition as some of the children we have seen in other groups. Can you give us an idea as to the disease they suffer from?—Up till now I have not been able to discover any disease that they suffer from, but it may be due to malnutrition, insufficiency of milk or food-stuffs, etc., I cannot say anything definitely.

**D-991.** Do the children here get a sufficient supply of milk?—(Dr. Chatterjee) : I do not think so. These labour classes hardly get any milk; they generally depend upon rice water.

**D-992.** Does the population as a whole get a sufficient supply of vegetables?—Yes. Most of them have their own gardens where they grow vegetables; where they have no gardens they buy vegetables from the bazaar.

**D-993.** I think you said this morning that there was a considerable amount of venereal disease. Can you give us an estimate of the amount that is to be found?—The difficulty is that most of the people who suffer from venereal disease do not come for treatment to the dispensary, but I find that most of those who come for treatment of other diseases suffer from venereal disease. I should put the estimate at 50 per cent.

**D-994.** Do you have any *dais* working in this area?—Yes.

**D-995.** Do they report a large number of abortions or miscarriages?—(Dr. Sircar) : No.

**D-996.** Do you think that these are being overlooked?—I cannot say exactly.

**D-997.** *The Chairman* : You would expect, would you not, if there was a prevalence of venereal disease to the extent of anything like 50 per cent., to find it registered in the number of still-births?—From my experience of Rangpur District and here I think the prevalence of venereal disease is less here than in Rangpur. The number of still-births will be about 7 per cent. in that District while it is much less here.

**D-998.** Those figures commonly run parallel, do they not? The number of still-births is an indication of the presence of venereal disease?—That is true.

**D-999.** *Sir Alexander Murray* : I find that you have a very low birth-rate here. Is it customary for women to go to their homes for delivery instead of staying here?—(Dr. Chatterjee) : Some people who have their own homes in their villages do go.

**D-1000.** *Colonel Russell* : What proportion would that be?—I cannot exactly say.

**D-1001.** One of the witnesses told us that no maternity benefits are given. Is that so?—No.

**D-1002.** What maternity relief is given?—When a woman is five months pregnant, she begins to get 5 annas wages; this she gets till one month after the birth of the child. They also get the help of the *dais*.

**D-1003.** Is this 5 annas a day that is given by the management to pregnant women given only on condition that these women accept the services of the trained *dais*?—No.

**D-1004.** They can use any *dai* they like?—As far as possible we try to prevent these women using untrained *dais*.

**D-1005.** *The Chairman* : Are the services of the trained midwife supplied free?—Yes.

**D-1006.** *Colonel Russell* : Have you any child welfare centres for looking after the health of the babies?—No.

**D-1007.** Have you any woman health visitor or lady medical officer to supervise maternity relief and child welfare work?—No.

**D-1008.** Do you think that it would be of use to have health visitors and a lady medical officer under the Board of Health?—(*Dr. Sircar*) : We can organize things like that, but at present the midwives when they have no specific work to do, go round the area and examine all the children and the women in the lines. They make enquiries about pregnancies and the diseases associated with pregnancies. For every delivery case they attend for at least a week, and for a longer period if necessary. This is how we keep in touch with the women working in these collieries.

**D-1009.** At present all that work is supervised by you. Would it not be better to have all that work supervised by a lady medical officer?—I cannot say.

**D-1010.** You know perfectly well, just as I do, that Indian women do not freely consult a male doctor when they suffer from any disease?—Yes; but, as I said, the midwives attend to this work.

**D-1011.** A midwife is not a medical officer?—No.

**D-1012.** So, do you not think that it would be better to have a lady medical officer doing that work and generally supervising midwives and organizing child welfare work and so on?—It may be organized; it would be better indeed.

**D-1013.** *The Chairman* : From the reports we have it would seem that the work of the Mines Board of Health is mainly devoted to the prevention of epidemics?—It is not exactly limited to that. We take up many things—prevention of epidemics, registration of births and deaths, free vaccination, giving help in times of delivery, training of midwives, holding baby shows, clinics and so on.

**D-1014.** How much of the work of the Mines Board of Health can be said to be devoted to what might be called welfare work amongst

the children apart from purely medical work?—We can say that the midwives' part of the work and the vaccination can be said to relate to the children.

**D-1015.** Does your Mines Board of Health in this district prescribe model dwellings?—We have got standard plans for *dhowrahs*.

**D-1016.** Do you prescribe them or recommend them?—We recommend them, and the collieries are expected to build according to the specifications given therein.

**D-1017.** *Colonel Russell*: Does the Chief Medical Officer of your Board condemn lines where they are not satisfactory?—If a *dhowrah* has been occupied I do not think the Chief Sanitary Officer has got the power to say that it must be vacated, but in the case of *dhowrahs* which have been left unoccupied and are in the course of repairs, I think the Chief Sanitary Officer has the power to recommend that the repair work should be done in such and such manner and according to such and such specification.

**D-1018.** You do not permit the construction of back to back houses?—No.

**D-1019.** *The Chairman*: Do you limit the number of houses in any one row?—Practically there is no limit. The plan shows that two should be built but usually they build more than 4 or 5 in a row.

**D-1020.** Do you consider that the brick walled houses that we saw this morning are more healthy than the *kucha* ones that the Santals have themselves built?—Yes.

**D-1021.** *Colonel Russell*: What is the general source of water-supply in these collieries?—(*Dr. Chatterjee*): Generally wells.

**D-1022.** How is it prevented from being a source of danger to the people who use it?—It is sterilized every alternate day.

**D-1023.** But not all the year round?—Yes.

**D-1024.** In what way do you sterilize the water?—By putting in bleaching powder.

**D-1025.** There has been no attempt to fix to individual wells a water pump and to prevent this promiscuous drawing of water?—No.

**D-1026.** Are there any latrines on the colliery lines?—No.

(The witnesses withdrew.)

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**Mr. G. HEATH, Manager of Dhemu Main Colliery.**

**D-1027.** *The Chairman*: What is the total number of persons employed here?—Daily underground 750 persons and on the surface

about 150 persons. There are 750 men, women and children on the colliery estate, and in addition to that we draw from the surrounding villages probably 250 people.

**D-1028.** Will you explain your system of contractors?—The colliery is worked by means of a raising contractor, who is paid so much per ton; he is paid monthly. He supplies labour for coal getting and haulage work. He looks after the actual coal getting, raising to the pit head and loading into wagons. He also looks after recruiting. Under him he has petty contractors. He also supplies labour for machine cutting.

**D-1029.** The arrangements he makes with his labour are not regulated by you?—No, we leave that to him.

**D-1030.** How do you reckon the tub for wages?—14 cwt. That depends upon the size of the tub. The tub we use here, just level loaded, gives us about 14 cwt. That has always been the cutsum here.

**D-1031.** *Mr. Clow*: You work 2 shifts of 12 hours each?—Yes.

**D-1032.** A number of men below complained to us that occasionally owing to shortage of coal and tubs they were kept down considerably more than twelve hours on occasions?—As a rule I do not think they are down below all that time. There may be some trouble occasionally but their actual work does not take them 12 hours. The average loading per person works out at 2 tubs. If they are there to time, if facilities are good and the coal is there they can easily do that work in 4 or 5 hours. The rest of the time is spent waiting on their own account and probably for lack of facilities. Of course that is not general.

**D-1033.** When the night shift finishes, you do not compel every man on the night shift to come out as the day shift comes in?—It is the understood thing that they should come out, yes. On the 1st April we shall start the proper 12 hour shifts.

**D-1034.** You have no separate contractor for recruiting?—The raising contractor is responsible for recruiting.

**D-1035.** There is no commission paid on surplus weight?—No, but that goes to his credit if he makes it.

**D-1036.** *Sir Alexander Murray*: You have only one contractor and he does everything?—Yes, everything, raising to the surface and loading into wagons.

**D-1037.** *Diwan Chaman Lall*: What check have you on the hours worked?—We keep attendance clerks at the pit head to keep the time of ascending and descending.

**D-1038.** So that a man can work 6 days a week on the 12 hour shift?—No. The rule is that their hours are totalled up at the end

of the week and if a man appears to be exceeding the limited number of hours he is not allowed to go down towards the end of the week.

**D-1039.** Who keeps that register?—The attendance clerks at the pit head.

**D-1040.** Is the attendance clerk under you or under the contractor?—He is our man.

**D-1041.** How many tons do you raise per day?—We average about 650 tons per day.

**D-1042.** You have no responsibility with regard to the wages the workers earn?—No.

**D-1043.** What do you pay the contractor for the coal he raises?—It averages about Rs. 2-6-0 per ton.

**D-1044.** *Mr. Clow* : If you were to work on what is called the *sarkari* system, i.e., directly without a contractor, would raising cost you more?—We reckon it will come out about the same. The raising contractor system is used to increase the labour force available. They are supposed to handle the labour better and thereby give better results, the labour being more or less their own people.

**D-1045.** *The Chairman* : Have you experience of the two systems?—No. I have only experience of this system.

**D-1046.** *Diwan Chaman Lall* : What is the difference in rate for coal getting by machine and by pick?—Coal getting by machine includes blasting and a lot of extra work.

**D-1047.** *Sir Alexander Murray* : Do you supply the powder?—If powder is given for machine cutting work it is deducted from the rates allowed.

**D-1048.** *Diwan Chaman Lall* : The coal borer gets so much per hole?—Yes.

**D-1049.** What does the man who uses the coal cutting machine get?—It varies; sometimes he is paid at so much per ton and sometimes the machine crew are paid so much per day.

**D-1050.** *Mr. Cliff* : If a man turns up to work 6 days a week, do you ever turn him away on any one of those days?—Yes, if his hours of work exceed 54, but we do not often find that happening; the attendance is very poor.

**D-1051.** Do you limit the number of hours you allow them to remain in the pit?—If in the first five days of the week they look like exceeding the number of hours permitted per week they are not allowed to descend on the 6th day.

**D-1052.** Supposing we were shown a book which indicated that 47 to 58 men were raising about 100 tubs a day, and the men have

told us that they are in the mine each day for 12 hours, how do you regulate the hours?—Only by the check of the attendance book at the pit head.

**D-1053.** Do you call men out once they have gone in?—No. In that case they would not be allowed to go down.

**D-1054.** Will you show us the register so that we can check that?—Yes. (The witness produced the register).

**D-1055.** With regard to the men who are unable to get tubs or to get coal, would you be opposed to the fixing of a minimum wage?—I do not think it would be satisfactory. If facilities are so bad that a man gets a very small proportion of what he might earn the raising contractor gives *khoraki*. There is not a definite rule, but it is the general practice. The allowances are made in what are thought to be bad cases. In some cases we should ourselves pay the men. A few days ago I signed a chit for *khoraki* for people whose number of tubs was deficient. That was on the west side.

**D-1056.** What would you give them for *khoraki*?—3 or 4 annas per head.

**D-1057.** If that is justifiable, could not that be regulated and the men assured of a minimum wage where they were unable to work not owing to any fault of their own?—It may be, but of course one has to take into consideration the people you are dealing with and decide as to whether it is justified or not.

**D-1058.** Some men complained to me that they had to spend more than 12 hours in the mine in order to get their average earnings. Do you think that such a man is entitled to some minimum wage?—I shall have to find out exactly what that means. The man would probably think he was justified in asking more than the average earnings. On the whole I think the labour do get the average earnings. If they become dissatisfied they go elsewhere.

**D-1059.** *The Chairman:* Do they ever make representations to you that they are being unfairly dealt with in that respect?—Yes.

**D-1060.** And you deal with them directly?—Yes.

**D-1061.** *Mr. Cliff:* Does that mean that you give them *khoraki*?—Yes, or if there is any trouble with regard to tubs or coal the trouble is looked into and put right as far as can be.

**D-1062.** Is there any difference of pay having regard to the distance from the coal face to the pit shaft?—No, because the getting and the withdrawing from the faces are separate jobs. If the loading lead, i.e., the distance between the coal face and where the tub stands, is more than the average the contractor makes an allowance.

**D-1063.** Is there any regular scale of allowances?—Nothing definitely set down.



**D-1064.** Is that at the sweet will of the contractor?—Yes.

**D-1065.** Does the Company exercise any jurisdiction at all as to the rates of wages paid?—No, I do not think so.

**D-1066.** *Mr. Birla* : I find from your daily register that in some cases the workers work as many hours as 73, 67, and 68 in a week. Is that correct?—I do not think so.

**D-1067.** If you will look at your register you will find that on almost all the pages there are records of workers working more than 60 hours?—A few work more than 60 hours, but the majority do not.

**D-1068.** *The Chairman* : Do you say there are some who work more than 60 hours?—Yes, possibly so.

**D-1069.** *Mr. Birla* : Is that within your knowledge or without your knowledge?—Without my knowledge.

**D-1070.** Then may I take it that you do not look into this daily register to check whether a worker is working more than 60 hours?—Yes, it is part of my duty to check it.

**D-1071.** *Mr. Ahmed* : If that is so, I suppose it will be within your knowledge: you must have checked the register and seen that men are working more than 60 hours?—Yes, in a few cases.

**D-1072.** How many tubs make a ton?—One and a half tubs per ton.

**D-1073.** The men told me they get  $7\frac{1}{2}$  annas per tub?—Yes.

**D-1074.** You told us you pay Rs. 2-6-0 for raising?—That is paid for getting, raising and loading into wagons.

**D-1075.** How much do they get for carrying?—For carrying the coal from the face into the tub they are paid 5 annas.

**D-1076.** That will be  $7\frac{1}{2}$  annas a ton?—Yes.

**D-1077.** And for cutting the coal they are paid about 11 annas per ton?—Yes, for getting.

**D-1078.** Do the *sardars* bring these coolies?—Yes. The raising contractor first of all has to pay what we take to be 3 or 4 annas per ton recruiting expenses. Over and above that he has to pay 4 or 5 annas per ton to trolley-men to move the coal from the face to the surface, and he probably has to pay another 3 or 4 annas for loading into wagons. He also has his staff to pay and incidental expenses.

**D-1079.** *The Chairman* : Do your workers move from colliery to colliery?—Yes, they do to some extent.

**D-1080.** There is nothing to prevent them?—No; there is no restriction.

**D-1081.** What is the movement annually?—The raising contractor here has been in that position for 5 years. From the time he took the contract till now he has probably recruited 3,000 or 4,000 labour. We have at present 600.

**D-1082.** You mean that the whole labour force has been turned over five times in that period?—Yes, on the figures.

**D-1083.** Therefore the average permanency of your labour force is something less than a year?—Yes, taking them consecutively.

**D-1084.** There is a constant change?—Yes, coming and going.

(The witness withdrew.)

**SOHAN SINGH, Contractor's Manager.**

**D-1085.** *The Chairman:* What do you estimate the cost of recruiting to be?—4 to 6 annas per ton. I recruit them from Bilaspur. At Bilaspur I have to spend money on the *chaprasis* who are sending them down; I collect the workers; I have to keep them and feed them for three or four days there; I bring them down by train and pay their fare; while on the journey I have to feed them. That is how I spend money.

**D-1086.** Do you agree that on the average the labour force changes entirely in the course of each year?—They keep coming and going. I pay their fare coming here but they go back at their own expense. Those who come of their own accord pay their own expenses.

**D-1087.** *Sir Alexander Murray:* Tell us what the men who have given evidence before us earned last week or the week before. What did Khassia earn?—(Mr. Heath, Manager:) He is a *sardar* who controls approximately 152, who, between them, raised 339 tubs, which is an average of 10 or 11 annas a day.

**D-1088.** *Mr. Cliff:* Will you send us particulars as to payments made to the men under Uma Padan Mukerjee in the week from the 6th to the 11th January?

**D-1089.** *Mr. Clow:* Do Nunias come here?—I recruit Nunias. Some occasionally come here of their own accord.

(The witness withdrew.)

**At Bhutdova Colliery of the Bhagirathi Ghusick Coal concern.**

Suku (Santhal), Hupna (Santhal), two miners (men) were examined and made the following statement:—

We come from Kalajharja; we live about five miles away. To-day four of us men have filled 4 tubs. We have finished our work and

we are going home. Our women are at our home. We get up in the morning and walk here arriving here about 10 or 11 o'clock. We leave at about 2 or 3 o'clock and go back home. We work 4 or 5 days a week. I have got 5 bighas of land, one cow, two bullocks and some chickens. I worked two days last week. Just now we are threshing the rice crop. We have worked in the mines since we were lads, and we have lived all our lives in Kalajharia.

(The witnesses withdrew.)

**Mr. S. K. SAMUNDAR, Manager of the Bhutdova Colliery.**

**D-1090.** *Mr. Cliff:* How do you book the men going into the mine?—There is a man there who keeps a register, the underground report and other records prescribed by the Department.

**D-1091.** How do you check them in the morning?—He issues the oil and the miners go down. He keeps a rough register and enters it from that into the regular register.

**D-1092.** In some weeks this book is totalled up completely while in other weeks it is not; it was not totalled in some weeks in November. Do you pay wages weekly?—Daily.

**D-1093.** You can show us your wage register, I suppose?—Yes, it is in Bengali.

**D-1094.** *Mr. Clow:* What do you pay for a tub?—7 annas and 2 pice as commission. They used to get 7 annas a tub and 2 pice extra for one tub and other miners who came from the neighbouring places used to get 8 annas per tub.

**D-1095.** Is that for cutting and loading into tubs?—Yes. Lots of other things were given them last year. They used to get 4 or 5 annas on Saturday as *bakhshish* or extra payment. I have calculated that they are getting about 10 annas a tub, adding all the *bakhshish* and other costs. On Sundays and Wednesdays they used to get some *bakhshish*.

**D-1096.** Do you pay them for Sunday?—I pay them for Sunday as *bakhshish* and commission.

**D-1097.** *Mr. Cliff:* Do you have to spend money on recruiting?—Occasionally I do. Here is an entry in the register of 14 tubs of coal at the rate of 8 annas per tub, which comes to Rs. 7. That is paid to the miners. The *bakhshish* is also entered though it is not marked here as *bakhshish*. The *bakhshish* is paid in addition to the rate.

**D-1098.** *The Chairman:* Why do you pay them *bakhshish*. Is it to keep them contented?—Yes, to work in my colliery.

**D-1099.** Has your colliery been closed lately?—Yes, during the last week of January, when there is a festival among the miners.

**D-1100.** You do not employ any contractors?—I do not.

**D-1101.** Have these men worked for you for many years?—Yes.

**D-1102.** Do they ask for *bakhshish*?—If I do not pay them they will not work and will not come again.

(The witness withdrew.)

**At the West Niga Colliery, owned by Mr. H. B. MAWARI.**

PHILA MANJHI (Santhal), trammer, was examined and made the following statement:—

I was born here and have worked here since I was a lad. I am a trammer. I work for 6 or 7 or 8 hours a day. I have not been down the mine to-day yet, but I am going soon. I get 2 annas for each tub. I get a little *bakhshish* at the end of the week and on holidays. I get 8 annas *bakhshish* weekly. I have got about 2 bighas (about half an acre) of rice land here. I have one cow, two pigs, and some chickens; I have no goats. There are 8 to 10 of us in the gang and we get anything from 18 to 40 tubs a day. I only worked one day last week because of the Bandhni festival. The mine was closed for a week owing to the festival. My wife does not work on the mine. She used to work but she has a baby now which was born three days ago. I have not yet received any allowances in respect of the birth of the baby; I have not asked for it; I may get it.

(The witness withdrew.)

PANU (BAURD), Mistri, was examined and made the following statement:—

I am a fitter; I look after the working of the machinery. I learnt that work after working in different mines for two or three months. My father was not engaged in this work. I was originally a fireman. I get Rs. 32 a month. I have no fields. My assistant gets 8 annas a day; he works from 7 to 12 o'clock and then after an interval of two hours he works till 5. I work from 6 till 12, I then go off work for 2 hours and then I work till 5 o'clock. There is no night work in the mine, the work finishes at about 6.30.

(The witness withdrew.)

In the presence of Mr. Clow, Mr. Cliff, and Miss Power, a party of women workers who were examined made the following statement:—

We are Santhals. We live about 2 miles away. We get about 5 annas a day for carrying coal to the coking yard. We came to work

at about 10 o'clock this morning and we shall go away in about an hour's time. We have done this work for a long time. Our husbands work in the mine. This little girl (apparently aged about 14) gets 5 annas.

(The witnesses withdrew.)

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LAKLI MAJIN (Santhal), woman coal carrier, was examined and made the following statement :—

I have five children. None of my children have died. My last child was born two years ago. When that child was born I did not work for one year. When I was three months pregnant I stopped work for a year; I stopped work until 4 or 5 months after the child was born.

(The witness withdrew.)

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MAKU MAJIN (Santhal), woman coal carrier, was examined and made the following statement :—

I have two children; one has died. My youngest child is 6 months old. I stopped work about two months before that child was born and I resumed work about three months after the birth. I have been here for about 6 months; before that I was at the Mosia Colliery. I get 5 annas a day. My husband is working in the mine.

(The witness withdrew.)

# BIHAR AND ORISSA.

## SIXTY-FIRST MEETING.

### DHANBAD

Friday, 24th January 1930.

PRESENT :

The Rt. Hon'ble J. H. WHITLEY (*Chairman*).

Sir VICTOR SASSOON, Bart.

Sir ALEXANDER MURRAY, Kt.,  
C.B.E.

Mr. A. G. CLOW, C.I.E., I.C.S.

Mr. KABIR-UD-DIN AHMED, M.L.A.

Mr. G. D. BIBLA, M.L.A.

Mr. JOHN CLIFF.

Mr. N. M. JOSHI, M.L.A.

Miss B. M. LE POER POWER.

DIWAN CHAMAN LALL, M.L.A.

I.t.-Col. A. J. H. RUSSELL, C.B.E.,  
I.M.S. (*Medical Assessor*).

*Assistant Commissioners.*

MR. JAMES MACKIE, Agent, Eastern Coal Company Limited.

Mr. M. N. MUKHERJI, Chairman, Indian Mining Federation,  
Calcutta.

MR. SIBAKLI BOSE (Indian Colliery Employees' Association,  
Jharia).

MR. K. N. SENGUPTA (Indian Colliery Employees' Association,  
Dhanbad).

*Lady Assessor.*

MRS. KAMINI ROY.

*Joint Secretaries.*

MR. S. LALL, I.C.S.

MR. A. DIBDIN.

**At Loyabad Colliery,**

**Statement by BARJUMAIN, Mussalman; JIWAN, MAJHI, (Santhal);  
PARBHU, MAJHI, (Santhal); and three miners (men).**

(First miner): I have worked 22 years at this colliery. (Second miner) I have worked three years at this colliery. (Third miner) I have worked here since I was a boy. Two of us work here permanently; one of us goes home and then returns. We work underground; we cut coal by hand with picks. The tubs are filled by

labourers. Two of us cut two tubs a day and get 14 annas, 7 annas to the coal cutter and 7 annas to the loader. If there is any stony coal in the tub we do not get 14 annas, deductions are made for shale and stone. The deductions are made occasionally, they are not made every day. One of us had one tub deducted last week out of 7 tubs. Another of us was not here last week, but had gone home. The supply of tubs is not sufficient, and so we only fill two tubs in a day. Daily there are not sufficient tubs. We do not get tubs and we have not time to fill up tubs. When we get the tubs at 6 o'clock in the evening how can we fill three tubs?—Four tubs are put down in the name of one man though it is the work of four or five men. When the village miners go away to their homes then we get sufficient tubs; it depends upon the agricultural season. We go down the mine at 6 in the evening and we are just now coming up. (It was then 10.10 A.M. Standard time). Those who go down at 6 in the morning come up from 7 to 10 o'clock. The two shifts do not stay in the mine together. When the night shift goes down the day shift comes up. So long as our work is not finished we wait in the mine until the other shift comes down. The night shift have to wait until we have finished filling two tubs. From 7 in the morning to 6 in the evening we should be able to fill three tubs if we could get the tubs. We take a little rest when we have no work to do. Until we get the tubs we go on collecting the pieces of coal that we have cut. From 10 to 12 men live in one *dhowrah* (room). Six people are living in my *dhowrah*. (Second miner): There are five people in my *dhowrah* at present. (Third miner): There are four people in my *dhowrah* including one child. There are two outsiders among those four people. We do not start work unless we have two tubs: what is the idea of our earning only 3 annas?

**D-1103.** *The Chairman*: Is there anything you wish to say to us?—There are all sorts of difficulties we have to meet. Formerly men driving used to get Rs. 3 or Rs. 3-8-0; now we get 8 annas a foot. Even if there is water we only get 8 annas a foot for men driving. We get no money when we are ill, but we get *khoraki* in the hospital. By '*khoraki*' I mean merely food. I have never heard of the trade union. We are fined: when coal commences to fall from the roof we are fined Rs. 3 or Rs. 4, and sometimes 3 or 4 annas. I was not fined last week, but two months ago I earned Rs. 3 and I was fined Rs. 3. We are all fined. We do not have to pay any money to the *sardar* or to any employee of the Company. The *sardars* get 1 pice commission per tub out of which they meet the expenses of the workers who come the first time. The Company pays that commission.

(The witnesses withdrew.)

Nonkukal and Chand Manji, two miners (men) were examined and made the following statement:—

When we are on the night shift we go to work at 6 in the evening and when we are on day shift we go to work at 6 in the morning. The time we come up depends on the tubs we get. Sometimes it is late and sometimes it is early. It depends upon the tubs, and usually it takes us 12 hours to fill up our two tubs. We work in No. 9 pit. We are both coal cutters, miners. We work in two shifts in alternate weeks, day and night. We both work under Sona sardar. There is a school near the baboos' quarters here. Some of our children go to the school. This year I have gone home once or twice. Sometimes I go for four or five days to my home which is near Giridih. We have been paid no *dadán* (advances) for being recruited, neither have we paid any advances. We have not been paid *khoraiki*. I live in Giridih district, but I have never worked in Giridih itself. It is some distance from the bazaar where I live.

(The witnesses withdrew.)

**Mr. R. FENWICK, Manager of the Loyabad Colliery and JITU RAM, Attendance Clerk at the Loyabad Colliery.**

(The evidence of Jitu Ram was interpreted).

**D-1104.** *Diwan Chaman Lall*: Will you show us your register (same produced). There are two men named Nankukal and Chand Manji working under Sona sardar in No. 9 pit. Will you find their names in the register?—(Jitu Ram): Nonkukal came up this morning at 7.20 o'clock.

**NONKUKAL**: I came up at 6 o'clock this morning. I saw this baboo at 6 o'clock this morning. It was daylight when I came up.

**D-1105.** *Diwan Chaman Lall*: How did you come to enter this as being 2.20 o'clock?—(Jitu Ram): I have got a list. I was told that these people must be marked 8 hours and must not be marked 11 hours or more. I have got that list at home.

**D-1106.** Will you go and get that list?—Yes. (Jitu Ram went away to fetch the list) (Mr. Fenwick): It is difficult to get them to turn out in this cold weather before 8 o'clock in the morning.

**D-1107.** *The Chairman*: I notice that many people are marked in the register as beginning work at 7.2 o'clock and that sort of time?—They are trolley men who are paid daily and we can get them down to time better than the miners. The baboo writes up this register afterwards.

**D-1108.** Is there any school attached to the mine or maintained by the mine?—There is a very small primary school; there must be about 20 children going to it.

**D-1109.** Are they miners' children?—Yes, it is open to any one who cares to go. We pay the salary of the school master.



**D-1110.** Are those 20 children as many as can be taught there?—In the building, yes.

**D-1111.** Then they do take up the accommodation as far as you supply it?—Yes.

**D-1112.** Is there any unsatisfied demand for education on the part of the miners' children?—No, they make no direct demand themselves.

**D-1113.** But the one school you have supplied is fully occupied?—Yes.

**D-1114.** We have had evidence of a demand and of their actually clubbing together to obtain education for their children. Have you tested whether you could maintain more than that one school?—I think we could. There are cases where a *munshi* will set up a small school for himself. For instance, there is one on the road-side, as you passed a crossing there and the children go to that school. He charges a small fee; I do not know what it is.

**D-1115.** Is your supply of labour generally such as you require or are you constantly short of labour?—We are short from June to September, and after September almost to the end of the year, according to the crop.

**D-1116.** Those people are really agriculturists and only come here to earn extra money?—Yes.

**D-1117.** What percentage of your labour is settled labour?—I should say about 60 per cent. are people who live here all the year round. Some are absolutely permanent, but we do not get the benefit of that labour because there are patches of land which we allow them to cultivate, and many of those are working half-time although they are permanently settled, and the other half are working on the land. They do not by any means go down the mines 6 days a week. They work a full shift when they do go down. Even in the busy times I should say our average attendance per miner would be about  $4\frac{1}{2}$  days per week. They do not work on Sundays; on Tuesdays perhaps 60 per cent. work; as the week goes on they gradually increase in attendance. The pit is open to them to go on Monday, but out of 700 miners we may get 35 down,—5 per cent.

**D-1118.** So that they could earn very much more in weekly earnings than they do?—Yes, they could. They seem to provide for their immediate needs and nothing more. Drink is a factor with some classes of miners principally the Santhals and Chamars, but not the Mahars. We have a Government liquor shop about half a mile away and you can see people there in hundreds all day on Monday and on Monday night. Then they are not fit for work on the Tuesday.

**D-1119.** Have you made any endeavours to get rid of that evil of the liquor shop in the immediate neighbourhood?—No, because if we did we should lose the labour that desire it.

**D-1120.** Do you mean it is their habit to drink regularly once a week and you recognize that?—Yes.

**D-1121.** Do you really mean you would not get the Santhal labour unless the opportunity for drink was there for them?—No; they would make it in their villages; they make it themselves.

**D-1122.** Have you attempted to teach them not to take drink?—I should not attempt it. I should not like any one to tell me I ought not to have a peg of whisky.

**D-1123.** *Mr. Clow*: The register we saw showed every man as being down for a exact period of hours with no odd minutes in any single case. That cannot be accurate?—That cannot be accurate. What happens is that the man issues the oil to a large number of people. He cannot write it all down then, but after they go away, he enters it from his oil book into the register. He writes the names of a batch of 10 or 12 men. Only 8 men are allowed to travel in the cage at one time and there is winding every two minutes.

**D-1124.** The register seems to show that it is practically unknown for any one to work more than 9 hours. Is that correct, because the men tell us they work in two shifts?—They call it two shifts, night and day.

**D-1125.** Ordinarily do the men work more than 9 hours?—Some men can work 12 hours a day, not exceeding 54 hours a week.

**D-1126.** What do they actually do?—It varies very greatly. They go down from 7 in the morning till 10 o'clock. Some come out at 4 and they struggle on until sunset.

**D-1127.** The register does not show them as being down the mine more than 9 hours?—There is no reason why they should be down more than 9 hours for the work they do.

**D-1128.** Is the register an accurate representation of the facts?—I could not say. I do not keep that register. It depends on the man whose duty it is to keep it.

**D-1129.** *Mr. Sibakli Bose*: But you are responsible for this?—Yes, in a way, but I cannot be at all places at the same time.

**D-1130.** Why do miners go back to their country; do they get better wages from agriculture than in the colliery?—I do not know; I am not a cultivator; I suppose they prefer working on the land.

**D-1131.** How long have you been in the colliery?—Twenty-two years.

**D-1132.** Do you think they get better results from working on the land?—I should not say they get better results from cultivation because it is only a matter of three or four months and they come into the colliery when they have nothing to do on the land.

**D-1133.** If you paid them better wages, do you think they would go to the villages?—I should think many of them would; they wish to maintain their land.

**D-1134.** But most of them have not got any land?—No; they work for some one else. I do not know what wages they get for cultivation.

**D-1135.** Do you run your mine by means of a contractor—No, by the *sarkari* system.

**D-1136.** Which do you think is the better system?—In my experience the *sarkari* system is better for the labour and better for the colliery. We pay each man individually.

(*Baboo Jitu Ram returned, bringing with him his letter of appointment*)?—(Jitu Ram): I went to one of my superiors with this letter; I said "Am I to enter the actual hours of those men who remain down 12 hours a day?" He said "You are not to enter 12 hours a day."

**D-1137.** *Diwan Chaman Lall*: Where do you work in this colliery?—(Jitu Ram): First I was at No. 6 and now I am at No. 9 pit.

*The Chairman*: This letter which he produces instructs him to keep the register according to law; it is his appointment to keep the register required by the Act and it says: "Failure to do this will render you liable to prosecution in accordance with the penalties laid down."

(The witnesses withdrew.)

**Asumania, Santhal, a woman, ex-worker in the Loyabad Colliery, was examined and made the following statement:—**

My husband, who is now dead, was a coal cutter in this mine, and I used to work with him. I had a son who died a few years ago. I have nobody to look after me. I am disabled and cannot work now. I am in this mine ever since it was started. When Mr. Lietch was the manager of this mine I used to get an allowance of Rs. 5 a month and a blanket and a pair of *şarees* a year.—After the departure of Mr. Lietch I am not getting anything. I do not know why my allowance has been stopped. The children of my daughter feed me.

(The witness withdrew.)

**Mokshada, a woman worker in the Loyabad Colliery, was examined and made the following statement:—**

I was born here and from my childhood am working in this colliery. I have no husband. I have a blind son who earns Rs. 2 a week for pulling the bellows in a smithy shop. I work with miner belonging to the Central Provinces who blasts the coal and I load it

into the tub. For filling in one tub I get 3 annas. I can fill up, and have sometimes filled up, 4, 5 or 6 tubs when there are not sufficient coal cutters, but very often I do not get more than 2 tubs. Yesterday I went at 6 in the evening and got out at 6 this morning. It was all wet and I could not find any room to sleep. Last night I was able to fill only one tub. I earn up to Rs. 2 a week. I have sometimes earned Rs. 2-8-0 a week. The earnings of myself and my son come to about Rs. 4 a week, and I spend this amount in purchasing rice, *dal*, tea, etc. I spend one rupee for rice only. I do not pay any house rent. I live in one of the *dhowrahs*. I get a free supply of coal for cooking purposes. I do not know that women will be prohibited from working underground after a period of two or three years.

(The witness withdrew.)

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**Ahalya, a woman worker in the Loyabad Colliery, was examined and made the following statement:—**

I have been working in this mine for the last 10 or 12 years. My husband was a blacksmith working in a different mine, and when he died I came and found employment here. My duties are to carry coal from the depôt to the smithy shop. Being old I cannot work very hard. I have another woman to assist me, and we both earn 6 annas a day. I work from 6 to 12 in the morning and again from 2 till dusk. I live in one of the *dhowrahs* here. I have no children. I live alone. I do not get any blankets or cloth free.

(The witness withdrew.)

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**Sabodhi, Santhal, from Dumka, a woman worker in the Loyabad Colliery, was examined and made the following statement:—**

I came to this mine 10 or 12 years ago with my husband. My husband is a cutter and I am a loader. I have got three children. When I go to work my elder son takes care of the little boy I have now with me. I go to work at 6 in the morning and return at 10 in the night. I did not go to work 5 or 6 weeks before and 2 or 3 months after the baby was born. I get only Rs. 4 on the birth of the child and nothing else. I paid Rs. 2 to the *dai*. Myself and my husband go to work together. For cutting and filling one tub we get 7 annas. Sometimes we fill up 2 tubs and sometimes 3. We do not always get sufficient tubs. When any one in our family is ill we do not usually go to the doctor; we take native medicine prepared by ourselves; we go to the jungle, collect herbs and prepare medicines that we know. The doctor comes round the lines, but we do not generally make use of his services.

(The witness withdrew.)

**At Kirkend Colliery, owned by Indra Narayan Chandra and others.  
Mr. K. K. Baksi, Manager of Kirkend Colliery.**

**D-1138.** *The Chairman:* How long have you been Manager here?—I have been here since 1921.

**D-1139.** What is your output of coal here?—About 70,000 to 80,000 tons yearly.

**D-1140.** How many workers have you?—At present about 350 including surface and underground labour.

**D-1141.** Is your labour supply sufficient for your needs?—For the present it is quite sufficient.

**D-1142.** How do you recruit your labour?—We have *sardars* who are generally paid from the office a certain amount weekly. They go to their native places and do the recruiting.

**D-1143.** What is your method of coal raising; do you have a contractor?—Yes, we have a contractor, to whom I pay so much a ton for raising and loading into wagons.

**D-1144.** You pay the contractor and he pays the labour?—Yes, and there is certain labour which is under our own control.

**D-1145.** Have you always used the raising contractor system here?—Yes.

**D-1146.** Do you consider that to be a better system than the *sarkari* system?—Yes; and it gives me more time to supervise the work; the work is distributed between the contractor and myself; he looks after the miners and the raising and I look after the safety and other things.

**D-1147.** Have you employed the same contractor for many years?—Yes, he has been here several years.

**D-1148.** Does he work for the whole of your colliery?—Yes.

**D-1149.** Is this a company or a private concern?—It is a private company; it is not a limited liability company; there are four shareholders.

**D-1150.** Do you control the wages that your contractor pays to the men or do you leave that entirely to him?—We give him some latitude about paying the miners, but there are certain fixed rates which must be paid.

**D-1151.** How many houses have you?—I have about 250 houses for our labour force of 350.

**D-1152.** Where do the others live?—The others generally go back to their villages.

**D-1153.** Do many come in from the villages?—Yes, all of them come from the villages. They stay here for some time and then go away again.

**D-1154.** Have you any workers who come in each day from their villages?—No.

**D-1155.** They all stay here for some length of time?—Yes.

**D-1156.** Have you any who are permanent residents here?—Very few.

**D-1157.** Most of them go back to their country for periods?—Yes.

**D-1158.** In what period of time have you a complete change of your labour force?—I cannot say.

**D-1159.** What proportion of your workers are semi-permanent and come year after year?—About 90 per cent. go back to their villages and rather less than 10 per cent. settle here.

**D-1160.** *Mr. Ahmed:* What do you pay to your contractor for coal raising?—I pay the contractor Rs. 1-10-0 per ton. But he pays the miners 8 to 10 annas per tub for raising only, not loading. The man who goes underground and fills the tub gets 8 to 10 annas. The loaders are paid according to tonnage; a loader loads one wagon of 20 tons and he gets so much per ton. He would get about Rs. 2-8-0. The tub contains 12 cwt.

**D-1161.** *Diwan Chaman Lall:* They work in batches of two?—Yes.

**D-1162.** *The Chairman:* How many tubs in a shift do they ordinarily fill?—Generally three tubs in 6 to 8 hours. I have two shifts, the day shift and the night shift.

**D-1163.** *Mr. Birla:* What profit does the contractor make per ton?—He makes about 2 annas per ton. One and a half tubs make a ton.

**D-1164.** *Mr. Ahmed:* At Dhemo Main Colliery they told us they pay the contractor Rs. 2-6-0 per ton which covers all the expenses to the contractor. You tell us that you pay Rs. 1-10-0 per ton to the contractor. I suppose your contractor does the same work as the contractor at Dhemo Main Colliery?—Most likely. But there may be local difficulties there; there may be water or gas.

**D-1165.** When was the rate paid to the contractor reduced?—It was reduced the year before last.

**D-1166.** What were you paying?—Rs. 1-12-0.

**D-1167.** *Mr. Sibakli Bose:* Then I suppose at that time the contractor's profit was 4 annas?—No; at that time the miners were getting 10 to 12 annas per tub, while now they are getting 8 to 10 annas per tub. The rate paid to the miners varies according to the length of lead, and because there is water in some of the workings,

**D-1168.** *The Chairman:* The miners are paid 8 annas and an extra 2 annas in cases of special difficulty?—Yes.

**D-1169.** *Mr. Cliff*: Is that 8 annas for cutting and loading?—Yes, cutting and loading in the tub.

**D-1170.** *Sir Alexander Murray*: Have you any machine cutting?—No.

**D-1171.** *Mr. Cliff*: How long do they work?—Generally 6 to 8 hours.

**D-1172.** Are there periods in the day and night when there is nobody working?—There are very few hours when there is nobody working, because when the miners come out the trolley men are working the tubs out or in.

**D-1173.** The register (taking the figures for yesterday, Thursday) indicates that the night shift men went in from 21-10 o'clock to 22-30 o'clock, and they were out between 5-20 and 6-45 this morning. The day shift went in from 8-10 o'clock to 9-45. According to that record between 6-45 and 8-10 o'clock there was nobody in the mine?—The miners were not there, but other people were. For instance, this trolley man worked from 8-00 to 16-00.

**D-1174.** Are there any tram men to relieve them?—No, because if the trams are out there is no necessity for the men to be there.

**D-1175.** Does not this record of the day and night shift show that there are two periods when there is practically nobody in the mine?—Yes.

**D-1176.** Will you show us your last week's wage register?—I can, but I cannot show you the contractor's records; the contractor pays the miners. I can only show you the *sarkari* record.

**D-1177.** Is the contractor here?—Yes.

**D-1178.** Generally speaking, according to this record your miners and trammers work roughly 8 hours?—Yes, about that.

**D-1179.** What is the average loaded in 8 hours?—Three tubs generally.

**D-1180.** Generally speaking, do they cut the coal and load and raise three tubs a day?—Yes, that is the average; some do more; some produce even 6 tubs.

**D-1181.** Is that 6 tubs coal cutting and loading?—Yes. The miner has an assistant; if he has two helpers he will give more coal.

**D-1182.** If there are three tubs at 10 annas, there will be 30 annas. Is that equally divided between the two men?—It is generally a man and his wife.

**D-1183.** Can a man and his wife raise three tubs?—Yes.

**D-1184.** But sometimes they raise more?—Yes.

**D-1185.** *Diwan Chaman Lall* : Can you give the total raising last week?—The contractor is paid monthly and I will show you the contractor's bill for the month.

**D-1186.** What is the total number of men working during the month?—Generally 350 labourers.

**D-1187.** *Mr. Birla* : Can you not give exact information?—I have not added the record for the month. The contractor has gone for his records.

**D-1188.** *Sir Alexander Murray* : Are you ever short of tubs?—No.

**D-1189.** Do your workers not complain sometimes that you do not give them enough tubs?—Yes, sometimes, because there are times when more men come than we can provide with tubs, for instance during February when we have larger numbers working.

**D-1190.** But in the sowing season when your labour is less you have plenty of tubs?—Yes, they generally get two tubs at a time.

**D-1191.** *The Chairman* : There is therefore some limitation to their output?—Yes.

**D-1192.** *Mr. Clow* : Do you tell us that every man and woman together fill at least three tubs a day at 10 annas a tub?—Yes, that is the average—24 to 30 annas.

**D-1193.** Why does your contractor pay people so much more than other contractors do?—There are difficulties at places; the tram line may not be near and the lead may be a little longer, or there may be a little water in the gallery and similar difficulties.

**D-1194.** *Mr. Sibakli Bose* : You pay 5 annas for the *hazira*?—It is 5 annas for women and pickers. Unskilled labour generally gets 7 or 8 annas.

**D-1195.** *Mrs. Kamini Roy* : When you get a lot of men you cannot give them enough work; why do you engage so many?—Because we get more coal raised. Even if we get one tub less per pair of workers, we still get a greater total.

**D-1196.** It means that the men have to wait?—Yes.

**D-1197.** That means a loss to the men, though it is some gain to you?—Yes, though it means loss to some men it means that other men are able to earn money. Some of the men think that two tubs are quite enough. If I were to prevent miners from coming down, it would mean that some miners would get three tubs but others would remain idle.

**D-1198.** Could you not have the exact number, that could work the tubs?—No, that is not possible.

**D-1199.** *The Chairman* : I suppose if you are not able to provide tubs enough for them to earn what they think are fair wages, they will



go off to another colliery?—They do not generally go because other collieries also during that time will have hardly enough tubs. During February most of the collieries are full of miners and every colliery finds it difficult to provide sufficient tubs. Therefore the miners generally think it is better to get two tubs than to get none.

**D-1200.** Do you turn away any labour that comes and offers to work?—No.

**D-1201.** You accept all the labour which comes and offers to work?—Yes; for which I have enough room. February is the maximum raising month.

**D-1202.** *Mr. Sibakli Bose*: I find from your *hazira* book that the rate for your *hazira* coolies varies from 5 to 7 annas for unskilled labour?—Yes.

**D-1203.** *Mr. Khetra Nata Sengupta*: Have you any maternity provision in your colliery?—No.

**D-1204.** Have you any school for your miners?—Yes, I have a Bengalee lower primary school.

**D-1205.** Is that for miners' children?—Some miners' children take lessons there but mostly they do not attend.

**D-1206.** Do the female labourers stay at your colliery during their confinement?—Very few; they generally go away to their native places at that time.

**D-1207.** What arrangements do you make for the female workers who remain here during their pregnancy?—No special arrangements are made; there are Indian *dais* here who look after them.

**D-1208.** *Mrs. Kamini Roy*: Are these *dais* trained?—No.

**D-1209.** Are they engaged by you?—No; they are allowed to remain in the colliery and they are engaged by the people themselves.

**D-1210.** Does a doctor visit the lines?—Not daily, he comes to the colliery every day and attends my dispensary. When a case is brought to his notice he goes to it but not otherwise.

**D-1211.**—Is it not a fact that these miners do not want English medicine?—That is a fact; Santhal miners generally do not take English medicine.

**D-1212.** *Mr. Khetra Nata Sengupta*: What is the total number of tubs you have got in your colliery?—I have got about 170 tubs.

**D-1213.** Your average number of miners is 350?—The miners are a little more than 200; I have also got surface workers.

**D-1214.** You cannot provide tubs for all your miners?—At present I can, but during one month of the year I cannot.

**D-1215.** But you have only 170 tubs?—The tubs are taken round and then again sent back to the pit and so they can get enough tubs.

**D-1216.** *Sir Alexander Murray* : Can three or four tubs be loaded in one day?—Yes, but one minor is not given three tubs at the beginning.

**D-1217.** *Mr. Sibakli Bose* : What is the cost of raising per ton?—About Rs. 3, which includes establishment and other costs?

**D-1218.** If you ran the colliery departmentally would you not be able to decrease the cost?—Yes, it would decrease by at least 2 annas which we give the contractor as his margin, but it would not decrease more than that because there may be other difficulties. The contractor manages things which in the first instance it would be difficult for us to manage.

**D-1219.** *The Chairman* : I suppose you would require to make more payment to your office staff if you worked without the contractor?—Yes, I should have to make special arrangements.

**D-1220.** *Mr. Sibakli Bose* : You have no labour trouble in your colliery?—No, they are satisfied.

**D-1221.** Your output at the colliery has never decreased for want of labour?—It decreases during the periods of festival and harvesting.

**D-1222.** If you ran the mine departmentally and the 2 annas profit which you give to the contractor, or part of it, were given to the miners, would you not expect that there would be no decrease in output?—I do not think so, because when they got more wages the output was not more than it is at present. Two years ago the wages were about 10 to 12 annas but the output was the same.

**D-1223.** At that time the cost of food was higher?—Very little; in the coalfield prices are about the same.

**D-1224.** Why does the labour leave the colliery for agriculture?—Because most of them are agriculturists and have their own lands. I have asked my miners about that.

**D-1225.** They go to work on other people's land because they get better results from working on the land than from working on the colliery?—No. The miner during the harvesting period provides himself with rice. He requires money for his other requirements and so he comes here; that is the idea of the miner.

**D-1226.** Do you mean to say they cultivate land sufficient to earn their livelihood?—No, it is not sufficient.

**D-1227.** They have to come here?—Yes. A miner generally tills about 2 to 3 bighas of land and gets 15 to 20 maunds. Whenever a miner can save money he buys land.

**D-1228.** *Mr. Mackie:* You say the contractor usually has a margin of about 2 annas. Is that not seasonal?—No, that is all the year round.

**D-1229.** When labour is scarce he has to provide more inducement?—Yes; he does not get 2 annas every month; that is the average.

**D-1230.** You said you had 200 miners and about 170 tubs. You work your miners in two shifts. So that you never have 200 miners down the mine at once?—No.

**D-1231.** Therefore there are usually more tubs than miners per shift?—Yes, I have generally 100 miners in the day time and 100 in the night time, and then the 170 tubs are taken round and round until the demand is filled.

**D-1232.** How many times does each tub go in and out during a shift?—Two to three times.

**D-1233.** *Miss Power:* Do the women who are working regularly for you get any bonus when a child is born?—No. Re. 1 is paid when a child is born.

**D-1234.** Is that paid for a boy child or for both a boy and girl child?—Both.

**D-1235.** When they are off work are they paid any portion of their wages?—No.

**D-1236.** For what period are they usually off work?—About four months.

**D-1237.** Is that the average?—Yes, but I cannot tell you exactly because most of the women go to their homes.

**D-1238.** How long are the women, who do not go to their homes, off work?—About three months.

**D-1239.** How much do they pay the *dai*?—I could not tell you. Generally a woman pays 21 seers of rice for the 21 days she is confined and about a rupee or two at the most.

**D-1240.** So that the services of the *dai* actually cost the woman considerably more than she gets from you as bonus for the child's birth?—Yes.

**D-1241.** What is the cost of 21 seers of rice?—Rs. 2 to Rs. 3.

**D-1242.** Then her confinement probably costs her anything up to Rs. 5?—Yes, at the most. The payment is not Rs. 2 in all cases; it is sometimes Re. 1.

**D-1243.** Is there any special work given to women when they return after child-birth and are still nursing their child?—There is no special arrangement for them, but they generally go picking on the surface and that is very light work.

**D-1244.** Do you make any special arrangements for a nursing mother?—No.

**D-1245.** She may be going down the pit with her husband?—That is not generally allowed.

**D-1246.** Have you a definite rule?—I have no definite rule but the men do not allow them to go down. I have never seen a woman with a small child working down below.

**D-1247.** Is the woman at liberty to choose what work she will do?—Generally she is given picking work during that period.

**D-1248.** You said you had a school on the colliery. Is that a school run by the colliery?—Yes; the Pundit gets some wages from the colliery and from the local board.

**D-1249.** He is paid partly by the colliery and partly by the local board?—Yes, he gets Rs. 15 from the local board and about Rs. 10 from our colliery.

**D-1250.** How many pupils are there in the school?—Not more than 20 or 25.

**D-1251.** Do you know the total school population you have on this colliery?—I could not tell you because the miner's children generally do not go to school.

**D-1252.** How many children of school-going age, that is to say, up to the age of about 14, have you on the colliery?—It cannot be more than 50.

**D-1253.** Are the children who are attending the school all children of miners or of clerks?—Most of them are children of clerks but a few are the children of miners.

**D-1254.** Is any encouragement given to children to go to school?—Yes, we tell them it is better that their children should be a little bit educated and we advise them it is better to send them to school; but there are some people who say that if they send their boys to school they may die. We try to instruct them that it is better to have some learning so that they can keep a record of their own earnings.

**D-1255.** What is the average earning of a woman for a full day's work?—About 6 to 8 annas.

**D-1256.** That is if she can get as much work as she can do in the day?—Yes.

**D-1257.** How many days does she generally work?—Five days in the week.

**D-1258.** *Mr. Clow:* Do you say these men here get 15 annas a day?—Yes.

**D-1259.** If I ask these men who are standing around, do they all get 15 annas a day?—No, these are not miners. The miners generally give three tubs and get 24 to 30 annas. They sometimes divide the money equally between them and sometimes two-thirds and one-third, that is, 12 to 15 annas a day.

*Mr. Clow:* That is much more than anywhere else.

**D-1260.** *Mr. Birla:* You distributed a statement in writing in which you say that the male worker gets Rs. 1-8-0. What do you mean by that?—I mean not only the miners but trolley men and other people as well. That is the average.

**D-1261.** The average is Rs. 1-8-0 a day?—Yes.

**D-1262.** *Diwan Chaman Lall:* You first of all stated that the miner makes 15 annas?—I said they generally get 30 annas between the two of them.

**D-1263.** In the statement you say the daily earning of an underground male worker is Rs. 1-8-0. How do you reconcile those two statements?—It is about Rs. 2 for the two workers, male and female.

*Diwan Chaman Lall:* Here is the contractor who has his clerk with him, with his daily sheet showing the number of tubs and so on.

(Read out from the register.)

Name of the gangman.	Amount of work done.	Day.
Balumahath.	16 tubs.	Thursday last week.
	14½ tubs.	Friday „
	20 tubs.	Saturday „

**D-1264.** Will you tell us the number of men who worked under that gangman during those three days?—As the gangman is not present here it is not possible to give that information.

**D-1265.** Let us take a man who is present?—Yes. Chakkú Sow, gangman, did 13 tubs and 10 tubs on Thursday and Friday respectively; he did not go down on Saturday.

**D-1266.** How many men were working under you, Chakku Sow?—(Chakku Sow): Five men, including myself, were working.

**D-1267.** How much did you get for a tub?—As. 7.

**D-1268.** You said that it comes to As. 10 a tub?—(Manager): As. 10 is a special rate. If there are difficulties in the working, then a special rate is given.

**D-1269.** The ordinary man does not get it?—No; the rates vary.

**D-1270.** *The Chairman:* What is the lowest standard rate?—As. 7 a tub for those who cut pillars.

*Diwan Chaman Lall* : You said a little while ago that the lowest figure was As. 8, and now you say it is As. 7.

(The witness withdrew.)

CHAKKU SOW, Gangman, in the Kirkend colliery was examined and made the following statement :—

I cut pillars. I go down at 7 or 8 in the evening and come up at 7 or 8 in the morning; after the sun sets I go down and when I come out of the mine the sun has already risen. I went last night at 7 o'clock. When I came out this morning the sun had already risen.

(In the register Chakku Sow is marked No. 46. On the 23rd, according to the register, he went down at 22-40 and came up this morning at 6-55.)

(The witness withdrew.)

BITHAL, Muchhi,

SOBHI, Musahar, and

LEDOU, Dosadh;

workers in the Kirkend colliery were examined and made the following statements :—

(BITHAL). I am a *khalasi*. I work the engine.

(SOBHI and LEDOU) : Both of us are loaders, working on the surface. Four of us work in a gang. We get only 7 pice per ton ( $1\frac{1}{2}$  tubs). To fill one wagon it takes us 12 hours, and we work 12 hours a day. The capacity of the wagon is anything from 20 to 25 tons. The contractor pays us. We work for five days in a week, and we get about Rs. 2-8-0 per head per week. There is no work on Sunday.

(BITHAL) : I get Rs. 17 a month. I work 8 hours a day. I get a holiday a week when the engine is stopped. In my *dhowrah* four members of my family are living.

(SOBHI) : In my *dhowrah* four of my children, my wife and myself live.

(LEDOU) : In my *dhowrah* six members of my family are living. No outsider is living in my quarters. My wife works in the picking department. Sometimes when there is no coal to load there is no work. I have been working in this mine for the last 12 or 14 years.

(SOBHI) : I am working in this mine for the last 8 years.

(BITHAL) : I have been working in this mine for the last 14 years. None of us have any land.

(SOBHI and LEDOU): We have never worked underground and we do not want to work underground. We are afraid of accidents. We remain here for 6 or 7 months in a year and go home for three or four months. During our stay in our village we work as agricultural labourers. We get no advance from the management here. We cannot work for six days in a week because the men who work underground do not work for six days, and there is no coal to load.

(The witnesses withdrew.)

In the presence of Sir Alexander Murray, Mr. Birla, Miss Power (Commissioners), Colonel Russell (Medical Assessor), and Mrs. Kamini Roy (Lady Assessor),

KOLLI, woman worker, holding a child (with another woman worker), was examined and made the following statement:—

I work as a loader above ground; I load the railway trucks; I fill the basket and my husband carries the basket and loads the railway wagons. I have never worked underground. We are paid 1 anna 9 pies per ton. We load a wagon containing up to 20 tons in a day. There are 9 or 10 people loading one truck. Generally from 10 to 12 men load a wagon and then divide the money amongst so many men. I and my husband get 14 pice a day; that is 3 annas 6 pies a day. There is not sufficient work. If I could get sufficient work I should make more money. When I get more work we make 4 annas per head. My child here is 3 years old; she has been ill. I have had no children since this one. I was one month off work before this child was born and one month after it was born. I got nothing from the Company when I was not working. When the baby was born I got nothing. I had the baby on the colliery premises. I had a *dai* to attend me and I had to pay the *dai* Ra. 4. I gave the *dai* rice every day she was with me; as long as she stayed in the house she got her meals with us with the family. The *dai* lives in lines No. 5. I live in the lines. I have no land. I am paid weekly. The contractor's *baboo* gives me my pay; I am a contractor's woman.

(The witness withdrew.)

(This concluded the evidence taken at Kirkend Colliery.)

**Mr. P. C. BOSE, Secretary; Mr. B. MITTER; SHANI CHERIA (a woman miner); CHOTAN KORA (a miner); GOBINDA GORAI (pumpman); representatives of the Indian Colliery Employees' Association, Jharia.**

**D-1271. The Chairman:** Mr. Bose, when was your Association founded?—In 1920.

**D-1272.** What is the membership of your Association?—About 2,000 at present.

**D-1273.** Has that number been pretty uniform during the 10 years of its existence?—No. The Association has a chequered history. It was started in 1920 and it had its office at Dhanbad under some pleaders. In 1921 there was a trade union congress at Jharia. After that congress the Association ceased to exist. In 1923 it was revived and went on with a membership of 200 to 300 up to 1924 and it again collapsed in 1925. I joined the Association towards the end of 1925. There was some good work done in 1926 and the membership rose to about 1,500 when it was first affiliated with All-India Trade Union Congress. It increased still further in 1927 when we did some welfare work and gave some lantern lectures to the miners. Now the membership stands at 2,000. But we could not collect subscriptions regularly although about 15,000 miners are willing to pay their small subscriptions. We cannot go to the spot for collecting subscriptions. So that 2,000 is the actual number of people from whom we have collected subscriptions; although we have the names of other miners on our list we do not count them as members.

**D-1274.** Do I take it that 2,000 miners paid their subscriptions last year?—Yes.

**D-1275.** Do they pay once a month or once a year?—The miners pay through their spokesmen or their *sardar* one pice a week. They are irregular in their payment. The other outdoor staff, the skilled labour pay 2 annas a month. They are regular in their payment. The clerks are also members of the Association and they pay 4 annas a month.

**D-1276.** Out of these 2,000 members, taking last year, how many of them were miners and how many were members of the clerical staff?—At present there are about 1,500 miners and 500 others from the clerical staff and skilled workmen.

**D-1277.** Has your Association been registered under the Trade Unions Act?—Not yet. We appointed a committee to frame rules and regulations in conformity with the requirements of the Trade Unions Act. That committee has not yet done its work. We are trying to have it registered.

**D-1278.** You say in your memorandum that in your view recruitment of labour is no longer necessary now. Would you like to explain that a little further?—There is plenty of labour in the coal areas. Many of them are unemployed. Some are recruited from here to Assam and other places. Therefore it is unnecessary to recruit more labour for work on the coalfields. The Chief Inspector of Mines also has made a similar observation and stated that at present the mines are over-manned; the miners do not get enough tubs and have to wait for 10, 12 and 14 hours before they get sufficient number of tubs.



**D-1279.** Is that due to the closing of a number of mines owing to the recent depression of the industry as a whole?—It is partly due to that.

**D-1280.** You have told us that about 300 collieries have been closed within the last several years. Those I take it, are the small ones employing a small number of men?—Not very small collieries. In one of them there were 400 people working. It has gone out of order; the surface has subsided and no one is working there. Only one man is stationed there to look after the materials.

**D-1281.** How many men have been affected by the closing down of these small collieries?—I cannot say accurately.

**D-1282.** Would it be 2,000 miners over all these collieries?—It will be more than that; I have no accurate figures.

**D-1283.** According to the figures that we have the total number of miners employed has remained fairly steady, so that presumably the other collieries have been employing more men?—Yes, it may be.

**D-1284.** In your memorandum you refer to a system of paying commission to the supervising staff on surplus stock. You say that the system is to be deprecated. Would you explain what you mean by paying commission on surplus stock?—Every colliery has got a number of tubs of their own sizes; some are 14 cwts., some 16 cwts. and some 18 cwts. When these tubs are overloaded the coal raised will be more than 14 cwts. On the surplus thus raised the contractors and the supervising staff get a commission.

**D-1285.** You mean paying a commission to the staff on the surplus raised over measurement?—Yes. The Company also gains by it because they need not pay the full rate.

**D-1286.** *Sir Victor Sassoon:* How does the Company gain by this; do they not pay the full amount?

*Mr. Mackie:* The Company pays the contractors on the despatches whether there is surplus or not.

**D-1287.** *Sir Victor Sassoon:* So that the Company pays the amount fully; it may be that the men do not get it, but the *sardars* and others get it?—What Mr. Mackie says applies only to collieries where there are raising contractors. In such collieries the contractors and the supervising staff get the benefit of the surplus coal raised this way.

**D-1288.** *Sir Victor Sassoon:* But not the Company?—In collieries where there are no raising contractors the company gains. But the position of the miners in both types of collieries is the same. They lose. They are forced to overload at the risk of their tubs being cancelled completely.

**D-1289.** *The Chairman* : If there are short tubs they are fined, they are compelled to overload and they get no payment for the surplus?—Yes.

**D-1290.** With regard to housing you remark that it is very unsatisfactory?—Yes.

**D-1291.** I suppose you are acquainted with the Jharia Mines Board of Health. Do you think that the work of the Board has been good?—We have said that the houses are up to the standard of the Jharia Mines Board of Health, but they are quite insufficient for a family to live in.

**D-1292.** Would you like to see the standard raised?—Yes. There should be more room for the people. At present they have only one room for cooking, sleeping and so on.

**D-1293.** You make some remarks about the infant mortality in the coalfields. Could you say how many women leave the collieries to go back to the villages at the time of confinement?—I think the majority of them do so. It may be 75 to 80 per cent.

**D-1293a.** Does the woman come back after 3 or 4 months with a small child with her?—Yes, they do that.

**D-1294.** So that if a child died before it was an year old it would be counted as a death in the colliery village whereas the birth has been counted in the country village. Would not that be so?—Yes, it will be so.

**D-1295.** Therefore in so far as the majority of women go back to their villages for confinement the figures that we have would be of doubtful validity if the birth is registered in one place and death in another?—If the child was all right for some time after its birth and if it died after the mother came to the colliery it must be assumed that it was due to the mother's work in the colliery.

**D-1296.** I am suggesting that the proportion between the births and deaths in that case is not accurate?—No, it is not accurate.

**D-1297.** You also make some remarks about the drinking habit of the miners. What have you to say as to the facilities Government affords for the miners to drink? Do you think that they should be reduced or that it is necessary for some of these miners to drink?—Speaking personally I do not think that it is necessary for these miners to drink, but they have been accustomed to it. The only way is to reduce the quantity consumed gradually and close the liquor shops one by one.

**D-1298.** You know of course that the recent amendment of the Indian Mines Act provides for a system of shifts coming into operation in April this year. Do you think that there will be an improvement and presumably an end to the working of very long hours underground?

—Yes, if it is rigorously observed. Even now there is a limit of 54 hours for work underground; I do not think it is observed strictly. The miners have to wait for 10, 11 and 12 hours a day before they get sufficient tubs. The total works out to more than 54 hours a week.

**D-1299.** Are you aware of collieries where the miners work 6 days a week?—Yes, there are collieries where they work 6 days and 7 days a week, but generally they work 5 days. On Sundays and Mondays they do not work. The whole of Sunday they are engaged in receiving payment; the last man perhaps receives his wages at 6 o'clock in the evening. On Monday they are engaged in shopping. But on occasions of necessity they work on Sundays and Mondays also.

**D-1300.** Dealing with wages you say: "Reports from many collieries are also received to the effect that payment is not made even after two or three months of the time of work." I suppose the reports are received by your Association?—Yes.

**D-1301.** Could you give us instances of such collieries?—I have a list of them, but I do not think it will be proper for me to disclose their names.

**D-1302.** *Sir Victor Sassoon:* Could you not give their names?—One colliery here has been habitually delaying payment for two or three months for the last 2 years. That has gone into liquidation recently during the last 2 months.

**D-1303.** Which collieries are not going into liquidation but are making a practice of delaying payment for two or three months?—In the collieries on the Jumagara side the skilled labourers do not get their wages regularly every month.

**D-1304.** *The Chairman:* Perhaps you would be good enough to send us a list of collieries where payment of wages is delayed for more than a month?—Yes, I will make out a list and send it on to the Commission.

**D-1305.** *Mr. Cliff:* Will that include the colliery that has gone into liquidation?—Yes, that will also include the south Kujama colliery which has gone into liquidation.

**D-1306.** *The Chairman:* It follows from what you have said that you are in favour of legislation regarding prompt payment of wages?—Yes, I am.

**D-1307.** Dealing with the question of trade unions you said that your Association is not recognized by the employers, and that you have not got your Association registered as a trade union. Apart from it being recognized by the employers do you or your officials come into contact with the managers of individual collieries where you have grievances to represent? Are you yourself received if you go to a colliery by the manager?—It is different with different collieries. Some

do not put any obstacles in my way; others put much hindrance in my way. I went to a colliery to look into the condition of a man who was sick and could not pay his market-debts. I was practically driven out of the colliery. I went to another colliery to collect subscriptions during office hours but I was ordered to go out. As a rule we are not recognized and we are not allowed to go and collect subscriptions from collieries.

**D-1308.** That is rather another question. If you write to the manager of a colliery representing something that you considered to be wrong is your letter replied to?—Nowadays we get replies to our letters. But there are letters on our record from managers where they have said: "Do what you like; we are not going to reply to your letters."

**D-1309.** You tell us that things are rather better now?—Things are improving, I admit.

**D-1310.** *Mr. Clow:* In your memorandum dealing with recruitment you refer to the arrangements by which *zamindars* exercise compulsion over miners to work in certain mines and you say also that "some of the colliery owners also have acquired *zamindari* rights to compel the labourers living in their *zamindaris* to work under them in their own collieries." Could you give us any specific instances of that?—The Bengal Coal Company have got a *zamindari* on this side and they compel the people to go to their collieries to work.

**D-1311.** Did they actually acquire the *zamindari* rights for recruitment?—Yes, they did.

**D-1312.** Do you know of any other instances?—I can cite the instances of the East India Coal Company, the Martin and Company and the Equitable Coal Company.

**D-1313.** Do the East India Coal Company still hold the villages that they acquired for that purpose?—Yes.

**D-1314.** In your memorandum you say that there is unemployment among miners. Mr. Mitter in his memorandum dealing with "methods of recruitment" refers to scarcity of labour. We have had complaints from colliery owners also that there is scarcity of labour. If there is scarcity how can there be unemployment?—I do not think Mr. Mitter says that there is scarcity of labour. He only observes that if conditions are made comfortable and attractive for the miners there will be no difficulty. He does not say that scarcity actually exists. Even if there are plenty of miners there is difficulty felt in times of harvest and sowing and if these facilities are given to the miners they will permanently settle on the coalfields. That is what he means.

**D-1315.** Does your union take up workmen's compensation cases?—We have contested a number of cases.

**D-1316.** Have you been successful?—We took one case to the Patna High Court, but we were defeated. The Company went into

liquidation in the meantime. The Company was all right when the case was proceeding in the Dhanbad Court; we lost the case in this court; but when we took the matter up to the High Court the Company went into liquidation. Even if we had won the suit it would not have been of any use to us.

**D-1317.** *The Chairman:* Was that a case of death?—It was a case of serious accident—one leg damaged.

**D-1318.** Are you aware that a mere plea of misadventure is not a defence? You do not have to prove that the employer was directly responsible for the accident?—If they can prove that the workmen went into a prohibited area they are not entitled to compensation.

**D-1319.** What do you mean by misadventure?—They say that the miner cut coal from a difficult place which was prohibited and was clearly marked as a prohibited area.

**D-1320.** In the opinion of your union although the miner infringes the regulations of the mine he should be entitled to compensation from the employer?—If it is a serious accident the employer should be liable. Why are the supervisors there in the mines? The miners are illiterate and it is the duty of managers and under-managers to put them in the proper way.

**D-1321.** In your memorandum dealing with "mines inspection" you say that there is a widespread impression not altogether unfounded that false prosecutions are conducted against the poor workers by the mines inspection staff at the instance of the management. Can you substantiate that statement?—I have no cases on record. But such cases have come to my notice in the past. An accident takes place in a particular spot. Immediately the management gets the place fenced and later on plead that the miner went to a prohibited place and got injured. The fencing is easily done; it takes less than half an hour. When the Inspector goes there the next day he sees it fenced and naturally believes that the miner disobeyed the regulations of the employers.

**D-1322.** You do not mean to suggest that mines inspection staff knew that the case was a false one?—No, they do it at the instance of the management. The management wants to evade the liability by fencing the place after the accident occurred.

**D-1323.** *Sir Victor Sassoon:* Why do you prosecute a man who gets injured?—For violating the regulations. Further he does not get his compensation.

**D-1324.** You have no record of these cases?—No, I have none on record. But I have had to contest several cases like that.

**D-1325.** Have you won any case?—Not all cases. It depends on the witnesses.

*The Chairman:* We shall pursue the matter with the Chief Inspector of Mines.

**D-1326.** *Mr. Birla:* With regard to unemployment have you come across many cases of miners, loaders and so on who have got work only for 2 or 3 days in the week and have to remain idle for the rest of the week?—There are no such cases in the Jharia field at least.

**D-1327.** You think that the collieries do not have more men than what they actually require?—Sometimes they get a greater number of miners. They raise the coal and stack them. If there is no place to stack them they are dismissed. As far as I know there is no such under-employment of men.

**D-1328.** You do not say that it is a deliberate policy of the employers to keep more men on the staff so that in times of scarcity they might not feel any trouble?—I do not think it is a deliberate policy of the owners.

**D-1329.** How, do you suggest will the establishment of an employment bureau help to solve the problem of unemployment?—The coal-fields are very extensive. Ranigunj field is 500 square miles and Jharia field is 125 square miles; It is difficult for miners seeking work to know where work is available; nor can the owners seeking men know where men are available. A central agency will put the two together and solve the problem.

**D-1330.** You think that the supply of labour is equal to the demand and that there is no scientific distribution of labour?—Yes.

**D-1331.** Do you know of mines where they do not employ contractors?—Yes. There are mines which do not employ contractors.

**D-1332.** Are the workers in such mines in a better position than those in contractor collieries? Do they, for example, get higher wages?—No, I cannot say that.

**D-1333.** What is the disadvantage under which labour suffers with contractors?—If the miners are in direct touch with the owners, in times of prosperity they would raise the wages at once. But where there is an intermediary contractor this is not possible. 80 per cent. of the raising work is done by contractors with the result that they set the standard for wages, and even the collieries which have no contractors do not raise their wages above this level.

**D-1334.** You say that the condition of workers in mines not employing contractors is the same as that of those in which contractors are employed. How then can you improve the condition of the miners by simply abolishing the middlemen contractors?—These middlemen serve no useful purpose; they take a portion of the earnings of the industry which might as well go to the miners.

**D-1335.** Are you in favour of reducing the actual working hours in the mines?—Yes, we have demanded that this should be done.

**D-1336.** You also say that although according to law they should not work more than 54 hours underground they are actually working

more. Do they actually work all the time, or do they have to wait?—They do not actually work all the time, but they have to wait for a long time. They do not get facilities for work.

**D-1337.** How many hours' actual work do they do?—6 or 7 hours a day.

**D-1338.** *Diwan Chaman Lall*: How much coal will one man raise in one shift?—2 or 3 tubs of coal of 14 cwts. to 16 cwts. each.

**D-1339.** *Mr. Birla*: If the number of hours were reduced then the work turned out by them would become still less?—If proper facilities were given they would do more even in less hours. They will finish their quota much earlier. But at present they have to wait a long time for tubs and when they get the tubs they speed up the thing and accidents occur as a result.

**D-1340.** Do you agree that reduction in working hours must as a matter of course mean increase in cost of production?—No.

**D-1341.** Do you mean to suggest that wages should be reduced proportionately?—The miners are paid on the piece work system. Given better facilities they would do the same amount of work or even more within the limited time. I know of a miner who used to cut more than 5 tubs of coal a day, that is more than 2 tons.

**D-1342.** You think that if the hours were reduced the efficiency of the workers would increase?—Yes.

**D-1343.** And there will not be an increase in the cost of production?—There will be no increase.

**D-1344.** *Mr. Joshi*: In your memorandum you say that the miners are paid so much per tub of coal of various sizes without any standard. Is there no standard tub?—No.

**D-1345.** What is the difference between the various tubs?—The tubs are of various sizes; the minimum is 12 cwt. and the maximum is 1 ton.

**D-1346.** Would you prefer that the miners were paid by weight?—Yes, I prefer weighing.

**D-1347.** In your memorandum you say that "there are still many collieries in the Jharia coalfield which have not yet taken connection for filtered water. Could you give us specific instances?—I think collieries on the eastern side of the railway line have not taken any connection at all for filtered water. The workers there drink the impure water from wells and tanks.

**D-1348.** Is the Board of Health concerned with that area also?—Yes. They insist on taking connections for pure water supply, but every year they are giving them grace for another year. And this has been going on for the last several years.

**D-1349.** The Board of Health knows this and yet tolerates this?—Yes, that is so.

**D-1350.** I suppose you are aware that under section 10 of the Mines Act there are Mining Boards and Committees appointed. Are you aware that on the Mining Board the miners are not represented at all?—Yes, I am aware of that.

**D-1351.** Has your union considered that question?—We have been passing resolutions and sending them to Government for action.

**D-1352.** Would you like that the miners should be represented on the Board?—Yes, certainly.

**D-1353.** Section 11(c) of the Mines Act requires the local Government to nominate representatives of labour to the Committees appointed under that section. Do you know of any representatives of workers nominated by the local Government?—No. The only nomination we got was in connection with the enquiry into the Mudidih accident. Beyond that we have no knowledge of any other Committee.

**D-1354.** You do not know who represents the workers' interests at all?—I do not know.

**D-1355.** Would the workers be willing to have a sickness insurance scheme?—Of course, yes.

**D-1356.** If necessary would they be prepared to pay a contribution to a sickness insurance fund?—Their wages are so low that even if they are willing to pay they cannot pay anything. They are at present unable to pay their house rent and so on. I think the employers should contribute for the workers also.

**D-1357.** I shall put it to you this way. Suppose the workers were given a choice between paying a small contribution and having the benefits of a Sickness Insurance Fund and paying nothing and having no Sickness Insurance Fund at all: which would they prefer?—I think the workers would certainly prefer to pay a small contribution and have the benefits of the Fund.

**D-1358.** With regard to old age pensions, would workers go on strike if Government were to levy a contribution from them on this account? Would you yourself ask your men to go on strike?—I do not think the workers will go on strike if such schemes which are in their interests are introduced.

**D-1359.** *The Chairman:* Are you quite convinced that they will understand the series of deductions from their wages?—Yes, they will understand.

**D-1360.** *Mr. Joshi:* Some deductions are made even now from their wages and they have not gone on strike on that account?—Yes, deductions are made for festivals, fines and so on. I have heard some complaints about them, but they are not serious.



**D-1361.** It is stated in some quarters that large amounts are sent by money orders from the mining areas thereby implying that the wages of miners are good and they are able to save something to send to their homes. Do you know that these amounts are actually sent by the miners?—My idea is that these figures are taken from the post office. The post offices are in the towns and the merchants, clerks and skilled labourers send their money home by money order. The only one section of miners who send money home is the Bilaspur miners, many of whom come here single and do not bring their families with them.

**D-1362.** It is stated in many of these statements that latrines are not provided on the mines because the miners do not like to use them? What is your opinion about it?—Unless latrines have been actually built we cannot say anything definite about it. I am sure that the workers will use them if they are cleaned regularly. The people living in the towns are at present using the latrines. I am sure if there are good latrines the workers will use them.

**D-1363.** In Mr. Mitter's memorandum he refers to one of the sources of income of the contractor, namely "the lowering of the wages of labour; the labourers have to work as they cannot go away being bound by "Dadans" What is meant by "Dadan"?—Is there any legal compulsion on the worker to work for the contractor?—(Mr. Mitter): Just before the worker leaves the village for the mine the contractor gives him an advance perhaps to clear off his debts in the village and for other incidental expenses. The worker undertakes to work for the contractor till he clears off his debt. Though there is no legal compulsion on the worker, he feels himself morally bound to work off his debts to the contractor.

**D-1364.** It is said that the workers go back to their villages in the rainy season. But do the mines themselves work at full stretch during the rainy season?—(Mr. Bose): The mines have to be partly closed during heavy rains. They cannot give full work for the miners during the rainy season.

**D-1365.** Therefore, it is quite possible that the workers leave for their villages because there is not sufficient work for them in the rains?—Yes, quite so.

**D-1366.** *Miss Power*: You said that you had 1,500 actual working miners as members of your Association; have you any women members in your Association?—No, we have not.

**D-1367.** Who is the lady who has come with you on this deputation?—She has been newly enlisted. There are no other women miners on the Association.

**D-1368.** Have you attempted to enlist the wives of the men miners who also work with their husbands in the mines?—We have not attempted to do that. Obstacles are put in our way of preaching trade unionism

to the miners. Moreover the men say: "we pay one pice as subscription, take that as subscription for our women also." However we have not made serious attempts to enlist the women.

**D-1369.** Has any attempt been made to explain to the women miners the reason behind the exclusion of women from the mines?—Yes, we have done that. We asked Government to pass a law like this. The women are perfectly willing to remain on the surface and not to work underground. Of course they are compelled to work for their wages; otherwise they do not like to go down the mine leaving their children behind on the surface.

**D-1370.** I have questioned a good many men and women miners and, except in very rare cases, I have not found a man or woman who understood that this exclusion was to be completed within a certain period of years. You say that the majority of the women really understand this?—I think they well understand this. Messrs. Purcell and Mardy Jones asked them several questions on this point and they all said that they would rather remain on the surface looking after their children and preparing food for the family.

**D-1371.** Has there been a large number of exclusions in this area already?—This year they are beginning to exclude.

**D-1372.** Is there any system of selection when the exclusion is made taking into consideration the varying needs of the families?—Now they are excluding the women who are willing to stay away. Some women are old and do not want to go underground. Next year there will be some trouble on this account.

**D-1373.** Is it the practice for the miner ordinarily to work 5 days a week?—Yes.

**D-1374.** Supposing he worked 6 days when the women are excluded, could he earn as much as he does now in five days when working with his wife?—By working only for one day more he cannot cover all the work done by his wife in 5 days. Unless there is an increment in his pay he cannot earn as much as he does now.

**D-1375.** Dealing with weights carried by women you say that they carry 50 to 60 lbs. Is that the result of observation or have you actually weighed some of the baskets carried by the women?—I have actually weighed them and found them to be as heavy as that.

**D-1376.** Have you found any variation in the weights carried by young girls and older women?—There is no variation.

**D-1377.** At what age do they begin to carry these weights?—13 to 15 years.

**D-1378.** Do they begin as early as 13?—Yes, they do.

**D-1379.** Would you be in favour of any regulation as regards the weights carried by younger girls?—Certainly I would be in favour of it.

**D-1380.** What is the average length of absence from work of women before and after child-birth?—Those who go away to the villages for delivery generally come back after 2 or 3 months. Those who remain on the colliery generally work after one month. It happens sometimes that they work right up to the day of delivery and delivery takes place underground. Until the labour pains commence they go on working. They come out of the mine as soon as pains commence. After delivery they take some time to go back to work.

**D-1381.** Are any women employed for pushing wagons?—Yes, they are employed for pushing tubs.

**D-1382.** Is that work generally done by men?—Yes, it is generally done by men.

**D-1383.** How much does it cost to have the services of a *dai* during child-birth?—The *dais* here are paid very little—Rs. 2 to 3.

**D-1384.** Is the woman paid anything in kind?—Sometimes she is given a piece of *dhoti*.

**D-1385.** Have you come across cases of women who are regularly employed being paid a portion of their wages when they are absent on account of child-birth?—If they are absent they do not get anything.

**D-1386.** Do they get any bonus at the birth of the child?—No, there is no regular practice like that. The general rule is : no work no pay. But there are some collieries which give a fixed sum of Rs. 2 or so. I have seen that in some cases.

**D-1387.** Are there any qualified women doctors who are attached to any mines?—I have not come across any.

**D-1388.** Do you think that the women workers would use the services of a woman doctor if one were available?—Yes, they would.

**D-1389.** Where there is a trained *dai*, do they use her services?—Yes, they call her.

**D-1390.** Take the question of education. At Asansol we came across a group of workers who were paying for the services of a teacher; some of them were miners and others were *sardars* and so on. Have you come across any instance where the workers are running a school themselves because no other body maintains a school for them?—There are some primary schools maintained not by miners but by the collieries and high class employers in the coal area. The miners' children are not allowed to go there; at any rate they do not go there.

**D-1391.** Are they not allowed to go there, or do they themselves fail to go there?—The condition of the school is such that they do not find it attractive to go there. Generally the higher classes send their children to those schools; the miners' children are unclean and they are considered to be untouchables in a way.

**D-1392.** Are there cases of miners' children who would go to school if they were allowed to go but who are not allowed to do so by their

parents?—Nowadays the miners do not object to their children going to school. I know one Bilaspuri miner's boy who is appearing at the Matriculation Examination next year. He is reading in the Jharia school. And as a result this Bilaspuri miner who came from the Central Provinces has become neat and clean and has improved his standard of life. Some other miners' children also have joined the Jharia school. But as a rule ordinary miners' children do not attend school for want of facilities.

**D-1393. Mr. Joshi:** Is that due to the low wages they get?—If a boy has to go to school he requires some clean clothes, slates, books and so on. The miner finds it difficult to provide these materials out of his poor income. Therefore he fights shy of sending his children along with other well dressed boys.

**D-1394. Miss Power:** With regard to housing are there many houses which are occupied on the shift system, one set of people occupying them during day and another set during the night?—It is not so general. It happens on occasions for a short time when there are numerous miners.

**D-1395.** It is not a thing that happens regularly every busy season?—It happens casually once or twice, that is all.

**D-1396. Mrs. Kamini Roy:** When women are excluded from underground work the family earnings will be reduced. Can you think of any other surface occupation for women, not necessarily colliery work, which will enable them to supplement the earnings of their husbands underground?—I have thought over this question very seriously ever since this question was before the Legislative Assembly. I see the collieries purchase many stores from Calcutta such as cane baskets and so on. The women here may be made to manufacture them and some occupation may be found for them. But I have no definite idea in the matter.

**D-1397.** I asked some colliery men and women what they would do if women were excluded from underground. They say they would not leave their villages at all to go to the mines. They want to work together—husband and wife—and get more wages. It is only with that idea that they say they leave their villages and if they cannot get more there is no meaning in leaving their villages. They would as well remain behind. The Sonthals for instance, have become permanent residents here. Anyhow if wages are increased and conditions of life improved they will stay on the mines permanently.

**D-1398. Mr. Mukherji:** In your memorandum you refer to the migration of miners from one colliery to another and say that nowadays it is not so frequent. When did this migration stop?—I think since the War. Before the War it was frequent.

**D-1399.** Is that due to improvement in the conditions of work and increase in wages?—On the side of the collieries it must be said that

they have improved the conditions a little. Labour also has adapted itself to circumstances; they understand that there is inconvenience of one kind or other in every colliery and stick to one place only unless the conditions become unbearable.

**D-1400.** Therefore the conditions have undoubtedly improved?—They have improved now, there is no doubt about it.

**D-1401.** You say that most of the miners have become permanent inhabitants of the coalfields and that 50 per cent. of them occasionally go back to their villages?—I take them also as permanent inhabitants because they only go home on leave.

**D-1402.** Why do they go back at all?—They have some connection with their villages; they go there to see their relatives and to attend marriages and festivals.

**D-1403.** Do you mean to suggest that they have ceased to be agriculturists altogether?—Some go there to attend to their lands; but even those who have no lands go there for other purposes.

**D-1404.** You say that recruitment is no longer necessary for the coal industry. Do you know there was a serious shortage of coal raisings in November and December with the result that the Railway Companies thought of stopping a few trains?—Recently there was a great demand for coal and there was a rise in the price of coal.

**D-1404a.** *Mr. Mukherji:* That was due to shortage of coal and nothing else. The collieries wanted to raise more than their general raisings and labour was not available for them at once and that is why they felt that there was a scarcity of labour.

**D-1405.** The Government of Bihar and Orissa and the Chief Inspector of Mines say that the collieries have necessarily to spend some money on recruitment. In the light of that statement would you modify your statement that recruitment is not necessary for the coal industry?—No, I am not going to modify my statement. In connection with the establishment of employment bureaux I said that some collieries might find it necessary to recruit more men. But I have seen many miners wanting work and how can I modify my statement which is based on close personal observation?

**D-1406.** You have said that some miners are compelled to leave for Assam?—Yes.

**D-1407.** You remember the Chairman telling us that there has been no reduction in the number of miners employed in the collieries inspite of the closing down of 300 collieries. In fact the raisings have increased in recent years. In the face of that do you still maintain that there is unemployment among the miners?—Do you mean to suggest that all the miners who have been unemployed on account of the closing of certain collieries have been employed in other collieries?

**D-1408.** Have you any figures of unemployed miners?—I have no accurate figures, but I have seen many miners wanting jobs. If the total number of miners employed in the collieries is the same as before, perhaps some collieries might have employed labourers from outside the coalfields leaving the miners already on the coalfields unemployed.

**D-1409.** You have stated that advances, *bakhshish* and various other items are deducted from the wages of miners, whereas the Chief Inspector of Mines says that not only were they not deducted but long standing advances were remitted. In view of that would you modify your statement?—I had a talk with many contractors and they have said that they deduct such items from the miners' wages. I have not said anything in my memorandum which is not based on my personal knowledge.

**D-1410.** You object to the employment of contractors in collieries, but you said just now that the terms which the miners receive at the hands of contractors are not different from those which they receive at the hands of the employers themselves. Would you therefore modify your statement and withdraw your objection to the employment of contractors?—No, I am not prepared to withdraw my objection to the employment of these intermediary contractors. They take a profit out of the industry as a whole; that can be saved and diverted to the pockets of the labourers.

**D-1411.** Are you sure that the collieries would be prepared to throw away that money?—Yes, the labourers would surely benefit by the abolition of the contractors.

**D-1412.** About 80 per cent. of the total output of coal is raised by contractors, so that this system of getting money out of the wage earners exists, according to you, throughout the coal industry?—Yes.

**D-1413.** If the contractors are abolished do you not think there will be no difference between the terms that the miners receive at the hands of the contractors and those that they will receive direct at the hands of the employers?—That is a different question altogether.

**D-1414.** You say that the contractors pay miners at much lower rates than they receive from the employers and they use tubs of various sizes. Is it not a fact that only tubs of two sizes are used in all the collieries, namely 80 c.ft. and 27 c.ft.tubs?—There are various other sizes also. But these two tubs are generally in use.

**D-1415.** *Mr. Cliff*: Do you mean to say that these two tubs are generally in use or absolutely in use?—They are generally in use. In collieries where they use the electric cutters they use one ton tubs.

**D-1416.** *Mr. Mukherji*: By these 3 sizes of tubs you mean various sizes?—Yes.

**D-1417.** Do you agree that generally they use only the 27 c. ft. and 30 c. ft. tubs?—No, I do not agree.

**D-1418.** *Mr. Sibakli Bose :* Are the union officials allowed to hold meetings in the colliery?—We hold different kinds of meetings; if we go to hold hygienic meetings and that sort of thing, they allow us, but if we go to hold trade union meetings they do not allow us.

**D-1419.** If workers take an active part in the work of the union are they harassed by the management?—There is no specific case of that kind on record, but there are times when such things occur and we hear of things like that.

**D-1420.** Is your union recognized by the employers?—No.

**D-1421.** Has your union requested the employers to recognize your union in order to create a better understanding between employers and the employed?—Yes, we have passed resolutions which we have sent to the employers requesting them to recognize our union.

**D-1422.** Have you received any reply to those requests?—No.

**D-1423.** *Sir Alexander Murray :* To what employers have you sent those requests?—To the employers' bodies, the Mining Federation and the Mining Association.

**D-1424.** *Mr. Sibakli Bose :* Do you think it is necessary in order to improve the relations between employers and employees that your union should be recognized by the employers?—Yes, of course.

**D-1425.** You have said that the contract system should be abolished. Has the contract system any demoralising effect upon the management?—In other words, does it give rise to any bribery or corruption?—It may do, but we have no personal knowledge of that; it is generally believed to do so.

**D-1426.** Are there many accidents owing to the contractors trying to increase the output?—I cannot say, because we hold the employers to be the responsible persons with regard to accidents. The Manager, who is employed by the company and not by the contractor, is the responsible person; if any accident occurs, we hold him to be responsible.

**D-1427.** But are there some accidents due to the contract system?—It may be so.

**D-1428.** *Sir Victor Sassoon :* Are there more accidents in the mines that have contractors than in the mines that have none?—I have no statistics as to that and I cannot say. Whether the accidents are due to the contract system or not I cannot say.

**D-1429.** *Mr. Sibakli Bose :* If the contract system were abolished do you think the conditions of the workers would be improved? I should like to remind you of the huge profits that are earned nowadays by the contractors. If that profit went partly into the pockets of the workers, do you not think their conditions would be improved?—At present the conditions of the workers under the contract system and

under the non-contract system are the same. Whether the abolition of the contract system would lead to an improvement of the conditions of the workers I cannot say. To improve conditions we shall have to fight; we cannot improve conditions simply by abolishing the contract system.

**D-1430.** Do you think the employment of women underground should be abolished immediately?—Yes; I have said so in my memorandum.

**D-1431.** Do you think the employment of women underground has an adverse effect upon their health and that of their children?—Yes, no doubt it has a great effect.

**D-1432.** Drinking water is now supplied in the collieries by the Water Board. Is that for drinking purposes alone? Is it that the workers are not being allowed to use that water for bathing and cleaning utensils, etc?—The workers use it for drinking; they cannot bathe at the road-side hydrant, but they draw as much water as they like. It is open day and night. They bathe in the tanks near about.

**D-1433.** Are not those tanks unclean and do they not affect their health?—Yes; that is why these waterworks were started.

**D-1434.** Do you not think water is wasted in the bungalows and other places?—I have no measurement of the water they use in the bungalows.

**D-1435.** Do you think the minors, clerks and staff are overworked?—Yes.

**D-1436.** Do you think education would improve the conditions and efficiency of the labourers?—Yes, of course it will.

**D-1437.** Do you think a scheme of maternity benefits is necessary?—Yes.

**D-1438.** Would your Association support a scheme by which 6 pies per ton should be levied for maternity benefit and child welfare work?—We support the scheme, but Government is responsible for levying the cess and Government will do that. We are not prepared to promise support for any particular cess without going into the whole thing with the committee of the Association.

**D-1439.** Do you think a provident fund scheme should be introduced?—Yes.

**D-1440.** Is there any such scheme now in any colliery?—There are some provident funds in collieries for the salaried workers but not for the labourers.

**D-1441.** Do you think there should be labour representation on all local bodies and legislatures?—Yes.



**D-1442.** Do you think children who cannot accompany their parents underground are sometimes given opium?—Yes, a report to that effect came to us some time ago and we protested in the Annual Report.

**D-1443.** *Mr. Khetra Nata Sengupta*: Is any commission paid to miners for surplus coal?—No.

**D-1444.** How does the surplus coal come into existence?—The miners are made to over-load. If a tub can hold 20 baskets of coal, they are made to load 22 baskets.

**D-1445.** The entire profit derived from that surplus coal goes to the management or to the contractors and none to the miners?—Yes.

**D-1446.** Can you give us an idea of the income and budget of a miner?—The earnings of a pair, a man and woman, are generally Rs. 4-8-0 to Rs. 5 per week. The miners of this eastern part of the country I have seen purchase generally Rs. 2 worth of rice; those who belong to what is called the up-country, or western side, purchase more flour.

**D-1447.** *Mr. Cliff*: How many seers do they get for a rupee?—They generally get 12 seers of rice for Rs. 2. Another 8 annas they spend per week on oil and *dal*. Re. 1 is spent on vegetables for the week, which they generally purchase on Monday. They generally take meat once a week; they pool the money of several men and buy a goat or something like that. They purchase about Re. 1 worth of meat and liquor per week; that is 8 annas are spent on liquor and 8 annas on meat. The total comes to about Rs. 4-8-0.

**D-1448.** So that they can save very little?—They have nothing to save.

**D-1449.** *Sir Alexander Murray*: What about clothes?—To buy clothes they get into debt and when the debt is too pressing they economize on their food. There is a typical woman miner here and she can say what her conditions are.

**D-1450.** *Mr. Khetra Nata Sengupta*: Do they borrow money to meet emergencies?—Yes, they borrow from the notorious money lenders of this area at very high rates of interest; sometimes the rate of interest is 2 annas per rupee per week, which works out at 600 per cent. per annum.

**D-1451.** *Mr. Ahmed*: Can they repay that money?—They go on paying the interest; I do not know how long it takes them to pay back Rs. 10.

**D-1452.** *Mr. Khetra Nata Sengupta*: You advocate fixing minimum wages. How would you do that?—In my opinion it will be good both for the labourer and for the industry, because, so far as my information goes, the owners compete among themselves: they undersell their coal and curtail wages whenever they want to decrease the cost.

That would not be done and that would benefit the miners. If the owners find the cost is settled to a certain extent, then the rate of sale will be settled also to a certain extent; that will be to the advantage of all: the consumer, the proprietor and the labourer.

**D-1453.** You know the miners work on the piece work system?—  
Yes.

**D-1454.** Then how can you fix the minimum wage?—

**D-1455.** *Diwan Chaman Lall*: Could you not say annas 10 instead of annas 7?—Yes, we want to increase the tub rates.

**D-1455a.** *Mr. Khetra Nath Sengupta*: You say in your statement that the scope of the Workmen's Compensation Act should be extended; in what way?—Here is the detailed amendment we have suggested.

**D-1456.** *The Chairman*: We have that fully before the Commission already in the correspondence. You replied to Government, I think, with regard to an amendment of the Bill?—Yes.

**D-1457.** *Mr. Mackie*: Do you think the high percentage of infant mortality on the coalfield is probably due to the better way in which statistics are now kept?—I think we have taken the figure quoted in our memorandum from the figures given as to those places which are under the Mines Board. Villages are included as well as the coal area; therefore if we are to say it is better in the coal area, we must say the same Board has a better arrangement in the village areas. I really do not accept your view that the statistics are better kept in the coal area.

**D-1458.** In view of your criticism of the medical facilities provided, I presume you do give us credit for spending large sums of money on medicines, medical staff and hospitals?—I think I have made reservations in my statement. There are collieries which have good arrangements, but generally there are no arrangements.

**D-1459.** What are the collieries which are not supplying medical aid?—I can give the names of those who are really supplying medical aid; the number on the other side is so heavy that it would be difficult to name them; it would be a very big list.

**D-1460.** In dealing with the question of the "extent of medical facilities provided", you make the sweeping statement that all cases except the very simple ones are treated at the civil hospital in Dhanbad. That is not the case. Have you proof that all cases are taken to Dhanbad Hospital?—I think we got that statement from the maternity scheme which was drawn up by the Chairman, Jharia Mines Board of Health.

**D-1461.** Then that is only second-hand information and I tell you it is not the case?—It may be that there are exceptions but this statement is not wrong generally. One or two exceptions do not logically make it wrong.

**D-1462.** Do you agree that a big number of collieries have schools of their own?—A small number of collieries, not a big number.

**D-1463.** And also that quite a number of children of miners and menials attend?—There are some schools of primary standard where there are some miners' boys.

**D-1464.** Do you realise that at least one company has a pension scheme for Indian staff?—Yes, the information that it has been introduced has been received very recently, but that is for the salaried office people.

**D-1465.** I beg your pardon, it is for the menials and everybody?—Not for the miners.

**D-1466.** We already have a miner's widow on a pension.—Yes, I had information only the day before yesterday about this. I do not know whether it is already in vogue.

**D-1467.** It is in vogue. You say that the rate of agricultural wages is from annas 10 to annas 12 a day; I suppose you can substantiate these figures. For how many days of the year are they able to earn these wages?—For two or three months, not more than that.

**D-1468.** *Mr. Cliff* : What months are those?—During the Monsoon and harvesting seasons.

**D-1469.** *Mr. Mackie* : Is it the case that the membership of your Association includes coal merchants, small colliery owners, pleaders and medical men?—Yes, there are some special members; there is a rule to that effect.

**D-1470.** How can they be called colliery employees?—Under the Government Trade Union Act we can get some outsiders in as members to help us.

**D-1471.** In your description of the employers' associations, you say they consist of two: one Indian and one non-Indian. Do you realise that in what you call the non-Indian association there are 11 Indian members?—I am sorry I am subject to correction, because I had no information like that before; it was our idea that one is Indian and the other European.

**D-1472.** With reference to accidents and compensation you were rather vague about "misadventure". I do not think there have ever been many cases under "misadventure" where compensation has not been paid?—There are cases; I cannot give you the number. If it is found to be the fault of the workman, he is not paid under the present Act; we want to improve that.

**D-1473.** *The Chairman* : I think what you meant was that in cases where it might be alleged to be the fault of the worker, but he was still under the control of the management, compensation ought to be paid?—Yes, that is what I meant.

**D-1474. Mr. Mackie :** In dealing with the question of the " extent of strikes and lock-outs ", you speak of a general strike and a general increase of 50 per cent. in wages. As far as I can find, it was in 1920 that the colliery owners, both the Indian Mining Association and the Indian Mining Federation, awarded a 50 per cent. increment?—No.

*Diwan Chaman Lall :* It was 25 per cent., not 50 per cent.

**D-1475. The Chairman :** Do you adhere to your statement in your paper that it was in 1921?—I was not in the Association at the time. I took it from Diwan Chaman Lall's statement and he can correct me.

**D-1476. Mr. Mackie :** Can you give proof of the statement that there was a strike for 4 days?—Yes, there was three days' session of the Trade Union Congress and one more day they did not work.

**D-1477.** Do you call that a strike?—Yes. I was working at the colliery at that time; they did not work. You may say it was not general throughout the whole field.

**D-1478.** Then this is again a sweeping inaccuracy?—60,000 men did not work.

*Mr. Cliff :* May I draw your attention to the statement on this matter made by the Inspector of Mines, who was officiating.

**D-1479. Diwan Chaman Lall :** Was not there a very serious case of compensation in which you and your Association took an active part?—Our Assistant Secretary of a branch informed me over the telephone that there had been a serious accident at Mudidih Colliery. I got that information at about 3 o'clock in the afternoon, but the accident took place early in the morning. I at once spoke to the Chief Inspector of Mines on the telephone. He said: Yes, there was an accident. I asked his permission to visit the place, but he told me it was not within his jurisdiction to give me permission, that I must have permission from the colliery manager. I was then Secretary of the Association. I telephoned to the General Manager of the colliery but could not get him. On the next day early in the morning I again telephoned and then I went to the place. I met the General Manager there, but he said he could not give me permission unless I got permission from the head office at Calcutta. I said it would be quite useless for me to see the place after three or four days, so that it was better for me to go away without seeing it. So I came back. The Government then started the enquiry committee. We met the Government officers and wrote a letter to the Government; the Government allowed two of our members to sit and watch, but not to take part in the proceedings. After that I left India for 3 or 4 months. Two of our members attended the committee. The committee finished its work and submitted its report to the Government, but the Government did not publish the report for about 6 months. On no other committee have we been able to send our representatives. Whenever there is a serious accident, in accordance with the Mines Act the

Government nominates members and appoints a committee of enquiry. The law is that after 6 months there can be no prosecution so far as we know. There was no prosecution; it was really hushed up.

**D-1486.** *Mr. Clow* : The sitting of the committee did not prevent any dependents from filing a claim under the Workmen's Compensation Act?—No. Some of them got compensation afterwards.

**D-1487.** *Mr. Sibakli Bose* : What was the Government's finding on the committee's report?—The management was certainly in fault.

**D-1488.** *Diwan Chaman Lall* : Are you in favour of a comprehensive revision of the Workmen's Compensation Act?—Yes, I have submitted a report.

**D-1489.** In answer to Mr. Mukherji you said there has been some improvement in conditions. Are you aware that "Wages and Prices", a Government publication, states that the miners' wages in 1897 were Re. 0.54 per day, while in 1920 they were Re. 0.57 per day, and according to your statement the wages are less than that to-day. According to you wages are now less than 8 annas per day, because you say wages are Rs. 4-8-0 for two persons for a week. Has there been any improvement, if those figures are correct?—What I meant by improvement was that housing and water-supply had improved.

**D-1490.** *Diwan Chaman Lall* : Is it your experience that where housing has improved there has been more permanency of labour?—Yes.

**D-1491.** In the matter of education has there been any considerable improvement since the holding of the Trade Union Congress here in 1921?—Since that time, as far as I know, two or three schools have been really earnestly started; that is all.

**D-1492.** Are you aware that at the time you were being referred to, the general strike in 1921, a demand was put forward on behalf of the workers for a 25 per cent. increase?—Yes.

**D-1493.** Would you be prepared to correct your statement and say 25 per cent. instead of 50 per cent.?—Only 25 per cent. was given.

**D-1494.** Has there been a decline in wages since that period?—Yes, after that increase was given they were getting more than they are getting to-day.

**D-1495.** So that with regard to wages there has not been an improvement?—No.

**D-1496.** Are you aware that at that time, when the Congress was held here, both the Indian Mining Association and the Indian Mining Federation sent messages to Government asking them to prohibit the Congress within a radius of 200 miles of Jharia?—Yes, I have stated that in this report.

**D-1497.** I will now read an extract from a circular sent out by the Indian Mining Federation: "I am also to intimate that it has

been suggested to the committee that individual action might be taken by colliery agents or proprietors, either direct or through their agents, under Section 144 of the Criminal Procedure by laying an information before the Magistrate of Dhanbad calling upon him to prohibit meetings in anticipation of a serious breach of peace and danger to property. Section 144, which is subjoined below, give very wide power to the Magistrate on his being reasonably satisfied that such action is justified". Are you aware that such action was contemplated by the employers?—Yes, it was.

**D-1492.** If that was the attitude of the employers at that time what improvement has there been in their attitude since then in their dealings with your Union?—The improvement is this: that nowadays we get replies to some of our letters. Before that Congress meeting there was no union, and in the beginning no body cared even to send a reply. Nowadays the mining officials send replies to our letters.

**D-1493.** Is there only one mine in this area where a system of pensions has been started?—Yes, that is my information and that was started very recently.

**D-1494.** The Coalfields Committee reported that as far as coal was concerned it was a national asset, but as far as the coal miner was concerned he was of secondary importance?—Yes.

*The Chairman:* That sounds rather a disjointed sentence.

*Diwan Chaman Lall:* This is the actual sentence: "Coal was a national asset", but that on the question of labour, which the Committee regarded as only of secondary importance, it has decided nothing beyond approving the system of shifts in mines.

**D-1495.** Do you, as representing the workers, regard the coal miner to be equally a national asset?—Yes, of course.

**D-1496.** Have you ever considered this question from the point of view of the conditions of life of the coal miner, namely, the nationalization of the mines?—Yes, I have thought over it. It is a very difficult question. Unless the conditions are properly studied nothing can be said definitely; but I was reading the other day that some scheme of rationalization is proposed. I think rationalization will not be possible in the coal industry for various reasons, and I think ultimately it will have to be nationalized if this industry is to be kept alive.

**D-1497.** *Sir Victor Sassoon:* Your point is that it will have to be nationalized in order to be rationalized?—Yes.

**D-1498.** *Diwan Chaman Lall:* Are the conditions of life and labour of the working classes in the coal mines such that legislative action should be taken to put their wages on a proper basis so as (1) to give them a living wage, (2) make education compulsory in mines and (3) place welfare work on a compulsory basis?—Yes.

**D-1499.** *Mr. Cliff:* The months of July, August and September are the monsoon season. Then is there any special reason why in the month of November the amount of coal raised should be reduced considerably below the average?—In November the workers have their festivals and begin harvesting, cutting paddy.

**D-1500.** You were asked a question which indicated that at certain periods there had been a great shortage of labour. Have the collieries offered additional rates of wages in order to attract labour at these seasons?—It happened during the boom period. Within recent times it has not taken place.

**D-1501.** *The Chairman:* Do they in some cases give some *bakhshish* in addition to the rate of pay?—Never to the miners.

**D-1502.** *Mr. Cliff:* If when dealing with labour departmentally the cost is As. 3½ per ton, whereas by dealing with it through contractors there are cases where the cost is from As. 4 to As. 6 per ton, would not a change to the departmental method mean a saving in the cost of recruitment?—Yes.

**D-1503.** Is any opportunity offered to the Union officials to test the amount paid by the contractor to the miner for raising coal and the amount paid to the contractor; have you ever been able to test those figures?—I have an idea but I have no actual knowledge of their books and accounts.

**D-1504.** Are the relations between your Union and the collieries such that they would welcome your having an opportunity of checking the figures in order to safeguard the interests of the miners?—No, we are never allowed to do that.

**D-1505.** We were told yesterday that where a miner had not an opportunity of filling the number of tubs that he could fill because of a breakdown on the railway, allowances were made to him by the contractor. Is that common?—If it really happens that the miners cannot work during the whole shift because of the breakdown of the railway they may get some *khoraki* of As. 2 per head or something like that, but that is not general; it is sometimes paid and sometimes not paid.

**D-1506.** Do you think it would be a reasonable proposition that where men are prevented from working through no fault of their own they should be guaranteed a minimum earning?—Yes.

**D-1507.** Is not that principle rather accepted in the grant of that *khoraki* allowance?—No. In a case of very great difficulty, for instance, where a man is seriously ill and cannot work for several days, he goes to the office and asks for help and gets some *khoraki* or something like that.

**D-1508.** But where there is a breakdown in the tramway and the miner cannot earn what he would have done if there had been no breakdown, is payment made to the miner?—It depends solely on

the employer, the contractor or the management; if they like they can pay him; if they do not like there is nothing to make them pay.

**D-1509.** That means there is no regular system?—There is no system.

**D-1510.** If the conditions are as stated by the employers, that the miners only work 6 or 7 hours a day, is there any practical difficulty in reducing the maximum daily hours below 12?—Our idea is that hours must be reduced to 8.

**D-1511.** Is your Association applying for an 8 hours' day?—Yes.

**D-1512.** Is it your opinion that if the hours were reduced below the present postulated number of 12, the miners could do their work?—Yes.

**D-1513.** Have you any experience as to how the registers of attendance are kept?—I have no personal experience, but so far as my information goes the register is not accurately kept; it is sometimes filled up in the office.

**D-1514.** Where do you get that information from?—From any man in the colliery; even the attendance clerks sometimes say so, that they have to do that because it is difficult to keep it in order; they say "The time the men remain in the mine is not the time we are to enter in the book."

**D-1515.** Are arrangements made in all collieries that the men must pass through an office before they go down the shaft?—No, there is nothing like that; they come from their *dhawras* and go directly to the pit. In some collieries they have tokens to carry with them.

**D-1516.** *The Chairman:* Is there any objection on the part of the men to having token so that their time can be properly registered?—No, they make no objection to that.

**D-1517.** *Mr. Cliff:* How are wages actually paid to miners?—They are paid weekly.

**D-1518.** By whom are they paid?—If there is a contractor, the contractor's cashier pays them and if it is a direct arrangement the colliery cashier pays them.

**D-1519.** Are there any cases in which the contractor pays the *sardar* and he pays the miners?—There are some cases in which the *sardars* of the miners, the heads of the groups, take the whole payment and then distribute the money among the miners.

**D-1520.** Is that distribution on a regular basis according to a set standard?—Yes. The *sardars* sometimes make something out of it—their regular commission; otherwise it is all right.

**D-1521.** When you say "regular commission", what do you mean?—There is system under which the *sardars* who are in charge



of bands of men of 20, 30 or 40, are paid commission out of the men's wages, viz., two or three pice per tub.

**D-1522.** What is the system on which the payment of 2 pice per ton is based?—If a *sardar* has 20 men under him and it is found at the end of the week that those 20 men have cut a load of 200 tubs then the *sardar* gets 400 pice out of the wages of the labourers.

**D-1523.** Are there many collieries in this area that refuse to recognize your Association?—Yes, none of them recognize us.

**D-1524.** Have the employers in this area demanded that your Association should be registered before being recognized?—No; we have never received any reply from the employers' bodies. We have sent resolutions many times and written letters many times to them, but they have not replied.

**D-1525.** Do you say that neither Association has replied to your letters?—They have not replied.

**D-1526.** *Mr. Ahmed:* Do they allow any holidays with pay?—No, never.

**D-1527.** When we were examining a colliery this morning a man told us he had served for 14 years continuously and had not got any pension. I suppose in Government service in all cases they get pensions after serving a certain number of years and are entitled to get their pensions?—Yes.

**D-1528.** But no pension or gratuity is given to the miners?—No.

**D-1529.** Yesterday when we were inspecting a large colliery near Asansol, we were told that they had been paying the contractor Rs. 2-6-0 per ton, while here at one colliery we were told that they pay Rs. 1-10-0 per ton. If instead of paying this money to middlemen or contractors, the colliery proprietors were kind enough to pay it direct to the workers, do you think the workers would be benefited?—Yes.

**D-1530.** Apart from the two pice commission which the miners pay out of their own pockets, if legislation were adopted to abolish these contractors and set up public agencies for recruitment, do you think that would be beneficial?—Yes.

**D-1531.** Colliery managers have told us that the children do not want to go to school; if compulsory education of boys from the age of 6 to 11 years were adopted, I suppose the children would take the opportunity of receiving education?—Yes.

**D-1532.** From the national point of view it would be a good thing to give these poor people a little education?—Yes.

**D-1533.** *Sir Alexander Murray:* Mr. Cliff put a question to you implying that if there is a breakdown of machinery the employer should

pay the miners for the lost time. What was your answer to that question?—I said it was entirely at the option of the proprietors.

**D-1534.** If the employer has his plant there, has made all his arrangements, has sold his coal for delivery say in November, and then his miners choose to go away to work in the paddy fields and his production declines from 100 tons to 50 tons, purely as the result of the miners going away, what do you think should be done?—We believe that if proper arrangements are made for the comfort of the workers the workers will not suddenly leave in that way; they would take leave and go as others do, not going all together. If they are supplied with all their necessaries and with adequate comforts they will keep to the collieries and not go back to their paddy land.

**D-1535.** You said something about the register being written up in the office and not at the pit head. I think you were in the mine yourself for some time?—I was.

**D-1536.** In the course of your experience have you come across a case of that kind?—I was not working in connection with pay books.

**D-1537.** What were you in the mine?—I was general assistant; payments were made by the cashier.

**D-1538.** May I take it that in the course of your six years' experience, you have come across no case of that sort, namely *baboo* writing up the *hazira* book in the office?—When I was in colliery service there was no system of underground register; it has been newly introduced.

**D-1539.** Do all the collieries shut down on Sunday?—Some collieries work if necessity arises, but usually on Sundays they are closed down and underground work is not done. The clerks generally work on Sundays.

**D-1540.** In your memorandum you say, "The Indian miners will not be found inferior to the British in any way". As a matter of fact the figures which you give there are not comparable because the figures you give for Great Britain and Japan are with reference to colliery workers above ground and below ground taken together, whereas the figures you have given for India are only with reference to workers underground. That is not a fair comparison?—I show that the daily average output of coal in Great Britain is 1 ton per head whereas in India it is 2 tons. That is quite different from the annual rate because if our information is correct, in Great Britain the miners work 6 days a week whereas here our men only work 5 days a week.

**D-1541.** In Great Britain 221 tons per man per annum are raised; as a matter of fact in 1928 in England 250 tons per annum per man were raised. Here you only raise 134 tons per person employed per annum. So that even though here they only work 5 days a week as you say, while in England they work 6 days a week, you are still very far out?—It means that we lose 52 days a year and you have to add that output.

**D-1542.** I think Miss Power suggested to you that the miners might be able to earn more if their women were prevented from working underground. As a matter of fact at the present time only about one-third of the workers underground are women?—That is so.

*Mr. Mackie:* It is 29 per cent. really.

**D-1543.** *Sir Alexander Murray:* I see from the report of the Chief Inspector of Mines in India that the miners earn Re. 0-13-6 per day in December. I also see that on the average they only work 42 hours a week; if they were to work 54 hours a week they would earn a great deal more money?—We do not agree with these figures.

**D-1544.** *Sir Victor Sassoon:* The industry admittedly has not been prospering lately, so that I take it you would not like to increase the cost of production if that might lead to an increased closing of mines?—If the cost of production simply meant wages we should certainly want to increase it. We want the owners to sell coal at a higher price and pay higher wages.

**D-1545.** It is rather difficult to insist that your customer shall pay you more than he needs. We were told this morning that there was a shortage of tubs, and I asked one of the colliery proprietors why more tubs were not provided. He pointed out what appears to me a very good reason for that: he said "we cannot afford to provide tubs if they are not going to be used for the greater part of the year." I think he is right, because when I look at the figures of the number of men I notice that in July you have only produced 601,515 tons in Jharia district, whereas in March you had produced 1,103,658. The curve of production varies between those two months by as much as a million tons. Surely you could not expect a colliery to provide a lot of tubs which perhaps could only be used during two months in the year. I asked him whether the existing tubs could not be used more efficiently and he told me they could. He said: "If the workpeople directly they get a tub or before they get a tub would win the coal, and directly they get a tub and fill it would send it back, that tub could be used again and there would therefore be more actual tubs usable by the men; but the men refuse to begin unless they have two tubs by them"—The miners do that: they do not cut coal unless they are supplied with one tub because it is their experience that if they cut a certain quantity of coal one day and cannot get a sufficient number of tubs in which to fill up the whole of the coal, that coal is stolen by the men of the next shift and they lose it; therefore they do not care to cut it.

**D-1546.** Could not they start cutting one tub?—It is not unusual in the colliery for a miner to get not a single tub during the whole shift. Miners have come out without having a single tub during the whole shift.

**D-1547.** I take it that that occurs in the rush months, January, February and March?—Yes.

**D-1548.** Would it not be the answer that during those months you have too many miners coming into the mines and that the colliery owners should not allow so many miners to come into the mines?—Perhaps that depends upon the demand for coal; they employ more men because they want to raise more coal.

**D-1549.** But they cannot raise coal if the men sit down and do not cut coal because there are no tubs to move the coal. Would you say that that was bad organization on the part of the employer?—January and February are the end of the contract year and towards the end of the contract year it is generally the desire of the contractors to get as much coal as possible.

**D-1550.** But they are not getting any more coal if the men are not cutting it and the tubs are not moving it?—They can sometimes speed up work.

**D-1551.** It must be very difficult for you or anybody to find out the real wage which a man can earn, because I was told to-day that a lot of miners only raise 2 tubs a day whereas I think you told us it is possible to raise 5 tubs a day?—Yes.

**D-1552.** So that there must be a big variation in output. Would your workpeople prefer to cut their coal quickly and get out of the mine or have a long time for cutting it and rest and smoke in the mine?—They do not like to stay underground in that atmosphere.

**D-1553.** I was told to-day that if men got their two tubs early and filled them they would not come up with those two tubs but they would wait until the end of the day smoking and sleeping and come up at the end of the day with the others?—We do not believe that; in my experience I have never seen anything like that.

**D-1554.** Do you think perhaps the miner is hoping to get a third tub?—It might be that.

**D-1555.** *The Chairman:* You tell us that, of your 2,000 members at present on your books, 1,500 are miners. I presume the other 500 consist of office staff employed on the mine?—Yes.

**D-1556.** Can you of your own knowledge tell me the total number of miners in the Jharia coalfield?—Is it correct that it is 95,000?—Yes, about that.

**D-1557.** Of that number your present membership is 1,500?—Yes.

(The witnesses withdrew.)

# BIHAR AND ORISSA.

## SIXTY-SECOND MEETING]

### DHANBAD

Saturday, 25th January 1930.

PRESENT:

The Rt. Hon'ble J. H. WHITLEY (*Chairman*).

Sir VICTOR SASSOON, Bart.

Mr. JOHN CLIFF.

Sir ALEXANDER MURRAY, Kt., C.B.E.

Mr. N. M. JOSHI, M.L.A.

Mr. A. G. CLOW, C.I.E., I.C.S.

DIWAN CHAMAN LALL, M.L.A.

Mr. KABIR-UD-DIN AHMED, M.L.A.

Miss B. M. LE POER POWER.

Mr. G. D. BIRLA, M.L.A.

Lt-Col. A. J. H. RUSSELL, C.B.E.,  
I.M.S. (*Medical Assessor*).

*Assistant Commissioners.*

Mr. JAMES MACKIE, Agent, Eastern Coal Company, Limited.

Mr. M. N. MUKHERJI, Chairman, Indian Mining Federation, Calcutta.

Mr. SIBAKAL BOSE (Indian Colliery Employees' Association, Jharria).

Mr. K. N. SENGUPTA (Indian Colliery Employees' Association, Dhanbad).

Mrs. KAMINI ROY, *Lady Assessor.*

*Joint Secretaries.*

Mr. S. LALL, I.C.S.,

Mr. A. DIBDIN.

**At the Jealgora Colliery.**

**Statement by Nuni Manjhain, Thakuri Manjhain, (Santhal) and Lilmon Manjhain (Santhal), women workers in the Jealgora Colliery.**

*Nuni Manjhain*: My husband was a *sardar*; he is dead now. I do whatever work is given me by the contractor. I fill the baskets and load the tubs underground. I go to work with a gang of women workers. I am paid weekly. I get Re. 1 to Rs. 1-4-0 a week. I have been working here even before the colliery was opened. I used

to clear the jungle and make a small hut to live in. Now I have got a masonry building to live in. We live 4 or 5 people in the same *dhowrah*.

*Lilmoni Manjhain*: I have two children. One died and two are living now. The last child was born here in the *dhowrah*. I stop working 2 or 3 months before confinement. I do not resume work for one year after confinement. I resumed work since six months back. The child is 18 months old now. I did not get any bonus for child-birth. I had a *dai* from Bagdigi. I paid her Rs. 5 and a piece of cloth for the 7 to 9 days that she was with me. I did not go to the hospital when I was ill. The Doctor does not go round the lines. I borrowed some money to pay for the *dai*. My husband is here working with me underground. I have not paid off my debt. I got it from a Muhammadan shopkeeper. The interest is one anna per rupee per month. I pay As. 5 a month as interest. Besides this I have other debts. I had to borrow for my food, because I was not working for some time. I owe Rs. 60 to Rs. 80. Sometimes we do not get tubs and sometimes we get one or two. I and my husband earn Rs. 2 to Rs. 2-8-0 per week. We have never earned Rs. 5 a week between me and my husband. We try to work every day. We do not work on Mondays. Coal cutters do not go down on Mondays. If others go I also go down on Mondays. I cannot go by myself. On Sundays I get my wages sometimes at 12 o'clock and sometimes at 2 or 3 o'clock. I have to wait till my turn comes. I do not pay any money to the contractor or to the *sardar*. We go at 5 or 7 o'clock on Sunday evenings or on Mondays for shopping. Sometimes I am paid very late on Sundays so that I cannot do shopping on Sundays. There is a market on Sunday and Monday every week. My husband has no land. I have no house in the village. I live here permanently. Besides the single *dhoti* I am wearing I have another torn cloth which I use when I wash this *dhoti*. I buy 2 *dhotis* a year costing Rs. 1-4-0 to Rs. 1-8-0 each. I manage with 2 because I cannot afford to buy more. I have heard that women will not be allowed to work underground. When I go down the mine I leave my children behind; the elder boy looks after the younger one and feeds him. I work in No. VII pit. I have been working there since the *kachi* contractor has taken up work.

We do not give opium to the children when we go down the mines.

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**Statement by Sakaram, (from Raipur, Central Provinces) Karuraj, (from Bhagalpur District) and Jarimeya, men workers in the Jealgora Colliery.**

*Sakaram*: I have been working here for 10 years. I work on short firing. My wife is here and she works with me underground. I come from Kapri, District Raipur. I have never been back to my village even when my brother died. The return fare is Rs. 14-13-0 for two people and I cannot save enough to pay my fare. We do work hard.

I get annas 7 per tub. I have to supply my own gunpowder and fuse, costing annas 13 a seer. We are able to save nothing. I work for 5 or 6 days. Sometimes we get tubs, sometimes we do not. We all worked last night in the mine. Today we all came out at 6 o'clock when the sahib came in and sent us up. Sometimes it is 10 o'clock when we come out. The sun is up when we come out; also the light glows red and from that we come to know that day has dawned. Last night after taking our meals at about 6 o'clock we went into the mine. It was just dark. We filled 3 tubs between three of us. The sahib came and said "The sahibs are coming, you had better go". Sometimes we do not get tubs, sometimes we do not get coal. If both tubs and coal were available we will fill 6 tubs between three of us if the lead is not long. It is not necessary that there should be two tubs in front of us; even if there is only one tub we will fill it up. I and my wife earned Rs. 5 last week. I am amazed at the amount of work I have done already, how can I do more? We want to say to the Commission that we do not get enough to eat and that some arrangements should be made for us. It is up to you to make the necessary arrangements: we look upon you as the guardians of our interests. We drink the water that drips in the mine and as a result we suffer from disease. The water is collected inside the mine and pumped up. It is then filtered, stored in a tank and supplied to us. We are not given the pipe water although there is a connection in the colliery. We did not go to the Deputy Commissioner to complain about this. None of us went there to complain about this. I do not drink. I do not even smoke. I do not know that there is work on the surface on Rs. 15 a month. I am used to work underground. A loading coolie on the surface gets a hazira of annas 10 a day, but that work is not to our taste. The drinking water pipe is turned off between 12 and 4 every day. The sweepers clean the latrines. We get our wages between 10 and 4 on Sundays. The contractor does not begin payment before 10 in the morning. I borrowed Rs. 20 from a *shahukar* in order to release my land from mortgage. I borrowed another Rs. 20 from various other people here. All of us would like to have our rates raised and given a free pass home. We would go there and return to the collieries. When we are very ill we go to the Doctor, otherwise we treat ourselves. If the rates are raised we would work harder.

*Karurai*: I have been working here for 9 years. I load the machine and cut coal. I have been working in the same mine. I am married and my wife is in my village. I do not get sufficient food then how can I send money to my wife? My wife lives with my parents in the village. During the 9 years that I have been here I went home twice. I came from Ganora village, Bhagalpur district. The last time I went home was 3 years ago. I work as hard as I can for 6 days a week. I work on Mondays also. I get annas 4 per tub. I do not know that there is work on the surface on Rs. 15 a month. That is much better work and I will prefer to do that if it is available. Both of us are willing to do that work. I have a debt of Rs. 100 which I borrowed from a

mahajan of my village partly for my brother's wedding and partly to live on when I had not sufficient money with me.

*Jarimeya* : I have been here for 4 or 5 years. I have been working in the same mine. I am married and my wife is in the village. I do not get enough to eat, then how I can send money to my wife. She lives with my parents in the village. I come from the district of Monghyr. I go home once or twice a year and remain there for 5 or 6 days and then come back. I work hard for 6 days a week. I work on Mondays also. I get annas 4 for a tub. I do not know that there is work available on the surface at Rs. 15 a month. If such work is available I am willing to take it up. I have a debt of Rs. 60 which I borrowed from a mahajan of the village."

(The witnesses withdrew.)

**Mr. D. Black, Manager, Jealgora Colliery, and Mr. P. B. Dandekar, Raising Contractor.**

**D-1558.** *The Chairman* : Mr. Black, how long have you been manager here?—[Mr. Black] 10 years.

**D-1559.** Mr. Dandekar, when were you appointed as contractor on this colliery?—[Mr. Dandekar] : I started work on 1st December 1929. I recruit labour and I am responsible for the cutting, raising and despatching of coal. I receive payment from the Company at so much per ton raised and I pay the labour myself.

**D-1560.** *Sir Alexander Murray* : Mr. Black, have you had any experience of mining work at home?—[Mr. Black] I started work when I was 17 years of age. I have had about 25 years experience. I was a miner, trammer and an under-manager. I have been here a little over 10 years as manager with this company.

**D-1561.** How many miners have you?—(Mr. Dandekar) : 240 men and 69 women.

**D-1562.** Did you employ this contractor?—(Mr. Black) : Yes. He was the most successful tenderer.

**D-1563.** Have you any other contracts besides this?—(Mr. Dandekar) : I am a partner of a firm of contractors who have contracts in the Gopalichuck West Colliery and East Colliery. We have other contracts also but they are run under different names.

**D-1564.** When did you come to Bihar and Orissa?—I came in 1923 and ever since that I have been connected with mines.

**D-1565.** Can you tell us from your registers how many tubs Lilmoni Manjhain (women miner) has raised during the last few weeks?—I cannot say that by a reference to my registers. Lilmoni raises coal with Telga, her husband on some days and with another miner by name



Sam on other days. My register shows the following entries against Telga :

Week ending:	25-1-1930	18-1-1930	11-1-1930	4-1-1930
Monday	-	-	-	-
Tuesday	2	-	-	2
Wednesday	-	-	-	2
Thursday	2	-	-	-
Friday	2	1	-	-
Saturday	-	1	-	-

The week before he was absent altogether.

**D-1566. The Chairman :** Does that mean that Telga did not work on all the days when he could have worked?

(Telga, miner was called and examined and made the following statement.)

I have worked here for a long time. I have been working in No. VII pit. I went down 4 days this week. I did not get any tub one day. I have raised 6 tubs this week. Yesterday I raised 2 tubs, the day before 2 tubs, and on Wednesday I did not get any tubs, on Tuesday 2 tubs and on Monday nothing. Last week I went down two days only,—Friday and Saturday. I raised two tubs of coal and three tubs of coal-dust. On other days I did not go down because, there was a festival. The greatest number of tubs I have ever raised is 3 in one day. I do not remember how many I would have raised in one week. I and my wife earn Rs. 2-8-0 to Rs. 3 a week. Sometimes I feel pain in my hands and on those days I do not go down. My wife goes down with another man.

THAKURI MANJHAIN was re-examined and made the following statement.

She said she worked with Thakur. She did not go down this week because she was ill. Thakur had gone home since September last. Barsa has been working in Thakur's name. (The following items of work stood in the name of Thakur.)

Week ending	25-1-1930	18-1-1930	11-1-1930	4-1-1930	28-12-1929
Monday	-	-	-	2	-
Tuesday	2	-	-	4	4
Wednesday	1	-	-	5	5
Thursday	1	-	-	4	5
Friday	-	-	-	-	4
Saturday	-	-	-	2	6

**D-1567.** Why is there such a large number of tubs against his name on some days?—(Mr. Dandekar) Perhaps Barsa worked with more men.

(Barsa was called and examined. He said he went alone for work. Kamin used to follow him. Even she did not follow him this week.)

**D-1567A.** *Mr. Cliff* : If a man went down the miné and if no tubs were available do you make any allowance for him?—(Mr. Dandekar) : No, I make no allowance.

**D-1568.** Do you control the distribution of tubs?—Generally I try to get as many tubs as are necessary for the miners. But if due to any unforeseen circumstance after the work is started, the tubs fall short I cannot help.

**D-1569.** Do you stop a man from going down when you are not able to supply tubs?—Yes.

**D-1570.** *Sir Alexander Murray* : When did you last fail to supply tubs to anybody? How many tubs are there in No. VII pit and how many miners work there?—I have 175 tubs in No. VII pit where 125 people work during day and 125 people during night.

**D-1571.** How many times a day can they fill the tubs?—They can fill twice during day and twice during night. They can easily fill at least three times in 24 hours.

**D-1572.** Your books show some miners filling 5 or 6 tubs a day; how can it be?—Generally two or three miners raise the tubs in the name of one person—their *sardar*. Perhaps in that particular gang there were more men.

**D-1573.** May it be that in one portion of the colliery you have got a number of tubs and in another portion you have not got any?—No, we try and distribute the tubs uniformly in accordance with the requirements of the number of miners working there.

**D-1574.** How many tubs of coal on an average do you raise from No. VII pit?—About 6,400 tubs per month.

**D-1575.** *The Chairman* : If a man and his wife—assuming that his wife works with him—worked 6 days a week and did reasonably hard work—I do not mean extra hard work—how much could they earn?—About Rs. 7 to 8 or Rs. 28 a month.

**D-1576.** How many days a week on an average do they work? Will it be 4 days?—They generally work 5 days a week.

**D-1577.** When do you pay the wages on Sunday?—I start payment at 8 o'clock in the morning and go on till 12 o'clock. Generally the miners do not fail to come before 12 o'clock; but if they do, I pay them whenever they come to me. The miners do not come promptly and take their wages. I have to call their names twice or thrice before they take payment. If all of them were ready I could finish payment in 2 hours. Within 2 hours I could pay about 300 to 400 people.

**D-1578.** Is that the number that you actually have?—In addition to the miners and loaders I have to pay the *hazira* coolies.

**D-1579.** You could therefore make the whole payment between 8 and 10 on Sunday morning—Yes.

**D-1580.** Could you pay the last shift also?—The last shift for the week comes out of the mine on Sunday morning. The mine is closed on Sunday morning and night. I could pay the last shift also on the same day. They do not allow me to have any balance with me. They want the wages to be completely paid.

**D-1581.** *Mr. Cliff*: Do you yourself pay the wages?—Yes. I pay them directly.

**D-1582.** Do you make any deduction for fuse and gunpowder?—There are two systems. In one case we use our machines and break the coal. The miners simply raise the already fallen coal. They are paid 4 annas a tub and 2 pice commission. In the other case there is a class of the miners from the Central Provinces, who use their own crowbars and fuse and gunpowder. They are paid a higher rate of 8 annas a tub and 2 pice commission per tub. When we pay them we deduct the cost of fuse and gunpowder.

**D-1583.** *The Chairman*: Is that because it is their custom to do so?—Yes.

**D-1584.** Do you employ men as *sardars* or *sarkars*?—Yes.

**D-1585.** Do you pay them a commission for surplus coal?—I have never got a surplus yet and I have not paid any commission to anybody.

**D-1586.** How do you pay them?—I pay them as commission of 2 pice per tub raised no matter what the weight is. We do not take into consideration the weight of the tub.

**D-1587.** *Diwan Chaman Lall*: If the weight is less do you not make any deductions?—I generally do not make any deductions. I warn them three or four times. I have stationed men underground to see that the tubs are properly loaded.

**D-1588.** What is the average weight of a tub?—About 13 cwts. Three tubs make two tons.

**D-1589.** Take Thursday the 23rd, day and night. In No. VII pit you have 175 tubs and you have raised 391½ tubs of coal and 66 tubs of slack. Can you in consultation with the manager give a note showing the number of men who went down and the tubs raised and so on?—Yes, I will do so

**D-1590.** *Mr. Clow*: Do you pay the gang yourself?—I pay the head of the gang.

**D-1591.** *The Chairman*: Mr. Black, we have had two complaints made to us. One is with regard to the water-supply to the miners underground.—We do not supply them water. When they go down they take the water with them. The water-supply on the surface is turned on between 7 and 9 in the morning, 11 to 2 and 6 to 8 in the evening, because the water is not really used at other times.

**D-1592.** Is water really so expensive here?—We pay a cess on every ton of coal raised.

**D-1593.** Have you any system of maternity allowance?—No, we do not pay any maternity allowance.

**D-1594.** Have you considered the desirability of making a provision for that?—No, I have not considered that.

**D-1595.** *Mr. Cliff*: Is there any co-ordination between you and the contractor as regards the supply of tubs and the number of men allowed to work?—The contractor arranges for his own tubs and brings his own labour.

**D-1596.** I understand this contractor came here two months ago. Had you any other contractor before?—Yes.

**D-1597.** You never worked departmentally?—No.

**D-1598.** You have no concern with the fixing of rates for labour and the payment of wages?—None whatever.

**D-1599.** What is your attitude towards trade unions?—I have nothing to say against it at all.

**D-1600.** Would you welcome if one was formed here?—Yes.

**D-1601.** I understand that some time ago some of the clerks organized themselves into a trade union. Have you any knowledge of that?—No, I have no knowledge of it.

**D-1602.** When a man is not able to earn through no fault of his own, does the colliery make any allowance to him?—I am thinking of men who are willing to work and go down the mine but are unable to work for want of tubs and so on.—We take pretty good care to see that there are sufficient number of tubs. In No. VII pit we have 195 tubs, not 175 only.

**D-1603.** *The Chairman*: I think I am correct in saying that the tub question occurs in most mines in Great Britain. Yes.

**D-1604.** You yourself would have suffered from want of tubs?—Yes, I have.

**D-1605.** *Mr. Cliff*: Since your time, Mr. Black, they have got a minimum wage. Have you any objection to that principle in this country?—I have not considered that at all.

(The witnesses withdrew.)

**Mr. J. E. PHELPS, Agent, Jealgora Colliery.**

**D-1606.** *Col. Russell:* Why do you turn off the water-supply except for 8 hours in a day?—It is a matter of economy. There is a very considerable waste taking place. The miners generally prefer to wash their clothes under the taps. We have to conserve the supply of water and see that it is not wasted.

**D-1607.** You pay a water cess based on the number of tons of coal despatched?—Yes. The Water Board gives us a free allowance of 1,200 gallons per rupee of cess paid by the colliery. Beyond that we have to pay at the rate of 12 annas per 1,000 gallons. That is why we have to see that the water is not wasted. As far as my knowledge goes the miners get enough supply of water.

**D-1608.** *The Chairman:* Do I take it that the water-supply at the source is not unlimited?—It is not unlimited. It is only monsoon water stored there. There is very little of spring water and it cannot give an unlimited supply to all the collieries. If we gave an unlimited supply it might happen that the supply at the source might run out and result in complete stoppage.

**D-1609.** The water at the source is not adequate for an unlimited supply to all the collieries?—No, it is not adequate and therefore it has to be controlled.

**D-1610.** Is your limitation of 8 hours one that is general over the whole field, or does it obtain on your colliery only?—I believe that economies are general over the whole field. I have a big bazar here which consumes a tremendous amount of water. That water is part of my free allowance and in the course of the year it totals up to a high figure. That water would be so much less if I could give it to my labour.

**D-1611.** *Mr. Sibakli Bose:* Do these restrictions apply to the bungalows and the *baboos'* quarters?—Yes.

**D-1612.** *Sir Alexander Murray:* Have you not had some correspondence with the Board of Health with regard to this water-supply?—Yes, here is the correspondence which I had with the Board. In order to conserve the water I put into operation our own filter plant which we had been using five years ago when we had no Government water-supply. The water is filtered on up-to-date methods, chlorinated and then supplied to the labourers. We want if we could, to supply our labourers entirely with our own water. The consumption of water was very great and if we had gone on taking the Government water-supply at the same rate as in the first 5 months of the year we would have had to pay half lakh of rupees for these collieries including the cess. We pay a cess of Rs. 19,000 for this colliery. Here is a chart which explains the consumption of water in the different months of the year. (A chart was shown and explanation given.)

**D-1614.** *Mr. Sibakli Bose* : You discontinued taking extra water from the Water Board on grounds of economy and not because the Water Board was unable to supply you the required quantity?—Quite so, on grounds of economy.

**D-1615.** *Col. Russell* : It has been said that the water you supply from your plant is not good and is causing illness. Have you had your water tested? My information is that you have had it tested three times?—We have had no bacteriological reports from the Board. The Chief Medical Officer said that the water was not good. (A chart was produced and explained showing that the health of the labour had not suffered).

**D-1616.** *The Chairman* : You have given us a letter which gives your views to the Board of Health claiming to continue the use of your water. I gather that they have not given you permission?—I have permission to continue my water-supply till the 31st January. I have undertaken to cut it off after the 31st.

**D-1617.** We will have to discuss the matter with the Mines Board of Health. Perhaps you will be good enough to submit a note on the point before we meet them.—Yes, I will do so.

(The witness withdrew.)

# BIHAR AND ORISSA.

## SIXTY-THIRD MEETING.

### DHANBAD

Monday, 27th January 1930

PRESENT :

*The Rt. Hon'ble J. H. Whitley, (Chairman).*

*Members.*

Sir VICTOR SASSOON, Bart.

Sir ALEXANDER MURRAY, Kt., C.B.E.

Mr. A. G. CLOW, C.I.E., I.C.S.

Mr. KABIR-UD-DIN AHMED, M.L.A.

Mr. G. D. BIRLA, M.L.A.

Mr. JOHN CLIFF.

Mr. N. M. JOSHI, M.L.A.

DIWAN CHAMAN LALL, M.L.A.

Miss B. M. LE POER POWER.

Lt.-Col. A. J. H. RUSSELL, C.B.E.,  
I.M.S. (Medical Assessor).

*Assistant Commissioners.*

Mr. JAMES MACKIE, Agent, Eastern  
Coal Company, Limited.

Mr. M. N. MUKHERJI, Chairman,  
Indian Mining Federation,  
Calcutta.

Mr. SIBAKLI BOSE (Indian Colliery  
Employees' Association, Jharia).

Mr. K. N. SENGUPTA (Indian  
Colliery Employees' Association,  
Dhanbad).

*Lady Assessor.*

Mrs. KAMINI ROY.

*Joint Secretaries.*

Mr. S. LALL, I.C.S.

Mr. A. DIBDIN.

**Mr. N. P. THADANI, I.C.S., Chairman of Jharia Mines Board of Health, Chairman of Jharia Water Board, Commissioner for Workmen's Compensation, and**

**Dr. RYLES, Chief Medical Officer of the Jharia Mines Board of Health.**

**D-1618.** *The Chairman :* Mr. Thadani, how long have you been Chairman of the Mines Board of Health?—2 years and 9 months. In 1925 I officiated for 5 months, so that my total experience is 3 years, 3 months.

**D-1619.** You have been acquainted with the work of the Board of Health from its inception?—Not from its inception; I came here in 1925, and I have been keenly interested and have studied the labour problems in the coalfield.

**D-1620.** The Mines Board of Health came into being chiefly to combat serious epidemics which had swept over the coalfields?—Yes. The Jharia coal industry may be said to have been started in earnest from 1901; from then until 1914 or 1915 the industry encountered great difficulties largely due to scarcity of labour and intermittent epidemics. Labour would not stay in sufficient numbers; conditions were very bad in the beginning. The labour would get frightened, and if two or three deaths occurred at a colliery, two or three hundred workers would leave over-night quietly without permission. The consequence was that the industry was in a state of dissolution. It therefore occurred to those who controlled the industry that they must take in hand the amelioration of labour conditions; that appeared to be the only solution of the labour problem. That gave rise to the Mines Board of Health. At first there was a committee which operated for some two or three years; finally we had Government assistance and Government gave the services of the District Officer as Chairman of the Board. The functions of the Board have been first and foremost the prevention of epidemics, chiefly cholera and small-pox. Next in importance comes sanitation on the colliery premises, in the bazaars and other places which are subsidiary to the mining industry all over the coalfield. Included in sanitation are housing accommodation for labourers and other matters. After the scheme had operated for a number of years it was found that all attempts at sanitation directly were not of much avail against epidemics; we did not succeed. Then the necessity was appreciated of a supply of sufficient pure drinking water. The industry made a huge sacrifice to organize this scheme of water-supply; the Jharia Water Board scheme has cost about 66 lakhs in loans from Government, and altogether the industry is paying Rs. 4,44,000 interest per annum on those loans, and now we have succeeded. The Water Board is the child of the Health Board. I regard water-supply as a part of the health work and as part of the work of the Board, but because the child was much bigger than its parent, we had separate finance; the finance of the two Boards is completely separate. We have nominated two Boards with separate membership, though the majority of the members of both Boards are the same persons. I will not say the water-supply is adequate from everybody's point of view, but probably nine-tenths of the needs are supplied. The Jharia Water Board scheme is probably the most costly in the world, and so the industry has to pay a very heavy cess. There is a widespread inclination to economize on water. The memorandum on behalf of the Jharia Mines Board of Health was prepared by Dr. Ryles and submitted through me as Chairman. Dr. Ryles is directly responsible for the enquiries necessary for the collection of this information. I concur with most of the memorandum, though there may be words and phrases



with which I am not in agreement. The water-supply is in more senses than one restricted, but the essential needs are supplied. For instance, labour would like to have water for bathing, but they are not allowed to use the water for that purpose. Labour would like to have a more plentiful supply while the collieries do in fact economize on water.

**D-1621.** In your view is there ample drinking water?—Drinking water is plentiful.

**D-1622.** I understand the method of charging is based up to a certain point on the output of coal?—Yes, the Water Board cess is based on the raising of the coal of the previous year. At present it is 9 pies for every ton of coal raised. For every rupee of cess paid during the previous year we give an allowance of 1,200 gallons of water, and no further charge is made for that, it being considered as having been paid for by payment of the cess. Beyond that 1,200 gallons a water rate is charged. The cess is fixed having regard to the normal requirements of the collieries. If any colliery requires an exceptionally large quantity of water it is considered to be only fair that they should pay for it in water-rate.

**D-1623.** Where there is a bazaar which consumes a large quantity of water, is any arrangement made for that or is that included in the 1,200 gallons?—It depends. Throughout the coalfield in congested *bustis* and bazaars we have put stand-posts from which water is supplied free of all charges to the public. The bazaar consumption is separate and additional to the 1,200 gallons allowed to the collieries. The Water Board supplies it free though industry indirectly has to pay for it. There are also some bazaars situated on colliery premises; the people in the bazaars were the tenants of the collieries and therefore the collieries undertook to supply them with water from their own stands; so that they are consuming colliery water for which the collieries pay. There are two kinds of bazaars.

**D-1624.** We had in evidence last week a complaint in a certain quarter that the water was cut off except for 8 hours per day. We were told that one of the reasons for that was that the consumption in the bazaar took a large part of the colliery allowance of water and that the colliery were under a heavy charge for the additional water required. In that case it is true, I understand, from what you say that the consumption in the bazaar on the colliery premises does come out of what I may call the colliery's free allowance?—Yes. Originally the people in the bazaar on the colliery premises were the colliery's own work-people; but labour may leave a colliery and labour also lives in adjoining houses in *bustis* and bazaars. The collieries bear the cost of the water-supply to bazaars situated on their own premises.

**D-1625.** Then there is no reason for the restriction of the drinking water-supply to 8 hours other than a question of economy in order to diminish the water-rate for the extra supply?—That is true, but various

factors operate. The colliery which used to raise, say, 40,000 tons may have decreased its output to 5,000 tons. In fact a colliery may be nearly closed down. Yet the bazaar people who have settled down at the colliery may be still there and still want water. The output having diminished so much, the colliery may no longer be willing to supply water to the same extent, and therefore the colliery may cut down the supply to 6 hours, 4 hours, or even 2 hours. Bazaar people have complained to me that the colliery manager is supplying them with water for only 2 hours, and then the colliery manager will justify his action by pointing out how small the output of coal from his colliery is. In such cases I always recommend to the Board that we should put up a public stand-post as early as possible.

**D-1626.** I understand that your Board has in some cases given permission for the use of water drawn from the mines, filtered and dealt with in certain ways?—No, it has not given permission; I have myself written letters requiring the immediate discontinuance of such a supply. Such supplies have been condemned by the Medical Officers of Health after analysis; they are always found unsatisfactory and unfit for consumption.

**D-1627.** Then how comes it that that water has been in use until the end of the current month?—Because the Colliery Superintendent has asked for a little time in which to change the supply.

**D-1628.** Then after the end of this month there will be no further use of that water?—Yes, that is so.

**D-1629.** The second main activity of your Board, I take it, has been with regard to housing—laying down certain minimum standards and enforcing them by means of a system of white, blue and red licenses?—Yes.

**D-1630.** I notice that although you set out a policy of bringing the standards up to your minimum, you have been allowing a moratorium year by year for some little time?—Yes. The programme outlined by Dr. Thompson, the predecessor of Dr. Ryles, was to have been completed by 1923, but it was extended by the Board so that the completion would probably take place in 1926; but on account of the steady depression all over the coalfield the members of the Board who are representatives of the industry mostly agreed that it was necessary to suspend the further building programme; but we too insisted on certain conditions; we insisted that new houses must be built to standard requirements and the existing houses which were occupied must be habitable and must satisfy the minimum requirements. Also when the system had worked for a number of years the Board began to see that the system was far too elaborate.

**D-1631.** With regard to the types of houses, it is clear from the papers that have been submitted to us that all you do is to lay down a minimum. From what we have seen in certain collieries that

minimum is considerably exceeded?—At least one big Company has given more facilities than the Board has required.

**D-1632.** Has anything been done in the nature of an attempt by competition of designs, or otherwise, to achieve an ideal house for the mine worker other than these arched *dhowrahs* which we have seen everywhere?—No, there has been no such ambition. Mr. Leach, a colliery Agent, was very keen on having houses of the very best type and he was successful in a limited sense, but I cannot say that there has been any universal desire in that direction.

**D-1633.** Do you think the time is ripe for the expansion of the work of the Board of Health to cover what is generally called welfare as well as health and preventive medicine?—I think it is overdue by a good many years.

**D-1634.** Would it be a practicable scheme to have two sections, if the purpose of the Board was that of a Mines Board of Health and Welfare, to bring in a new body, leaving to the technical officers their own appropriate spheres?—Yes.

**D-1635.** There is an obvious link between health and welfare which would seem to make it undesirable to have two independent authorities or boards trenching on each other's ground to some extent?—I should not be in favour of the creation of two boards; I should be in favour of having one board with unified control but two officers, one a chief medical officer of health as at present and another, it may be a welfare officer also responsible and subordinate to the Board. The activities of those officers would be supervised and they would be expected to show results. We could achieve a lot through a welfare organization which would be an adjunct to the Health Board.

**D-1636.** If the mine managers, who have made experiments in that direction, as we have seen, came in to give the benefit of their experience to the whole industry, as well as outside persons who had special knowledge of the workers, do you think that would be a useful expansion of the work of the Board?—Yes; but I do not know how far the employers would favour such a scheme; at present they are hesitant and their attitude is not too generous in this direction. I think the attitude of the industry may be defined in this way: that they have regarded even the Health Board, which is the minimum, as a kind of charitable work through commiseration and sympathy with the workers; but were the other point of view pressed upon their attention and were they to regard it as a good sound business investment, we could achieve much more. I think the reason why we have not gone further is because there has been a wrong point of view.

**D-1637.** Up to now there has not been any general conception of the industry doing a very big public service in India in supplying coal to the whole of India?—I agree.

**D-1638.** *Colonel Russell* : Dr. Ryles, in the memorandum of the Jharia Board of Health certain figures are given for death rates and infantile mortality. Will you explain the difference between the total mines area and the rural areas which are referred to in the memorandum?—(Dr. Ryles) : The total area administered by the Bihar and Orissa Mining Settlements Act, 1926, is coincident with the local subdivision and constitutes about 800 square miles. Most of that consists of the rural areas but amongst the rural areas are the actual collieries which we call the colliery areas.

**D-1639.** You maintain separate vital statistics for those two areas?—Yes.

**D-1640.** From the papers that we have before us it is apparent that the figures, for instance, of infantile mortality for the rural areas are less than the figures for the mining areas. Can you explain why there is this large difference, the figure for the mining area being so much higher than the figure for the rural areas?—I can only suggest that there is more concentrated population in the mining areas. All over the world it is found that where population is concentrated there is a higher infantile mortality.

**D-1641.** Is it perhaps partly due to the fact that the registration of births, deaths and infantile mortality is done better in the mining areas than in the rural areas?—No, I do not think so; it is done in practically the same way. Information is obtained from the collieries that a birth has occurred; it comes to our office and is sent to the Sanitary Inspector in charge of that colliery area, who in this case does just, as the sanitary inspectors do in the rural areas, and reports whether that is so or not or whether the child cannot be found. I should think the sanitary inspectors are just as good in the one area as in the other.

**D-1642.** Is another reason that a large proportion of the women in the colliery areas go home to their villages when they are about to be confined and then return to the colliery areas with children who are not registered in the mining areas, though when the children die the deaths are registered in the mining areas?—That is possible.

**D-1643.** In what proportion of cases does that occur?—I do not know; I think a certain number of women go to the rural areas to have their babies.

**D-1644.** That would have an effect in raising the figure of infantile mortality in the mining areas while decreasing it in the rural areas?—Yes.

**D-1645.** *The Chairman* : If 50 per cent. of the women go to their villages for their confinement the rate of infantile mortality may be vitiated by 50 per cent.?—I suppose so. The figures are not accurate.

**D-1646.** Would it be possible for any investigation in that respect to be made in future?—Yes; we could do that with comparative ease

because every child that is registered as having been born is so registered really in order to have it vaccinated in the following year; and we can investigate what has happened to the child in the following year.

**D-1647.** *Col. Russell*: In 1928 the figure for one area is 171 while in the other area it is 96 to 111. Would you say those figures are very serious compared with other parts of India?—I do not know.

**D-1648.** In the memorandum with regard to maternity benefits, it is stated: "In the majority of collieries, however, the general experience seems to be for the pregnant women to cease work about a week before the child is expected". Would you say that that would have any influence on the rate of infantile mortality?—Yes. I do not think they should work up to anything like a week before they are confined.

**D-1649.** But do you agree with that statement?—That is my information. I went round and made enquiries in about 6 of the 8 hospitals and interviewed all the doctors who know about these things; and that seems to be the usual custom as far as my information goes.

**D-1650.** Is it the custom, or not, in the collieries in this area, for maternity benefit to be given to the pregnant women?—(Mr. Thadani): Usually it is not, because probably 90 per cent. leave the coalfield a week or two before and are confined in the villages. As far as those who do remain in the colliery areas are concerned, it is uncertain and it is not a fixed charge; it may be Re. 1 or Rs. 2, or it may be just as much as the woman would have earned in those two or three weeks.

**D-1651.** There is no definite practice. It is also said that during this period and for two weeks or more after the event she receives a sum of money roughly equivalent to her earnings had she been at work?—Yes, that is the maximum; most employers do give something.

**D-1652.** Dr. Curjel in a report which was written in 1923 says that on certain collieries schemes of maternity benefit had been instituted but that owing to lack of supervision none of these schemes appear to work satisfactorily?—I do not think Dr. Curjel is quite right. No definite scheme worth calling a scheme has ever been organized. There is lack of supervision; the work is mostly left in the hands of one Doctor who is not interested in maternity cases and women are not very willing to accept aid from a male doctor.

**D-1653.** Dr. Ryles, do you agree with that?—Yes.

**D-1654.** One of the reasons is that the doctors on the collieries have not the confidence of the women workers and the doctors do

not encourage the utilization of their services during night hours when births usually take place; is that your opinion?—Yes.

**D-1655.** That does not apply only in the coal areas?—No.

**D-1656.** The idea of this maternity scheme as far as I can see is that there should be a large central institution with maternity wards where maternity cases could be kept during confinement?—(Mr. Thadani): The idea is not to have a hospital but to have a base or centre from which we can work outwards. The work lies out in the coalfield and not in the Home. But the Home is a necessarily indispensable background to enable the women on the spot to do her work in a competent manner, so that her knowledge is commensurate with the resources of the Home, and she is not working as an isolated woman with her limited knowledge. A woman who attends maternity cases should be competent to deal with difficult as well as simple cases. Midwives trained at the Home and connected with the Home, would send their difficult cases to the Home.

**D-1657.** Do you think there would be any difficulty in getting the women to come to this Home?—I do not think there would be any difficulty in filling the Home. In fact four times that capacity could be occupied by the women of the clerks and employees from 2 or 3 big collieries alone. The Home would be entirely inadequate for that purpose and it would not be meant to serve that need; it is meant for propaganda, education and for organizing various activities.

**D-1658.** I have seen the bungalow which Dr. Thompson used to occupy and which you have suggested should be used for this purpose. Do you really think that a bungalow in Dhanbad would be conveniently situated for this work in the coalfields?—Yes.

**D-1659.** How far do you think this bungalow is from the furthest outlying coalfields?—10 to 12 miles, though there may be some isolated collieries further away; within 12 miles it will embrace most of the working population.

**D-1660.** Would you have at this centre a lady medical officer?—Yes, and highly qualified.

**D-1661.** Do you anticipate any difficulty in getting a properly trained Indian lady medical officer?—No, I do not. I propose a salary of Rs. 450 to Rs. 600 a month.

**D-1662.** Your idea is under the supervision of a lady medical officer trained in this kind of work to train subordinates such as health visitors and *dais* for work in the field?—Yes. I want to train the local *dais*. The whole idea of the scheme is to solve the maternity problem of the coalfield locally and not by importing women from outside who I believe would not stay.

**D-1663.** Then you would have to appoint first of all one or two more trained health visitors of a fairly high standard of education.

Where would you get them?—The health visitors will come from outside just as the lady doctor would come from outside.

**D-1664.** How would you get these lady health visitors in touch with local *dais*?—They would be given certain defined limited areas of work. We have already the existing organization in the Board of Health circles. We have local officers and local staff in each centre who would co-operate, give information and see to the work in that area. The birth register and vital statistics would be supplied to the health visitor so that she would know what homes to visit where children had been born, and through the young mothers she would come into contact with women who were expecting to be confined so that her acquaintance would gradually be enlarged. She would also have 2 or 3 local *dais* to serve under her and give her local information, and to take her to the homes with which those *dais* would be in intimate touch.

**D-1665.** I think the total number of births in the mines area last year was something over 9,000?—Yes.

**D-1666.** How many health visitors would you require for that number?—An enormous number. I do not propose to foist a scheme upon the industry which the industry cannot or would not support. I want the work to be done gradually, progressively and tentatively so that we may be sure of the ground we cover; consolidation can come afterwards.

**D-1667.** *The Chairman*: I take it that your scheme is just your own suggestion for the consideration of practical persons who might be brought together to deal with this kind of work?—Yes.

**D-1668.** *Col. Russell*: It is generally estimated that a health visitor cannot attend to more than about 250 cases a year and a midwife probably cannot attend to more than 150?—Yes.

**D-1669.** Captain Ghose in another memorandum suggests the figure of 400 births a year for each worker, but I think that is a little high, and even with 400 he says 8 such officers are necessary. He also suggests that the lady health visitor should have two trained country *dais* and that the health visitor should be in charge of the local centre?—Yes, I have seen that scheme within the last few days. I regard it as impracticable, as far more expensive than my scheme and as not going far enough.

**D-1670.** Why do you regard it as far more expensive than your scheme?—Because he attempts to cover ground which cannot successfully be covered by 8 centres, with 8 health visitors and a staff of *dais*; he would be multiplying the organization far too fast and we do not know how it would work.

**D-1671.** In future you would have local centres as well?—Yes, but later on I should proceed from the centre outwards while he would have these health visitors isolated.

**D-1672.** Do you suggest that a central Home with 20 beds in it is going to be as useful in doing propaganda work in connection with maternity relief and child welfare, as local centres under the charge of trained health visitors scattered over the coalfield?—It depends; if all the centres are efficiently working, as they may be at the end of 10 years, and the scheme is perfectly worked, it would be more useful, but I think my scheme is more useful in the beginning because we proceed gradually.

**D-1673.** In the present depressed state of the coal industry would it not be better to appoint a lady medical officer, because there is plenty of work for her to do, one health visitor and 2 or 3 trained *dais* in a centre where the colliery manager is willing to supervise and help in the work; will it not be better to see how that scheme works and then gradually to extend it?—That is worth experimenting. It is better than not having any scheme at all. But health visitors are not supposed to handle maternity cases at all.

*Col. Russell:* We all know that 95 per cent. of maternity cases are normal cases.

*The witness:* I feel that the scheme you suggest would be too much in the air. It is necessary that there should be a Home because demonstrations cannot be done in the villages in the mining area; hygienic conditions cannot be secured. (*Dr. Ryles:*) We want to take the *dais* from where they are now working as dirty, filthy unskilled women, bring them into the Home, train them, and send them back to the places from which they came. I submit that as a far better means of spreading the gospel than bringing in women from outside who probably will not be accepted by the women in the *dhowrahs* at all. None of these schemes indicate where these women are to be trained; Mr. Thadani's scheme provides for it and that is why I think it is better.

**D-1674.** It is suggested that the simplest method would be to set apart a room or rooms in a *dhowrah* to be kept clean and properly equipped under the supervision of the lady health visitor and these places might serve as sub-centres for the lady visitor for propaganda work?—(*Mr. Thadani:*) I propose to spend Rs. 50,000 from Government grant on a building which would accommodate the health visitors and the nurses at the central institution.

**D-1675.** Do you think that some of the rooms in the better *dhowrahs* could be put into a suitable condition to be used as centres?—Yes, specially the *baboos'* quarters. (*Dr. Ryles:*) I have known it done in the Federated Malay States with great success; in fact it is the only way you will get women to go into hospital at all. (*Mr. Thadani:*) Collieries could probably lend *Baboos'* quarters for the purpose.

**D-1676.** *The Chairman:* If a practical and reasonable scheme were evolved by the Welfare section of your Board of Health, which would contain among its members a considerable number of colliery



managers, do you not think that many of the powerful groups of collieries would carry out schemes at their own expense and not become a charge on the funds that you have suggested?—A health organization and a welfare scheme, separated from the Health Board, is going to involve large expenditure. I think the industry as a whole, both European and Indian, would be opposed to the institution of such an organization.

**D-1677.** Why should it cost a great deal of money; you might have the financial co-operation of powerful groups of collieries?—Yes, everybody would welcome such an initiative on the part of industry, but both the Mining Associations have opposed this scheme on the ground of the annual cost. That indicates that the industry will not be prepared to incur a charge of about a lakh per annum, which is the minimum, I suppose, for welfare work in the coalfield.

**D-1678.** *Diwan Chaman Lall* : If a cess of one anna per ton were levied for this purpose do you think the industry would oppose it?—It would oppose it tooth and nail; that would be an enormous cess. They are paying 9 pies per ton for the Water Board. Our income from that is approximately Rs. 4,50,000. From a cess of 1 anna per ton we could raise more than 4 lakhs; in fact it could be done on a cess of one pice per ton. That cess would be levied on about 10 million tons.

**D-1679.** *The Chairman* : If the scheme in the main was the creation of the industry itself they would look upon it rather differently than if it were imposed by some one who had not the practical knowledge?—I think my statement is too pessimistic. I should like to correct it and say that the industry would probably welcome the opportunity of taking such an initiative on their own part and organizing themselves on the basis of a cess of one pice per ton, which I think would be quite enough to proceed with the organization of a welfare scheme. One pice per ton would enable the industry to do substantial welfare work.

**D-1680.** It would be desirable to get the good-will and indeed the initiative and co-operation of the industry itself even though legislation might be necessary to bring the laggards up to the standard reached?—Willing co-operation is absolutely essential; no legislation could probably succeed without it. (*Dr. Ryles*) : Personally I think collieries or groups of collieries would help by having small schemes of their own. For instance, the Kastur Colliery have recently appointed a health visitor to carry on such work. I think some of the larger collieries undoubtedly would help in that way and that would not constitute a charge on the Board as a whole but would be borne by the colliery itself. (*Mr. Thadani*) : May I submit that I differ totally from *Dr. Ryles*. Individual collieries might work for two or three months; they might appoint a health visitor and then dismiss her next day. There would be no uniformity. I believe that all welfare

work should be organized. We should not depend upon isolated collieries but on the industry as a whole.

**D-1681.** I myself do not see any conflict of opinion between you?—(Dr. Ryles): There is not.

**D-1682.** *Col. Russell:* I understand that this central institution which you have in mind is not meant simply for maternity work but is intended to be a training centre for *dais*?—(Dr. Ryles): Yes, essentially.

**D-1683.** What is the object of having your system of licensing houses in different classes?—In my opinion the system is wrong, and I should like the whole thing to be abolished. In the Federated Malay States, where conditions are almost identical with the conditions we have here, the whole of the legislation is contained in about two paragraphs and there is no licensing. I have been asked by the Board to revise the whole question of housing legislation and licensing.

**D-1684.** *Mr. Cliff:* The memorandum does not indicate that the Board suggest any change of policy. Can we take it that the old scheme has been dropped?—If we can find a better one. (Mr. Thadani): I think you may take it that the old scheme has been scrapped; that is why moratoria were granted as a matter of course, because I thought we could not complete the programme as it had originally been laid down by Dr. Thompson. There should only be one license.

**D-1685.** *Col. Russell:* Why has the Board agreed to these repeated moratoria?—The Board consists of representatives of industry with the official Chairman and royalty receivers and there are one or two other officials on the Board who are nominated. The Board naturally were in intimate touch with the position and they thought it was necessary to give moratoria because the conditions were not very satisfactory. We had improved the housing conditions so that more than 60 per cent. were passable.

**D-1686.** Was there any minority report when these moratoria were passed?—No, all resolutions are passed unanimously; we either pass them or we do not.

**D-1687.** I take it you are opposed to these lines, with 20 rooms back to back?—(Dr. Ryles): Yes, I object to back to back dwellings altogether from the health point of view, but the money question comes into it.

**D-1688.** Your policy would be to replace these as soon as possible?—Yes.

**D-1689.** Generally speaking, do you not think the workers would be happier in small blocks of three to four houses grouped in a compound such as you get in the Indian rural village rather than in these barrack lines?—I think so, but the question of expense again arises.

**D-1690.** On Saturday we saw a group of houses arranged on that principle. They do not seem to have cost much more than other types?—Yes, and I think tomorrow you will see some more which cost Rs. 260 per room which is fairly reasonable.

**D-1691.** It is stated that the workers' convenience has been closely studied in drawing up the type plans. Do you think the workers' convenience was studied when these barrack lines were constructed?—(Mr. Thadani): No, I do not; I think they have been constructed for economic reasons. The statement in the memorandum is not correct.

**D-1692.** Have any detailed investigations been made as to the diet of the workers?—(Dr. Ryles): To some extent. Dr. Mitra at my request went round recently and worked out what they spend; you will find it in the memorandum which was sent to the Commission.

**D-1693.** How long did this investigation take?—About two months, but of course he had to do his ordinary work in the meantime.

**D-1694.** Do you attach any weight to the results he has given in note?—I do indeed; I think Dr. Mitra is eminently qualified to ascertain the truth in this matter; I think he has gone into it very carefully and I attach considerable value to his report.

**D-1695.** *Mr. Cliff*: Is it the purpose of this memorandum to show that the diet is adequate?—No, it is really to give the balance between income and expenses.

**D-1696.** *Col. Russell*: Are you generally satisfied with the conditions under which food is exposed for sale in the local markets?—We constantly prosecute people for exposing food to flies and dust and sometimes the food is destroyed as unfit for human consumption.

**D-1697.** You make examinations in the laboratory as to adulteration of foods?—Yes, we do a lot of that.

**D-1698.** You say in your memorandum that the effects of the disturbance of the sex ratio in industrial cities does not apply to the mines areas. I suppose there are a considerable number of men in the mines areas who have left their wives and families in their home villages. Can you give us any information as to the incidence of venereal disease over the mines areas?—(Dr. Ryles) I am afraid my information is rather meagre, but I have got all I can. The figures are as follows :—

Year.				Gonorrhœa.	Syphilis.
1925	...	...	...	256	167
1926	...	...	...	287	118
1927	...	...	...	337	136
1928	...	...	...	216	150
1929	...	...	...	243	110

**D-1699.** Those are the cases which have actually come to dispensaries and hospitals?—Yes.

**D-1700.** I suppose they only represent a fraction of the total?— I think so. I cannot tell you the total number.

**D-1701.** With regard to accommodation in hospitals for indoor patients, you say 8 collieries have fully equipped and up-to-date hospitals and others have hospitals where serious cases are received for treatment. I suppose this is the statement with regard to individual collieries?— Yes.

**D-1702.** Is there any system of provision of a central hospital, fully equipped and staffed for groups of collieries under the same or different managing agents?—I should have said “groups of collieries”. (Mr. Thadani): Some of the larger concerns have a dispensary and central hospital for several of their collieries so that the cases can be brought there in whatever colliery the accident may occur.

**D-1703.** Do they have outlying dispensaries and a central hospital?— (Dr. Ryles): No, that is not usual. There are 8 hospitals associated with collieries or groups of collieries.

**D-1704.** I take it you would prefer to have these group hospitals where they could maintain a better staff and better equipment and more efficient treatment could be given to cases that came to the hospital rather than have a scattered number of badly equipped and poorly staffed dispensaries or local hospitals?—(Mr. Thadani): We have at Dhanbad a charitable dispensary to which the board contributes every year Rs. 2,250. There we have a fully qualified Assistant Surgeon and an operating theatre. The Board maintains a motor ambulance which is capable of bringing in from outlying collieries any serious cases of accident or disease.

**D-1705.** *Mr. Mackie*: You say in your statement that all cases are brought in from collieries; is that so?—No; at least 8 collieries have hospitals which can deal with all cases on the premises. But those collieries which have not, cannot reasonably be expected to have, hospital facilities send their cases in.

**D-1706.** *Col. Russell*: You say that underground scavengers are employed and their work is without exception inefficient owing to the lack of arrangements. How is the night-soil dealt with?—(Dr. Ryles) There is no attempt to deal with it; the men ease themselves wherever they like. So far as I know there is no collection or removal of night-soil.

**D-1707.** *Mr. Mackie*: Sweepers go down and clear up the night-soil from the working places anyhow?—The collier who wants to ease himself goes to a secluded spot and the sweeper cannot find the night-soil. I agree that all working places are kept clear.

*Mr. Cliff*: There are places which are fenced off where people go.

*Mr. Mackie* : They are not working places ; if you open those places you have to send sweepers to clean them out.

**D-1708.** *Col. Russell* : Those places would be used constantly day after day and would tend to re-infect with hookworm all people using them, even supposing they are fenced off?—Yes, 99 per cent. of the population is infected with hookworm.

**D-1709.** They are re-infected?—Yes.

**D-1710.** *The Chairman* : Has your Board made any suggestion on this question of underground sanitation?—No, I do not think so. I am in touch with Mr. R. R. Simpson on the subject. He has an idea for a new type of latrine which might be useful underground. It is rather a difficult problem.

**D-1711.** Are you aware how that is dealt with in other countries?—No ; I understand they have privies down below and the night-soil is brought up. I have never heard of any night-soil being brought to the surface in this country, but it may be.

**D-1712.** If privies or latrines were provided underground, do you think the miners would use them?—I doubt it. You cannot apply the slightest form of discipline to these people, or they leave.

**D-1713.** *Mr. Mackie* : We could not keep latrines near the working places ; do you think they would walk any distance?—No ; if the latrines for some technical reason cannot be placed close to where they are working they will not walk far either above or below ground.

**D-1714.** *Diwan Chaman Lall* : Is not a great deal of discipline applied to the workers in the mines under the Indian Mines Regulations?—I am not familiar with the technical side, but I know if you try to compel labourers to ease themselves in certain specified places they are apt to go away. Dr. Simpson tells me that he has some *agua* privies at the Kastur Colliery which are used occasionally a little. By constant persuasion he manages to make them use the privies a little. Something can be done towards it by gentle persuasion.

*Colonel Russell* : I suggest to you that by the provision of a number of septic tank latrines, properly kept and flushed out, you might be able to do something in this direction.

The witness : The manager of Loyabad Colliery told me that he had spent Rs. 16,000 in putting up a septic tank latrine, but it was never used. I have discussed it with many managers and they tell me it is a very difficult problem but they do not say it is insuperable.

**D-1715.** I quite agree that there is difficulty, but it is not insuperable?—No ; something can be done towards it.

**D-1716.** With regard to water-supply, can the Board compel managers to connect up with your Topchanchi water-supply and also to shut down a bad supply?—Yes, under by-law 25.

**D-1717.** You say that "the remaining one-third will connect up as soon as circumstances permit." What are these circumstances?—There is one portion of the coalfield area towards which the mains do not go at all at present. There are other places where the collieries are so small and so poor that I would rather try persuasion than absolute compulsion.

**D-1718.** You would admit that these small centres are real dangers as far as the coalfields are concerned?—Yes; that was our experience during cholera.

**D-1719.** So that it would perhaps pay you from that point of view to put a certain amount of compulsion on these smaller concerns?—We try perhaps within six months to persuade them to do the thing themselves, but if they fail to do it we take further steps.

**D-1720.** On the question of the spread of propaganda in connection with health matters I notice you say "Public health lectures, both in colliery and rural areas, illustrated by magic lantern slides." Who gives these lectures?—They are given by the Sanitary Inspectors 16 to 20 times a month; they go at nights to all the villages and to the collieries.

**D-1721.** Do they report as to the numbers who attend these lectures?—Yes; that information is given in our monthly reports.

**D-1722.** You are quite satisfied with this method of propaganda?—Yes, certainly.

**D-1723.** Would you be in favour of extending the use of this form of propaganda by the provision of cinema educational films?—That is more difficult. It would involve a lorry. We thought of it. The difficulty of generating electricity comes in. You can do something of this nature in the colliery areas, but it is difficult to do it in rural areas.

**D-1724.** But there are portable cinemas with batteries. Do you not think that they might be used with benefit?—If you take into account the elementary nature of the mental process of the villagers, I think you will agree that magic lantern lectures are sufficient for some time. Education is proceeding as fast as it can.

**D-1725.** You can mix up the educational part of the programme with amusing films?—We do so. We show some dramas at the end of the performance.

**D-1726.** But in any case this form of health propaganda has proved a success?—I think so.

**D-1727.** *Miss Power:* Mr. Thadani, the present period over which the withdrawal of women from underground workings may be spread is 10 years. In your view could and should this period be shortened?—It will probably automatically shorten itself; that is my view. Ten years has been fixed, but the industry itself, realising year by year, would come forward and do it much more quickly. Many of the employers

would have favoured a more rapid elimination of women underground if elimination had to come; they would have sooner consented to get free in 3, 4 or 5 years rather than have a prolonged period of strangulation. They think that it would have been better to have it done earlier.

**D-1728.** I take it there is nothing to prevent them from doing that?—No.

**D-1729.** *Mr. Clow*: Was it not at the instance of the employers that the length of the period was increased from 7 years to 10 years?—The employers through their Indian Mining Association and Federation did demand that period, but I have come in personal contact with employers who regard it as unsatisfactory. They think that 10 years is too much of a prolongation; they would rather do it sooner.

**D-1730.** *Sir Alexander Murray*: Including the Indian members also?—Much more the European than the Indian.

**D-1731.** *Mr. Clow*: Are you speaking of the employers or the managers?—Both.

**D-1732.** *The Chairman*: I think it is clear that since the Act was passed the opinion has changed?—That is so.

**D-1733.** But if one employer reduced his women more rapidly than his competitors he might suffer a disadvantage in his labour force?—He would, but if it suits his convenience he would do it.

**D-1734.** *Miss Power*: Dr. Ryles, with regard to the regulation dealing with the withdrawal of women from underground, the Government have omitted quarries and open works from the regulation. In some of the evidence submitted to us objections are raised not on health grounds but on the ground of trade competition between colliery and colliery, and it is suggested that women should be prohibited from any work below 20 ft. from the level of the surface. Would you be in favour of such a regulation strictly from health motives?—(Dr. Ryles): I do not think there is any necessity.

**D-1735.** I take it you would not agree to further restrict the opportunities of the employment of women except on health grounds?—That is so.

**D-1736.** *Mr. Thadani*, on the question of maternity benefits, would you be in favour of the payment of such benefits being made compulsory by means of a Maternity Benefit Act?—(Mr. Thadani): Yes.

**D-1737.** Would you make such benefits contributory or non-contributory on the part of the woman worker?—I think it would be as well to make them contributory. The contribution may be very small.

**D-1738.** In your view what period of employment should entitle a woman to such payment?—At least six months' continuous employment previous to her going away for delivery.

**D-1739.** Dr. Ryles, turning to the question of the weights carried by women and young persons, male or female, would you be in favour of a clause both in the Factories Act and in the Mines Act regulating this matter?—(Dr. Ryles) : Yes.

**D-1740.** In view of the variations in racial and individual physique and the consequent impossibility of fixing the maximum weights for varying ages, would you be in favour of a clause such as is incorporated in the new Factories Bill in Great Britain? It says : (1) " A woman or young person employed in a factory shall not lift, carry or move any load so heavy as to be likely to cause injury to such woman or young person. (2) The Secretary of State may make special orders prescribing the maximum weight of the load which may be lifted, carried or moved by women or young persons of any age ; and any such orders may relate either to women or young persons generally or to women or young persons employed in any class or description of factories, or when engaged in any process." Would you be in favour of such a clause both in the Factories Act and the Mines Act?—I would definitely say, yes.

**D-1741.** On the question of school children, I understand from some of the evidence submitted to us that the Board of Health organize health work amongst school children attending colliery schools. Is that so?—I am afraid not. We attend only to the general sanitation of the colliery.

**D-1742.** You do not do any special work amongst school children?—There are only two schools that I know of.

**D-1743.** Reverting to the question of the withdrawal of women from underground workings and its effect on the question of the family wage, I understand from the memorandum you have submitted that the average earnings of a man and his wife working underground are Rs. 7-8-0 a week on the basis of three tubs a day at annas 8 a tub. After the complete withdrawal of women from underground workings, can the family of the coal cutter, in your view, maintain physical efficiency on the earnings of the man alone?—(Mr. Thadani) : No.

**D-1744.** Do you think that by better organization in the mine he could so increase his earnings without over-working as to make up for the wage of the woman?—I do not think he would, except by improvements in the technique of mining. Unless improvements come from outside his own physical capacity of raising coal will not be so strengthened as to make up for the loss. It may be that the wage may go up on account of the limitation of labour ; there being few men, the employers may be compelled to offer higher wages.

**D-1745.** I want to ascertain from you whether, when women have been completely withdrawn from underground workings, the wage of the coal cutter, working as hard as he can under existing conditions, will still not be such as to maintain his family on the basis of physical



efficiency?—It is impossible for the miner working alone to raise sufficient coal under existing conditions and earn wages sufficient to maintain himself and his family. The woman must be absorbed in some other trade; she must work and contribute to the family earnings. That is the problem that we have to consider; it has to be faced; it remains unsolved. By eliminating women from working underground we have not given the miner a home, which ultimately is intended. That means that there is a greater responsibility both upon the employer, the public and the Government to find such occupations for women who have been eliminated as would enable them to earn sufficiently, simultaneously giving the miner a home where he can rest; otherwise he would take to gambling and drink having no home at all. The elimination of women has incidentally raised a very important question which lies ahead of us and has to be met and solved.

**D-1746.** Your view is that the wages of the miner must be improved or that some alternative employment must be found for the woman?—Yes.

**D-1747.** Has Government or any of the mining associations considered this question of alternative employment for women?—Not that I know of; I think they have not.

**D-1748.** *The Chairman:* There is one question dealing with still-births. We noticed in looking at some of the colliery forms which, I think, are the forms ordered by your Board of Health that you deal with still-births in a separate column. That is to say, they are not counted either as births or as deaths?—No.

**D-1749.** We have found a good deal of lack of method in some other places with regard to it which again vitiates many of the statistics that are kept. Has that been a recent introduction on the part of the Board of Health?—No. I think still-births have always been recorded in a separate column.

**D-1750.** You as a medical man, I take it, would regard the number of still-births as being a very important index of the general health of the population in the mines or in any other area?—I would. It is usually about 2.5 to 3.0 per cent. of the total births. In most of the countries it is included both as a birth and a death.

**D-1751.** Are you quite sure?—I can give you authorities. On page 505 of 'Preventive Medicine and Hygiene' by Rosenau, the following passage occurs: "still-births are not included in infant mortality. Registrars, however, require all premature and all still-births to be recorded by a birth and reported upon a death certificate." I shall quote an English authority. In the book 'Hygiene and Public Health' by Kenwood and Kerr, the following passage occurs: "The number of still-births notified under the Notification of Births Act, 1907, which should include all deliveries of children after the twenty-eighth week of pregnancy, is usually about 2.5 to 3.0 per cent. of the total births

notified. The Births and Deaths Registration Act, 1936, requires the registration of still-births just as live births, and the delivery of a certificate signed by a regular medical practitioner or certified midwife."

D-1752. You agree, I take it, that, if possible, the Provincial governments should see that the practice is uniform?—Yes.

D-1753. *Mr. Kasmiri Boy*: With regard to the hospital that you have proposed under your scheme for the industrial population, supposing you allow women from the *badrakot* class to be treated in that hospital on payment of a fee, would not that help the hospital and also help the object you have in view of getting sufficient funds?—*Mr. Thakurani*: Yes, it would. While you are on that point I may inform the Commission that I received several letters asking me why my scheme excluded the clerical staff on the collieries. I replied, it did not. The scheme does comprehend the *badrakot* class also, because they are workers essentially.

D-1754. But what about payment?—They will not have to pay anything.

D-1755. But as regards other classes who are not employed on the collieries, they may be admitted on payment of a small fee to add to the hospital funds. I think that would help you, would it not?—Yes I would prefer their admittance, and I think it would be feasible to do so.

D-1756. The scheme, in my opinion, is a very well thought out one, but it is somewhat ambitious considering what you have now. I think it will take a long time to mature if for nothing else at least for the collection of funds?—The question of money does not affect the merits of the scheme.

D-1757. It does not affect but all the same you will have to consider that question also?—Yes.

D-1758. As a preliminary step would it not be better to have a smaller plan which could be immediately put to trial. For instance, you can have health visitors and a certain number of dent, to start with?—That question was raised by Colonel Russell, and I said as to what were the considerations and counter considerations and why ultimately I had to favour the scheme.

D-1759. If you have lantern lectures and if the people went into the different collieries and held demonstrations, would not that help?—That would be very good. I want all to co-operate. Every individual effort would mean a contribution to the common cause.

D-1760. *Mr. Chow*: I notice from Dr. Mitty's note that the unskilled labourer is much advised to drink. Can we take it that that is generally true of the mining population in the outfields?—I think it has become true in these areas. An increasingly large number of unskilled labour has taken to drink.

D-1761. Have you any suggestions to make for restricting the amount of drinking?—It will affect the revenues of the excise department.

**D-1762.** Leave the question of revenue aside for the moment. What suggestions can you offer?—The suggestion I would offer would be fewer of these licensed premises, and simultaneously to concentrate on indirect methods of teaching the miners by better education, better sanitation and raising the standard of living. That would, I think, be the only effective and ultimately successful method of eliminating the evil habit of drinking.

**D-1763.** Suppose within the mining areas the sale and manufacture, I do not say importation, of drink were to be prohibited, would that in any way affect the labour?—The labour would be temporarily unhappy, but I think it would help them and save them a lot of money.

**D-1764.** Would there not be a lot of illicit manufacture?—There would be some. It can be more effectively controlled than, for instance, in America. The methods are so crude and the knowledge is so limited that they cannot be experts in illicit distillation.

**D-1765.** Would liquor made by themselves by brewing be less or more harmful than the Government spirit?—I think the home manufactured product is likely to be more dangerous and noxious to the health than that which is sold under supervision in the licensed premises.

**D-1766.** Would the absence of the present drinking facilities prevent miners from coming to the mines?—I do not think so. The managers do not wish to have licenced drinking houses in their premises. They always tell the excise department to get away to a place which is far off from their premises.

**D-1767.** That is true of all managers, is it?—Yes. I have received several letters, and I think I can safely generalize that the managers are against having drinking houses on the colliery premises. Some ten years ago they may have considered it as an inducement to the labour but now they do not; they are opposed to it; they view it with disfavour.

**D-1768.** *Mr. Birla* : What did you say the total cost of the water scheme was?—We have borrowed Rs. 66 lakhs from Government in various loans.

**D-1769.** That is the total capital expenditure?—A little more because we spent from cess Rs. 20,76,000 which was contributed by the colliery owners.

**D-1770.** So the balance has been provided by the Government?—It is all loans from Government at a very high rate of interest.

**D-1771.** May I enquire, including the interest and other charges, what is the total maintenance charge?—The interest and sinking fund charges are Rs. 4,44,000 per annum. The maintenance charge was about Rs. 1,20,000, but now it has been reduced for the last three years to Rs. 80,000.

**D-1772.** So the total comes to Rs. 5,20,000?—Yes.

**D-1773.** How much, out of it, do you get from the colliery owners in the shape of cess, water-rates and so on?—The whole of it comes from the industry itself because we get from the cess on raisings Rs. 4,22,000; we get cess at the rate of 9 pies per ton; we get about Rs. 40,000 from the collieries as water-rate.

**D-1774.** What I wanted to know was whether there was any burden on the general tax-payer?—No, the industry pays everything. It is a very heavy burden which the industry has cheerfully borne.

**D-1775.** *Mr. Cliff*: Is the capital cost to be liquidated by 30 years?—In about 33 years in half-yearly instalments. One loan is to be liquidated in 43 half-yearly instalments, one in 45 and the other two in 53 half-yearly instalments.

**D-1776.** *The Chairman*: You said it was a heavy burden on the industry which the industry has cheerfully borne. I think that is correct, but would it not also be correct to add that it is recognized that it has paid for itself?—It has more than paid itself. It was a sound business investment.

**D-1777.** *Mr. Birla*: With regard to houses you have set up many standards for them and you said that you have been issuing licenses. You might have noticed many houses which have been erected probably by the workers themselves on the land belonging to colliery owners. Do you include those houses under any of these licenses?—They are not licenced if they are adjoining to the colliery but not situated on the colliery premises itself. But every house on the colliery premises and occupied by a colliery labourer must be licenced. The labourer is allowed to live in adjoining bazaars.

**D-1778.** There may be adjoining land on which a man may have erected a house which may be in a very insanitary condition. What check could you exercise over such houses?—The Board has direct powers to regulate sanitation on the coalfields. They would come within the jurisdiction of the Chief Medical Officer.

**D-1779.** Do you mean to say that even if the hut was erected on the adjoining land you could exercise your powers?—Yes.

**D-1780.** You could compel the workers to demolish those huts and compel them to live in pucca houses built by the colliery proprietors?—You could insist upon a certain minimum standard of sanitation, I take it. You can ask them to demolish houses and build new houses, but the Board will not be prepared to finance for it.

**D-1781.** Are you quite satisfied with the minimum standard set up?—I am not at all satisfied with the minimum because improvement on all sides has taken place and higher standards are demanded by public conscience.

**D-1782.** Is the intention of the Board to improve the minimum standard in course of time?—Yes. I think that is the intention of the industry also.

**D-1783.** On the question of the average daily labour force, you say that in 1924 it was 126,000 while it has now come down to 95,000. May I take it that the labour force has been reduced during the last few years?—It has been reduced.

**D-1784.** Has that caused any unemployment?—It has not caused any serious unemployment. There may be isolated cases of hardship, but as the population is generally agricultural the result has not been serious.

**D-1785.** That means that the extra labour has been absorbed by agriculture and if required again by the collieries it would come back?—Yes.

**D-1786.** There could be no scarcity of labour under the circumstances?—No. The character of the labour not being permanent I do not think there would be. My statement is subject to the seasonal scarcity and excess felt by the collieries.

**D-1787.** It will be seen from the statement that there is serious drink evil prevailing in the colliery area. Do you not think that the best method would be to regulate it in such a manner as to stop it absolutely within a certain period?—Yes. I think that would be better than doing it *en bloc*.

**D-1788.** If it was very detrimental to the health of the workers, steps should be taken to abolish drinking altogether within certain period?—I agree with you completely. It does not contribute to the health, it does not contribute to the efficiency.

**D-1789.** You think it ought to be stopped?—Yes, gradually as you suggested.

**D-1790.** Do you think that five years would be quite sufficient?—It is very difficult to say. Say 5 to 10 years.

**D-1791.** In any case you are in favour of total prohibition of drinking for the coalfields?—Ultimately, yes. It would improve the efficiency of the worker. It would make him temporarily unhappy, but it will not do any harm.

**D-1792.** It appears from the statement circulated by Dr. Mitra that the wages which the miners, loaders and other workers are earning are hardly enough to maintain them. In fact in many cases it has been shown that their earning is less than what they spend in one week. Do you agree with that?—I agree. They do not physically lack food altogether, but the quality is too poor to give them necessary physique and strength. If they get more wages they would have more physical strength. It would raise their standard of living, and I think they are entitled to that.

**D-1793.** Under the circumstances, do you not think that you would like to modify the statement in your memorandum that "Wages are

high enough to allow of a generous dietary for all workers."?—I have already marked out the passage for dissent; I do differ from the statement; I think it should be modified.

*Sir Alexander Murray*: I really do not know, Mr. Chairman, what we have to accept and what we have not to accept in the memorandum that has been submitted by the Mines Board of Health. We find it stated specifically in the memorandum that the physique of the workers is almost invariably good. Mr. Thadani says that he does not agree with that. It has also been specifically stated in the memorandum that wages are high enough to allow of a generous dietary for all workers. Now Mr. Thadani comes forward and says 'I do not agree'.

*The Chairman*: This statement is submitted to us as the statement of the Mines Board of Health. The Chairman apparently dissents.

**D-1794.** *Sir Victor Sassoon*: Are you dissenting as an individual or on behalf of the whole Board?—As an individual.

**D-1795.** *Mr. Mackie*: May I ask whether this statement was submitted on behalf of the Board, because as a member of the Board I was not consulted?—You may take it that it is the statement of the medical officer of health.

**D-1796.** *Sir Alexander Murray*: He has not been here for more than a year?—No. I think if Dr. Ryles had been here longer he would have modified that statement.

**D-1797.** But then you passed it and submitted to the Commission?—Because the enquiries were conducted by him.

**D-1798.** *Sir Victor Sassoon*: Do we take it that there is a difference of opinion between the Deputy Commissioner and Dr. Ryles?—No.

**D-1799.** *Mr. Birla*: May we take it that Dr. Ryles does not subscribe to this statement that wages are high enough to allow of a generous dietary for all workers?—(Dr. Ryles): This statement was made out by myself in conjunction with my office. I have only been here for some months, but Dr. Mitra who was in my position before I took over this job made detailed enquiries in the matter, and the statement was the result of our joint effort, and I stick to it.

**D-1800.** Let us take the typical case quoted by Dr. Mitra where a man earns Rs. 4-4-0 and has to spend Rs. 4-9-0 in order to get rice, dal, vegetables, meat, drink and so on. If that could be accepted as a correct statement, surely the worker is not getting a sufficient diet?—I take it that he earns probably less than the others.

**D-1801.** But he does not provide anything for clothes in this item?—The statement in the printed document is a general statement, while Dr. Mitra has given specific instances.

**D-1802.** Rs. 4-9-0 has been stated to be the approximate expenditure of a worker while the income has been stated to be Rs. 4-4-0. This does not take into consideration the amount he has to spend on clothes and other subsidiary items. However, if that statement has to be accepted as a correct statement, then surely the worker is not getting sufficient wage to allow him of a generous diet?—I think it is a generous diet. The only thing is that he cannot save any money; but it is only a specific instance.

**D-1803.** If the statement which you have made that wages are high enough is to be accepted as correct, I would like to know whether you have based your statement after making any elaborate enquiry?—This statement was not based on any special enquiry, but on the experience of Dr. Mitra for 5 years in this part of the country constantly being in touch with the colliery workers.

**D-1804.** May I ask whether Dr. Mitra sticks to both these statements?—Yes he does. (Mr. Thadani): Four annas for vegetables cannot be regarded as high or generous. These are the things that have compelled me to give an answer which I regard to be just and true. Probably he may have enough rice to eat, but I think that if he had higher wages he would have been physically better off than he is at present.

**D-1805.** *Sir Victor Sassoon*: I take it that it is not suggested for a moment that a higher wage will not allow a higher standard of living?—(Dr. Ryles): No.

**D-1806.** May I take it that your observation has shown you that the physique is generally good?—It is good.

**D-1807.** Based on that observation you have come to the conclusion that on the whole the dietary must have been sufficient, otherwise their physique would not have been generally good?—That is so.

**D-1808.** Here you have got various individual cases. One man earning Rs. 4-4-0 spends Rs. 4-9-0, while another man earning the same amount spends only Rs. 3-14-0. They differ because these are actual facts taken more or less haphazard over a period of just two months; they were not taken over many years and averaged?—Absolutely.

**D-1809.** Your main point therefore is this that your observation is that the physique is generally good and it is on that that you have based your view that the wages are high enough to allow of a generous dietary, but you have said nothing as to whether they are high enough to give them enough clothes or other amenities?—That is so.

**D-1810.** *Miss Power*: Are you able to judge of the effect of the dietary of the mine worker on his physique when you have not

a permanent and stable labour force?—(Mr. Thadani): It is a very difficult question. I do not think it has been considered.

**D-1811.** *The Chairman*: May I take it that the remark with regard to physique is made taking into account the circumstances that as a rule he returns to his country two or more times during the year and that is one element in the maintenance of his physique?—I think so.

**D-1812.** It is not to be concluded that if he worked all the year round in the colliery that physique would be maintained?—No.

**D-1813.** *Sir Alexander Murray*: On the question of wages, I think you said in reply to one of the questions that when women are no longer employed the men cannot earn Rs. 7 a week, which is the amount that a man and his wife are at present earning. We have got actual facts and statements as a result of Government inquiry. They are all detailed in the official memorandum of the Government of Bihar and Orissa. They say that on an average the miners do not work more than 4 days a week and 33 weeks a year. If that is so, do you not think that there is ample margin for a miner to earn more wages to enable him to make up for the loss of his wife's earnings?—We should take it that his habits are not fundamentally changed.

**D-1814.** But is there not ample margin to enable a man, if he wishes, to earn sufficient, even on the basis of the present rates, to maintain his family? How many tubs do you think a miner can raise in a day?—If he works efficiently he can raise 3 tubs.

**D-1815.** Suppose he works for 6 days in a week he can raise 18 tubs. At present he is not raising more than 10 tubs?—That is so.

**D-1816.** At present he works for 33 weeks in a year. How many weeks can he work?—He can work for 42 weeks.

**D-1817.** *Mr. Birla*: Will his dietary allow him to work more than 5 days a week?—If you improve his physique and give him all opportunities, he can earn 3 or 4 times as much as he is earning now.

**D-1818.** *Sir Alexander Murray*: I take it that your point then is that he could earn three or four times as much as he is earning now if his physique were better?—Yes, if his physique is improved, if further opportunities were created, if his character were altered, and if more efficient methods were adopted.

**D-1819.** I accept that as a very fair statement, but let me put it to you this way. You suggest that the man and his wife are now earning Rs. 7 which is sufficient for them to live on?—As a commissioner for workmen's compensation I have come across lots of cases and I find that the average earning is generally Rs. 12 to Rs. 14 and not Rs. 30.



**D-1820.** Do you not think that the whole trend of modern industrial and social development is to make the man earn higher wages than he is doing?—I agree.

**D-1821.** If you are going to say that the woman ought to be provided with employment elsewhere in order that the man may still go on as he is doing now, then how are you going to make any advance at all?—We have to provide the miner with a home and increase his standard of living.

**D-1822.** Do you not think that the first step is to make the man work more intensively, more hours a day, more days a week and more weeks a year?—I agree *in toto*.

**D-1823.** And yet if your suggestion is accepted that we must find employment for women who will be no longer allowed to work the *status quo* remains?—You should give him more opportunities.

**D-1824.** The average rate per tub is As. 8. His wife is no longer employed and it is suggested that the man should get higher wages. What do you suggest — do you suggest that you should raise the rate or that you should make the man raise more tubs?—Primarily by increasing his output. There are also many factors which go towards the determination of the wage. I think that a higher wage is feasible even under existing conditions. So that we could do both.

**D-1825.** Assume that instead of As. 8 we pay Re. 1 a tub, do you think that the man will increase his output?—No, he will not. You cannot give him Re. 1. You can give him As. 10 per tub. There is a great margin between As. 8 and Re. 1.

**D-1826.** About housing conditions I understand that you still condemn unfit houses?—We do.

**D-1827.** With regard to cholera cases, I understand there are more cases of cholera in recent years in the rural areas, that is outside the mining settlement, than in the mining settlement?—That is so.

**D-1828.** So that the effect of your Board of Health has been that it has reduced the incidences of cholera in the mining area to a level which is lower than the level that is outside the mining area?—Yes, that is due to the good water-supply that we have on the collieries.

**D-1829.** Dr. Curjel was sent down by the Maternity and Child Welfare League?—Yes.

**D-1830.** Do you endorse the statements made in the supplementary memorandum?—From beginning to end the scheme outlined in the supplementary memorandum was drafted by me and I accept complete responsibility for it.

**D-1831.** Dr. Ruth Young is quoted therein as having written to you to this effect:

“ I think it is necessary first of all to lay down the fundamental principle that the work is preventive in its scope, that

health workers are not medical women, and cannot carry out treatment. Though doctors are of course necessary, our view is that much more than half the sickness among women and children in this country is preventable, and can be prevented, by the work of health visitors."

Does your scheme provide for an ample supply of health visitors as well?—Yes, it does.

**D-1832.** Therefore you adopt the suggestion of Dr. Young?—I agree with the suggestion.

**D-1833.** Was Dr. Curjel associated with some women workers in her investigation?—Yes, she was.

**D-1834.** She says that the majority of women work less than 8 months in the year and some of them less than 6 months. Do you accept that as a fair statement?—Yes it is a fair statement.

**D-1835.** She also states that women said that they had plenty to eat and the surplus money appeared to be spent by men on gambling and drinking?—It was what a woman said; it might have been true in her case.

**D-1836.** I am asking your opinion whether it would be true as a general statement?—As a general statement it will not be true.

**D-1837.** She also says: "The result of individual inquiries in 107 women mine-workers showed that the majority of women workers go home for their confinement....." Do you accept that statement?—Yes. They do.

**D-1838.** And that "the birth rate among women settled on a colliery is high."—Yes, I accept that statement. But the death rate also is high.

**D-1839.** Is it not remarkable that inspite of the high incidence of venereal disease the birth rate should be high?—That is so. I think medical men will support my contention that venereal disease does not prevent many births. But a high birth rate and high death rate among children born on the collieries is a sure indication of low physique.

**D-1840.** How long does the woman absent herself from work before and after delivery? Dr. Curjel says that she made inquiries and found that the length of absence depended on custom and varied from 15 days to one year. She also says it depends on economic conditions?—15 days are only for women who have their confinement in the *dhowrah* itself. But women who go home for confinement do not return so early as 15 days. They take a month to two months. Some women do not stop working till a week before confinement.

**D-1841.** Col. Russell: Do you think that an investigator given an area like this, working for 5 or 6 weeks and examining 211 or 207

cases, can get an accurate picture of a population such as is housed in the colliery area?—(Dr. Ryles) I think it will be very difficult.

**D-1842.** *Sir Alexander Murray*: Do you agree that a trained investigator like Dr. Curjel, who has spent months in Jute mill areas and other industrial areas on similar investigations, in the course of two months of intensive application to a subject like this could easily get at facts bearing on 211 cases to justify the conclusions she has drawn?—I think it would be a little difficult.

**D-1843.** Then you ought not to accept anything Dr. Curjel says? —I would not say that.

**D-1844.** To what extent are we to accept Dr. Curjel's statements? —It is not very easy to answer that. I know that Dr. Curjel was assisted by some women teachers. I dare say she did her best. Personally I should think that her conclusions should not be taken as infallible. (Mr. Thadani): On the other hand the information conveyed in her note is very valuable and I have summarised her conclusions in my maternity report. I have tabulated them.

**D-1845.** It is your tabulation and not hers?—Yes, it is mine. She had nothing to do with the drafting of the report. From beginning to end it was done by me.

**D-1846.** I understand that you have been forced to curtail the water-supply from your reservoir and that last year you had to close down from 9 o'clock till 6 o'clock in the morning?—We had to close down from 10 to 6 in the night, because there was a steadily increasing demand which we were not able to meet. We have now provided Rs. 40,000 for the construction of two more filter-beds. When they are completed we will be able to meet the demand.

**D-1847.** It is stated somewhere that the East Indian Railway have applied to you for water. Do you propose giving them water?—There was some negotiation going on between the Railway and the Water Board Engineer, but that has not materialized. But we have always maintained that it is our primary obligation to supply the needs of the collieries before we supply anybody else. When the two additional filter-beds are completed we will have an adequate supply of water for all the collieries. We need not restrict hours at all.

**D-1848.** *Col. Russell*: As a Medical Officer do you approve of an intermittent supply of water?—(Dr. Ryles) No, I do not. The pipes are apt to be emptied and unless the joints are very tight foul material from outside will be sucked in. The water will get infected.

**D-1849.** *Mr. Cliff*: With regard to the statistics to which reference has been made I find going round the coalfields that there is very serious doubt cast upon many of them, because I saw registers which are not made to fit facts but made to fit theories. Therefore one is not able to place too much reliance upon the figures which Sir Alexander

Murray has quoted. I want to ask you about a fact which does not appear to be recorded in the statistics. I noticed yesterday at 3 o'clock and 5 o'clock in the afternoon people returning home from the collieries. Can you explain that; do they work on Sundays also?—(Mr. Thadani): It is quite possible.

**D-1850.** They did not appear to have been working yesterday. They were walking home 6 or 8 miles. It was suggested to me that these people having finished their work on Saturday had to wait for their weekly wages and then walk 7 or 8 miles home. Is it within your knowledge?—It is possible. It does happen sometimes.

**D-1851.** People who cannot return home on Sundays till that late hour have their day of rest on Monday and not Sunday. They cannot be called by any means lazy?—The conditions of work underground are so enervating that the miners cannot work continuously for any length of time. They work 2 hours, take rest underground for 2 hours, then work 3 hours and then take rest for 3 hours. A miner may have been underground for 18 hours, but he may have worked only 6 hours. What is regarded as inefficiency of Indian labour is a compelling necessity.

**D-1852.** Then it would appear there is a great deal of inefficiency with regard to organization of the colliery by the employer himself?—Better methods and more machinery could be introduced.

**D-1853.** It is your opinion that there is room for considerable reorganization by the colliery proprietors themselves?—Yes.

**D-1854.** *Diwan Chaman Lall*: You do not agree with the statement that the miners are a lazy people?—No, I do not agree. There are no doubt people of low physique and inefficient people, but I would not class as a whole as lazy people. The miner is a very courageous man.

**D-1855.** *Mr. Cliff*: How many sanitary officers have you?—13 sanitary officers under the Chief Medical Officer of Health.

**D-1856.** In your memorandum, you say: "For the first time the financial side of the question was appreciated and doubt raised as to the competence of the Board (primarily a public health organization for the improvement of sanitary conditions among the industrial population) to undertake the building of a large central hospital for paying patients." Is there any danger of a scheme such as you have outlined in your supplementary memorandum being challenged as not being within the competency of the Board?—There is no danger. The scheme is totally different from that of a big central hospital costing 4 to 5 lakhs of rupees of capital expenditure and two lakhs of rupees per annum to work it. That was certainly outside the scope of the Board. But this is not a hospital; this is propaganda work, education and hygiene. This would come within the legitimate functions of a Board of Health.

**D-1857.** If your scheme is extended as proposed, may it not come under general medical practice?—I do not contemplate such extensive activities as would make the scheme altogether technical and medical; I want to confine that to maternity hygiene and maternity welfare alone. Of course it can expand into a highly technical and centralized institution which would cost lakhs.

**D-1858.** This scheme was prepared in November 1928. Has anything been done in the meantime?—Nothing at all. The report has been circulated to the Indian Mining Association and the Indian Mining Federation, the managers, the agents and the medical officers. Certain individual managers and agents have supported the scheme. The medical profession on the whole have said that this is a good scheme and should be worked. But the two major associations, the Mining Association and the Mining Federation controlling the industry, have rejected the scheme chiefly on account of financial considerations. It would cost them Rs. 16,000 to 20,000 a year. They have also added that women will not go to any nursing home to receive maternity benefit and treatment.

**D-1859.** What hope have you of this modified scheme being accepted?—I have very little hope unless Government helps it through.

**D-1860.** *The Chairman:* May it not have been because it was your scheme prepared without much practical experience of mines? Could not the industry itself be encouraged to build up a scheme with which they might find themselves in agreement?—Yes, it is possible.

**D-1861.** Could we have copies of the letters of the Indian Mining Federation and the Indian Mining Association?—Here are letters from the Association and the Federation. This is the medical opinion. I have received letters from the Indian Employees' Association and the Indian Mine-managers' Association. Both of them have supported the scheme. (Letters handed in.)

**D-1862.** *Mr. Cliff:* This communication starts from the Government of Bihar and Orissa; then it is circulated to the members of the Board of Health. Does the Board of Health endorse the scheme?—They have not yet endorsed the scheme. It has been circulated to the members for opinion.

**D-1863.** The Board is in the hands of the Association and the Federation?—In most matters nothing is ever done without their co-operation.

**D-1864.** When you speak of Government help you mean financial help?—Yes.

**D-1865.** With regard to the diet of the colliery workers would it be possible for you to obtain what you regard as a sample diet on which you have based the statement in your memorandum?—(Dr. Ryles) Yes, we can. I think we have done something in that direction in the first page of the memorandum.

**D-1866.** This document I understand is intended to illustrate the statement?—It does so incidentally. This was prepared because Dr. Curjel told us that this was the sort of thing that you would require.

**D-1867.** You say that it incidentally illustrates that it is a generous diet?—Yes, a sufficiently generous diet. I endorse it.

**D-1868.** With the assistance of Dr. Mitra could you give us a statement showing what you regard as a generous diet for the colliery workers and have it related to their wages?—We will try and give you that but it will take some time.

**D-1869.** With regard to the housing programme the Board began giving moratoria since 1926?—(Mr. Thadani) Yes.

**D-1870.** On what basis do you give the moratorium?—Formerly all the old *dhowrahs* under red license had to be demolished and new accommodation provided on the collieries. But now we insist on new buildings complying with the standard specifications; and houses which are in a bad state of repair should be thoroughly repaired before they are granted licenses. Since 1926 the collieries have not carried out a definite programme of further construction.

**D-1871.** What would be the amount spent on repairs and new constructions since 1926 under the direction of the Board?—Figures are not available.

**D-1872.** When you give a moratorium do you get any figures with regard to the finances of the different concerns?—No. We know that most concerns are suffering badly. The output is limited and there is depression in the industry. They could not afford to spend money on building new *dhowrahs*. Therefore we give them a moratorium.

**D-1873.** *Sir Alexander Murray*: You say as a practical man that the industry has been going through bad times during the past 5 or 6 years and it has not been possible for them to spend as much money on housing as they would like to spend?—I think so. They have actually spent some money though they have not been obliged to do that. During the continuance of the moratorium many new houses have been built.

**D-1874.** We have seen new houses. What I am concerned with is the direction of the Board itself. Is any money spent by the collieries under the direction of the Board?—The collieries do not spend money under the direction of the Board. The Board only insists on certain conditions being fulfilled.

**D-1875.** As far as I can see the present scheme of housing of the Board of Health is scrapped?—Yes.

**D-1876.** Could you give any indication to the Commission of the policy you intend to pursue?—The Board intend to raise the minimum requirement far higher than it is at present. The concession licenses will be abolished. I do not know what the Board will ultimately do;

I will guide the Board in this direction and I hope the Board will agree to my suggestion.

**D-1877.** Have you any specific plans for the future?—We have no specific plans at present. I have only given the general ideas and the details will have to be worked out. Dr. Ryles and myself fully agree that the present scheme is much too elaborate and should go. The minimum should be raised as far as possible with the consent of the industry because it would mean much additional expenditure.

**D-1878.** Can you give the type of houses that you purpose building?—We would abolish back to back houses, provide ridge ventilation, a big courtyard and if space permits much more room at the back. Provision should also be made for bathing platforms and privies. If space permits a small area for a group of houses for growing vegetables may also be provided. There is also scarcity of milk; a cowshed for 10 or 12 houses may also be provided.

**D-1879.** Have you got plans ready?—The Board has not so far got plans ready, but Dr. Ryles and myself could sit down and have the thing planned.

**D-1880.** *Mr. Khetra Nata Sengupta* : There is no representative of labour either on the Mines Board of Health or on the Water Board?—No, there is none.

**D-1881.** Do you agree that labour is vitally interested in the questions dealt with by these two bodies?—I would not oppose representation of labour on both these bodies.

**D-1882.** With regard to the Workmen's Compensation Act would you agree with the Government of Bihar and Orissa that the meaning of the term "dependent" should be made wide enough to include widowed sisters, widowed daughters and widowed daughters-in-law?—I have already recommended the inclusion of these people in a report I submitted to Government.

**D-1883.** Is there any method of assessing the compensation that might be due to an unpaid apprentice who receives severe bodily injuries in the course of his work or who is the victim of a fatal accident?—It is a matter of discretion for the Commissioner.

**D-1884.** *Mr. Clow* : It is not a matter of discretion for the Commissioner in the sense that he can adopt one figure or another?—He must evaluate the benefits received by the employee. For instance if he has had housing accommodation the rent of the house should be taken into consideration.

**D-1885.** *Mr. Khetra Nata Sengupta* : Is it not necessary that there should be a definite provision?—I think a much more important thing is to have a sliding scale of compensation according to the different classes of ages which would be more equitable.

**D-1886.** *Mr. Mukherji:* You have suggested not only increased wages from As. 7 to As. 10 but also the adoption of various welfare measures?—I just indicated that it was possible.

**D-1887.** Do you think that at least the second class coal raising part of the industry, the Indian section, can bear any further expenses?—Were the Indian section of the industry more efficiently run it could afford better wages. The output would be greater and the wages of men would consequently be greater. I have never advocated increased wages as such. I would like to see an increase in output.

**D-1888.** *Sir Victor Sassoon:* You want that the rate should be increased from As. 7 to As. 10 a tub?—It could be increased with increase in efficiency.

**D-1889.** *Mr. Mukherji:* You mean that a greater output will bring in more money to the industry which could be utilized to increase the wages?—Yes.

**D-1890.** Do you know that during the last 6 years about 400 collieries have closed down?—That always happens when depression follows a boom. During the boom period speculation is too great and everybody takes to this industry and the supply exceeds the demand. Then there is a period of depression.

**D-1891.** You think that the depression has already ended?—There are indications that it has.

**D-1892.** Do you think that an increase in cost to the extent of As. 4 or As. 6 a ton will not affect the industry in any way?—It means reorganization of the industry; economize in other things, put in more machinery, adopt better methods, reorganize the superior staff and eliminate the contractors.

**D-1893.** Already out of 1,350 certified managers only 300 have found employment and the rest are out of employment?—There is always the question of adjustment. Perpetual caution is necessary to adjust the supply to the demand.

**D-1894.** If that be the case you seem to care more for the labour point of view and not care for what becomes of the industrial middle class people who are thrown out of employment?—I neither care exclusively for the labour point of view nor for the employer's point of view. Mine is an independent point of view. I think that the industry should be taken as a whole—employers and labourers together—and unless the two co-operate nothing could be done. The employers must be generous towards labour and labour must try to be efficient.

**D-1895.** Supposing it was proved from facts and figures that most of the second class collieries were even now losing concerns and could not bear additional expenditure?—They should be closed down. I am not in favour of inefficient concerns.



**D-1896.** It would then throw out of employment not only a number of miners but also a number of middle class people?—That would be best thing, for it would mean a quicker adjustment. People thrown out of employment will seek other and better employment.

**D-1897.** *Diwan Chaman Lall*: Is it your contention that the people who will be thrown out of employment will get employment elsewhere?—They will be absorbed in agriculture and various other occupations. The skilled labour and the clerical staff might suffer for some time from unemployment.

**D-1898.** *Mr. Mukherji*: You do not agree that there is very serious unemployment amongst the *badralok* class?—I do admit there is unemployment amongst the colliery subordinate clerical staff and the managerial staff.

**D-1899.** And only 300 or 400 managers out of 1,350 certified managers have found employment?—Yes, that is because more managers have been turned out than the industry could absorb. It is a question of adjustment. Some European managers also have been sent home.

**D-1900.** You have advocated an increase of wages to the miner. At the same time you say that the miner contributes handsomely to the excise revenue. How could the miner afford to contribute handsomely to the excise revenue if his wages were not enough?—The miner cannot afford to spend on drink, still he does it. Even though the miner contributes handsomely to the excise revenue no case came to my notice in which the employer contended that the miner was drunk at the time of his employment. It was a wonderful compliment to the miner that although he drank he did not go down the mine drunk.

**D-1901.** Sometimes the miners starve themselves in order to drink?—There will be cases like that. It is true that the miner contributes a very large excise revenue. The Dhanbad division is the most paying subdivision in the Province from the excise point of view.

**D-1902.** How do you reconcile the two points of view, namely, that the wages are low and that the miner contributes handsomely to the excise revenue?—The standard of life of labour is so low. He actually does it.

**D-1903.** He starves himself?—There are cases in which miners deprive themselves of food.

*The Chairman*: That is common in all countries: a man who drinks deprives himself of other necessities.—(The witness): Not only that, he deprives his wife and family also of other things.

**D-1904.** You mean that his physique is invariably bad?—I have not said so. I only object to the word 'invariably'.

**D-1905.** *Mr. Bose*: Is there a medical man as member of the Jharia Mines Board of Health?—No.

**D-1906.** Do you think it is necessary to have one since the Board deals with questions of sanitation and health?—I do not think it is necessary to have a medical man on the Board. We have the Chief Medical Officer whom we could always consult.

**D-1907.** Who are the members of the Board?—There are 2 representatives of the Indian Mining Association, 2 of the Indian Mining Federation, one representative of the royalty receivers, the District Officer who is ex-officio chairman of the Board, the Chief Inspector of Mines, the Inspector of Mines, Sitarampur, and one of the mine managers.

**D-1908.** All these members represent either the employers or Government and there is no representative of labour. Do you not think it necessary that there should be a labour representative on the Board?—I think there should be one member representing labour on the Board. I am not opposed to having one. I myself recommend the inclusion of one.

**D-1909.** What is the use of establishing a maternity hospital at Dhanbad which is so far away from the coalfields that patients cannot easily come here for outdoor or indoor treatment?—I have said that it is necessary to locate the hospital far away from the congested area so that the patients may live in peaceful, quiet and sanitary surroundings.

**D-1910.** In other places where maternity centres are established do they establish maternity hospitals along with them, or do they accommodate difficult labour cases in the neighbouring hospitals?—I do not know of other places.

**D-1911.** How many labour cases were treated as indoor patients in Dhanbad hospital last year? I believe none was treated in Jharia Hospital?—3 or 4 cases were treated in Dhanbad hospital and none in Jharia hospital.

**D-1912.** Is it possible to make some arrangements in this line in these hospitals as well as in the colliery hospitals?—It is possible, but the district board has no funds.

**D-1913.** What was the building that is now used for nurses' quarters originally meant for? Have plans and estimates been made ready for the maternity ward in the Dhanbad Hospital?—There are only two rooms which were originally intended to be used as mid-wives' quarters. One of them is made over to the nurses. I have discussed the matter fully in the memorandum.

**D-1914.** Is there any vacant land at the back of the Dhanbad hospital? Is it possible to procure it?—It is possible to procure it if we have the money. I do not think it is possible at present.

**D-1915.** Is it not a fact that the Topchanchi water is supplied to the colliery workers for drinking purposes only?—Yes. I think bathing is prohibited in that water.

**D-1916.** Is there also a restriction of hours during which the water is turned on?—Yes, some collieries have that.

**D-1917.** Do I take it that the Board does not restrict the hours of supply but it is the collieries that do that?—Yes.

**D-1918.** If the ordinary dirty water is used for bathing, cleaning utensils and such domestic purposes, will it not tell upon the health of the colliery workers?—(Dr. Ryles) We have said that Topchanchi water is available for domestic purposes such as cleaning utensils, drinking and so on. As for bathing one would prefer this clean water, but the tank water does not do much harm.

**D-1919.** You mean to say that it is not unhealthy?—No; after much practical experience, I do not think so.

**D-1920.** Do you know that the Topchanchi water is freely used without any restriction in the bungalows on the collieries, even for gardening purposes?—(Mr. Thadani) I know it is used but the managements do not approve of that. In one case the Board fined Rs. 60. We have a vigilant Water Board engineer to detect such waste. I dare say that water is more freely used in the bungalows than in the *dhowrahs*.

**D-1921.** Do you know that in certain collieries the miners use the mine water for drinking purposes also?—They used the mine water in the Barari colliery at Jealgora.

**D-1922.** In that very colliery are there not one or two big tanks with arched roofs which are filled with Topchanchi water for the *sahibs* to bathe in hot weather?—In that colliery at Jealgora there is a nice big tank, but it is not supplied with Topchanchi water; it is supplied with the pit water.

**D-1923.** With regard to the housing conditions do you think that the houses licensed by the Board are satisfactory?—They are fairly satisfactory, but there is immense scope for improvement. I think the standard should be raised.

**D-1924.** Have you seen the condition of the Bagdigi colliery houses?—I have not seen that. (Dr. Ryles) I have seen it; they are habitable. They might be improved.

**D-1925.** They ought to be improved?—I do not say that.

**D-1926.** Are they well ventilated?—I do not regard it as adequate, but the miner has got the bad habit of shutting the windows and closing the ventilators with cotton rags.

**D-1927.** Are there not deaths due to coal gas?—(Mr. Thadani) I have issued a circular to the mine managers to impress upon their employees the danger of the practice of shutting the doors and sleeping with burning coal inside.

**D-1928.** With regard to prevention of the adulteration of food-stuffs how far has the Board succeeded?—The Board has not succeeded to any extent. The Act might be amended with the help of experts and made more complete.

**D-1929.** Do women give opium to their children when they leave them behind and go down the mine?—It is possible they do it, but it will be rare. I do not think it is a common practice on the coalfields.

**D-1930.** Dealing with workmen's compensation you say that the employers try to evade responsibility by pleading misadventure and wilful disobedience of safety regulations in mines. Is it so?—I have not said that. I said that some cases of serious disability and fatal accidents came to my notice where the employers tried to evade responsibility by pleading misadventure and wilful disobedience of safety regulations in mines.

(The witnesses withdrew.)

**Messrs. P. S. KEELAN and F. L. CORK (of the Raniganj coalfield) and Messrs. R. HERON and R. PURDY (of the Jharia coalfield), representatives of the Indian Mining Association.**

**D-1931.** *The Chairman:* Mr. Keelan, you speak to-day in particular for the mines in the Raniganj coalfield?—(Mr. Keelan): Yes.

**D-1932.** How do you stand in the supply of labour in that field? Have you adequate labour?—We will have adequate labour from now till about the 1st week of June.

**D-1933.** Then the seasonal departure begins?—Yes.

**D-1934.** May I take it that 80 per cent. of your workers follow this seasonal movement?—I would not put it as high as 80 per cent. I would put it at 50 to 60 per cent. (Mr. Heron) The same is the case with my labour also. I quite agree that it is 50 to 60 per cent.

**D-1935.** *Mr. Mackie:* Do you compel the labour of your *zamindari* properties to work for you?—(Mr. Keelan) No, not at all; when I took charge of the *zamindari* I made a special provision that we should in no way be associated with the mines; that the *zamindari* and the mines were to be run on totally different lines.

**D-1936.** But they do come and work on your collieries?—The colliery manager should speak to that, not me.

**D-1937.** Do you know of a great deal of unemployment among miners recently?—No. Labour comes in at this rush period. They left early in November or the middle of November and they are just coming back after the festival, and there is a certain amount of moving about. They come to a colliery and find there is not enough work and they move on to the next place. It will settle down in about three weeks time and there will be very little fluctuation after that.

**D-1938.** Do you know if any had to go to Assam or Madras as a result of unemployment in the Jharia and Raniganj coalfields?—Not to my knowledge.

**D-1939.** Do you consider the Indian miner a lazy fellow?—He is no lazier than I am; I would not work if I were not compelled to. (Mr. Heron): He is prone to idleness.

**D-1940.** Is the cost per ton of coal delivered from the colliery about Rs. 3-8-0?—Yes.

**D-1941.** How much of that money goes to the actual workman?—(Mr. Keelan): Between 73 and 75 per cent. I have not and never had a contractor. Of the total money paid out at the colliery the managerial staff receives a little over 3 per cent., the Indian supervising staff about 6 per cent., upkeep of plant costs about 17 per cent., and about 73 or 74 per cent. goes to the actual labourer. That is in the Jharia coalfield, and it is very much the same in the Raniganj field. (Mr. Purdy): These figures are taken from a contract colliery, the European staff received Rs. 4,225 per month, the Indian staff Rs. 8,694 per month, the raising contractor's monthly bills average Rs. 53,742. About 4½ lakhs of tons are raised per year. That is the average for a month averaged over the whole year.

**D-1942.** *The Chairman*: Perhaps you can give us those figures in percentages?—Yes. The average cost per ton for last year was a little over Rs. 3. An average of 2,000 workers is employed on this particular colliery.

**D-1943.** *Mr. Mackie*: You have stated that you do not work with contractors; so you think you raise your coal cheaper without contractors than with the aid of contractors?—(Mr. Keelan): I presume I do. I have never worked with contractors in the 36 years I have worked in collieries.

**D-1944.** *Sir Victor Sassoon*: What is your cost per ton?—I could not tell you; it varies in different collieries and it varies each month. It depends upon the royalty payable to the landlords.

**D-1945.** *Mr. Joshi*: I suppose your cost of production is a great secret?—No, there is no secret about it; we have nothing to hide. It varies between Rs. 2-8-0 and Rs. 3. The contractor must make something to live on.

**D-1946.** *Sir Victor Sassoon*: But if you have no contractor do you have to employ extra staff?—I like to work without a contractor because then one has more command of the colliery. If you work with a contractor and you happen to have a little quarrel with the contractor and he goes away you may be in great difficulties for two or three months. I have never really considered it from the point of view of costs because it is only a matter of about an anna a ton.

*The Chairman*: Colliery managers evidently differ very much on this matter.

**D-1947.** *Mr. Mackie* : When you have no contractor I suppose you must have a larger staff?—Certainly, that is obvious. (*Mr. Heron*) : If you have a recruiting contractor it leaves the manager free to look after the actual working of the mine. I have a recruiting contractor but not a raising contractor.

*The Chairman* : There are apparently three types of management : the contractor recruiter, the raising contractor and direct employment.

**D-1948.** *Mr. Mackie* : When we visited Pokhuria we found you had a large number of Santhal miners working with you. They said they earned from Rs. 3-8-0 to Rs. 6 per week. Can you say whether that is about their average wage?—A man and his wife will cut about three tubs on an average per day. They are paid As. 7½ per tub and 6 pies commission; that comes to As. 8 a tub. They produce about three tubs so that they get about 24 annas a day between them. Sometimes they produce two tubs of coal and one tub of slack, and they get As. 4½ for the slack.

**D-1949.** Depending on the number of days they work they can earn up to about Rs. 6 per week?—If they work the full week.

**D-1950.** How many days a week do they work?—I should say they work on an average about 4 days a week.

**D-1951.** What do a man and his wife actually earn in a week?—I have here a statement which was taken from a miner working at Bhuggutdih Colliery for the last two years. He says " I am a married man and have two children. I work 6 days a week. I cut on an average 2½ tubs a day, or in other words 15 tubs per week. My wife works as loader with me and we earn Rs. 1-1-6 per day. As we work 6 days our weekly earnings amount to Rs. 6-9-0."

**D-1952.** Is that a Santhal?—No, a Ghatwar.

**D-1953.** Are the Santhals able to do so much?—The Santhals coming from Pokhuria have to walk a distance of about 16½ miles.

**D-1954.** But they do not walk in every day, do they?—No; they stay for 4 days at the colliery. Some come in on Tuesday and some on Wednesday and go back for the week-end.

**D-1955.** Do not some stay for several weeks together?—Very rarely. Most of them go back for the week-end.

**D-1956.** Do they bring their children with them to the mines?—No; I understand the arrangement is that some of the women are left in the *dhowrahs* at Pokhuria to look after the children. They bring their wives as loaders.

**D-1957.** There is quite a lot of education at Pokhuria; some of the sons of miners go to the day schools. Are any of those boys who have been educated in the schools now cutting coal?—Not to my knowledge.

**D-1958.** Do you think that the food that the people eat at the collieries is in any way inferior to what they eat in their villages?— I think the food in the villages is simpler; they eat more at the collieries and they have greater variation of diet when they are near a bazaar. In the villages they eat *dal*, rice and perhaps a little fish they catch in a pond, but near the bazaar they have a greater variety.

**D-1959.** *Sir Victor Sassoon*: Can they afford to buy it?—They do buy it in small quantities.

**D-1960.** *Mr. Mackie*: If you fine the miners heavily for under-loading tubs or for any other unjust reason what usually happens?— They would complain at once to the staff if that was done and they would cease work and bring a petition to me; I should enquire into it and try to ease matters for a time.

**D-1961.** In a mine raising about 500 tons a day how many tubs do you think it would be necessary to instal?—It depends upon the lay-out underground; with a fairly good lay-out I should fancy 250 tubs.

**D-1962.** That means that you would only be getting 2 tons per tub?—(*Mr. Heron*): In a well laid out mine you can get the tub returned 3 or 4 times in a shift.

**D-1963.** Do you find that the miners like to see the tubs before they begin working?—Yes, in some cases. (*Mr. Keelan*): The miner usually likes to see tubs for the whole day's work.

**D-1964.** If you are late in supplying tubs, what do they do in the meantime?—They wait till they get them.

**D-1965.** They do not begin work?—No.

**D-1966.** When you came to India did you think the method adopted by the Indian miner of cutting coal at the coal face was a good method?—(*Mr. Heron*): It is a bad method.

**D-1967.** Have you ever tried to show them a better way?—Yes, but I have had no results as the miner thinks he knows far better than I do. At home the miner undercuts the coal first, then shears in the side, and then having regard to the least line of resistance he will bore his five holes and blast it down. The Indian miner simply stands on his feet, swings the pick round and knocks a bit off here and there.

**D-1968.** You have really tried to show them a better method?— Yes, I have tried to show them the undercutting method. But they will not do it. (*Mr. Purdy*): I tried it years ago but I gave it up.

**D-1969.** *Diwan Chaman Lall*: Mr. Heron, will you give me your total wages bill for workers engaged in getting and loading coal for the last month?—(*Mr. Heron*): Yes, here is a sheet made out for the month of December in a colliery in Jharia. The total wage bill including royalties came to Rs. 32,208-13-6.

**D-1970.** I want the number of tons raised in the month of December, the number of workers employed as cutters and loaders and the wage bill for that period?—I cannot give you the number of loaders but I can give you the raising. The total number of tons is 12,170. The total amount paid to labour is Rs. 24,240. Labour there includes miners, winding engine *khalasis*, and all staff with the exception of the supervising and office staff.

**D-1971.** Can you give me an approximate idea of the number of workers?—Approximately 500 miners, and an equal number of loaders, making 1,000 together.

**D-1972.** *Mr. Cliff*: Does that include trammers?—No.

**D-1973.** I take it this cost of Rs. 24,240 is from the coal face to the railway wagon?—Yes.

**D-1974.** *Diwan Chaman Lall*: I want to find out exactly what a loader and miner get in the course of a month?—That would depend upon the number of days they worked.

**D-1975.** If I can get that figure I will be in a position to compare the amount paid to labour with the cost of raising one ton of coal. You have told us that the miner gets As. 7½. What is the average raising of coal, taking the loader and the miner together?—Three tubs a day, each tub being 13 cwt.

**D-1976.** That will work out at As. 12 per ton?—Yes.

**D-1977.** What is the raising cost of one ton in your colliery?—In this particular colliery it is Rs. 3.

**D-1978.** Therefore the cost for labour is As. 12 as against Rs. 3?—No, it is not; that is the cost of that particular item of labour.

**D-1979.** There is a statement in the memorandum of the Indian Mining Association that wages were increased by 30 per cent. in the year 1921. There is a statement in the memorandum of the Mining Federation that wages were increased between 1920 and 1921 by 100 per cent. Which of those statements is correct? Do you agree with the statement that during 1920 and 1921 the wages in the coalfields rose by practically 100 per cent.?—(Mr. Heron): No, I do not.

**D-1980.** They further say "But in 1927 the wages have fallen by 25 per cent."?—There was no difference in our rate.

**D-1981.** Has there been a reduction in wages since 1921?—To my knowledge there has been no reduction in wages in our groups of collieries.

**D-1982.** Do you mean to tell me that the 30 per cent. increase that was given in 1920-21 remains?—Yes.

**D-1983.** It is generally admitted that wages have fallen. Apparently that has not affected you. Taking the rate to be As. 7



at present all round, may I take it that your wages in 1920-21 were lower by 25 or 30 per cent. than the prevailing rate round about?—It was As. 5 or As. 6 a tub and it is now between As. 7 and As. 8 a tub.

**D-1984.** You were then paying the prevailing rate and you are now paying the prevailing increased rate?—Yes.

**D-1985.** *Sir Victor Sassoon* : Is there any difference between the rates paid by the Mining Association and those paid by the Mining Federation?—(Mr. Keelan) : I do not think so; they could not get any labour if they paid lower rates than we do. The collieries working outcrop coal did increase wages to get labour but that was not general.

**D-1986.** Do you agree with the statement that there has been a drop of 25 per cent. generally in wages paid to the miners since 1921?—I am not speaking for the Mining Federation at all, but I do say that as far as collieries in Jharia are concerned, and particularly those with which I am associated, there has been no drop in wages.

**D-1987.** Therefore you do not agree with the statement of the Mining Federation?—I do not.

**D-1988.** *Mr. Birla* : In the memorandum of the Mining Association you say : "These have since been reduced. Likewise the cost of living has gone down since 1920." How do you reconcile those two statements?—(Mr. Heron) : The rate paid to the contractor has been reduced, but not the one paid to the miner.

*Sir Victor Sassoon* : Mr. Chairman, I suggest we get a detailed list of reductions as we have got a detailed list of increases.

**D-1989.** *The Chairman* : Will you take the schedule in the memorandum where you say there was an increase beginning at 30 per cent. running down the scale to 5 per cent. and send us information as to how far there has been any reduction in those different classes?—(Mr. Keelan) : This increase of wages was granted to people on a monthly salary.

**D-1990.** *The Chairman* : I take it that this particular statement was prepared in Calcutta?—Yes. (Mr. Cork) : In some cases wages have been increased.

**D-1991.** *Sir Victor Sassoon* : Is there any case in which you have decreased wages?—Not in the case of miners.

**D-1992.** Have you decreased the wages of any class of workers?—Probably a few rupees; there are certain cases.

**D-1993.** *Divan Chaman Lall* : When was the last increase given before 1921?—(Mr. Keelan) : I could not tell you but the wages have gradually increased. In 1894 we were paying As. 2½ to As. 3 per tub; and before this increase we were paying As. 6 a tub. During every famine that occurred there was an appeal and another anna was put on the tub. In 1920 we were paying As. 6 to As. 6½.

**D-1994.** What were you paying in 1914?—As. 6.

**D-1995.** It says in this memorandum that the cost of living per adult appears to be about Rs. 2 per week. If in 1914 the rate was As. 6 per tub and in 1930 it is something over As. 7 per tub, do you think the increase in cost of living has been such as to equalize the position?—(Mr. Heron): The price is now As. 8 a tub, and they are better off to-day than they were then. (Mr. Keelan): Since 1920 there has been a slight fall in the cost of living.

**D-1996.** *Diwan Chaman Lall*: I take it you accept responsibility for that statement?—(Mr. Heron): No, I do not because I was at home when that statement was made out.

**D-1997.** Will you tell me what the cost of living per adult per week is?—Here is the case of a man named Sona, a *mistri*, who says: "I am a Behari by caste and have worked at Baradighi colliery for the past 12 years at a salary of Rs. 28 per month. I am a married man and have one daughter. For food expenses I spend Rs. 2-8-0 per week, and for clothing Rs. 4-6-0 per month." It comes to a total of Rs. 14-6-0, and his savings come to Rs. 13-10-0.

**D-1998.** As employers of labour, have you ever considered the desirability of finding out whether Rs. 2-8-0 a week, the figure you have just given me, is adequate for a miner and his wife to live on?—(Mr. Keelan): Here are some figures which were given to me. Rice is about Rs. 5 to Rs. 5-8-0 a maund, *dal* about Rs. 3-6-0 a maund. I have made enquiries with regard to food-stuffs; I have even enquired from an Indian constable who always looks prosperous and well fed, and he says Rs. 10 feeds him very well.

**D-1999.** *Mr. Cliff*: Does that mean himself and his family?—No, he is a single man. I am satisfied that if they earn Rs. 18 to Rs. 20 a month, the man and his wife and two children can have two square meals a day and a bit of tea in the morning.

**D-2000.** *Diwan Chaman Lall*: I am referring to Rs. 2-8-0 for food. Are you satisfied that that is adequate?—No, I think it is a little more than that. I should say Rs. 12 a month.

**D-2001.** The Mining Association in their memorandum say that the Association considers that the introduction of intermediaries between employers and employees might possibly create grievances or wants that at present simply do not exist. Is there any method to-day whereby you can get to know the wants and grievances of the employees or whether they want a rise in wages; is there any method by which they can approach you?—Yes, they have access to the manager.

**D-2002.** If you have no objection to direct access have you any objection to combined access?—(Mr. Heron): None.

**D-2003.** Am I to take that reply to mean that you would not be averse to granting adequate facilities for the Collieries Employees

Association to set up trade unions on the coalfield?—What would be the nature of the facilities required? No, I should be pleased to discuss the matter with the Association.

**D-2004.** Are you speaking now in your individual capacity?—Yes.

**D-2005.** May we know what the Association feels about it?—(Mr. Keelan): That we cannot tell you; we are giving you our personal views to-day.

**D-2006.** *Mr. Sibakli Bose*: I think you are appearing on behalf of the Association?—No.

*The Chairman*: They are members, but they are not speaking for the Association.

**D-2007.** *Diwan Chaman Lall*: You say in the memorandum "Before the merits of any such claim against the industry itself could arise for consideration, the proof of the existence of a class of regular workers in the mines, settled labour, in other words, with mining as their definite occupation, would be a necessary preliminary." Do you adhere to that opinion?—It is not our opinion.

**D-2008.** I would like your personal opinion in regard to welfare work including education?—I am quite in favour of welfare work—primary education is part of welfare work.

**D-2009.** Would you individually be averse to money being raised by means of a cess?—Money is now raised by means of a cess.

**D-2010.** Would you be averse to more money being raised?—We all pay a road and public works cess which is supposed to provide for rural schools and education, and there is a Bill under consideration to increase that cess from two pice in the rupee to anna 1.

**D-2011.** Would you be averse to the constitution of a miners welfare fund out of which all these facilities could be provided by means of a cess levied at so much per ton?—If the trade could afford it and the trade was not against it there would certainly be no opposition from us. (Mr. Heron): If the economic position of the trade permitted it, yes.

**D-2012.** In view of the statement on this matter made in the memorandum of one of the Federations it appears that even when your industry was prosperous nothing was done for welfare work owing to lack of co-ordination. Whether your industry is in the position at present to pay for it or not is a different matter, but the cess would be a cess on tonnage produced?—(Mr. Keelan): If the trade could afford it and the trade granted it there would be no opposition from us.

**D-2013.** What do you mean by "trade"? Do you mean the Mining Federation and the Mining Association?—The people who run the collieries; if they could see their way to afford it and the trade really

could afford it, there would be no opposition from us; it would make our work easier. We do not deal with the commercial side of it at all. Naturally the better paid our people are the easier our work. (Mr. Heron): If the labour were educated they would be able to take an intelligent interest in their work.

**D-2014.** With regard to housing, is there overcrowding?—The month of February is the shortest month of the year and the month in which we have the maximum raising. During that month there is overcrowding.

**D-2015.** Has any action been taken by the Mines Board of Health under Regulation 22A to prevent overcrowding?—Yes.

**D-2016.** What action was taken?—(Mr. Purdy): No action was taken in court that I know of.

**D-2017.** *Mr. Mukherji*: Do you incur any expenses on recruiting miners?—(Mr. Keelan): At certain times of the year we spend a small amount on recruiting.

**D-2018.** What is the average cost of your recruiting?—Anything from 1 anna to 3 annas or  $3\frac{1}{2}$  annas a ton.

**D-2019.** It has been definitely asserted that the Bengal Coal Company forced their tenants to work in their own mines?—We are not concerned with what is past. I can only speak of what is happening. When I took charge in 1914 I did so on the distinct understanding that there was no connection between the colliery and the *zamindari*. The collieries might arrange their own labour and the *zamindari* would not arrange it.

**D-2020.** Have you ever had occasion to dismiss surplus labour coming to your collieries seeking employment?—At certain times of the year. Up to about two weeks ago I could have engaged 100 per cent. more men, but they were not there. Now labour is coming in. Within a week I shall know exactly what I can employ and we shall not take any more. They will move on when they find there is no work at my colliery. They may stay for two or three days resting with their friends before they go on to the next colliery, but within a fortnight or three weeks it will have all settled down, and every mine will have just the amount of labour it requires; the extra labour having left the district. At certain times of the year we get too much labour and have to send it on.

**D-2021.** *The Chairman*: Do you ever have to discharge labour when you once begin to employ it?—No. Once he is employed we would rather keep that man than go in for a new fellow.

**D-2022.** *Mr. Mukherji*: Is it not a fact that you pay over-time wages for workers who work over-time or who work on holidays?—The only people who work over-time are fitters, and we pay them over-time wages.

**D-2023.** Have you any knowledge of smaller mines working besides your collieries who put up their wages to the extent of 9 annas and 10 annas per tub during the boom period of 1920-21?—Those companies have all failed. They put up to 12 annas per tub. After 1920 we were paying 8 annas and they were paying 12 annas.

**D-2024.** You have no knowledge of mines working before 1920 who put up their wages to 9 annas and 10 annas per tub?—No.

**D-2025.** In reply to Diwan Chaman Lall you said that you would have no objection to organize representation by miners about the increase of wages or their grievances. But have you any objection to outside interference, that is, interference from those who do not belong to the actual manual labourers?—I have no objection to any one making a representation on behalf of the workmen provided always that he can talk practically on the subject.

**D-2026.** So you have objection to outsiders coming and interfering?—Yes.

*Mr. Cliff:* What do you mean by outsiders?

*Mr. Mukherji:* I mean those who are not residents on the colliery and working on the colliery with manual labourers.

*Mr. Cliff:* Would you call the Secretary of the Employees' Association an outsider?

*Mr. Mukherji:* I would because he is not a manual labourer.

*The Witness (Mr. Heron):* I would not call him an outsider at all because he has worked on the colliery.

*Mr. Mukherji:* But he no longer works on the colliery.

*The Chairman:* The answer is quite clear that the witness has no objection to the Secretary of the Association if he is a practical man having experience of colliery work.

**D-2027.** *Mr. Joshi:* We have been told that the coal industry is not doing well now. Is it true?—(*Mr. Keelan:*) As far as I know, it was true up to a month ago.

**D-2028.** If the trade is not at present in a prosperous condition, should we not expect that you either cannot give sufficient work to your labour or you have reduced the number?—(*Mr. Cork:*) The position is that a less number of collieries are raising the same number of tons. The output of the collieries is much the same, but there are some collieries which were closed down for bad trade and the others have taken their labour.

**D-2029.** There is some surplus labour available?—No. (*Mr. Heron:*) Some second class collieries were closed down and the labour has been absorbed by collieries working first-class coal.

**D-2030.** You do not say that the rate of wages has gone down but I find that the average earnings have gone down. The Chief Inspector of Mines says that the daily wages in 1926 were 15 annas, in 1927 14 annas 3 pies and in 1928 13 annas 6 pies. There is an indication that there must be surplus labour and the wages are going down. There is either short work or reduction of rates?—Not necessarily. The miner may be giving a tub less a day; the work is there but he is not doing it.

**D-2031.** If the trade is bad I feel that there should be no necessity for costly recruiting?—(Mr. Purdy): The wages bill can go down for more reasons than one. For instance, you may improve the output per person by installing machinery. (Mr. Keelan): The coal is cut by machine and not by hand. They only do the filling.

**D-2032.** My point is that the average earnings have gone down. So they must be short of work which tallies with the statement that your trade is not good. It does not show that you are spending money on recruitment?—(Mr. Heron): But you are not taking into account the fact that the miner instead of producing three tubs might only produce two. (Mr. Keelan): For the last two years there is a restricted output.

**D-2033.** This is what the Indian Mining Association say in regard to the hours of work. The majority of the miners consider the getting of three tubs to be a day's work—and take their own time over it—working 4 or 5 hours per day and 4 or 5 days per week." I want to know if this statement is correct?—I think what the Mining Association are referring to is the actual work put in by a miner, not the time he goes down the pit and the time he comes up.

**D-2034.** I agree that the actual work he puts in is only 4 or 5 hours and that he works only for 4 or 5 days in a week. If this is so, from your point of view, what is the difficulty in reducing the statutory daily limit of 12 hours underground to, say, 10 hours?—I would like to point out that in a safety-lamp pit before a miner gets to the face it will sometimes take 1½ hours; that time is included in the working time. After he reaches the face he takes some time before he sets to work.

**D-2035.** So this statement that the miner works only 4 or 5 hours a day requires qualification?—It requires qualification and explanation.

**D-2036.** I take it for granted that he spends an hour to go and an hour to come back. Still he works, say, 7 hours a day. I want to know what will be the real difficulty from your point of view—leave aside the miners' convenience because I have heard that the miners like to work longer hours—if the statutory hours are reduced?—If you reduce the hours below 54 per week, I do not think he will be able to earn as much money as he is earning now. (Messrs. Cork and Purdy): We do not agree with that. (Mr. Keelan): In my

opinion, I do not think that if you reduce his working hours, that is including the time he gets to the face and coming out of the pit, below 54 per week he will earn as much money in a day as he is earning now.

**D-2037.** Really he works for 9 hours a day, and it is not, therefore, right to say that he works only 4 or 5 hours?—I think what the Association mean is the actual physical work at the coal face.

**D-2038.** *The Chairman* : You say that the hours for coming and going make it much longer?—Yes.

**D-2039.** *Mr. Joshi* : You were all against limitation of hours and you felt that the miner does not like 12 hours limit and that he may like to remain in the mine for 17 hours—(*Mr. Heron*) : I do not think we were all against limitation of hours. We said that the shift system would be better.

**D-2040.** When the Government of India proposed to limit the hours of work there was general opposition from the employers?—Law has always followed the procedure adopted by leading collieries.

**D-2041.** My point is this : There will be pressure upon the workman to do his work intensively but the employer will not suffer. It is not impossible for a workman to give you 4 or 5 hours' intensive work in, say, 8 hours' time ; is it very difficult for a man to give you four hours' work in 8 hours' time?—(*Mr. Keelan*) : For 5 hours you will have to allow about 9 hours.

**D-2042.** So it is not 4 hours but 5 hours?—4 to 5 hours.

**D-2043.** Let us take it that the man works for 4 hours, and if you give him 8 hours within the mine he will do his work. What I am anxious to find out is why the daily hours should not be reduced to 8 when the miner actually gives you 4 or 5 hours of work. Can you point out any difficulties except that the miner does not like?—(*Mr. Heron*) : The question of transport of the coal from the face to the pit top arises.

**D-2044.** You mean to say that the miner has really to work more than 4 or 5 hours?—He has got to remain longer in the mine. That is a difficulty.

**D-2045.** It is not the fault of the miner if he remains longer?—It is partly his fault.

**D-2046.** It is partly his fault and it is partly the fault of the management. I now find that there is one difficulty about carrying the coal. Is there any other difficulty in reducing the hours from 12 to 8? I may tell you that when the legislature considered this question, the Select Committee recommended that after three years this question should be reconsidered. This Commission is now sitting, and when its report comes it will be nearly 3 years and naturally

Government will depend upon the report of this Commission. We want to find out therefore whether the hours could not be reduced from 12 to any lower limit, and what are the difficulties in doing it?—(Mr. Purdy): If you reduce his hours and have shifts of 8 hours, he will have to go down at a certain time and will have to come up at a certain time.

**D-2047.** You are speaking of the convenience of the miner. I want to know what will be your difficulties?—We have no objection to it. (Mr. Keelan): When the shift system comes into force from 1st of April it is going to take us a certain time to take all the labour out of the pit, because every man must be out of the pit before the new shift goes down. For taking one shift out of the pit it will take about 2 hours. So that if you reduce the hours to 8 it will give him only 6 hours from the time he enters the cage to the time he comes out of the pit again. If the shift has to commence at, say, 8 o'clock we shall have to begin at 6 o'clock. These cages are small.

**D-2048.** You are raising the question whether the 8 hours should be from face to face or bank to bank?—It comes to that.

**D-2049.** *Sir Victor Sassoon*: You would not mind 8 hours from face to face?—No.

**D-2050.** *Mr. Clow*: What is the system of fining that is in force in the collieries directly managed?—Practically there is no fining.

**D-2051.** In the collieries run by contractors, is any control exercised over the extent to which a contractor can fine a workman?—(Mr. Cork): No.

**D-2052.** Are you able to state to what extent men are fined?—If people are unjustly fined they will come to me.

**D-2053.** Have you many such instances?—No.

**D-2054.** Are you in favour of imposing any restrictions on the sale or manufacture of drinks in the colliery areas?—(Mr. Keelan): Yes. As I have stated in my memorandum, I am not in favour of the people getting *charas*, *ganja* or spirits, but the rice beer does them no harm. In my opinion, the rice beer that was made 20 years ago is not the same beer that they are taking now. I would go further and say that very few of the excise staff can tell you what is contained in rice beer; they have never analysed it.

**D-2055.** *The Chairman*: With regard to maternity benefit to women on your collieries before and after child-birth, have you any uniform system?—It is left to the discretion of the manager. Usually he gives a small amount; the labour superintendent recommends and the manager sanctions it. (Mr. Purdy): In my case I keep a *dai* in the case of women who are employed direct by the company. About



the grant of maternity allowances, in the case of women who are employed by the contractor, the contractor says that most of the women go to their homes for delivery, and that he pays them their train fares and other expenses.

**D-2056.** You cannot tell us what payment the contractor makes?—Rs. 2, I think.

**D-2057.** Is that a maternity allowance in cash?—Yes.

**D-2058.** For how long is the woman off-work?—I cannot say. (Mr. Cork): We have not got anything like that.

**D-2059.** We found places where they give very liberal allowances, others who give some allowance and others who give none at all. Would you have any objection to there being a provision which would put you all on the same level, at any rate as far as the minimum allowance is concerned?—(Mr. Purdy): We will be pleased to have it. (Mr. Heron): I do not think there can be any objection. (Mr. Keelan): If the trade agrees and could afford it, we would certainly welcome it.

**D-2060.** It is not a heavy item. Do you not think it is one of the things that would lead to contentment on your collieries?—Certainly.

**D-2061.** That is one part of a larger matter of the general welfare of the people that you employ. Would you object to some co-ordinated scheme largely under the control of practical persons like yourselves that would bring about a minimum standard of general welfare for the workers?—(Mr. Purdy): We will be pleased to have it. (Mr. Heron): I have no objection.

**D-2062.** Mr. Cliff: With regard to the cost of recruitment, the Government of Bihar and Orissa have given us certain figures, and I wanted to know whether you could tell us from your experience whether they are representative. They say that the cost of recruitment for two large collieries one situated in Jharia and the other in Mohuda for the year 1927 was 7.82 pies per ton; for the first half of 1928 it was 10 pies per ton, for the second half of 1928 it was 10.5 and for the first half of 1929 it was 9 pies per ton?—I pay 1½ annas per ton. (Mr. Purdy): It costs me approximately 2 annas per ton for recruiting.

**D-2063.** That is the average for the year?—Yes. (Mr. Cork): In our case it is between 4 and 5, and sometimes up to 6 annas. (Mr. Purdy): It is more in the Raniganj field than in the Jharia field.

**D-2064.** With regard to the payment of wages, have any of you as managers tried to alter the day on which wages are paid?—I have done it some years ago. I brought in the system of payment on Saturday afternoon in order to give them a clear Sunday, but I do not know whether that system is still carried on in that colliery after I left it.

I did more or less make it a success for about two years at that particular place, and everybody was paid on Saturday afternoon.

**D-2065.** That means that they were free on Sunday provided the colliery was not working?—Yes.

**D-2066.** *The Chairman:* Did you then experience a better attendance on Monday?—No; it was the same.

**D-2067.** *Mr. Cliff:* With regard to the payment, up to what day you were making?—Up to Thursday.

**D-2068.** Was there objection raised to that?—No.

**D-2069.** With regard to the other collieries, have you tried it again?—No. We are on contract system, and the contractor pays on Sunday.

**D-2070.** Do you exercise no control with regard to the payment?—I only insist that the payment should not be delayed longer than Sunday; he generally pays on Sunday.

**D-2071.** How long does the Sunday payment take?—It depends on the system. When I organize a *pucca* system with European assistants in charge of it, they could pay all the men in about 4 hours; but when it is left to the contractor and his staff, they take a much longer time over it; they spend most of the Sunday morning in payments.

**D-2072.** If he takes 4 hours with a *pucca* staff, does he start earlier, say, at 8 o'clock on Sunday morning?—In the hot weather he does, but not in the cold weather.

**D-2073.** Do all the people live on the colliery, or do some of them come from outside to receive payment?—There are very few who come from outside, but they do not live far away from the colliery.

**D-2074.** Has any other manager tried payment on Saturday?—(Mr. Heron): I pay on Sunday. It commences at 8 o'clock and finishes by 12. Those who come from outside make it a point of working on Saturday night so that they can get their pay on Sunday morning and then get off.

**D-2075.** What time do they come up on Sunday morning?—Between 6 and 7.

**D-2076.** What time do they get their payment?—By 8 or 8-30.

**D-2077.** What will be the longest distance from which people come to work?—Some people come from  $16\frac{1}{2}$  miles. These people after receiving payment go back to their homes and return to work only on Wednesday morning.

**D-2078.** Do you expect these people to come on Monday?—They are the best judges.

**D-2079.** If a person has got to spend his Sunday in that way it is hardly reasonable to call that a day of rest?—There is no colliery

which works on Sunday. There is practically no work on Monday; on Tuesday you will probably get about  $\frac{1}{2}$  or  $\frac{2}{3}$ ; on Wednesday you start a full day.

**D-2080.** I was interested to find out why so many miners did not work on Monday, and I got some light on it yesterday and I got more light on it today. Is it not feasible to organize a system of payment on a day other than Sunday? Are there practical difficulties in the way?—That could be done, but it would affect the miners coming from that distance. Because it suits them to go home on Sunday morning. If they are paid on Saturday they will go home on Saturday morning, which means that they will have an extra holiday.

**D-2081.** Is there any practical difficulty from the point of view of the management?—None whatever.

**D-2082.** With regard to the Santhals who come from long distances, is there a possibility of organizing transport for them?—I do not think so.

**D-2083.** Do the mine managers want a permanent stable labour force?—Yes.

**D-2084.** Will you tell us what steps you have taken to try and obtain a permanent stable labour force?—The step necessary to be taken is to give them such inducements as will persuade them to stay on the colliery. But there is another thing to be taken into consideration. For the most part some of them remain in their villages. When it is ploughing time, they want to go home, and when it is harvesting time they again want to go home. It is a question whether we would be able to offer such inducements as would convince them that it would be better for them to remain on the colliery instead of going to their villages.

**D-2085.** I notice that a very large number of collieries deal with their labour through contractors, but there is a proportion who deal with them direct. I was wondering what steps the managers themselves have really taken to try and obtain a stable permanent labour force?—You must remember that he is an agriculturist first, and a miner second.

**D-2086.** *The Chairman*: But if he came regularly to you, except for those seasons of ploughing and reaping, for the rest of his time you would consider him practically a permanent worker, would you not?—Yes.

**D-2087.** *Mr. Cliff*: I am just trying to see whether from the point of view of the manager himself who wants efficiency and who wants a permanent labour force any steps have been taken to create that force?—(*Mr. Purdy*): The only inducements that we give at the present day are free houses, free lighting, free coal, free drinking water, free medical attendance and medicine, sick and slight injury allowance and a certain amount of land in some collieries. (*Mr. Keelan*): For instance, the Bengal Coal Company which holds *zamindaris* give land to miners at reduced rates of rent.

**D-2088.** The contractors tell me that they control the supply and distribution of tubs, while the mine managers evidently control the attendance of labour. I want to know what co-ordination and co-operation there is between the mine manager and the contractor?—(Mr. Cork): The contractor is paid on a sliding scale; the more he raises the greater will be the amount he receives.

**D-2089.** The mine manager keeps a register which purports to record the attendance of labour. There are times when due to no fault of the miner there is no work available for him; for instance, there are no tubs?—There are odd occasions, but I do not think that is general.

**D-2090.** What co-ordination is there between the two?—(Mr. Heron): The responsibility of the mine manager ceases when these miners are made over to the *sardars* who are responsible for the supply of tubs underground to the miners.

**D-2091.** Is the *sardar* responsible to the contractor?—(Mr. Heron): The *sardar* is responsible to the overman, the overman to the Assistant Manager and the Assistant Manager to the Manager.

**D-2092.** In one particular mine I went to, the *sardars* are responsible to the contractor?—He is a raising contractor. I am talking now of recruiting contractors whose responsibility ceases as soon as the miner reaches the colliery.

**D-2093.** That is in a departmental system of raising coal. But where you have raising contractors what co-ordination is there between you and him in dealing with the question of the distribution of tubs and supply of labour?—There are the manager and the overmen. (Mr. Cork): It is a question of tub distribution. The more the contractor gets with a certain number of tubs the better for him.

**D-2094.** But where do you co-ordinate between the supply of labour and the supply of tubs?—Generally there is an excess of tubs available over the labour employed.

**D-2095.** I am told on good authority that there are times in the year when you are short of tubs and there are other times when you have plenty of them. What co-ordination is there between the contractor and the manager to adjust the labour supply to the number of tubs available when you are short of tubs?—There is nothing except the question of speeding up the tubs from the coal face to the surface.

**D-2096.** Do you let men go down the mines when there are no tubs for them?—No.

**D-2097.** How do you arrange it between yourself and the contractor?—He will expedite the raising of tubs.

**D-2098.** It appears there are instances where there are no tubs?—When there is a breakdown it cannot be helped. You will have to make allowances for that.

**D-2099.** Apart from breakdown you have sometimes a great excess of labour over the tubs available for their use?—I have never had such an excess of coal cutting labour. (Mr. Purdy): On an average I have 2,000 workers underground. Let us take half of them as miners. For these 1,000 miners 500 per shift. I have 1,000 tubs. I have 59 overmen who see to distribution of these tubs in addition to the contractor's staff of *sardars*.

**D-2100.** They are under your control?—The 59 overmen are under my control. Besides I have head overmen over these 59 overmen.

**D-2101.** Sir Alexander Murray: How do you pay the tramway men? Do you pay them piece rates?—Yes.

**D-2102.** Paying the tramway men piece rates is an incentive to them to turn round as many tubs as possible?—Yes. The contractor *sardars* who are directly in charge of these men and in charge of the distribution of these tubs, the *munshis* who see to the filling up of the tubs are all paid a commission per tub.

**D-2103.** So that, it does not pay any body handling the tubs not to run them as fast as they possibly can?—Every body is interested in the quick handling of the tubs. (Mr. Heron): In a well laid out colliery a tub can return 3 to 3½ times on an average every day. If you are not getting them as rapidly as that you can examine the various sections and spot out at once where the defect lies in the lay-out of the colliery. (Mr. Purdy): Every body handling the tubs—the miner, the loader, the trammer, the *sardar* and the *munshi*—is paid on contract.

**D-2104.** If a miner through no fault of his own is prevented from doing his work can there be any objection to his being given a minimum earning for such period? For instance, take the question of tubs, the question of loading machine-cut coal and the coal not being cut and kept ready for loading?—(Mr. Heron): We do not often fail to supply tubs. (Mr. Cork): We generally give *khoraki*, a certain proportion of his earnings, in the case of breakdown.

**D-2105.** The Chairman: Or a failure of the tubs?—Suppose a rope breaks down, the tubs cannot be moved up and down. It cannot be said that the tubs are insufficient, but the delay is due to the breakage of the rope.

**D-2106.** At what rate do you pay *khoraki* when you allow a man to go down the mine and he is not able to work through no fault of his own?—We pay As. 2.

**D-2107.** Mr. Cliff: Is there any objection to this being adopted uniformly in all pits?—Every case has to be enquired into to see that it is not due to the fault of the miner.

**D-2108.** Take cases where it is through no fault of the miner. Would you object to that system being adopted uniformly in all the pits?—I would not object to its being uniform. But there are cases

where it is imposed upon you that you should pay a minimum wage for a fault which could be easily rectified. The man could have gone into another portion of the mine and earned something. In such cases we should not be made to pay.

**D-2109.** What protection has the miner in pits where due to insufficiency of tramways leading to the coal face he has long leads to carry the coal?—If that was the case the labour would go away the next day. We will lose our labour. (Mr. Heron) The miner gets the necessary protection from the managers who have to see that the tramways are as near to the coal face as possible.

**D-2110.** There are complaints in certain pits that it is not so?—If that were so the manager must be a man who is not alive to his responsibility.

**D-2111.** *Sir Alexander Murray:* I suppose pits are run to get coal out of them?—Yes.

**D-2112.** *Mr. Cliff:* With regard to the coal raised by raising contractors is there any check between the amount despatched and paid for by the Company, and the amount for which the contractor pays his labour?—(Mr. Cork) There is no check because the miner is paid by tubs and the contractor by tons.

**D-2113.** The total amount that you pay for the tonnage raised can be compared with the total amount that the contractor pays for the tubs raised by his men. There is a very widespread impression amongst the mining community that there is an amount of surplus coal which goes by the board which ought not to go by the board. What assurance have they that it is not so?—(Mr. Heron) There is this protection in the case of surplus coal. We pay As. 4 a ton to the miner and his men.

**D-2114.** That is where the miner has direct contact with the manager?—Yes.

**D-2115.** What check is there where you have a coal raising contractor?—(Mr. Purdy) The only check is this. The contractor keeps his own account through his *munshis* and *sardars* and the miners are paid according to that account. The only check that I have over the number of tubs is my overmen who give me the number of tubs raised in each pit daily, i.e., "Daily Report".

**D-2116.** *Sir Victor Sassoon:* You say you know the number of tubs coming out of each pit and the number of tons that you pay for. Therefore you have got a check?—Yes, I have.

**D-2117.** Do you ever compare the figures?—We compare them every week.

**D-2118.** Do you find that you pay for more coal than could be accounted for by the number of tubs raised; or in other words do you

find the tubs have been overloaded?—I am actually getting less every week—300 to 400 tons less.

**D-2119.** *Mr. Cliff:* Can there be any objection to a system of check being instituted which would protect the miner?—(Mr. Cork) The best protection is this: once a tub of coal is not paid for the miner goes next door; As. 4 is waiting for him.

**D-2120.** With regard to the number of hours worked by miners I understand that the daily limitation will be 12 hours from 1st April. Are you making any arrangement to check the times of entry and exit of the miners?—(Mr. Heron) We have the tally system. The miner is given a token and his name and the time he goes down are entered in a register. When he comes out of the mine he produces the token and his name is taken off the register. That would give us the time he has been underground. (Mr. Purdy) I have the same system. But the miners are not careful in the use of the tokens. They very often throw it away in the mine itself or when they come up in the cage. They very rarely produce it again before the time clerk at the top of the pit. I had to make hundreds of them last year especially six months ago. I warned the miners and threatened them that I would charge As. 2 per ticket if they lost it. I did not intend to enforce it, but in one or two cases I had to make them pay As. 2. I have since been able to run this system without serious trouble. I work two shifts already—day shift and night shift.

**D-2121.** I have seen that system which is supposed to have been in operation 3 or 4 years. It does not record the actual facts. In point of fact it is no record at all. That system is going by the board. Have you any other sufficient check to be instituted on the 1st of April?—(Mr. Keelan) The best check that we can have is this: the mine must be cleared of all labour before any new labour is allowed to go down.

**D-2122.** Is that proposed to be done generally?—I think so. (Mr. Heron): Each record clerk is given an assistant who is in charge of the tallies. He hands out the tallies to the miners and notes their names and the number of the token in a register. He has a clock in front of him and he notes down the time also. I think this is the system that works at home also.

*Mr. Cliff:* I have seen a time clerk with a clock in front of him recording the time to the exact minute both when the miners go down and come out.

**D-2123.** We saw a time register the other day in a colliery which recorded that certain men went down 5 minutes past the hour and came out 5 minutes past the hour; again certain others went down 20 minutes past the hour and came up 20 minutes past the hour with absolute precision and uniformity. We asked how the men were able to do that and whether they were called out. He said they were not called out. How do you suggest that this is done?—(Mr. Heron) That goes to show that the men are prone to resist authority.

**D-2124.** It shows that the time clerk is registering according to theory, not according to fact. Will you call the people out in April?—(Mr. Keelen) We have to. (Mr. Heron) The matter will have to be explained to the miner and he should be left to keep the time. If he does not obey he will have to be compelled to obey.

**D-2125.** *Sir Alexander Murray:* How will you compel?—(Mr. Heron and Mr. Purdy) Turn him out.

**D-2126.** *Mr. Cliff:* Is there any difference in the rate of wages for loading machine-cut coal and hewing and loading a tub of coal?—(Mr. Heron) The rate is As. 5½ a tub for loading machine-cut coal and As. 8 a tub for hewing and loading coal. The miner who loads the machine-cut coal will have also to dress up the sides of the gallery. It may be that the shots may have been defective. He might have to dress up the sides and fill 3 or 4 tubs.

**D-2127.** *Sir Victor Sassoon:* Do you use different tubs?—No, we use the same tubs for both kinds of coal. Different tubs are used in different mines. Some use 27 c.ft tubs and that is the standard in that mine. Some use 30 c.ft tubs and that is the standard in those mines.

**D-2128.** You pay the same amount irrespective of the size?—No, there is a difference of half an anna.

**D-2129.** *Sir Alexander Murray:* Supposing an accident occurs in your mine what do you do as regards reporting it to the Chief Inspector of Mines?—(Mr. Keelan) We telephone to the Chief Inspector of Mines at once.

**D-2130.** What do you do as regards payment of workmen's compensation?—In our collieries the manager is supposed to immediately send for the nearest kin and tell them that they are entitled to compensation. If there are 3 or 4 applications for compensation we put them together and send them to the insurance people. (Mr. Heron) In our mines the manager makes an enquiry into the accident to satisfy himself whether it is due to contributory negligence on the part of the employee or not and then fills up a form and sends it to the insurance company along with the medical certificate.

**D-2131.** In other words you act as a sort of intermediary judge and decide whether in your opinion it comes within the scope of the Act or not?—You will have to fill a form prescribed by the insurance company and for that you will have to make enquiries and find out the details. An accident might have been brought about due to no fault on the part of the insured.

**D-2132.** Assuming that it was brought about by contributory negligence on the part of the miner, would you still advise payment of workmen's compensation?—Yes.

**D-2133.** Never mind whether the case is good or bad you pass on the papers to the insurance company?—Yes. (Mr. Keelan) We do the



same. (Mr. Cork) We are not insured. (Mr. Purdy) I am insured. We also report direct to the insurance company. It is a serious accident we have a report sent to the Board of Health, the Deputy Commissioner and the Inspector of Mines.

**D-2134.** Mr. Cork, what do you do since you are not insured?—(Mr. Cork) As soon as the report comes from the colliery the labour superintendent takes out the wages paid to him and if the accident has not been through the man's own fault he is paid a compensation.

**D-2135.** You do not intimate it to any authority at all; you do that at your own discretion?—We report the accident to the Inspector of Mines.

**D-2136.** You do not advise the workmen's compensation people?—No.

*Mr. Mackie:* May I make it clear? In the Jharia coalfield the Deputy Commissioner is also Commissioner for workmen's compensation. The report of an accident is sent to the Deputy Commissioner, so that the Commissioner for Workmen's Compensation is always in touch with the occurrence of accidents. He makes enquiries after the report is made to him.

**D-2137.** *Sir Alexander Murray:* Supposing a man does not get properly paid or supposing you say that it is his fault and you are not liable, is that reported to anybody?—He goes to the Commissioner for Workmen's Compensation.

**D-2138.** Supposing the man does not know his rights and does not bring it forward. I am here talking of a colliery which is not insured. - The miner is ignorant and does not know his rights. He is not a member of any union which will take up his case. He has no friends to tell him that he should take the case before the Workmen's Compensation Commissioner. He has been the victim of an accident and you tell him that it is through his own fault and you are not liable to pay compensation. What protection has he in such a case?—They all know about it.

**D-2139.** If they do not know you do not tell them?—As soon as an accident occurs they generally come round and ask why they have not been paid compensation. If a man is not satisfied he will go to the Commissioner.

**D-2140.** We have it stated that insurance companies do not pay readily but try to contest claims and that there are people who do not get the compensation to which they are entitled?—(Mr. Keelan) I do not think it is usual for them to contest claims. I had a talk the other day with the agent of an Insurance Company. He said he was going to contest a certain claim on the ground of wilful disobedience of mine regulations. I told him that he would not succeed unless he could prove that the miner wanted to commit suicide and wilfully disobeyed the regulations. I supported the miner's claim. The pleader who argued the company's case fought on wrong lines and lost the case.

**D-2141.** *Diwan Chaman Lall* : There is no definition of the word 'wilful' in the Act?—I take the ordinary dictionary meaning.

**D-2142.** *Sir Alexander Murray* : You were talking of labour going away during the sowing and harvesting seasons. Do you know of any inducement that would prevent them from doing that if they have lands in their homes?—(Mr. Heron) I do not know.

**D-2143.** Do contractors have to pay for labour in competition with other people. Have they any pull on labour which enables them to keep labour?—It usually takes the form of a loan by the contractor to the labourer. He usually helps him to do something in his village and has some influence over him in some way so that he can persuade him to go to the colliery.

**D-2144.** Do the *zamindars* have any influence over these people to force them to go and work in the collieries?—I do not think the *zamindars* have any influence at all.

**D-2145.** *Diwan Chaman Lall* : The contractor has, but not the *samindar*?—Yes.

**D-2146.** *Sir Alexander Murray* : Is it the experience of all of you that the contractor has a control?—As far as my knowledge goes I presume he has. I could not say definitely that he has.

**D-2147.** At present the miner works with a loader. Do you think that the time will come when the miner will dispense with the loader and load the coal himself?—Mechanical arrangements can be made to assist the miner.

**D-2148.** Assuming that the wife is not working with the miner what would be the practice? Will the miner cut and load the coal himself?—He will have no other alternative. He will have to do it.

**D-2149.** Are some of them likely to have men loaders?—The difficulty that would arise on account of the prohibition of the employment of women underground can be got over by the introduction of machinery to do the work of women and rearrangement of the haulage in such a way that coal can be brought to the incline in the minimum time.

**D-2150.** Will men act as loaders?—(Mr. Keelan) We have men loaders. (Mr. Heron) We have also men loaders. (Mr. Purdy) Many of our men have refused to load coal.

**D-2151.** What type of men have you got?—We have generally the miners from the Central Provinces and the United Provinces and some from the North-west provinces. They do their own blasting and they do not like doing their own loading. The majority of them, 70 to 80 per cent. of them absolutely refused to do their own loading.

**D-2152.** What is the type of labour that you are employing?—(Mr. Heron) We have the local Bauris, the Sontals, the Koras and the Kols.

**D-2153.** What about the physique of the workers?—They look fairly fit. Occasionally some of them are down with malaria, but on the whole they are physically fit.

**D-2154.** How do they compare with the agriculturists from which class they are drawn?—(Mr. Keelan): I think the miner has a better physique than the ordinary Bengal villager who ploughs his land in his village.

**D-2155.** Why should that be?—I do not know. I suppose it is due to the exercise which they have here in the mines which gives them an appetite; they eat more here than in their villages where they do less work; they have a better physique.

**D-2156.** When you exclude women from mines, how is the miner going to get increased wages to make up for the loss of his wife's income?—Probably we will have to give him a little more. (Mr. Heron). We may or may not. If the haulage underground is improved I do not see why the miner should not be able to earn the same amount that he and his wife are now earning. (Mr. Cork) I think the miner will earn the same money if he puts his back to it.

**D-2157.** *Sir Victor Sassoon*: We have been told by representatives of the miners and by some of the men themselves who have been spoken to that they do find a deficiency of tubs, that they have to wait sometimes two or three hours before they get their tubs and on some days they do not get any tubs at all. I notice that you have raised about 960,000 tons in January, about 1,100,000 tons in February but only about 601,000 tons in July and about 667,000 tons in November. It appears to me that if you have got just enough tubs for the lowest production you will have a shortage for the peak. When the production is at its peak I mean you have got more men down the mine than you have tubs for?—(Mr. Purdy): Sometimes in February it does happen like that. There is difficulty in supplying the miners with tubs.

**D-2158.** In other words you have got too many miners down?—We are not willing to admit that, because if the miners would go and cut coal and keep it ready for the tub the tub would be there long before they are ready to load it. But they refuse to do that.

**D-2159.** The reason, he says, why he refuses to do that is because there is no certainty that he is going to get the tubs?—That is his belief, a suspicion. If a miner wants to fill two tubs he will not begin cutting coal unless he sees two tubs in front of him.

**D-2160.** If you organize it in such a way that you refuse to let down more miners than you have tubs for, every miner knows that you guarantee him a tub. He will begin to work quicker, the tubs will turn round quicker and consequently he will earn more wages?—That is only if the miner will do that.

**D-2161.** *Sir Alexander Murray*: We have had evidence on one of the collieries that one worker had done on an average about 7

tubs per day. How can that man get 7 tubs without some body else going without tubs?—The same tub might have been moved 6 times.

**D-2162.** *Sir Victor Sassoon* : With regard to your raisings you have the minimum raisings in some months and peak raisings in some other months. If you arranged the number of tubs to deal with the lowest raisings could you deal with the raisings at their peak by merely speeding up the haulage? Or in other words could you arrange the same number of tubs to deal with 600,000 tons and 1,300,000 tons? The one is the minimum and the other is the peak.—*(Mr. Heron)* : It is only a question of speeding up the haulage. *(Mr. Cork)* : There are cases where a miner after having got a tub sits down for a couple of hours smoking. He is quite certain that the tub is there for him to fill and he will not start working until he feels inclined to do so.

**D-2163.** Some one suggested that a miner who gets two tubs would not begin cutting until the end of the day in the hope of getting a third. Is that true?—Yes.

**D-2164.** Will not that hold up the tubs?—Yes, it will. It is a common practice with the miner that he will not start work as soon as he has got the tub. *(Mr. Keelan)* : Sometimes we have more tubs than are necessary.

**D-2165.** I anticipate that it is more likely in July and November?—February, March and September are the three months when I have large orders for coal tubs. I anticipate this demand and keep ready about 500 tubs beforehand. We make about 20 tubs a day.

**D-2166.** *Mr. Sibakli Bose* : Mr. Purdy, in your opinion which is the best way to work a mine, departmentally or through contractors?—*(Mr. Purdy)* : It varies in different districts. We work both the systems. The reason why we employ a contractor is he is an expert labour recruiter and labour handler.

**D-2167.** Which is the better method on the whole?—Some collieries must be worked through contractors. Because we have the greatest difficulty in those places in recruiting labour and we employ the contractor as an expert labour recruiter. Where there is no contractor the trouble is thrown on the staff. Whereas if we have a contractor the staff is relieved of that trouble and they can attend to more important work connected with the mine.

**D-2168.** In your colliery how many openings do you work under the *sarkari* system and how many under contract system?—All my openings are worked under contract system.

**D-2169.** What is your cost per ton under the contract system?—A little over Rs. 3.

**D-2170.** What will be the cost under the *sarkari* system?—I could not say.

**D-2171.** What was your cost per ton in the boom period (1921-23)?—I do not remember. I could get that for you.

**D-2172.** What margin of profit do you allow to your contractors now?—We do not allow any margin ourselves. They make as much as they can. I have no figures because I have not seen the contractor's accounts.

**D-2173.** What rate do you pay to your miners and other labourers who work on *hazira* now?—(Mr. Purdy): We do not have any miners who work on *hazira*. The only men who work on *hazira* are tram-line repairers, propping men and those who work in the engine room.

**D-2174.** What *hazira* are they getting?—I am afraid I cannot tell you at the moment; I can get it from the colliery accounts.

**D-2175.** You can give an average figure?—I think it is about As. 8 to As. 9.

**D-2176.** What did you use to pay them in the boom period of 1921-23?—(Mr. Heron): I think they were getting As. 10, if I remember aright.

**D-2177.** Can you say what was your cost under the head of European establishment in the boom period and what is it now?—No.

**D-2178.** I want to know whether during the period that elapsed between the boom period and now any increments were given to the European establishment?—I refer to the men who were engaged before the boom period and who still continue in employment?—They are generally on a rising scale.

**D-2179.** Is it a fact then that reduction in cost has been made by reducing the wages of only miners and other labourers?—(Mr. Heron): Not necessarily. The reduction may have been effected by an increase in output by the introduction of machinery. (Mr. Purdy): I have not put any machinery actually into my pits. My pits are working in the way as they were working six years ago. The only difference is that I am raising now twice as much coal from the same openings as I was six years ago.

**D-2180.** Do you mean to say that you have more number of labourers now than you had six years ago?—No. I am raising twice the quantity of coal with the same staff, and as such the cost is less.

**D-2181.** *Sir Alexander Murray*: Are you using more C. P. miners?—Yes.

**D-2182.** *Mr. Sibakli Bose*: Can you say what was your average selling rate of coal in the boom period of 1921-23?—(Mr. Heron): We have given that already.

**D-2183.** Can you not increase the wages of the labourers at present?—If economic conditions permit, yes; if economic conditions do not permit, no.

**D-2184.** Did you pay a proportionate increase in wages to the labourers when you made an enormous amount of profit during the boom period?—(Mr. Purdy): They got an increase of 30 per cent.

**D-2185.** Do you think that it is in proportion to the profit you made?—(Mr. Keelan): There is no question of profit. The whole trade gave an increase of 30 per cent. irrespective of whether a colliery was making a profit or not.

**D-2186.** Do you get any surplus coal?—Yes. (Mr. Heron); No. (Mr. Purdy): Occasionally.

**D-2187.** Do the supervising staff get any commission on surplus coal or on raisings at the collieries?—(Mr. Purdy): As. 4 for each ton is allowed which is divided between the miners and the staff. (Mr. Cork): In my case it is all contract working. (Mr. Keelan): It appears to me that there is some misconception with regard to the term 'surplus coal.' We pay a certain rate for a loaded tub. For the purpose of calculation we take it to be 14 cwt. We know that it will weigh  $14\frac{1}{2}$  or  $14\frac{1}{2}$  cwts. We allow that because we are responsible to our managing agents for deficits, and there is a certain amount of picking which has to be allowed. I think the term 'surplus' has been used wrongly.

**D-2188.** But the fact still remains that there is surplus coal?—No, we pay so much for a well-loaded and well-cleaned tub. Our employers hold us responsible for the amount of coal we raise. Therefore we register it at 14 cwts. though we know that it contains  $14\frac{1}{2}$  or  $14\frac{1}{2}$  cwts.

**D-2189.** *The Chairman:* It is really a margin for wastage?—That is so.

**D-2190.** *Mr. Sibakli Bose:* Do the company or the contractors pay any *bakhshish* to the miners?—(Mr. Heron): They get As. 8 present during the Puja festival.

**D-2191.** How many contractors have you got?—(Mr. Purdy): I have two raising contractors; as a matter of fact I have three contractors but as one is a son of another contractor I have taken these two to be one. One contractor has two openings and the other has five.

*The Chairman:* I do not think we should enter into such details.

*Mr. Sibakli Bose:* I want to establish that the contract system is not good and that it should be abolished.

**D-2192.** Who carries on the work for the contractor? Has he a staff?—Yes.

**D-2193.** Is the staff appointed by the contractors qualified enough and capable of running the contract on behalf of the contractors?—Yes.

**D-2194.** Have they got any mining certificate?—No. My staff has got certificates. I run the mine.

**D-2195.** How often can a contractor, who has several mines to manage, look after the work personally?—It is not necessary for him to see the mine.

**D-2196.** Is it his only duty to recruit labour?—To recruit labour, to attend to their wants and grievances and to keep them peaceful.

**D-2197.** Do you not think that the work will be carried on more efficiently if only one or two openings are given to a single individual?—It is much better to have one good contractor rather than to have five bad ones.

**D-2198.** Do you mean to say that the work will not be carried on efficiently by multiplying the contractors?—Might or might not.

**D-2199.** Supposing you are to run the mines departmentally, could you not give as good a result as the contractor?—To run the mines departmentally, I have already told you that we have to employ recruiters. In this particular case we engage a contractor because he is an expert. He is more an expert recruiter than I am.

**D-2200.** Do you not consider that if the amount of profit enjoyed by the contractors was paid to the miners in the shape of increased and attractive wages, the labour would be better organized and production would be more?—(Mr. Keelan): I think you are presuming that the contractor always makes a profit.

**D-2201.** *Mr. Khetra Nata Sengupta:* Mr. Keelan, you belong to the Bengal Coal Co., is it not?—I belong to No. 1 circle only.

**D-2202.** The Bengal Coal Co. owns a pretty large *zamindari*?—Yes.

**D-2203.** You know that this *zamindari* instead of bringing any profit is run at a loss?—It just depends upon what litigation we have here.

**D-2204.** Generally what happens year after year?—We get a very small profit.

**D-2205.** Not commensurate with the expenditure?—I think the average would be Rs. 10,000 a year.

**D-2206.** The Bird and Co. are running at a loss of Rs. 20,000. Can you contradict that?—I cannot contradict that.

**D-2207.** The object of retaining this *zamindari* is to keep control over labour?—No, not at all. That bubble burst long ago. It is to prevent rack rent by landlords.

**D-2208.** It is out of philanthropic motives that your company has acquired this *zamindari*?—Where we hold no *zamindari* the landlord takes Rs. 30 rent from us for every acre of land we occupy; where the land is ours we do not charge our miner tenants any rent.

**D-2209.** What was the object in acquiring the *zamindari*?—The company is now about 150 years old. When it acquired the land it acquired it in the sense of surface and underground.

**D-2210.** How many collieries have you in your group?—Five.

**D-2211.** Do you maintain any school for the education of the children of workmen?—We maintain a school to which children of workmen and children of the clerical staff go.

**D-2212.** Do you receive any grant-in-aid from the District Board?—Yes, Rs. 15 a month. The two collieries—Bhuggutdih and Enna pay Rs. 10 each; we get Rs. 10 from the Government and the staff of the collieries contribute Rs. 10.

**D-2213.** *Mr. Birla*: How many workers do they employ?—On an average the Bhuggutdih colliery employs between 400 and 500 men and Enna about 220.

**D-2214.** How many school going children you have in that area?—26.

**D-2215.** *Mr. Khetra Nata Sengupta*: Have you any hospital?—We have a hospital. We have a chief medical officer for the group and a medical officer for each colliery; in addition we have midwives.

**D-2216.** About workmen's compensation. I want to know your opinion whether the system of insurance against workmen's compensation is conducive to the good of the miner or is detrimental to his interests?—I do not think it is detrimental to him; it is beneficial to him. In cases where he may have a grievance he can place it before the court and get justice.

**D-2217.** Is it not a fact that insurance departments are fighting these compensation cases?—I do not know what others have done. I had to fight one case. (*Mr. Purdy*): I have never disputed a case. I have paid Rs. 8,000 in compensation last year. In one particular case I paid a man Rs. 400 as compensation for partial disablement about two years ago. He took the Rs. 400 and spent it away, and I had to find him a job.

**D-2218.** Is it not a fact that the managing agents of collieries are also the managing agents of insurance companies?—(*Mr. Heron*): In some cases, yes. But one department has got nothing to do with the other.

**D-2219.** *Mr. Mukherji*: Is it not a fact that the Bengal Coal Co. primarily acquired the *zamindari* to secure the sub-soil right?—(*Mr. Keelan*): They bought the land in a comprehensive sense. The idea of the company was to acquire coal lands as such; they acquired the surface and the minerals.

**D-2220.** Because they would have to pay heavy compensation for the surface?—Yes.

(The witnesses withdrew.)



**BIHAR AND ORISSA**  
**SIXTY-FOURTH MEETING.**

**DHANBAD**

**Tuesday, 28th January 1930.**

PRESENT :

The Rt. Hon'ble J. H. WHITLEY (*Chairman*).

Sir VICTOR SASSOON, Bart.

Sir ALEXANDER MURRAY, Kt., C.B.E.

Mr. A. G. CLOW, C.I.E., I.C.S.

Mr. G. D. BIRLA, M.L.A.

Mr. JOHN CLIFF.

Mr. N. M. JOSHI, M.L.A.

Diwan CHAMAN LALL, M.L.A.

Miss B. M. LE POER POWER.

Lt.-Col. A. J. H. RUSSELL, C.B.E.,

I.M.S. (*Medical Assessor*).

*Assistant Commissioners.*

Mr. JAMES MACKIE, Agent,  
Eastern Coal Company, Ltd.

Mr. M. N. MUKHERJI, Chairman,  
Indian Mining Federation,  
Calcutta.

Mr. SIBAKLI BOSE (Indian Colliery  
Employees' Association, Jharia).

Mr. K. N. SENGUPTA (Indian  
Colliery Employees' Association,  
Dhanbad).

*Lady Assessor.*

Mrs. KAMINI ROY.

*Joint Secretaries.*

Mr. S. LALL, I.C.S.

Mr. A. DIBDIN.

**At Kujama Colliery, owned by Messrs. K. D. NANJI and Company.**

(UNDERGROUND.)

Jamuna, Jat Ghatwal, wife of Patia, woman worker, was examined and made the following statement :—

My husband works here. I came down at 8 o'clock this morning. I and my husband fill 3 or 4 or 5 tubs. 20 baskets go to a tub. We get As. 7½ per tub. We get Rs. 9 or Rs. 10 a week. I do not know how many years I have been working here. I come from Giridih. We are living here permanently. I never go back to my village. I have no relatives in Giridih. I have no children. I have cultivation here.

(The witness withdrew.)

Patia (Ghatwal), miner, was examined and made the following statement :—

I am the husband of Jamuna. It is very rarely that we get 5 tubs in a day ; as a rule we get 4 tubs, which includes one tub of slack. For the slack we get As. 3 a tub. We get As.  $7\frac{1}{2}$  a tub for the other coal and As. 6 if the coal is taken off the floor. I work 3, 4 or 5 days a week. I get too tired to work 5 days. I drink once a week, on Mondays ; I spend As. 5 on it. I belong to Giridih ; I came from there when I was a very small boy. My father worked in this mine. I have been married about 10 years ; I was married when I was a small boy.

(The witness withdrew.)

Kale Lohar, male miner, was examined and made the following statement :—

I live at Jaipur, about 24 miles from here. I have no fixed idea as to when I shall go home ; if I get news from there I shall go. I have got about an acre of cultivation ; my brother is looking after it. I cut the coal and load it myself ; my wife stays in the *dhowrah* on the surface ; she has a small child with her. I cut one to two tubs a day. When I drive a gallery I get As.  $7\frac{1}{2}$  per tub, but taking coal from the floor, as we are doing at present, we get As. 6. I can get the same amount of coal in the galleries as on the floor, but with more difficulty. We came down at 8 o'clock this morning. We get tubs at 10 o'clock. Most probably I shall go up at 6 o'clock in the evening. Sometimes I can get up at 3 o'clock when I get a tub in time. I sometimes work 3 days a week, sometimes 4 days and sometimes 5. I cannot work continuously for 5 days every week because I feel tired. I am paid at 2 o'clock on Sunday afternoon ; I go about noon to get paid. I have a loan of Rs. 20 and I pay As. 2 per rupee interest. I took the loan from one of the *Kabulis*. When my brother died I took it for funeral expenses. I have got two or three children and my wife cannot come. My wife used to work here, but has not done so for the last two or three years. She sometimes works as a day-labourer on the surface. She gets As. 6 a day. My wife used to work as my loader and we used to fill about 3 tubs of coal and one of slack in those days. We do not get as much now as we used to get in those days.

(The witness withdrew.)

Mr. P. C. Mukherji, Manager of Kujama Colliery was examined and made the following statement :—

I produce the register of the tubs raised. Last week Patia produced 3 tubs on each of the 5 days on which the mine was open, making 15 tubs in all ; he got Rs. 7-0-6. He also produced one tub of slack on each day, making 5 tubs, for which he got 15 annas. Kale produced 2 tubs every day, making 10 tubs. He had no slack. He got Rs. 4-11-0. In Pit No. 2 last week there were 14 miners who

produced 139 tubs in the 5 days working. Of these 14 miners 7 men worked on all the 5 days, 4 worked on the last 4 days, 2 worked 1 day and 1 worked 3 days. The numbers of tubs per day was as follows :— Tuesday 20, Wednesday 28, Thursday 31, Friday 30 and Saturday 30. In addition, there were 54 tubs of slack produced. We have about 120 tubs. They do not generally have to wait in the morning for tubs, though there may be rare cases in which they do. In No. 2 Pit there are 60 or 70 tubs. When the Regulations with regard to reducing the number of women underground came into force, we excluded 30 women. First of all I excluded the slack *Kamins*, i.e., women who go down without men and pick up the slack alone. I have 4 gangs, so, if I wanted to eliminate 20 women, 5 from each gang would be excluded. I told the *sardar* of every gang to exclude 5 women. We do not generally allow women who have little children with them to go into the mine. It is for the *sardar* of each gang to decide which women in the gang should be excluded. Some of the men whose women have been excluded are here and some have gone to their cultivation. We cannot tell what will be the ultimate result of this exclusion of women, as cultivation is good this year. The women so excluded do not want to work on the surface; they are accustomed to work underground and they do not like working in the sun. Some of the women who have been excluded from underground have been provided by us with surface work; some of them are staying here without work and others have stayed in their villages. When I excluded the women I explained the law to them; they understand that there is a Government law that they have to be excluded from the mine underground altogether within a certain period.

(The witness withdrew.)

**At the open coal quarry of the Indian Jharia Colliery (Tisra), owned by Messrs. Khemji Walji and Company.**

**BHUCHI**, Kori, woman coal carrier, was examined and made the following statement :—

Two of us women load 6 tubs a day. My son cuts the coal and we two women load it. My son is cutting the coal in the open air in the quarry. We get 7 annas per tub. I have never counted how many baskets go to a tub. I came about 7 or 8 o'clock this morning and I shall leave work after sunset. I take my meal in the middle of the day. In open quarries we can take our meal in the middle of the day. I have worked underground. I used to work in another colliery in the incline; I stopped last September, I left it of my own accord.

(The witness withdrew.)

**Mr. M. BHATTACHARJI, Manager of the Central Junagora Colliery.**

**D-2221. The Chairman :** How many people do you employ here?  
—There are 70 miners and their loaders, making 140, 18 trammers,

35 loading coolies, men and women, soft coke-makers and other *hazira* coolies, and 10 to 12 firemen and enginemen, making a total of about 200.

**D-2222.** I understand you have not a very good seam and you find great difficulty in marketing your coal; in fact it has been a question whether or not you could keep running at all?—Yes.

**D-2223.** It is only because of the soft coke plant that you are able to market much of your coal?—Yes.

**D-2224.** You have been losing money for several years?—Yes.

**D-2225.** That, I take it, accounts for the fact that you have been given a moratorium with regard to some of your houses?—Yes, otherwise some of the houses which have blue licenses would have been given red licenses.

**D-2226.** Are you under orders to replace some of them during this present year?—Yes; we are building 10 rooms in one block this year.

**D-2227.** So that you are going on gradually to remove the ones that are below standard year by year?—Yes.

**D-2228.** I understand your colliery is too small to maintain a hospital by itself?—Yes. There is a dispensary in the neighbouring colliery and here we keep first-aid things which may be urgently required.

**D-2229.** What qualifications has your dispensary doctor?—He is an L.M.S. This dispensary, which is close by, serves three collieries. The doctor visits the *dhowrahs* twice every day, once in the morning and once in the evening.

**D-2230.** Have you any system of payment of *khoraki* at times of sickness?—Very rarely are they so sick as to take *khoraki*; when they are sick for a long time I give them *khoraki*.

**D-2231.** Are children born on the colliery?—Yes, sometimes.

**D-2232.** Do you then give any maternity benefit or *khoraki* to the women?—No.

**D-2233.** Are the wages you pay to your men governed by the general standard in the neighbourhood?—Yes.

**D-2234.** What does a miner get?—A miner gets Rs. 0-6-6. As. 6 per tub and 6 pies as miner's commission.

**D-2235.** Do the same miners come to your colliery year after year?—I have miners here who have been working here for the last 7 or 8 years, but there are also new miners. More than half are settled miners; they are Bilaspuris.

**D-2236.** *Mr. Cliff*: Are there any women employed underground?—Yes.

**D-2237.** How do you arrange for the reduction in the number of women?—We have some gangs in which only men are employed. I am above the standard imposed by the Regulations.

**D-2238.** *Sir Victor Sassoon* : Have you any miners who do their own loading?—No; they work in twos, each man alternately cutting and loading; I have two men in one such pair. I have no men who load the coal they have cut. Women are gradually being eliminated; if a woman goes away I do not replace her.

**D-2239.** *Mr. Cliff* : Do you pay wages direct or does the contractor pay the wages?—For one mine I have no contractor and in that mine we pay the wages through our cashier; we generally pay wages on Sunday afternoon. In the other mine I have a contractor who pays the wages on Sunday morning.

**D-2240.** Are all the people employed in these two mines resident here?—Most of them; the *hazira* workers are not resident; they come from their villages. They come on Sunday for their money and then go back to their villages, returning on Tuesday or Wednesday. Their villages are 3 to 6 miles away. We finish paying them on Sundays at 4, 5 or 6 o'clock; generally I pay the *hazira* coolies first so that they can go away.

**D-2241.** *Mr. Khetra Nata Sengupta* : Do you sometimes have surplus coal?—Yes. In the mine where I have a contractor I have been obliged to count the surplus into the contract, because the margin is so very small between the cost of production and the price obtained for the coal. The size of the tub is 30 c.ft. and it generally holds 13 to 14 cwts. 10 seam coal, but some coal is heavier. For 9A seam coal I calculate on the basis of the tubs containing 15 cwts., but if the tubs are loaded well it will come to 16 cwt. In the 10 seam mine where the coal is not so heavy I pay the miner 6 annas and 6 pies per tub; while for one section in this seam I pay 6 annas and 9 pies.

**D-2242.** You pay the miner nothing for the surplus coal?—No. On the head-carrying incline I pay 8 annas 6 pies to 9 annas, but that incline is practically not being worked now for want of labour. I pay the contractor in the 9A seam mine where there is a contractor Rs. 1-8-0 per ton, for cutting, loading into wagons and everything. That include his costs of recruiting labour. That does not include my overhead charges. The contractor makes a profit of Rs. 40 or Rs. 50 when the mine is working fully. It is a small mine; it has only 8 to 9 working places. The contractor makes that profit when about 1,000 tubs, i.e., 750 to 800 tons, are being raised per month.

*Mr. Birla* : That is rather less than one anna per ton raised.

**D-2243.** *Diwan Chaman Lall* : What supervising staff have you to pay?—I have two overmen for 9A seam and I pay them Rs. 30 per month, and free housing, coal and oil.

**D-2244.** What other expenses have you?—It is a head-carrying incline; there is no machinery. I pay the prop coolie. The contractor pays for the pumping, stores required for the pump. I have not a clerical staff for that mine alone; the clerical staff does the work for both mines. Besides the stores for which the contractor pays I pay for fitting boilers, spare parts for the pump and pipes. I repair the houses.

**D-2245.** *The Chairman:* You have one seam under the *sarkari* system and another under a contractor; I suppose you feel that the one system is most economical in one seam, while the other system is more economical in the other seam?—It is not exactly that, I feel that I cannot concentrate my attention on both mines, so I have given one of them in charge of somebody who will see to the labour. If I were to work both mines on the *sarkari* system I should require another assistant manager to whom I should have to pay about Rs. 40.

**D-2246.** *Diwan Chaman Lall:* What is the highest rate you have paid per tub?—When the market was very high, in 1922-23, I gave the Bilaspuris about 11 annas per tub; they are now getting 6 annas 6 pies. It varies according to the market conditions and the rate paid by neighbouring collieries.

**D-2247.** *The Chairman:* You had to pay them increased rates in the boom time because there was so much competition for labour?—Yes.

**D-2248.** *Mr. Sibakli Bose:* Do you deduct any coal from the miners for under-loading?—Unless it is very marked I do not.

**D-2249.** Have you any school here?—No.

**D-2250.** Have you any Sanitary Inspector here?—I have my doctor and compounder; the doctor visits the colliery both in the morning and evening. I do not see the necessity of having any Sanitary Inspector.

(The witness withdrew.)

#### PAHGU, loading Sardar.

**D-2251.** *Diwan Chaman Lall:* How many people have you working under you?—From 30 to 40.

**D-2252.** *Mr. Cliff:* Do you pay the wages of the men working under you?—The accounts are made out every week, the money is handed over to me and then I give the money to the workers.

**D-2253.** Do you make any advances to the people whom you recruit?—If there are a man, his wife and possibly children, I come here and ask for Rs. 4 or 3 as the case may be; I get the money from the office and I give them an advance as *khoraki*.

**D-2254.** How is the advance recovered?—I get it deducted from the wages bill every week; if a man has taken an advance of Rs. 10, then it is usually Re. 1 or Rs. 2, or As. 8, as the case may be. The money is deducted in the office.

**D-2255.** Do you make any advances to the people working under you while they are working here?—Yes, sometimes they take money from me; I take the money from the office, Rs. 2 or 3 as the case may be.

**D-2256.** Will the book show the advances and recoveries, and new advances?—It is entered in the book.

**D-2257.** How long have you been working as a *sardar*?—For many years.

**D-2258.** What wages do you get as a *sardar*?—Rs. 7 a week.

**D-2259.** Do you get any commission on the coal loaded?—No, I get no commission.

**D-2260.** When do you pay the wages to the people working under you?—Sometimes I get the money to pay them on Sunday, sometimes I get it on Monday, and I pay them on Sunday or Monday as I get the money.

**D-2261.** Do you pay them as soon as you get the money?—As soon as I get the money from the office I go and pay them.

**D-2262.** *Mr. Clow*: Were you a miner before you were a *sardar*?—I started as a day labourer, and then as I became clever some people came from my particular part of the country, 5 or 10 of them, and then I became their *sardar*.

(The witness withdrew.)

**Bengali, Thekadar.**

**D-2263.** *Diwan Chaman Lall*: What are you?—I am a contractor for soft coke; 40 people used to work under me.

**D-2264.** *The Chairman*: Why are you not working now?—My complaint is that the money I get to pay the workers I get on Mondays and very late on Mondays. Whenever my accounts are made up money for one or two wagons is kept back by the compounder who is the contractor under whom I was sub-contractor. The contractor took money from the proprietors but he did not pay me. The result was that I had to pay the workers out of my own pocket.

**D-2265.** Who is the contractor for the coke plant now?—My father-in-law who has taken my job.

**D-2266.** *Sir Victor Sassoon*: Why is he taking the job on if he is out of pocket every week?—Now an agreement has been entered into that money will be paid every week; but even now, in spite of the agreement, money is not being paid regularly.

**D-2267.** Is your father-in-law sorry he took on the job?—We live and learn.

*Mr. Bhattacharjee (Manager)*: I asked this man to bring his accounts and said I would settle with the contractor, and if the contractor did not pay, I would pay it *sarkari*, but because he has drawn more than his money he does not dare to bring his accounts.

(The witness withdrew.)

(The Manager produced the loading book.)

*Diwan Chaman Lall*: Fagu's account for the week for loading came to Rs. 10-10-0. In that gang there are 4 males and 2 females, making a total of 6. For screening and loading Fagu's gang got Rs. 13-7-0. Dooki worked 5 days and for loading his bill came to Rs. 13-7-0, and for screening Rs. 7-7-0; that is Rs. 20-14-0. There are 4 males and 3 females, 7 workers, in that gang. Dookan's gang worked 5 days and earned Rs. 15-1-6 for loading and Rs. 5-7-6 for screening, a total of Rs. 20-9-0.

*Mr. Cliff*: The *sardar* said he got Rs. 7 a week; does his Rs. 7 come out of that payment?

*Mr. Bhattacharjee*: No, the *sardar* gets Rs. 7 from the Company. There are two Fagus; one is a gangman and the other a *sardar*.

**Mr. A. L. OJHA, M.L.C., and Rai Bahadur D. D. THACKER,**  
Representatives of the Indian Mining Federation.

**D-2268.** *The Chairman*: What is the membership and organization of the Indian Mining Federation?—How far does it cover the field of the Indian-owned mines?—It represents practically all the Indian collieries in this field. Its membership varies according to the prosperity of the time. In good years the membership comprises about 300 firms. In bad times many collieries have to close down and their owners cannot afford to continue to pay the subscription and cease to be members. At the present time we have about 100 members.

**D-2269.** The memorandum of the Indian Mining Federation makes some remarks with regard to education and welfare, and suggests that welfare must wait upon education and that much cannot be done until there is a general system of primary education?—Not much can be done, but something can be done. The problem of education is too wide to be undertaken as a welfare measure.

**D-2270.** You do not wish to say that welfare must wait?—Of course not. But measures intended to promote better working and living conditions cannot really be effective unless the labour is educated.

**D-2271.** I take it that you regard education as a part of welfare and that progress might be made with welfare as a means of promoting a desire for education and a higher standard of living amongst the people?  
—Yes.



**D-2272.** Would you have any objection to extending the scope of the present Mines Board of Health to cover a wider range of subjects and to take in considerations of general welfare of the workers in the mines, including education?—I do not think we should have any objection, provided we do not have to pay more than our fair share of the cost.

**D-2273.** Supposing that the matter was to a considerable extent under your own advice and control, so that its cost was proportionate to the situation of the industry, would you have any objection to an advance being made in that direction?—No.

**D-2274.** With regard to recruiting, you make the suggestion that two areas, Santal Parganas and the whole of the Chota Nagpur, should be reserved as an exclusive area of recruitment for the coal industry; do you mean that the people of those areas should not have a choice of going to wherever they thought they could get the best conditions of employment and the best remuneration?—We do not mean that.

**D-2275.** You do not suggest, do you, that any area of India should be reserved for recruitment solely to the coal industry?—Yes, so far as organized recruiting operation is concerned.

**D-2276.** The memorandum states: "It is estimated that withdrawal" (by which you mean the retirement to their country of your workers at certain periods of the year) "is responsible for the loss of 33 per cent. of what might have been their aggregate annual wages." Do you mean to say that if your workers worked for 6 days a week all the year round they could earn one-third more than they do at the present time?—Yes, even if they had worked from 4 to 5 days a week.

**D-2277.** Reference is made in the memorandum to some difficulty in connection with the acquisition of surface land. It is said that even the amendment of the Act passed by the Provincial Council last session has not put the position right. Will you explain what in your view is the need?—Whenever we are in need of surface land for mining operations we find difficulty in getting it. Either a prohibitive price is asked or a blank refusal is given. The matter can only be solved by amending the Land Acquisition Act of the Central Legislature. We understand that the Government of India are not prepared to enact legislation in the matter. We therefore had to approach the local Government, who were kind enough to take up this measure—which, however, does not go far enough to help us. The Chota Nagpur Tenancy Act is a piece of legislation as between tenant and landlord only. It does not provide for the special needs of mine-owners at all. As mine-owners we are lease holders. Therefore even when this amendment has been passed the position is that we have to request the landlord to get us this land. If the landlord likes to do so he can have it acquired, but if he does not like to do so there is no provision under which he may be forced. The only assistance we get is in a round-

about way: in the lease which we get from the landlord there is a term to the effect that whenever any surface land is required for mining operations the landlord will assist to acquire it, or, if he owns surplus land himself, he will give it to us; but where the landlord has not got it, or where he is unwilling to get it for us, we are helpless.

**D-2278.** *Mr. Joshi:* For what purpose is this land to be acquired?—For mining operations as also for building site for labour housing.

**D-2279.** *The Chairman:* What in Great Britain is called easement for facilitating the working of underground minerals?—Yes.

**D-2280.** Is there any power in the Provincial Legislature?—They can undertake legislation with the sanction of Central Government.

**D-2282.** Has your Federation ever drafted a Bill to meet the point?—No.

*Mr. Joshi:* The point is whether it is for a public purpose. Government can acquire land for a public purpose.

*The Chairman:* I understand that. It is merely a question whether the Government can extend the definition of "a public purpose", to land required by industry whether for housing or, as in this case, for easements.

**D-2283.** Under the heading of "sickness insurance," your memorandum suggests that the form which requires a contribution from the worker as well as from the employer and the State is impossible in India unless the employer shoulders the responsibility of two of the payments, namely; his own and his workers. You tell us that there is a practice in the coal industry of giving *khoraki* to labourers incapacitated by temporary illness. Is that a universal system?—It is a practice which is generally observed in the collieries.

**D-2284.** *Sir Victor Sassoon:* When it is given?—After the first three days of sickness.

**D-2285.** *The Chairman:* Is it half his wages?—It varies. Sometimes it is one-third, sometimes half, but never more than half.

**D-2286.** Your Federation has made no efforts to standardize it among its members?—No, and it would be very difficult to do so as the Federation at present only deals with general grievances of trade in relation to Railways, Government and so on. It cannot force a constructive internal policy on the members.

**D-2287.** Dealing with the question of hours, the memorandum states that the recent amendment of the Act introducing the shift system from the 1st of April does not meet with the approval of your Federation. As it has been passed, I take it you will carry it out as dutiful citizens?—Yes.

**D-2288.** You tell us that the actual time worked by your people in the mines is a great deal less than 12 hours a day. Loaders work from 6 to 7 hours a day and the miners' work does not extend beyond 4 to 5 days a week. Seeing that that is the case, do you think that the permitted number of hours might be reduced from 12 to some lower figure?—As it is the habit of the miners to idle away a certain amount of time under the present circumstances, we think any reduction of hours would mean a serious drop in output.

**D-2289.** Do you not think that if the permitted hours were reduced from 12 to, say, 10, that would induce the miners to be more concentrated in their work, and that they would bring forth the same output as they do now?—I do not think so; it is a question of discipline, and these people would not submit to any such thing as discipline.

**D-2290.** Dealing with the wages, you state that during 1920-21 wages rose by practically 100 per cent., but that in 1927 and since wages have fallen by 25 per cent. You, Mr. Ojha, in your separate memorandum suggest that they have fallen from 40 to 50 per cent. Can you throw any further light on that?—It varies according to the conditions of the mines, but generally on going into the figures we found that before any rise occurred the wage per tub was about As. 5. In 1920-21 it rose to about As. 10—100 per cent. After 1923 the wage was As. 7 to As. 8.

**D-2291.** That figure being dependent on the height to which competition forced wages during the boom period?—Yes.

**D-2292.** I take it that the raising of coal was so remunerative for that short time that you were all endeavouring to get the maximum number of workers in order to turn out every possible ton that you could?—Yes.

**D-2293.** So that from the figures you have given wages would appear to-day to be about 50 per cent. more than they were before these fluctuations began, that is to say, As. 7½ as compared with As. 5 at the starting point before the boom?—At some places it is still about As. 8.

**D-2294.** That would make it 60 per cent. instead of 50 per cent.?—Yes.

**D-2295.** *Sir Victor Sassoon:* You state that before 1921 the rate was about As. 5. We were told by the members of the Mining Association that their rate at that time was As. 6½. It would appear that their rate to-day is the same as yours is to-day, but they did not start as low as you maintain, or go up as high as you maintain?—I do not know how they arrive at their figure.

**D-2296.** Are you not taking the rates in one or two special cases, and not the average rate?—We have taken the rates generally.

**D-2297.** You think the average all over the whole industry was As. 5?—Yes.

**D-2298.** *Diwan Chaman Lall*: How did you get at that figure?—There were meetings held at which the members gave that information, and we had to take it as correct. We did not examine each member's records.

**D-2299.** *Sir Victor Sassoon*: You think the prevailing rate was As. 5, going up to As. 10. That was for ordinary mines, I take it, and not those mines which had to pay a higher rate owing to inclines and so on?—Quite so.

**D-2300.** You give the rate to-day from As.  $6\frac{1}{2}$  to As.  $7\frac{1}{2}$  for ordinary mines?—Yes.

**D-2301.** I notice that you say in your memorandum: "Welfare work among the mining labour is almost absent, whatever scanty efforts have been made being, however, entirely undertaken by the employers themselves." When you say that whatever scanty efforts have been made have been undertaken by the employers themselves, I take it that efforts in this direction have been made by certain employers and that nothing generally has been done?—That is what we mean.

**D-2302.** When you say that the average output is three tubs per day jointly by one miner and one loader, do you adhere to that figure?—Yes; generally that is the figure.

**D-2303.** We have heard that the average output is nearer 2 tubs than 3?—We have taken the general figure as being 3. In some cases it may be 2 or  $2\frac{1}{2}$ , or even 4.

**D-2304.** Taking the number of loaders and the number of miners and the number of tons every week, do you think you can justify that high average of 3 tubs?—I think so.

**D-2305.** Would you be prepared to let us have the figures on which you base that?—Yes, I will let you have them.

**D-2306.** You say that even monthly wage earners are paid on account weekly. Why do you not make their wage a weekly wage instead of calling it a monthly wage but paying them weekly?—We pay them weekly what they ask, up to a certain percentage.

**D-2307.** Would you have any objection to paying weekly?—If that was the common desire we should have no objection.

**D-2308.** *The Chairman*: It is the prevailing condition for the whole of this field to pay weekly, is it not?—Not in the case of certain classes of labour.

**D-2309.** *Sir Alexander Murray*: You refer to legislation as being a kind of window dressing. Do you think the legislation regarding prohibition of children from the mines and of women from underground work, and the introducing of the shift system, is window dressing legislation?—We find that some legislation which is passed here is not fitted to the conditions of this country.

**D-2310.** You mean that the legislation which the Government in this country is introducing is "window dressing" for the purpose of their Western friends?—Western conditions are altogether different from conditions here.

**D-2311.** Leaving out Western conditions, the fact is that Government has introduced legislation here which prevents you from employing children in the mines, which prevents you from employing women underground, and which insists on a shift system. There is nothing much of window dressing about that, is there? Then you refer to the want of efficient organization on the part of the employers; what do you mean by that?—We mean that we are not in a position to adopt any concerted action and force it on our members. If we ask our members to take concerted action some of them might not care to do so.

**D-2312.** *Sir Victor Sassoon:* How can you alter that state of affairs?—Only by legislation.

**D-2313.** *Sir Alexander Murray:* Would you like Government to interfere in your internal affairs?—No. We want some sort of legislation which may make our members take concerted action and not Government: that if the majority of our members pass a resolution, that shall be binding on all the members.

**D-2314.** *Sir Victor Sassoon:* Are you suggesting that there should be legislation to force every employer into an employers' union?—I think it would be better. We have taken that quotation from the Balfour Committee Report and we agree with it.

**D-2315.** *Sir Alexander Murray:* Later on you will probably be asked if you will agree to that principle being applied to the workers also, namely, that Government should force every worker to become a member of a trade union. Would you be agreeable to that?—Yes, certainly. It would be better, because then we should know with whom we have to deal.

**D-2316.** Does Mr. Thacker agree with that?—(Mr. Thacker): Yes.

**D-2317.** Why did the Mining Federation find it necessary to come into existence when there was already a Mining Association?—(Mr. Ojha): The small mines thought that their interests were not adequately represented by the Association. Owing to a clash of interests the small mines decided to start their own organization.

**D-2318.** *Sir Victor Sassoon:* Could they join the Mining Association if they wanted?—Yes. Some collieries are members of both bodies.

**D-2319.** *Sir Alexander Murray:* You find them both very useful?—Yes.

**D-2320.** In actual practice do the two bodies work quite friendly together?—Yes.

**D-2321.** If Government stepped in you would be forced into one Union?—We would not mind.

**D-2322.** Why do you not join forces without Government intervention?—At present it is difficult. Anything that the majority decide cannot be binding on all.

**D-2323.** You refer to the idling habits of the miners. You also say that the direct effect of the prohibition of the employment of women would be a rise in the wages. Why should that be the case? If the workers are idling away 50 per cent. of their time; if they are only working 4 or 5 days a week and if they go home for 3 or 4 months in the year, do you not think that, instead of increasing their wages, it would be better to get them to work for more hours per day and more days per week and more months per year?—That cannot be done, by legislation. We may try to do it, but the miners will have their way and if they do not like to do it they will not. As facts are to-day you speak in a hypothetical presumption.

**D-2324.** Suppose you give the miner sufficient wages to make up for the loss of his wife's earnings. What would be the inducement to him to work any longer?—I am not sure if they will try to earn more even will the rate increased.

**D-2325.** You say: "The spur to earn more and to produce more is entirely absent in Indian labour". Here is Government giving you a spur to earn more and to produce more in the shape of eliminating women from underground working. What more do you want? The Government are doing what you want. They are telling the worker "we will not allow your wife to work underground any longer; you will have to work longer hours"?—How do we know if they will do it. He may not like to put in longer hours and may simply go back to his village and follow his usual pursuit of agriculture.

**D-2326.** You speak of the wages that were obtaining before the war and the wages now obtaining. I notice that Government in their memorandum also say that the rate per tub of coal raised before the war was generally As. 4½. It rose during and after the war to As. 8 or As. 9, and now it has dropped to about As. 7. Is it not the case that in 1919 there was an output in this area of about 15 million tons; in 1920 the tonnage dropped below 12 million tons, and in 1921 it was only 12 million tons? Were you not, Indian gentlemen, at your wit's end to get more coal, and did you not open up more mines? For instance, in 1919 there were 741 mines working, but by 1922 there were 953 working. Did you not pay more wages in many of the mines which you had opened in order to attract labour from the other mines?—Some might have done that.

**D-2327.** Was it not that more than anything else which caused the increased wages to be paid in the Indian-owned mines?—This might be one of the reasons but not the whole.

**D-2328.** The price of coal per ton in 1919 was Rs. 4-8-0, and it rose to over Rs. 7. Therefore in those days the wages could be increased very materially?—Yes.

**D-2329.** Now that the price of coal per ton has dropped back to Rs. 4, you cannot go on paying the same high wages as you were paying when the price of coal was Rs. 7 a ton?—Quite so.

**D-2330.** *Mr. Cliff:* The memorandum says "it is useless to attempt to approximate labour conditions in India to the standard of western countries." What do you mean by that sentence?—The people's habits and customs here are entirely different from what they are in Western countries.

**D-2331.** Do you object to the regulation of working hours?—We think it would create difficulty.

**D-2332.** Have any ill effects arisen on the industry or on labour through the regulation of hours?—I have not heard of any.

**D-2333.** Have any ill effects been felt to the industry or to labour through the adoption of the Workmen's Compensation Act?—No.

**D-2334.** Would any ill effects arise if provision was made for some payment during sickness?—Difficulty would arise because there are no professional or permanent miners, and under any system of payment during sickness we should be put in the position of having to pay a man who is only working in the colliery for about a fortnight or a month at a time. That we think would be a hardship. If there were a guarantee that our workers would be permanent workers, I think the Industry might consider a scheme.

**D-2335.** Would there be any difficulty in making provision for old age?—It would add to the cost. Under present conditions I do not think it would be possible. As I have stressed, our labour is not entirely our own. They are largely agricultural farmers.

**D-2336.** The memorandum says: "The sense of mutual obligation which knit the different elements of all Indian industry will inform the relations between Indian employers and Indian workmen." There are several cases which we have noted where the spirit of mutual obligation is absent?—There may be cases in such a vast country as this, but generally the position is as stated.

**D-2337.** With regard to those cases where it does not exist, might it not be well to transform that obligation into regulation?—Yes. But the urgency of a regulative measure is very limited.

**D-2338.** You say: "It seems to the Committee that the stiffening of obligation on the employers with regard to labour welfare, attempted in recent years, has been largely directed at the wrong end of the problem"?—We think that the workers themselves do not realise their responsibilities in the matter. A sense of their own rights as well as responsibilities must be awakened first.

**D-2339.** How do you propose to alter that?—They should be made to realise their responsibility. In Western countries the workers cannot absent themselves as the miners do in this country.

**D-2340.** You want the Indian workman to approximate to Western standards?—They ought to,

**D-2341.** You say that you want education of a character, both general and trade unionistic. We have been told that the Indian Collieries Employees' Association applied to your Federation for recognition as a trade union and to be accepted as a body which could speak on behalf of the work-people; and that you have not answered their letters and have not granted them recognition?—I am not aware of any such application.

**D-2342.** Will you be prepared to make enquiries into the matter? This Employees' Association made representations to you in 1926 and in 1927?—I shall be glad to make enquiries.

**D-2343.** If the Indian Collieries Employees' Association make application to your Federation now will your Federation be in a position to deal with them?—Yes. If it is a representative Association, and we know about the constitution and their representative character, we shall be only too glad to recognize them. But I must say that the recognition which we might grant would be of a purely academic value.

**D-2344.** You say: "It is only natural that where the old spirit exists ineffective legislation has been resented both by the employers and the employees." Will you give us an example of the ineffective legislation?—Yes, take for instance, the present legislation about the prohibition of female labour. Of course, we are not against the principle underlying the prohibition. We thought it was not necessary.

**D-2345.** Is it ineffective?—We say it has been resented.

**D-2346.** Again you say: "It is impossible to maintain an AI labour condition with C3 state of profit." May I put it round and ask you whether it is impossible to get AI profit with C3 labour condition?—No; I do not think so.

**D-2347.** *Mr. Birla*: You can?—We can make bigger but not AI profit.

**D-2348.** *Mr. Cliff*: Did you try it when you had an opportunity?—We had no opportunity up till now.

**D-2349.** *Diwan Chaman Lall*: Where did you get the figures from in regard to the number of tubs per person per day?—As I said, we got it from our members.

**D-2350.** In the same way as you got the information about wages?—Yes.

**D-2351.** With regard to the total tonnage produced in India, the Government have given us a figure of 131 taking the labour force as a whole. If you work out that figure, taking 5 days work per week which you have mentioned, it comes to not the figures that you give but to 1.33 tubs a day?—I do not know on what basis they have calculated this.

**D-2352.** There are two methods by which they have calculated. One is the figure of 188 by taking the underground workers only and



one is the figure of 131 taking both underground and above ground. Suppose I take the figure of underground workers only, i.e., 188 even when the figure comes to 1.44 tubs and no more. How did you work out your figure then? Is this figure correct or your estimate correct?—I do not know what the position actually is. The figure we have given is an average.

**D-2353.** *Sir Alexander Murray*: Is it not a fact that only about 50 or 60 per cent. of the workers are miners and loaders?—Yes.

**D-2354.** *Diwan Chaman Lall*: Is that the statement that you want to make?—That is the general position.

**D-2355.** If I go on the figures supplied by Government, I take it the average comes to 1.44 per head. Even if you add 60 per cent. it will come to little over 2; it will not come to 3 tubs per day, which is the figure I do not personally accept?—We calculated and found that 3 is the average. In some cases it may be a little less or a little more.

**D-2356.** I want you to supply me other figures and not merely make a general statement. Here are figures which we have got. Have you got any other figures that you can give us?—I have not got them here, but I can give you later on.

**D-2357.** Take your attendance registers. It has been my general experience that attendance registers do not reveal the actual fact as to the number of hours spent underground?—I think we maintain these registers as prescribed. Whatever information we have got to give there we do give.

**D-2358.** That is to say the registers as prescribed do not reveal the actual state of affairs in this way that as a matter of actual practice there is no check on the number of hours that a worker remains underground. There are casual entries filled in in the attendance register merely in order to conform to the law as it is. Is that not your experience?—No.

**D-2359.** Where did you get your figures from that the workers work 7 to 8 hours a day and the rest of their time they idle away. Your Federation has mentioned that one-third of their time they idle away in the mines?—That is what we got from our supervisors.

**D-2360.** Have you ever considered the question whether what you call idling away is a process of waiting for work to be given to them or tubs to be supplied to them?—Not necessarily; I do not think so.

**D-2361.** Is it your contention that the worker who goes underground is delighted with the idea of spending one-third of his time wandering about the mine because it is such a beautiful place to wander about in?—I think they do not feel unhappy there. But that is a different thing. My experience is that for some time they work; then they smoke and make themselves merry in many ways, and commence

again to work; they take their food there; even when they go to drink water they idle away about half an hour. That is what they have been doing.

**D-2362.** With regard to wages, you say in your memorandum that cutters are paid Re. 0-11-0 to Re. 1 per ton. Do I take it that you are referring to a cutter and a loader or only to a cutter?—To both.

**D-2363.** For what work would a cutter be paid Re. 1?—In cases where they have got to carry coal.

**D-2364.** Do you include in that category two men or one person?—Carriers are shown separately.

**D-2365.** But what is the custom? Is it not a fact that a man cuts coal and his wife carries and between them, when they have filled in one ton, they get at the rate of as. 7 or as. 8 as the case may be?—Yes.

**D-2366.** So this figure includes two persons?—Yes.

**D-2367.** It is not correct that a cutter would earn that amount?—No.

**D-2368.** In regard to welfare you have said that nothing has been done. Could you tell me when you had the opportunity of doing something, when the industry was good, what did you do in those days?—As I said, I do not think we have ever had an opportunity to do it.

**D-2369.** You had a boom period in your industry, I take it, many years ago?—Really speaking, in that boom period I do not think we made as much profit as other industries did or as people thought we did because there was the difficulty of the supply of wagons; wagons were not plentiful. Where the collieries made a profit they had to liquidate their debts.

**D-2370.** Not even in the period when the coal was selling at Rs. 17 per ton?—I do not think the coal was ever sold at Rs. 17 a ton; if it were so it must be a rare case.

**D-2371.** Your proposition is that you have not done anything towards welfare not, as you say, because of the lack of co-ordination amongst the employers but because of the lack of funds?—Both.

**D-2372.** Let me take the question of the lack of funds. How much do you think it would cost you to run a school for the children of, let us say, 1,000 working miners?—I think it would cost somewhere between Rs. 50 and Rs. 60.

**D-2373.** You consider that a prohibitive cost?—Yes, because some of these collieries cannot pay even the subscription of the Association which is Rs. 6 or Rs. 7 per month.

**D-2374.** Was that the position in 1920, 1921 and 1922?—At that time we had more members. If they wanted they could have started it.

**D-2375.** How much would it cost your Federation to have two travelling cinemas for the benefit of the miners employed on your collieries?—As I said, the Federation has no money.

**D-2376.** May I put it this way that the will has been lacking?—No. We were contributing a certain amount for the mining education advisory board, and we had to discontinue it for lack of funds.

**D-2377.** What I am driving at is this: considering that efforts in the past for one reason or another have failed, would you agree with me in insisting upon welfare work being conducted under sanction of the law?—Yes, certainly; we would do also voluntarily if money is available.

**D-2378.** Would you be agreeable to having a cess levied to the extent of half anna or one anna, as the case may be, per ton of coal, for this purpose?—The cess will add to the cost and eventually the consumers will have to pay it. The question we have to consider is whether under present conditions we are in a position to get that increased price from the consumer. We have to consider the question from an economic point of view. If it is possible we would be glad to do it.

**D-2379.** There is one item that adds to the cost of the coal, and that is your royalties, which range between as. 3 to as. 5 per ton?—Yes; sometimes more than that.

**D-2380.** Suppose it came out of the royalties apart from other sources, would you have any objection to that?—No.

**D-2381.** *The Chairman:* At present your cess for the Board of Health comes partly out of the royalties?—Yes; we pay more.

**D-2382.** Would you object to share a further contribution with them for the purpose of welfare?—As I said, we would be glad to do anything provided we are in a position to do it.

**D-2383.** *Mr. Mackie:* In your memorandum you specify the increase of rates made in 1921. Was the increase made as a result of a strike or strikes? Did the labour demand these rates?—The labour demanded it of course, but not by a strike.

**D-2384.** You gave the increased rates without compulsion?—There was no question of compulsion. They represented it to their collieries and the collieries had to agree considering their conditions.

**D-2385.** You were in a position to make money and you could afford to give an increase?—We were getting better prices, and we did not grudge giving them more.

**D-2386.** You say that the supply of labour does not depend on rate of wages but on the character of the crops. I suppose you mean that if there is a good harvest any inducement of higher rates would not bring more labour to the coalfields?—That is so.

**D-2387.** The collieries under your Federation that have continued to work during the past few years have not experienced a surplus of miners?—No.

**D-2388.** Hence there cannot be any unemployment amongst miners?—No.

**D-2389.** Have you heard of miners having to leave the Jharia coal-field as a result of unemployment and having to go to Madras and Assam?—No.

**D-2390.** You know of no such instance?—No.

**D-2391.** Mr. Thacker, you run a school for your miners' sons, is it not?—(Mr. Thacker): Yes.

**D-2392.** Are any of those who were educated in your school now working as miners?—The school was started only in 1924.

**D-2393.** Do you think that the boys that you are educating will ever go to work on the coal face and load coal?—Some of them will, I think.

**D-2394.** Do you not think that they will be more prepared to work as fitters and *khalasis* than as miners?—Most of them will be prepared to work as skilled labourers.

**D-2395.** Do you think they will take off their coats and work?—No, they will not.

**D-2396.** Mr. Sibakli Bose: You say in your memorandum that overmen are recruited both from the rank of miners and from educated persons having some knowledge of technical mining. Can you tell me whether overmen have been recruited from the rank of miners?—(Mr. Ojha): At times we do.

**D-2397.** Can you substantiate your statement by giving concrete instances?—From miners they become *sardars* and from *sardars* they become overmen, if they are intelligent.

**D-2398.** But actually has any miner been promoted to the post of overman?—I do not say that there are many instances, but I know that it has been so in one or two cases.

**D-2399.** Mr. Thacker, I think you at least know that there is an Employees' Association which was established in 1920?—(Mr. Thacker): Yes, but I do not know when it was established.

**D-2400.** Is it not a fact that the Employees' Association has more than once sent an application to your Federation for recognition?—I am not aware of any application; it may have been sent to Calcutta.

**D-2401.** Your Federation did not receive the constitution of our Association or its annual reports?—I do not know whether the Calcutta office has received them. But this much I know that the meetings

of the Employees' Association are held in the hall of the Federation, and, as you know, we have very good relations with you.

**D-2402.** I think your Federation will have no objection to recognize this Employees' Association?—No.

**D-2403.** Mr. Ojha, can you tell me what is the cost per ton of raising coal?—(Mr. Ojha): It is somewhere about Rs. 3, but it varies according to the conditions under which the mine is worked.

**D-2404.** Can you tell me what the miners including the carriers get for one ton of coal?—As. 12 or thereabouts.

**D-2405.** What is the cost of your other establishment?—It depends upon the conditions. The over-head charges are less if the output is big and more if the output is less.

**D-2406.** Can you not give us an approximate figure for all establishment including *khalasis*?—We generally do not put everything together.

*Sir Victor Sassoon:* It is very easy to calculate. It costs you Rs. 3 a ton. Deducting As. 12 for miners it leaves you Rs. 2-4-0; out of that you pay As. 4 as royalty. Therefore the over-head charges are Rs. 2 a ton. It is only mathematics.—Miner is not the only labour employed in a coal mine.

**D-2407.** *Mr. Sibakli Bose:* Can you tell me what is your selling price now?—It is also about Rs. 3 per ton; in some cases it is more while in some cases it is less.

**D-2408.** Do you mean to say that the collieries which are owned by Indians are not making any profit at all?—Practically not. In some cases they may be making a few annas, but in most cases they do not make any profit at all.

**D-2409.** *The Chairman:* You say it is a very bare margin?—Yes.

**D-2410.** *Khetra Nata Sengupta:* In your memorandum you attribute the low standard of living of the labouring classes to their incorrigible habits and superstitions. You say: "So long as the demand for a better living has not made itself felt from within the labour themselves, all legislative or statutory proposals for uplifting labour conditions are bound to fail in their object." You say that it is their habits that is responsible for their low standard of living and not their poverty and low wages?—No. I may tell you that when they were getting higher wages they were not prepared to work more; on the other hand they were giving us less work. If they had earned sufficient money they would not go to work.

**D-2411.** You state that both *sardars* and overmen are recruited from the rank of miners. Do you not notice that when a miner rises to be a *sardar* or when a *sardar* rises to be an overman his standard of living changes?—A bit, but not much.

**D-2412.** We saw this morning a man who told us that he started as a day labourer and then became a *sardar*. We saw him well clothed unlike one of the miners?—Yes, it is possible.

**D-2413.** You know that Indian graduates of universities can be had for Rs. 30 or 35 a month. Do you expect any high standard of living among them?—It is very difficult to say.

**D-2414.** There is no want of knowledge of high standard of living among them, but is not their standard of living low? Is it due to habit or to poverty?—In one case there is no money but there is education and culture, while in another case there is money but there is no education and culture. Our whole point is that the labour despite all legislative measures, are not keen to live better or to earn more.

**D-2415.** I will give you another instance. You know that in the coalfields there are certain people who originally began as *sardars* or *khalasis* but have become afterwards contractors and are now driving costly motor cars. So it is not a fact that the standard of living is dependent upon habits, but it is more dependent upon means?—The comparison cannot hold good because you are dealing entirely with two separate classes. In any case the instance that you cited should be taken more as an exception rather than as a rule.

**D-2416.** You say in your memorandum that the recent statutory prohibition of underground employment of women in mines is calculated to seriously upset the family life of miners. What do you mean by that?—As you know, miners generally like to work in pairs. When the husband and the wife work together they are happy, and they resent the idea of the females being prohibited from working with them.

**D-2417.** Do you seriously hold that if a miner after his day's hard work comes to the surface and gets the meal ready, made by his wife, he would not prefer that to the pair going down and coming up at the same time and after coming up having to wait for the meal for at least two hours before it can be got ready?—It is a matter of opinion.

**D-2418.** I want to know your opinion?—Looking at it from my point of view, I would say that they would prefer it.

**D-2419.** Have you any idea as to from what point of view they look at it?—As I told you, we had a talk with some of these people and we found that they did not like the idea of working without their wives.

**D-2420.** You know that we ourselves saw the other day that the wives of some of the miners stay at home for looking after their children?—That is so in some cases, but you should know that in such cases they have some other relation to work as loaders. Then again you are presuming that prevented from working underground the women will stay at home in the mines. We dispute this position.

**D-2421.** You say: "The subsidiary character of mining as an occupation is borne out by the fact that in years of bumper crop the miners return to coalfields later in the cold weather and also in reduced number." You know that there is a fair percentage of permanent labour on the collieries?—Not fair. We have not got sufficient land on the collieries.

**D-2422.** Do they stay away from the collieries for a long time?—Yes, for about 3 or 4 months in a year.

**D-2423.** What do you think would be the percentage of permanent labour force on the collieries?—As I have stated in my personal memorandum, I think in the Jharia coalfield about 20 per cent. is permanently settled; 75 per cent. is recruited and 5 per cent. is local.

**D-2424.** Do you think that with increased wages and increased amenities of life more miners would settle on the collieries?—It may attract a few more people. But nothing appreciable will result.

**D-2425.** You say that “the Santals have a superstitious horror for brick ceiling.” Is that correct? Have you any personal knowledge about it?—I know of one colliery where double-storied all-brick buildings are lying vacant.

**D-2426.** What is the reason? Is it that the brick houses are not comfortable?—I cannot say. They are not used to this sort of *pucca* houses. They prefer to live in thatched houses.

**D-2427.** With regard to education you say: “In the Raniganj field there are a number of high, middle and primary schools scattered throughout the coalfield. In the Jharia field similar facilities exist but in a more limited extent.” Are not those institutions costly for miners to send their children to?—I think at present they are.

**D-2428.** If free primary and middle schools could be established you think that the miners will send their children there?—I am not certain.

**D-2429.** *Mr. Mukherji:* You say in your memorandum that the problem of labour welfare in India is closely inter-related with the general educational problem of the Indian masses. Do you not think that what the Federation means is that if welfare work is followed by education that will have a better effect than the welfare work preceding education, because unless there be education of the masses the miners themselves would not be able to appreciate this sort of welfare work and, if need be, would not contribute towards it later on?—The view taken was that if the problem of education was first solved then the desire will be there. In this case we shall have to thrust it on them.

**D-2430.** In reply to Sir Victor Sassoon you said that if the miners work 6 days in the week and 52 weeks in the year they would earn one-third more. You do not mean thereby that they should work continuously without any holidays or stoppage?—No and not without their usual idling.

**D-2431.** You mean that if they put in more heart in their work, even now with 5 days work in the week, they can earn more?—Exactly.

**D-2432.** To bring that will into them education is absolutely necessary?—Yes.

**D-2433.** With regard to legislation to make the employers themselves combine, is it not the idea that co-ordination in selling and

other things will improve the trade in such a way that the trade will never think of opposing legislation about welfare? What is impossible for individual collieries now to do is possible if there is co-ordination?—We can improve our position and when our position is improved and we have got money we would not object to anything. This I have already made clear.

**D-2434.** It is but natural that ideas which do not occur to individual collieries may occur to the Federation as a whole. If the Federation can arrange for some sort of welfare or educational work and force their constituents to adopt that, would not that be very much better than to get it done by legislation, and force it down the throat of an unwilling employer?—That is right. Not only that; it would not be possible for an individual to do it, whereas it would be possible for the Federation to do it.

**D-2435.** Supposing an individual is forced by legislation to do some sort of welfare work, without bringing the employers together and creating in them the desire to do it, do you not think that it may, at least in some cases, defeat itself?—Yes.

**D-2436.** That is, there will be a desire on the part of the people to shirk that sort of obligation?—That is so.

**D-2437.** If you reduce the working hours of the miners working under-ground, do you not think that it will have the effect of further reducing their actual working time?—Yes.

**D-2438.** With regard to the prohibition of employment of women you say that it will disturb the family life. You mean thereby, that as there will be a reduction in the family income the women will seek employment elsewhere, leaving their husbands in the coalfields, in order to make up the loss. Thus there will be a disturbance of the family life?—I do not know any job will be available to them.

**D-2439.** Do you not know that a distinguished Indian lady who had the opportunity of studying herself the conditions in the coalfields expressed the opinion that it would have a deleterious effect on their family life? It was based on the fact that for earning wages the women would have to go to work elsewhere?—Yes.

**D-2440.** On the question of wages, do you think that increased wages will necessarily improve the standard of living of the miners?—I do not think, under present conditions, it would.

*Mrs. Roy:* I understand that a reference was made to what I said at one time. I still think that if a woman has to work it is better that she should work with her husband. But I do not mean that she must go into the pit and work side by side with him. If work could be found on the surface so much the better. If that is not possible the wages of the men will have to be raised.



**D-2441.** I think that work on the surface can be found for them. It is for the mine owners to decide how they can employ women on the surface?—So long as there is any surface work that can be done by a woman, the mine owners will only be too glad to employ women, but if there is not sufficient work they cannot help it.

**D-2442.** Could not more work be offered to women aboveground?—No.

**D-2443.** You say in your memorandum that in the coalfields the sex ratio among the labourers has hitherto been in complete parity. Do you mean to say that the number of men and women are the same in your collieries?—Practically same.

**D-2444.** Have you not many miners who do not bring their wives with them?—Generally they bring their wives, and cases are few where they do not bring their wives.

**D-2445.** You have a number of women working in the collieries. Would you be in favour of making some arrangement for the payment of maternity benefits to them before and after child-birth?—As these people do not stick to their work it is very hard on the part of the employers to make any such arrangement; they sometimes work for a month and then go away.

**D-2446.** You say that you have always a floating population, but do you not have a permanent force?—We have only 20 per cent. of permanent labour force.

**D-2447.** Even for that 20 per cent., do you not think that you should make some arrangement?—There are some arrangements made at some places; there are trained *dais*.

**D-2447a.** *Miss Power*: Does your Federation not advocate the payment of maternity benefits to the women?—If they were to remain permanently, we would certainly advocate.

**D-2448.** Has your Federation as an association advocated to its constituents?—No.

**D-2449.** *Mrs. Roy*: Do you not think that special arrangements for medical relief ought to be made for women workers?—I think it would be better, but the trouble is it is not availed of.

**D-2450.** You say that "Even some miners send remittance home." What do you mean by that? Do you mean to say that a miner must spend what he earns and that he has no right to earn more or to save money?—We do not mean that at all. What we mean is that generally the miners save less than the other labourers. What they earn they spend.

**D-2451.** Is it your opinion that they earn enough?—Our experience is that when they get more they give less work. Therefore we think that what they get is enough.

**D-2452.** You say that a higher wage leads to a fall in working hours. Is that true?—That is what actually happened.

**D-2453.** Is that the general experience of all colliery owners?—I think so.

**D-2454.** But I think when you eliminate female labour altogether the position will be different because to support their children they will have to work longer hours?—They may or may not—it is difficult to answer. But it is likely that they may demand higher wages.

**D-2455.** Do you not think that when the need will be greater they will work harder?—They might; it is to be seen.

**D-2456.** *Miss Power:* You say in your memorandum: "It is remarkable that the movement towards permanent settlement in the mines, or, to be precise, the mining area has stopped for the last 15 to 20 years." That is contrary to much of the evidence we have had submitted to us. Would you tell us on what you base that statement?—The labour is settled from a long period. Even if we try to have a settled labour on the collieries now, we do not get it.

**D-2457.** But I take it that the settled labour that you have is not entirely the labour which settled only as long ago as 15 or 20 years?—They settled, I think, then. There may be a comparatively small number who settled since then. But taking the whole position into consideration, I think we do not now get more labour to settle.

**D-2458.** *Sir Victor Sassoon:* Would you say that the settled labourers are the sons who settled 15 or 20 years ago?—Yes.

**D-2459.** *Miss Power:* Can you account for this sudden stoppage in the flow of labourers desiring to settle?—I think it is due to this that in those days they were getting land, whereas it is very difficult to provide land now. The inducement for settlement cannot be offered.

**D-2460.** *The Chairman:* Your land is not increasing?—No.

**D-2461.** *Miss Power:* Turning again to the question of maternity benefits, you said that your Federation have not as yet advocated payment of maternity benefits by its members. Would you be in favour of a law making the maternity benefit compulsorily payable throughout the coalfields?—Under the present circumstances we cannot issue any mandate because it would not be binding on the members. If there is to be any such legislation, I think, it would add to the cost. As I said, we are quite prepared to do anything; our sympathy goes with the labour, but then the difficulty is that our position would not allow us to do anything now.

**D-2462.** *The Chairman:* If you only have 20 per cent. of settled labour force and the proportion of women in that 20 per cent. is less than half and it is also suggested that maternity benefit would only apply to women who have worked for at least 6 months before confinement, you would agree with that limitation, is it not?—If it were to be 12 months, I think we ought to agree.

**D-2463.** *Miss Power*: The number covered by a Maternity Act would be a comparatively small figure because such legislation would ultimately apply only to the women employed aboveground. On this ground, I take it that your Federation will support legislation?—I think so. Personally I think there should be no difference whether it is underground or aboveground.

**D-2464.** You say that women absolutely decline to have their maternity cases looked after by any medical agency. Do you not feel that one of the reasons for this has been the absence of women doctors on the coalfields?—It might be so, but it is very difficult to say. Generally they do not go in for any treatment by doctors.

**D-2465.** Your Federation has not approved of the scheme proposed by the Jharia Mines Board of Health, is that not so?—We have not approved of the scheme.

**D-2466.** You are not in favour of it on the ground, as you say in your letter, of "the traditional delicacy of women in accepting treatment outside their own homes." Is it not one of the chief points of the scheme to train health visitors, who would in their turn train *dais* who will look after the women in their own homes? In view of that do you still feel that the scheme is one which your Federation should not support?—I think it will be very impracticable.

**D-2467.** Your view is that an expensive machinery would be set up which the women would not use because they would not be prepared to go outside their own homes for treatment?—Yes.

**D-2468.** But, as I said before, the chief point of the scheme is the training of people who would treat the women in their town homes. What objection can there be on your part to a scheme like that?—I do not think it will be practicable.

**D-2469.** *Sir Alexander Murray*: If it were possible you would not mind?—No, I would not mind.

**D-2470.** *Sir Victor Sassoon*: Would your Federation be prepared to pay its share of the cost of running such a scheme?—I have already explained the position of my Federation in regard to such matters. If our conditions improve we would be glad to undertake any welfare work which is in the interests of labour.

**D-2471.** *Miss Power*: Has your Federation given any advice to its members as to the method of selecting women year by year for exclusion from the mines?—We have not given any definite advice on the point.

**D-2472.** Do you not think it would be a sensible thing to carry out the elimination year by year in such a way as to cause the least economic disturbance to the families concerned?—Any advice given by the Federation is not binding on its members; in most cases it would be a sort of advice gratis unheeded.

**D-2473.** Are you still taking on new women?—No.

**D-2474.** With regard to the payment of wages do you think that the fact that the miner does not get his wages sometimes until as late as 4 o'clock on Sunday in part accounts for the fact that he does not work on Monday?—No, the miners generally get their wages in time.

**D-2475.** When Sunday is the recognized day of rest why should you not pay wages on Saturday?—If we paid wages on Saturday the miners will not work properly that day. The output that day will be reduced. Now they generally get their wages on Sunday morning. It may be that certain classes of labour are paid in the afternoon.

**D-2476.** Those who come to the mines from distances of 10 or 15 miles have to wait for their payment till Sunday and are not able to go home till Sunday night. How can they come back to the mines on Monday?—Such people will get their wages on Saturday if they have finished their work. In some cases we pay daily even. We do not insist that labour should not be paid oftener than once a week, though it is the general practice. If the miners want to be paid on Saturday, or if they want to be paid daily we have no objection to pay like that. But the general practice is to pay on Sunday.

**D-2477.** In regard to education you say that the "children of the labouring classes do not join these schools. And those who join do not pursue mining as an occupation in afterlife." Do you think that if there was universal primary education, the tendency of the worker to forsake his own calling would disappear?—I think so.

**D-2478.** Do you think that the education of the miner's children is the primary concern of the community at large or of the employers?—I take it that it is the primary function of Government. At any rate the problem is one of such magnitude that employers cannot embrace it within the so-called welfare work.

**D-2479.** *Mr. Joshi:* With regard to the number of hours worked by the miner, in reply to a question by the Chairman you said that the miner would not do sufficient work if the hours were reduced. In your memorandum you say that the aggregate working hours per week underground are roughly 100 for two shifts. That works out to 50 hours per shift per week. You have also stated that "on an average the miners idle away one-third of their time while underground." So that the actual number of hours worked by the miner will be  $\frac{2}{3}$  of 50 hours or 33  $\frac{1}{3}$  hours per week. He works 5 days in the week and this gives you about 6  $\frac{3}{4}$  hours a day. But the Indian Mining Association estimated the number of hours actually worked by the miner at 4 to 5 a day. What is this difference due to? Is the miner patriotic enough to give the Indian employer more work than to the European employer?—No, it is only an estimate; it will vary.

**D-2480.** Now that the miner actually works only 6  $\frac{3}{4}$  hours, would you have any objection to reducing the statutory number of hours from 12 to a lower figure?—Our difficulty will be this. Whatever may be the hours fixed for working, you cannot cure idling.

**D-2481.** *Sir Victor Sassoon* : If they gave you the same output in less than 12 hours which they give you now in 12 hours would you object to the hours being shortened?—We would not object, but we do not think it would be practicable. The position indicated seems to be purely hypothetical.

**D-2482.** *Mr. Joshi* : From your side there will be no difficulty; you would not be requiring more capital and that sort of thing? Theoretically we could have no objection.

**D-2433.** Let us theoretically discuss the question. Supposing you got the same number of tubs in less number of hours would you have any objection to reducing the number of hours?—There could not be any objection.

**D-2484.** Let us take it like this. At present they work 50 hours underground. Taking it over 5 days a week it comes to 10 hours a day. It makes absolutely no change in what is going on to-day. Would you have any objection to reducing the hours to ten a day?—As I said before, theoretically I cannot have any objection.

**D-2485.** I am not speaking here theoretically. You say that at present they work 50 hours a week. I keep the present number of hours intact. What objection could you have?—What would be the benefit?

*Mr. Joshi* : I am coming to the question of benefit presently.

*Sir Victor Sassoon* : Do you expect any difficulty in keeping up to the average; I mean you now have more than 10 hours some days and less than 10 on other days, but the average is 10. Under the proposed restriction you cannot exceed 10 on any day.

*Mr. Joshi* : I come to the point of benefit. We are all anxious that the workers should have some leisure and should be more disciplined. In order that they may be disciplined the hours must be reduced. I should put the number of hours at 8. Let them work 6 hours a day out of those 8 hours and spend the remaining 2 hours in eating, drinking and smoking. It may do them good; it may do you also good; it may do the country also good if we have 8 hours a day and our workers well disciplined.

**D-2486.** Supposing they do not like to work 8 hours a day or 10 hours a day where will they go?—They will go to their villages.

**D-2487.** Have they not come here because they have not enough to live on in their villages?—Yes.

**D-2488.** Will they not stay with you if your wages and conditions of work are as good or better than the wages and conditions of work elsewhere?—Yes, if they are disciplined.

**D-2489.** Dealing with wages you say that the miner receives a number of indirect benefits which may be calculated in terms of money at Rs. 6-8-0 a month. Suppose a suggestion was made to you that a welfare board be started which would provide the miner with all the indirect benefits that you now confer on him and that you should pay

the board Rs. 6-8-0 a month, the amount which you say you actually spend. Would you have any objection to a proposal like that?—I do not think it would be feasible.

**D-2490.** But you should have no objection if you are actually spending this amount now. Are you giving the figures of actual expenditure under these heads? Could you supply us with a statement of the actual expenditure under this head of the members of your Federation?—Yes, I will supply the Commission with the figures.

**D-2491.** You estimate the cost of fuel you give at Rs. 1-8-0 a month. Do you give them coal from the surface or do you ask them to dig it out for themselves?—We give them the coal on the surface. They have been already paid for raising it.

**D-2492.** *Sir Victor Sassoon*: Are you sure of that?—I have been told that the miners are allowed to dig the coal for themselves and take the coal from the pillars?—So far as I know they take the coal from the surface.

**D-2493.** Dealing with sickness insurance and old age pensions you say in your memorandum that the workers "will offer the greatest resistance to any such scheme." Leaving aside the question of workers' resistance you will have no objection to the scheme, I take it? Supposing the workers did not go on strike if the Government passed legislation providing for sickness insurance and old age pensions, would you have any objection to a scheme like that?—We have not the money to pay.

**D-2494.** But you have not stated that objection anywhere?—We have stated it throughout. That is one of the important considerations ever present. Moreover it is very difficult to put into operation any definite scheme on account of the migratory character of labour. Labour is not yet settled on the coalfields permanently.

**D-2495.** If that be the case the primary objection is not the resistance of the workers but something else?—Both.

**D-2496.** You have also said that such schemes are unworkable "unless the employers are prepared to shoulder the double responsibility of making their own and the employees' contribution. For the Indian miner is as yet too ignorant to understand insurance to appreciate its value." Supposing a bill was passed providing for a contribution from the workers also, do you think there would be real difficulty in making them contribute and that they would not appreciate the necessity for small deductions at all?—At present there are no deductions in his wages at all. When this question was under consideration in our Chamber I casually asked one of the labourers whether he would contribute something in return for the benefit that he would receive. I told him that Government would contribute something and the employers would contribute something. He said: have not the Government and the employers got enough money that they should come and ask us to contribute?

**D-2497.** *Mr. Birla:* Your membership is composed entirely of Indians and most of them represent second class collieries?—Yes.

**D-2498.** In fact you have very few first class colliery owners as members?—Yes, very few.

**D-2499.** Almost all the first class colliery owners are Europeans and they come under the jurisdiction of the Indian Mining Association?—Yes.

**D-2500.** Is it a fact that during the time of depression the first class collieries never came to the losing point?—No, they did not.

**D-2501.** In the history of the coal industry it was only on very rare occasions they came to the losing point?—I have not hard them lose.

**D-2502.** Is it a fact that except on very rare occasions second class collieries have passed through a period of depression?—They have always to pass through periods of depression and they are the hardest hit.

**D-2503.** Is your difficulty increased on account of the competition of the railway collieries?—Yes.

**D-2504.** It has been stated that, although the raising cost of the railway collieries is almost the same as the price of which coal is available on the market, the railway still prefer to raise their own coal. Is that so?—Yes.

**D-2505.** Do you think that your difficulties would be reduced if the Railways bought their coal from the private collieries?—Yes, then there would be a greater demand in the market for our coal.

**D-2506.** Do the Railways prefer to buy their requirement from the European first class colliery owners?—They say that they want first class coal and first class collieries are mostly owned by Europeans.

**D-2507.** Out of the total requirements of the Railways how much were they taking from the Indian Colliery owners?—About 40 to 50 per cent. Now it is less.

**D-2508.** Although in the past they used to purchase second class coal from Indian colliery owners in recent years they have diverted their purchase to first class colliery owners?—They say that when first class coal is available in large quantities they do not want to go in for second class coal.

**D-2509.** What is the reason for the reduction from 50 per cent. to 30 per cent. in the purchase of coal from the Indian collieries?—At that time the output under our control was more than it is now.

**D-2510.** If the competition of the railway collieries was eliminated would you be in a position to stand on your own legs?—It would go a long way to help us.

**D-2511.** If labour should have A. I. conditions you yourself should have to be in A. I. conditions?—Yes.

**D-2512.** You are not unsympathetic towards labour. If funds were available you would provide sickness insurance, old age pensions, higher wages and so on?—We would gladly do all that for the welfare of labour.

**D-2513.** Do you mean to say that even to-day when you are not in funds you are more sympathetic towards labour than European employers?—It is very difficult to say. I may say that we do all that is possible to do.

**D-2514.** Even now individual colliery owners are providing schools and similar welfare facilities for colliery children?—Yes. Our position is this. If our labour is happy we are happy. If labour works for us we are happy; otherwise we are nowhere.

**D-2515.** It is stated that the miners have the habit of idling away their time. Why is this peculiar to the miners alone?—I cannot say definitely why. It may be due to the kind of work they do.

**D-2516.** Have you any special experience of the Bauri workers?—There are some of them who do more work than others.

**D-2517.** Is their physique better than that of the Santhals?—No. The Santhals are better. They take more nourishment and have better physique.

**D-2518.** Is not lack of adequate nourishment resulting in poor physique, one of the causes of the idling habit?—It may be one of the factors, but personally I should not think so.

**D-2519.** Is it not very unkind to call the miner a habitual idler when lack of nourishment gives him a poor physique?—So far as your workers are concerned they are mostly composed of aboriginals?—Yes, mostly so. More than 70 per cent.

**D-2520.** Whereas the workers in the textile industry in other places are drawn from other classes. You agree that the physique of the Santhals as compared with the physique of the people of other provinces is poor?—We cannot say that as a general rule. If we compare the Santhals with the Punjabis, certainly the Santhals have a poor physique.

**D-2521.** Compared with the people coming from the United Provinces and Bihar?—Yes, they are poor. But when we compare the miners with the mill workers we have to take into consideration the kind of job they do and how much of exertion each kind of labour requires.

**D-2522.** *Sir Victor Sassoon*: Would you say that the physique of your miner is worse than that of the mill worker in Bombay?—No, I do not think so.



**D-2523.** *Sir Alexander Murray* : Would you say that it is better or worse than the physique of the agricultural classes from which they are drawn?—There is no difference at all between the two. I may say this : The Manjis who generally come from the Sonthal Parganas have a poor physique compared with the men from the United Provinces or the Punjab. But when compared to Bauris they have a better physique.

**D-2524.** *Mr. Birla* : Do you think that a miner has to put in a greater exertion than workers in other industries?—I think so if we have in view the few big industries.

**D-2525.** Would you require a better physique for the coal mines than for the textile industry?—Yes, subject to the qualification made.

**D-2526.** *Mr. Clow* : In your memorandum you say that "so long as the demand for a better living has not made itself felt from within the labour themselves, all legislative or statutory proposals for uplifting labour conditions are bound to fail in their object." Do you consider for example that the Workmen's Compensation Act has failed in its object?—I do not think it has failed.

**D-2527.** Do you wish to qualify your statement at all?—What we mean is that there should be a desire on the part of labour for a better living.

**D-2528.** How do you propose to stimulate the desire?—By educating them.

**D-2529.** Dealing with education you say that the miners' children do not go to school. Do you want to introduce primary education?—Yes, primary education should be compulsory.

**D-2530.** Would that not be introducing a legislative measure before the demand came from the labour themselves?—If we were to wait for a demand from them even with respect to education they would never be educated.

**D-2531.** But you say that there should be a demand from the workers?—That is for a different kind of legislation, not for education. An elementary education is the condition of success of all legislation intended to promote higher standard of living.

**D-2532.** You say that all statutory proposals for uplifting labour should wait until labour makes a demand for it?—Not with regard to education.

**D-2533.** With regard to measures affecting employers?—Those questions are on a different footing from labour legislation.

**D-2534.** Have you any proposal to make in regard to the question of drink?—We feel that the drinking habit is responsible for the present position of labour. The workers would be improved if that could be abolished.

**D-2535.** But there is no demand from labour for that kind of legislation?—I am making an hypothetical statement.

**D-2536.** You do not think that a measure of that kind will be unpopular with labour?—It may be unpopular, but it is worth while trying to educate them in prohibition. (Mr. Thacker) I submit that at least on payment days—Sundays and Mondays—the grog shops should be closed.

**D-2537.** Mr. Joshi suggested that you should have a disciplined labour so as to secure a shorter day. If you introduced discipline, is it not possible that labour would prefer to go elsewhere where slacker conditions of work prevail?—They might.

**D-2538.** Do you anticipate, or do you think, that by compulsion labour could be made to concentrate its work?—I do not think we could compel labour to concentrate its work. But at present it is difficult to know what will happen as a result of any action taken.

**D-2539.** *The Chairman:* I notice that the Government of Bengal have given us an interesting piece of information under the heading of "Welfare" in their memorandum. They say: "There are Government liquor shops conveniently situated for most collieries." Do you regard liquor shops conveniently situated as a piece of welfare work?—It is surely detrimental to the interests of labour.

**D-2540.** There has been some suggestion of differentiation of interests between the collieries which you represent in the Federation and those represented in the Association. You told us quite early to-day that both of you are members of both the bodies, the Federation and the Association?—Yes.

**D-2541.** So that in some matters you have a community of interests shown by common membership of both the bodies?—Yes. But the only difference is this. In many matters particularly in regard to trade interests we cannot see eye to eye with them.

**D-2542.** I quite appreciate that position. Can you tell me whether it is true or not that the majority of the shares in value in the Association collieries are held by Indians?—It may be, but the shareholders are generally apathetic. Even though there are Indian shareholders we cannot take it that they approve of what is done by the Association.

**D-2543.** I only wanted to elicit the fact that the collieries of the Association are owned in so far as shareholders are concerned mainly by Indians?—It is difficult to commit oneself either way from data available.

(The witnesses withdrew.)

## JAMADOBA COLLIERY.

**Mr. J. Kirk, Superintendent, Jamadoba Colliery of Messrs. Tata Iron and Steel Co., Ltd.**

**D-2544.** *The Chairman* : Do you pay a sick allowance when men and women are sick or in hospital?—Yes. We generally pay half wages.

**D-2545.** You have supplied us with a note stating that welfare work is receiving attention. It would be well if there were concerted attempts for the whole area to do more in the way of welfare?—I am in favour and would be ready to co-operate. We shall do it ourselves in any case.

**D-2546.** *Mr. Cliff* : What is the object of welfare work?—I do not know. My object is to give square deal.

**D-2547.** You consider provision for sickness to be a business proposition?—Yes.

**D-2548.** Do you find it possible to discipline your labour?—Yes.

**D-2549.** Is your experience yielding results?—Yes.

**D-2550.** Why are you successful and others not?—I do not know. Labour in India is not cheap, because men cannot do much work. It is all a question of temperature and climate.

**D-2551.** Do you endeavour to instruct your labour?—Yes.

**D-2552.** Is the Indian labourer an apt pupil?—He can be trained to do anything. We have men handling cutting machines as well as any British miner. It is all a matter of supervision and teaching.

**D-2553.** So you overcome the dearness of labour by mechanical aid?—Yes.

**D-2554.** What is your attitude towards Trade Union Organization?—So long as the leaders come from the ranks and stand up for their own labour, it is all right. I do not want lawyers or politicians as Trade Union leaders.

**D-2555.** What about the interim period?—It is a question of education. The whole thing is that the workers should learn to read and write their own language.

**D-2556.** Do you run schools?—Certain small ones. The miners have started one on their own initiative. We have purposely not helped them with it. This effort shows a desire on the miners' part for the education of their children.

**D-2557.** Is that exceptional?—No. You find some can read and some cannot. For instance when you are settling land, you sometimes find that the father can read and the sons cannot.

**D-2558.** Have you a stable labour force?—Yes. We dropped 6,000 tons in one month for special reasons, otherwise it is very steady.

**D-2559.** Do the same people come back to you?—Yes.

**D-2560.** For many years?—Yes. In any colliery if men are well treated, if ventilation is good, working places easy, tubs plentiful, they will come back.

**D-2561.** *Mr. James Mackie:* Whom do you employ for machines?—Punjabis.

**D-2562.** I quite agree with you as to the training of skilled labour but can the village miner be taught to undercut, etc.?—I have never tried and should not think of trying.

**D-2563.** *Diwan Chaman Lall:* What value do you attach to the statutory attendance registers?—None.

**D-2564.** I saw some miners come up and one had not his name down in the register?—He probably went down another incline. I propose to revise the system and eliminate the inclines.

**D-2565.** *Col. Russell:* At what rate do you pay subsistence allowance in case of sickness?—The rate is half pay.

**D-2566.** Do you get Topchanchi water?—Yes.

**D-2567.** Have you any shortage?—No.

**D-2568.** *Mr. Sibakali Bose:* Is the miner's diet generous?—I leave that to him.

**D-2569.** Are the wages adequate?—Yes.

**D-2570.** Do you prefer departmental or contract working?—Departmental. I get a closer supervision over my labour.

**D-2571.** Does the contract system encourage corruption?—I should not say so.

**D-2572.** Have you provident fund?—Only for monthly paid employees.

**D-2573.** Have you any regular system of increment for clerks?—No. We pay according to merit.

**D-2574.** Have you any leave system?—Yes. Every monthly paid employee gets 18 days paid leave.

**D-2575.** Do you appoint monthly paid men from outside?—We get them by promotion whenever possible.

**D-2576.** Do you know of the Employees' Association?—Yes. I support it.

**D-2577.** *The Chairman:* Do you give half pay in maternity cases?—No. Unless we are asked for it. We seldom hear of these cases.

**D-2578.** Does the medical staff give treatment in maternity cases?—Only when asked for.

**D-2579.** Would you be in favour of a general system for an allowance before and after child birth?—Yes, but we shall soon eliminate women both above and below ground. Within five years we shall have no women left working on the colliery.

**D-2580.** You think 10 years too long a period for elimination?—Yes. It will never go the full time.

**D-2581.** *Mrs. Kamini Roy:* You will then have men working without their families?—No. The cost of coal will have to go up to cover the loss of the women's wages or otherwise facilities given to the miner to enable him to earn as much as his wife and self.

**D-2582.** Do you then intend to give such housing as will enable the miners to keep their families?—Yes. I want them to keep their wives here.

**D-2583.** Will you not require a Maternity scheme in that case?—Yes.

(The witness withdrew.)

<p>Hira Kharar Jasru Bhagat Chando Kheru</p>	}	<p>Miners from the Central Provinces.</p>
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**D-2584.** *The Chairman:* Do you wish to say anything to us?—The rate per tub we get is very low and deductions are made for stores. These deductions are not made anywhere else. We have difficulties and we do not get enough to eat.

**D-2585.** *The Chairman:* Are your wages here more or less than elsewhere?—I used to earn more in Raniganj, but after the pit I worked at closed, I came here.

**D-2586.** What did you earn there?—In Bakola mine I got 13½ annas for the small tubs; 4½ annas per tub myself, 4½ annas for my wife and, whatever surplus there was, brought it up to 13½ annas. By surplus I mean the cost of powder for which the mine paid. Here I get Rs. 1-8-0 for cutting roof coal and Rs. 1-10-0 for pillars per big tub (2½ tons). Deductions are made of seven annas and one pie per seer for powder and annas nine for fuse—one coil of 25 feet.

**D-2587.** How much powder do you use for one ton of coal?—I sometimes put three quarters to one seer in a hole which sometimes does its work and sometimes not.

**D-2588.** Tell us about your work last week?—I worked six days, I used 5 seers of powder and 2 coils of fuse. I filled 11 tubs with five of us in a gang. Then there was a shortage of tubs. On last Sunday we got Rs. 2-8-0 each in wages after deductions had been made.

**D-2589.** Have you ever complained to the Manager?—No. Neither to the *Burra Sahib*, nor to Mr. Bose.

**D-2590.** Why not?—There is no chance of getting any more and they always say we have no more tubs.

**D-2591.** How many hours do you work below?—When we get tubs, we go down about 8 and come up at 6, 7 or 8. When there are no tubs we sometimes stay down for 24 hours.

**D-2592.** Why do you wait for tubs before you go to your working places?—We blast the coal and wait for the tubs then. (The Chief Inspector confirms this.)

**D-2593.** Do you wish to get your work done as soon as possible and then get out?—Yes.

**D-2594.** Have you been miners many years—

15 years,

11 „

6 „

and 4 „ respectively.

**D-2595.** Do you mean to continue?—What other work can we go to?

**D-2596.** Do you earn more here than in your homes in the Central Provinces?—We can earn nothing in our village, unless we have land.

When asked whether their families were with them, three of them replied that their families were in the village and one that his family was at the colliery.

**D-2597.** Do you send any money home?—When we have it, we send it.

When asked whether they wanted to bring their families from their homes, one witness replied that he did not earn sufficient for himself and the relation who stayed with him; the second replied that, if he sent for his family, there would be no one to look after his house at home.

**D-2598.** Do you drink?—No.

**D-2599.** Is this the real truth or has someone told you what to say?—No one has told us anything. I say what I wish, I am not a child.

**D-2600.** Then why not go elsewhere where you get more pay?—I would go anywhere else where I could get more.

**D-2601.** How much did you send to your wife last year?—When the work was good here, I used to make Rs. 10 or Rs. 20 a month. When I made Rs. 20, I sent Rs. 10.

**D-2602.** Have you been home recently ?—I came back three months ago. I had stayed at home one month. Since then I have sent Rs. 25 to my family. I earn from Rs. 2-8-0 to Rs. 4-0-0 a week.

**D-2603.** How many of you live together in one *Dhowrah* ?—Seven or eight.

**D-2604.** Do you stay together for choice ?—No. There are not sufficient *Dhowrahs*.

**D-2605.** Tell us about your food ?—I eat once in the morning and once in the evening, usually rice and dal for both meals. I do not eat meat because I have not enough money.

**D-2606.** Is there anything else you wish to say ?—No.

(The witnesses withdrew.)

**BIHAR AND ORISSA  
SIXTY-FIFTH MEETING.**

**DHANBAD**

**Wednesday, 29th January 1930.**

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**PRESENT :**

The Rt. Hon'ble J. H. WHITLEY (*Chairman*).

Sir VICTOR SASSOON, Bart.

Mr. N. M. JOSHI, M.L.A.

Sir ALEXANDER MURRAY, Kt., C.B.E.

Diwan CHAMAN LALL, M.L.A.

Mr. A. G. CLOW, C.I.E., I.C.S.

Miss B. M. LE POER POWER.

Mr. JOHN CLIFF.

Lt.-Col. A. J. H. RUSSELL, C.B.E.,

I.M.S. (*Medical Assessor*).

*Assistant Commissioners.*

Mr. JAMES MACKIE, Agent, Eastern Coal Company, Limited.

Mr. M. N. MUKHERJI, Chairman, Indian Mining Federation,  
Calcutta.

Mr. SIBKALI BOSE (Indian Colliery Employees' Association, Jharia).

Mr. N. N. SENGUPTA (Indian Colliery Employees' Association,  
Dhanbad).

Mrs. KAMINI ROY, *Lady Assessor*.

*Joint Secretaries.*

Mr. S. LALL, I.C.S.

| Mr. A. DIBDIN.

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**Mr. R. R. SIMPSON, Chief Inspector of Mines in India.**

**D-2607.** *The Chairman* : I see that the memorandum was prepared by the Officiating Chief Inspector during your absence on leave?—Yes; I am in general agreement with what he has said but there may be certain points on which perhaps I have more special knowledge than he has.



**D-2608.** What is the length of your experience of mining administration in India?—I came to India in 1901 and except for 4 years' employment on the Geological Survey as Mining Specialist I have been in the Department of Mines until this date. In 1914 and in 1920 I acted as Chief Inspector; my predecessor died and I have continued to act since then; I have been acting now as Chief Inspector for about 10 years.

**D-2609.** In the beginning was the Mines Department chiefly concerned with the technical and scientific side of mining, particularly with regard to safety in mines?—Almost entirely up to about 5 years ago.

**D-2610.** Some other Acts were passed dealing with conditions in mines, your Department has had this labour legislation brought within its scope?—That is so.

**D-2611.** What has been the expansion of your staff to meet the additional duties?—The expansion began in 1919, when an additional Inspector was appointed, and it has gradually increased, in 1922 to 8, and now there are 10. I have already intimated to the Government of India that I expect to have to ask for additional staff before long and I should have done so before had it not been for the fact that the number of coal mines working has decreased to a very large extent, though, on the other hand, the exclusion of women and the shift system will give us a great deal more work.

**D-2612.** Where the supervising staff of a mine has been paid by the contractor, what action has been taken?—We cannot take any legal action, but we write to the owner or agent of the mine and point out how undesirable a practice it is, and in every case I think they have agreed that the supervising staff shall be paid by the company instead of by the contractor.

**D-2613.** Would you think it necessary to have any additional legal powers on a matter of that kind?—I have no objection to having more legal powers; but my requests have been observed. Whenever it comes to our knowledge we draw attention to it; a new management may come in and start doing it, but when we find it out we draw attention to it. I do not think it obtains to any extent.

**D-2614.** I think I may take it that the Mines Board of Health has achieved great success in bringing about combined action through the Water Board for the provision of pure drinking water on the mines?—That is so, and I think the industry as a whole has realized that it has paid them to do so. Things had come to such a pass that it was a necessity. In 1908 a very large number of mines were closed down owing to a very severe cholera epidemic.

**D-2615.** Do you think the time is now ripe for expansion of the scope of the Board of Health to cover every question generally taken under the heading of welfare?—Yes; I think it might lead to a substantial raising of the standard of living on the mines. I think

education could certainly be one of the useful activities of the Board. Two years ago in the Jharia coalfield area with a population of 370,000 persons, including 138,000 rural inhabitants, there were 99 schools, of which 16 were colliery schools with 617 pupils.

**D-2616.** During our stay here we have found cases where little schools have been started by the miners themselves?—I rather doubt whether the miners would do that of their own accord; I think there has probably been some influence, such as a contractor or official on the mine who has actually been the moving spirit.

**D-2617.** In your memorandum you take, as an illustration, the case of Giridih?—The educational system in Giridih has been going on for about 30 years.

**D-2618.** *Miss Power:* Is education there made compulsory by the employer or Government?—By the colliery authorities, not by Government. I think it is no more than that pressure is brought to bear; the miner is asked why his child is not attending school, he is told the child must attend and the child does attend.

**D-2619.** Is the father penalized in any way if the child does not attend?—No, I do not think so. It was compulsory in the old days; there might be less compulsion now. The figures which I give as to attendance are rather out of date.

**D-2620.** *The Chairman:* From the beginning of next April the shift system will be legally enforceable?—Yes.

**D-2621.** Are you satisfied that the registers will be effective?—I am not fully satisfied; it is extraordinarily difficult to keep registers at a mine. Not many years ago even the names of the workers were not written down. All the coal raised by a gang of 5 was put down to one man. We began slowly by requiring a very simple form of register to be filled up; that was a beginning, for that register was not much use. Recently we have improved the register. It has only been enforced for about two months and I consider that it is being kept in a fairly good manner. We have had a fair number of prosecutions; last year there were 4 prosecutions for not keeping this register properly.

**D-2622.** Can you suggest any method of interesting the miner himself in the correctness of the register by linking up the register with the pay sheet?—Yes, I have considered it. It is rather difficult because they are paid entirely by the amount of coal got. I think it could be done, but I do not know of any case in which it is being done except in the Bawdwin Mine in Burma, where it is tied up with the system of payment. In quite a large number of mines managers are introducing the token system. It has been found difficult to maintain that system because the workers lose their tokens owing to the fact that it is not tied up with their payment system.

**D-2623.** Do you think there ought to be any minimum requirement for the qualification of register clerk?—We only require that he shall be

able to read and write. All this keeping of registers entails a considerable burden on the industry. In some mines there are a great many entrances and exits and the maintenance of attendance clerks on each of these openings is very difficult. It would be particularly hard on the small Indian collieries if we had an elaborate system of registration with highly-paid clerks..

**D-2624.** Do you find there is any desire among the mine-owners and managers that the period of 10 years at present provided for the exclusion of women should be shortened?—It is only in coal mines in this Province, Bengal and the Central Provinces and salt mines in the Punjab that there are any women at all now; they have been taken out of all other mines. One large group of mines in Assam took women out altogether about a year ago. On many mines there are managers and superintendents who would welcome women being taken out at once. I have always advocated women being taken out at once. Up to a few years ago there has always been a shortage of labour in the coalfields and Government were very doubtful as to whether it would be advisable to do anything which would reduce the supply of labour. Therefore my suggestion that they should be taken out at once was not accepted. I think the period could be shortened without any ill effects.

**D-2625.** I take it that you do not agree with the idea that the provision of a grog shop at the mine is in the interest of the worker?—The attitude of mine-owners with regard to grog shops has changed. At one time they were pleased to have a grog shop at the colliery because it attracted labour. Now they are quite ready to have a grog shop, but they would like to have it on someone else's colliery. I think they are anxious to have the number reduced and there has been a reduction over a period of years.

**D-2626.** Is it a fact that Government can place a grog shop on the property of the mine without the consent of the owners and managers?—I am not quite sure of that. I know the mine-owners have objected and Government have paid attention to their objections.

**D-2627.** Wages are generally paid on Sunday?—Yes.

**D-2628.** And sometimes the payment of wages drags on as late as 3 o'clock in the afternoon?—I believe so.

**D-2629.** Does the question of the time and method of payment come within your purview?—No. In certain areas they have pay boxes and get through it very expeditiously. A system of that kind generally would be an advantage; but that is not a thing of which I have any special knowledge.

*Mr. Clow:* It is said in your memorandum that the effect of the Workmen's Compensation Act on industry has been to raise the cost from half an anna to As. 3 or As. 4 per tub of coal. The statement is incorrect, it is per Rs. 100 of wages.

*Mr. Mackie*: In 1929 on the average it is 3.5 pies per ton. Insurance companies charge a percentage on wages, the rates varying with the class of work; in a shallow outcrop mine it is small, but where there is gas and deep pits it is greater.

**D-2630.** The table which is given in your memorandum suggests that in the great majority of serious accidents no compensation is paid. Can you suggest any way of making sure that those who are entitled to compensation get it?—We do all we can to obtain compensation; I have had a form made out and in a number of cases the Inspector has got hold of the people, actually made out the claim for them, got them to sign it and submitted it. I often write to Magistrates and I ask if any steps have been taken if it is a distant district to inform the person's dependents that they are entitled to compensation. That is in regard to both fatal and non-fatal cases.

**D-2631.** I understand the Additional Deputy Commissioner here follows the practice, at least in fatal cases, of informing the dependents that it is open to them to make a claim?—Yes, I am continually writing to District Magistrates, on that point. I think in a great number of cases compensation is actually paid without the Commissioner being informed. The administration of the Workmen's Compensation Act has nothing to do with me. I do all I can, but it is gratuitous.

**D-2632.** How have the tables with regard to wages in your memorandum been compiled?—During 1923-25 they merely had to give the amount earned weekly. I think that was very often filled from imagination; the manager would say to himself: "this man can earn so much a day, if he works five days a week he would earn so and so." We found that did not answer, and we made it a much more elaborate form. In 1926-28 the figures are reasonably accurate, I think.

**D-2633.** Are they based on selected mines?—It is the average for the whole coalfield; they are based on complete statistics. There is a misprint under "Giridih Coalfield Miners". It is put down as As. 17-9; it ought to be As. 12-9.

**D-2634.** *Diwan Chaman Lal*: Is this on the same basis as that on which you get the figure for Punjab salt miners underground earning Rs. 2-9-0?—The form is the same.

**D-2635.** *Mr. Clow*: Mr. Lang suggests there is going to be increasing danger owing to the necessity of going more and more to pillar extraction as against gallery driving. Do you consider the present methods of mining are calculated to enhance that danger?—There is a method by which the danger can be greatly reduced. That is the filling method of working. But its expense has prevented its being adopted.

**D-2636.** Do you agree with the view put forward in some quarters that too much coal is taken out in the first working?—Yes, generally speaking, it is, and we do frequently interfere.

**D-2637.** Mr. Lang says that in the Raniganj coalfield the percentage of resident labour is much smaller than in the Jharia coalfield. What does he mean by "resident"?—People living on the colliery premises; a large number come in from outlying villages in the Raniganj coalfield.

**D-2638.** He does not mean permanent?—No.

**D-2639.** Generally speaking, in the Raniganj coalfield there is a greater percentage of persons more or less permanently employed in the coalfield than there is in Jharia?—Yes. I suppose the Jharia labour force is recruited to a large extent from outside.

**D-2640.** Have any difficulties from the point of view of administration arisen in regard to the mining of coal in Indian States?—I have no information about that, but I think a good many of the Indian States follow our practice; I get frequent enquiries for forms and things like that which are used in British India.

**D-2641.** But there is not the same amount of regulation there?—No. Both Hyderabad and Mysore have a Mines Act, with a mine inspection staff. There is no coal mining in the Orissa States, but there is iron mining. I have no knowledge of what is done in that respect at all. There are large quarries worked by a firm which treats its labour well on the whole; I do not think there is likely to have been any abuse.

**D-2642.** Has there not been some development of coal mining in the States south of Chota Nagpur?—Yes, but it is very small so far and all the companies concerned are large companies which as a rule treat their labour well.

**D-2643.** Mr. Joshi: Your memorandum says that as a rule miners remain underground for 8 to 10 hours daily; so that if the present statutory hours of 12 per day were reduced, there would be no serious departure from the present hours of work?—In these matters I think it is necessary to go very slowly; up to the present there has been no system established; we want to make a beginning by making a clean cut of one day and one night shift. In a few years time when this has been in force I think the regular statutory limit might well be reduced, but not at present.

**D-2644.** I wanted to know whether as a fact there would be any serious departure from the present practice if hours were reduced?—When there is a pressure on labour in the mine the tubs are shorter in supply and the miners remain in the mines longer, up to the full limit of 12 hours at the present time.

**D-2645.** So that you do not think this statement is accurate?—It is not accurate in so far as three months in the year, when I should say a very large proportion of coal miners remain underground longer than 8 to 10 hours.

**D-2646.** Can you give us the proportion of people coming to their mining work from a distance of more than 10 miles?—I have no figures as to that, but I think it is a decreasing proportion. It is appreciated that the shift system is going to be enforced and the distance travelled is being gradually reduced.

**D-2647.** If a little more discipline were enforced on miners and the hours were reduced to 10, would there be a large scope for alternative work in India so that a large number of workers could go elsewhere if they did not like this discipline?—No, I think they would knuckle down and accept it.

**D-2648.** Having regard to the introduction of machinery, do you think output would suffer if hours were reduced?—As more and more labour saving machinery is employed output per person will go up.

**D-2649.** *Sir Victor Sassoon:* But will the cost of production go up?—It probably would.

**D-2650.** *Mr. Joshi:* In your memorandum it is suggested that the limitation of the hours of work which has already been enforced has had little or no effect on the industry?—I think that refers to safety provisions.

**D-2651.** In your memorandum you have given some comparative figures with regard to production; have you any comparative figures of the wages paid, for instance in America?—The price of coal is very low in America. In many places they are selling it for \$ 1 a ton.

**D-2652.** If you take production in relation to wages paid, Indian labour is very efficient or productive, is it not?—Indian labour is far from efficient. The conditions are very easy in India.

**D-2653.** Indian labour is very cheap?—I do not think so.

**D-2654.** I think you yourself in one of your reports have said that wages in India are one-tenth of what they are in England and one-twentieth of what they are in America?—The production in England and America is not ten times that of Indian labour, so that naturally Indian labour is cheaper. On page 28 of your report for 1928 you say that a provision may usefully be enacted which will require them to notify pillar extraction in all cases. I take it that at present there is no rule?—No, but in almost every case we know an amendment has been prepared and I have no doubt it will be made. Action has already been taken on this report.

**D-2655.** On page 30 you mention another case where another rule is necessary?—Proposals have been sent to the Government of India with a view to changing the regulation.

**D-2656.** Where prosecutions have taken place because of violation of safety rules, have the Magistrates passed sentences of imprisonment or is it always a fine?—Some years ago an agent of a mine was sentenced to three months' imprisonment. In quite a number of cases

the sentence has been : " in default, rigorous imprisonment for two months." Cases of imprisonment without the option of a fine are very rare. I think they are unknown in Great Britain.

**D-2657.** Would you object to a representative of the workers sitting on the Mining Board?—There are already representatives nominated by Government.

**D-2658.** Who is the gentleman now representing labour on the Board?—In Bihar and Orissa Mr. Mackie, and the Deputy Commissioner for the metalliferous mines.

**D-2659.** Who is Mr. Mackie?—He is a colliery superintendent.

**D-2660.** He represents the workers' interests?—Yes, and very fairly too. I also represent the workers' interests. We were appointed to save life in mines. Up till recently labour was represented on the Bihar and Orissa Board by the Medical Officer of the Mines Board of Health, Dr. Thompson.

**D-2661.** *Diwan Chaman Lall* : Was that the intention of the law?—It is not for me to say what the intention was ; the difficulty has been to find some suitable person.

**D-2662.** *Mr. Joshi* : You say in your memorandum that copies of certain documents are supplied free to all Gazetted Government officers, a large number of newspapers, the mining associations, the owners, agents and managers. Do you send copies to the employees' associations? Is there any objection to sending copies to them?—Not at all. If it is not sent it is purely an oversight which I regret. If Mr. Bose had written to me it would have been remedied at once. I will see that he is put on the list if he is not on the list already.

**D-2663.** *Miss Power* : Would you prefer a system of withdrawal of women from the mines based on the percentage of women to men at a particular time, or would you prefer the annual withdrawal of women based on the number of women employed by a mine at the time this rule came into operation?—I think it is much better to make it general for the whole coalfield. There was a suggestion that there should be a quota for each mine, but it was considered after very full consideration that it was better to make it a general percentage applying to all mines. It is extremely difficult to check a quota system and there was no reliable basis on which to work.

**D-2664.** Do you agree with the evidence of the Bengal Government that " the regulations are considered suitable for the object for which they are framed, but they should be extended to quarries where work done by women is often more arduous than work done in mines and often not suitable to women?"—Yes, I think work in open quarries is very often more arduous. There are many shallow quarries where it is not different from the work which is carried on on railways where an embankment is being made and people have to carry a load up a height

of 10 or 20 ft.; but there are certain quarries in which the work of carrying loads is very heavy indeed.

**D-2665.** Would you advocate the general exclusion of women from quarries or only from particular quarries?—I think it would have to be based on the depth and inclination of the carrying roads. They might be required to have the carrying roads at a certain gradient and loads might be restricted, but that would be very difficult to enforce.

**D-2666.** The new Factories Bill of Great Britain suggests regulating loads by means of a clause which prescribes the maximum weight of the load lifted, carried or moved by women or young persons and allows the Secretary of State to make special orders under certain circumstances. Would you advocate that system in India?—Yes, I think the load might usefully be restricted, but it would be extremely difficult to enforce such a restriction.

**D-2667.** It would lie in the discretion of the Inspector who would be called upon to prove his case in court, if necessary?—Very close inspection would be required for that I am afraid, and I do not think we have the staff to deal with it.

**D-2668.** Apart from the question of staff, do you approve of the method of regulating weight carrying by women by such means?—I think it would be better to go on with some simple means, such as the gradient of the carrying road and the weight of the basket for anybody quite irrespective of the individual.

**D-2669.** *Sir Victor Sassoon*: Would you restrict these clauses to mines or make them general for all industries?—I am not concerned with other industries.

**D-2670.** *Miss Power*: Do your staff find their work hampered, as many of the factory inspectors have told us they do, by the inadequacy of the fines inflicted under the Act and the generally unhelpful attitude adopted by Magistrates?—Yes, to some extent, and I have taken it up on several occasions with the Magistrate of Burdwan, for instance. I have complained that inadequate punishments have been awarded and notice has been taken of that. In the 1923 Act the maximum penalties have been considerably enhanced.

**D-2671.** In your memorandum there is a table of the comparative output of miners in Great Britain, America, Africa, and so on. Is this table of any value as a comparison of the comparative efficiency of the worker considering the different types of mine and the varying extent to which machinery is used in different mines?—It is of no great value.

**D-2672.** It is quoted in our evidence very extensively as militating against the Indian worker. Do you think it is a fair comparison?—No, I do not think it is a fair comparison. The conditions are different.

**D-2673.** In your memorandum it is said: "The physique and health of the Indian worker compare unfavourably with those of the



worker in colder climates. This, to some extent, is due to the enervating climate in which he lives and to the lack of nourishing food." When we were questioning the representatives of the Jharia Mines Board of Health the statement was made that "wages are sufficiently higher to allow of a generous diet for all workers." There was subsequently considerable disagreement on that point. What is your opinion as to the adequacy of the workers' diet?—I think it is just sufficient to support him. I do not think it is at all generous.

**D-2674.** Do you think it is adequate to support the miner efficiently, considering the arduous work that he is required to do, or does it militate against his efficiency as a worker?—I think if he were paid more money you would get more work out of him; he would be able to work harder because he could feed himself better. The same class of worker is working on other mines, such as the Bawdwin mines and working very much harder. They eat well. They eat meat most days and are able to put in a very hard day's work.

**D-2675.** In your memorandum it is stated that "at the mines of the Burma Corporation Limited no recruiting is now necessary as the high rates of pay are sufficiently attractive to maintain an adequate supply of labour." What effect has that had on the percentage of settled labour on that field?—I do not think there is any settled labour; it is not a suitable place; it is right away in the mountains and narrow valleys where they have to live in rather close lines. They come for certain periods and then go back to their homes. Practically none of them make their homes there.

**D-2676.** In your memorandum, it is stated that "at the Bawdwin mine latrines for both sexes are provided and their use is strictly enforced." A reference is also made to "the admirable results of compulsory education." In regard to the shift system in Burma, it is stated that "the difficulties encountered were not great and the workers quickly realized the benefit and preferred the present system." Again it is said that "at the Jamadoba colliery the output is higher owing to the increased use of mechanical power." Would you say that all these statements tend to show that the worker is willing to submit to discipline and that his efficiency improves when he does?—Yes, I think it does prove that.

**D-2677.** Should the next move come from the employer rather than from the worker?—What can the worker do? All he can do is to leave the mine if he does not like the conditions.

**D-2678.** But with regard to efficiency the worker responds when reasonable discipline is enforced?—Yes, I think so.

**D-2679.** Or when his conditions of work allow him?—I think if he is given better conditions he would do a better day's work.

**D-2680.** *Mrs. Kamini Roy*: It is said in the memorandum that it has been difficult to get labour to take full advantage of the midwives

and *dais* provided. Are you there speaking only of unskilled labour in the mines?—I think it applies to the miners generally.

**D-2681.** Do the families of the skilled labour also object to trained midwives and prefer untrained *dais*?—Apparently they did not accept the assistance offered. I have really no special knowledge of this; it is the work of the Mines Board of Health. I can only accept what I am told.

**D-2682.** What is your view about the Jharia Mines Board of Health scheme for maternity medical assistance for women in the coalfields including the women of skilled and unskilled labour?—I think something of the kind is needed.

**D-2683.** What are the crèches for children like?—It is merely a shed with a shelter with drinking water provided and an old woman or two to look after the children. These crèches have been set up by some large collieries. I have not seen any lately. We are continually advising in favour of these crèches. We very often find these crèches disappear after a year or two and we are told that women will not bring their children because it is said that a child has been ill-treated. They prefer to have the children under their own eyes. It is all a matter of education; it will come in time.

**D-2684.** It is said in your memorandum that a large percentage of accidents in Indian mines are due to illiteracy as the miners are recruited from the uneducated classes. Do you not think it would be advisable to organize lectures for the illiterate miners with a view to preventing accidents?—We have classes for *sardars* which are very largely attended; a large number of miners also attend; in 1925 the total attendance was 987; it has since fallen to 534.

**D-2685.** What is the cause of the increased average output of coal per person employed per year in collieries in India since 1923?—To a considerable extent it is due to machinery; it is also due to the fact that wages have been reduced and they have had to work harder.

**D-2686.** You also attribute the inefficiency of the Indian mine worker to lack of nourishing food. Have you any suggestion to make as to how he may be able to get more nourishing food?—With more wages.

**D-2687.** Then wages are the great question?—Yes.

**D-2688.** In your memorandum it is said that great efficiency will not be effected until there is a large mining population independent of agriculture; would it be to the interests of the miners to be dependent wholly on coal cutting for their living?—It is very doubtful; it will probably adversely affect his physique until better conditions were given. I suggest that the conditions should be improved until they are such that all the year round work in the mines will not be harmful to him. I think it would be a good thing to have settled labour when the conditions are such that a man can work at the mines all the year round without his physique being impaired.

**D-2689.** Do you think that is possible?—In most countries the miners work in the mine all the year round and have no other occupation. It is also the case in certain parts of India, for instance, the Khewra Salt Mines. I think the present system by which the Indian coal miner goes away preserves his physique. He goes away for a period of rest and recuperation and that keeps him fit and well. I think there are already a large number of miners who do very little agricultural work. When they go back to their villages it is more often merely for a period of rest, and the miner has to earn sufficient at the mines to support him during that rest period.

**D-2690.** Could arrangements be made by mine-owners to provide the miner with a plot of land at the colliery near where he lives?—It has been done in a number of cases, but the difficulty is to get the land. It has proved beneficial in the Giridih coalfield where they have miners' allotments. It has been tried to a considerable extent in these two coalfields; certain mines have taken up villages, they have actually made a lot of improvement in the villages and given the land to the miners on easy terms; but they have found that it does not improve their labour supply and in many cases it has been given up and the land has been relinquished.

**D-2691.** *Mr. Mukherji*: You have stated that the miner's lack of nourishing food is due to the small wages that he earns?—Yes.

**D-2692.** So that if wages were increased the nourishing food which they would then get would enable them to raise more coal?—Yes.

**D-2693.** But in this memorandum it is also stated that some years ago during the boom period an increase was given with the result that the miners worked fewer days per week?—That is so.

**D-2694.** How do you reconcile those two statements?—It is a matter of education; in course of time they will learn that leisure is not the only thing they can buy.

**D-2695.** So that you agree that an immediate increase of wages would not improve their conditions?—I think it will eventually, though it might not immediately.

**D-2696.** Is it not your experience that increased wages have synchronised with reduced output?—I think to some extent that is so.

**D-2697.** In 1919, for instance, there was a record output, but as soon as the wages were increased in 1920 I think the output fell by nearly 15 per cent.

**D-2698.** *Diwan Chaman Loll*: Surely wages in Jharia were increased in 1921?—I think it was 1920-21. I think the first thing the miner did when wages were increased was to buy leisure. He worked fewer days.

**D-2699.** *Mr. Mukherji*: So that you agree that a mere increase of wages will not help labour at once?—It would give him an easier time;

he would not have to work so hard. I hope in the course of time he would improve his diet. Probably in many cases he did improve his diet.

**D-2700.** If he did not earn more how could he increase his diet?—The experience at other mines where higher wages are paid is that they do live better.

**D-2701.** With regard to the prohibition of women's labour you know that the railway collieries are exempt from that prohibition?—Yes.

**D-2702.** I understand you propose a shortening of the period of withdrawal of female labour without interfering with the railway quarries at all. Do you not think that that would adversely affect at least one section, the Indian section, of the industry who work the same class of coal as most of the railway quarries work?—The railway quarries have bound themselves to observe the restriction upon the employment of women underground.

**D-2703.** But in other quarries they do not observe that restriction?—Yes, they are going to reduce at the same rate.

**D-2704.** But under the law they are exempted?—That is so, it is a self-denying ordinance. They have done it of their own accord. They are going to reduce the number at the same rate.

**D-2705.** Have they done so already?—I could not say; I have not enquired.

**D-2706.** You mean they are going to do that voluntarily?—Yes.

**D-2707.** If that is so, why should there not be legislation to that effect?—The only reason why they are doing that is because the mine-owners alleged that it is unfair competition. Government were of opinion that a case could not be made out for excluding women from quarries generally all over India. There are only a few of these quarries.

**D-2708.** But there is not much competition round about the railway quarries so that there can be no objection to legislation to that effect?—Government did not think it necessary to apply the restrictions to open quarries.

**D-2709.** Do you think it reasonable to expect women to carry the load up to 60 feet?—In a very large number of cases the wagons are taken right up to the working place and the loads are carried only through a very short lift. The work is not arduous.

**D-2710.** The Commissioner for Workmen's Compensation has stated in his note :

“ Instances have come to my notice in which miners have been allowed to rob coal inside fenced areas with the knowledge, consent and approval of the subordinate staff and such immense quantities of coal day after day and week after week have been known to have been raised that it would be safe to presume that this was done with the knowledge of the manager although it was necessary to prove the same for payment of compensation.”

Has the Magistrate reported to you any such cases and have you prosecuted the persons concerned in such cases?—The Magistrate does not make any report to me. We make the report to the Magistrate and he takes action on our report. He holds an enquiry to determine who the dependents are, and also considers evidence to prove whether the accident has been caused by wilful negligence or not. He is very largely guided by the report of the Inspector of Mines on the accident. I am accustomed to send him copies of my Inspector's reports.

**D-2711.** *Mr. Khetra Nata Sengupta* : I find from the Indian Trade Journal that the average production of coal per person in the Indian collieries for 1901-05 was 82 tons per annum and that it rose steadily to 125 tons in 1928. Is it not clear from that that the Indian miner has increased in efficiency?—The greater part of that increase was due to the introduction of labour saving machinery. To a small extent it was due to increased efficiency on the part of labour.

**D-2712.** In your memorandum, while dealing with workmen's compensation you say :

“ Considering that the Act is comparatively new and the dependents are illiterate and do not know its provisions the figures for Jharia are satisfactory. The record of Jharia may be due to the fact that the Additional Deputy Commissioner at Dhanbad is also the Commissioner for Workmen's Compensation. All notices of accidents are sent to him as Magistrate and he is thus in a position to take steps to instruct the mine managers to deposit the compensation.”

Do you think that it is desirable to adopt the suggestion of the Indian Colliery Employees' Association that the Commissioner for Workmen's Compensation should be invested with powers to initiate proceedings for payment of compensation to the dependents considering the illiteracy of the workers?—I think there should certainly be some agency to help the dependents to make claims.

**D-2713.** Would you not prefer that that agency should be the Commissioner himself under the present circumstances?—Yes, the Commissioner for Workmen's Compensation seems to be the appropriate person under the circumstances. I frequently write to the Commissioner for Compensation drawing his attention to cases and ask if any claims have been made.

**D-2714.** Would you vest him with powers to initiate proceedings? There should be some agency to initiate proceedings on behalf of the illiterate dependents. What agency do you propose?—I think the Commissioner should have the power to take cognizance of cases in which he considers that compensation ought to be paid. He ought to make some enquiry and find out whether there are dependents and whether they wish to make claims.

**D-2715.** You say he should make an enquiry. How can he do so unless he is vested with powers to that effect?—I have not considered this question fully. But he seems to be the appropriate person to do this work.

**D-2716.** *Mr. Clow* : Is there any danger in an officer trying a case and taking steps to have it instituted?—It is true. That is a difficulty. But I cannot think of any other person who can do it.

**D-2717.** *Mr. Khetra Nata Sengupta* : The Indian Colliery Employees' Association say in their report : " In a country where the prosecutor is the judge it strikes one as strange that Government should be reluctant to invest the Commissioner for Workmen's Compensation with powers to initiate proceedings to secure compensation ....." "

*Mr. Clow* : I do not think the premise is correct.

*Mr. Khetra Nata Sengupta* : Why? Is not the prosecutor the judge in India in most cases?

**D-2718.** Do you agree with Mr. Thadani in extending the scope of the Act so as to remove the limitations regarding the interpretation of the word " negligence " ?—I am in favour of that. I agree with him.

**D-2719.** Do you also agree with the views of the Government of Bihar and Orissa that the definition of the term " dependent " should be widened so as to include widowed sisters, widowed daughters and widowed daughters-in-law?—I do not know anything about that. In England there is only one dependent now who can claim compensation. We have enormous difficulty now-a-days in proving who is a dependent.

**D-2720.** *The Chairman* : If dependence is proved?—If you widened the scope of the word you would be frittering away the benefits which would have to be shared among all these people. Anyhow I have no definite opinion to express on the matter.

**D-2721.** *Mr. Khetra Nata Sengupta* : Mr. Thadani has stated that there is no representative of labour either on the Board of Health or on the Water Board. Should there not be a labour representative on these Boards?—I have no objection.

**D-2722.** In your memorandum, dealing with causes of accidents you say that " in India a cultivator is allowed to start coal cutting on his first day in a mine." Would you like to place any restriction on such new recruits cutting coal at once?—It would be extraordinarily difficult to obtain compliance with a rule of that kind. Most managers do it because they realize it is common sense.

**D-2723.** *The Chairman* : Are you in favour of legal restrictions placed on a new comer that he shall not cut coal until he has been for some time in a mine?—I think a time may come when we can have such a regulation. I do not know of any other country where they have such a restriction.

**D-2724.** *Mr. Sibkali Bose* : You have stated in your memorandum that " the efficiency of the Indian worker is apparently on an equal with his confrere in Japan but inferior to those in Great Britain, America and the Transvaal." What is the daily average output of a miner in this country?—The annual output is 132 tons per person employed. A miner ordinarily fills 2 or 3 tubs of coal carrying 13 cwts.

**D-2725.** The miner here does not work 3 to 4 months in the year whereas the miners in other countries work throughout the year. Has this fact been taken into consideration in estimating the average output?—A European miner if he were doing the work done by the Indian miner would probably obtain at least twice as much coal merely by his natural skill with the same technical help that the Indian miner gets. That means that the Indian miner is not as efficient as the European miner.

**D-2726.** *Sir Alexander Murray* : Mr. Bose is under the impression that your figures are based on the number of days average attendance?—No, we have taken the total attendance and divided it by the number of days the men have worked.

*Mr. Cliff* : I think, Mr. Chairman, the witness has admitted that the paragraph as it stood is not a complete statement of the position?

The Chairman : I think so.

**D-2727.** *Mr. Sibkali Bose* : You have given the daily average earnings of a miner as As. 13-6. Do not the miners always work with their loaders?—Does not this As. 13-6 include the loader's wages also?—This figure does not include the loader's wages. If the loader is included it will be double this.

**D-2728.** You said that the average output of a miner was two tubs?—I said two to three tubs.

**D-2729.** This includes the loader also?—Yes, it includes the loader also.

**D-2730.** How then can it be As. 13-6 a day?—3 tubs at As. 7 each tub will give Rs. 1-5-0. The loader being a woman will be paid less than the miner. The miner will get As. 13-6. That will explain the discrepancy.

**D-2731.** How did you get those figures?—These figures are based on the information received from the mine owners regarding the wages paid in a particular month and the total number of persons who received those wages. By dividing the one by the other we get the daily average wages. The figures given here refer to the month of December when the output is near the average.

**D-2732.** Do you think that the Subsidence Enquiry Committee should be made a permanent body?—The Committee has been working for a year and it will go on for a good many years.

**D-2733.** Should there be not be a labour representative on that committee?—I have no objection, but it is a technical enquiry entirely. It deals only with scientific and technical questions.

**D-2734.** Do you not think it necessary that there should be an Accident Enquiry Committee with a labour representative on it?—I do not know of any country in the world where labour representatives are appointed to committees enquiring into accidents. In Great Britain

the Chief Inspector does it alone. The assessors appointed under our Act are persons possessing legal and special knowledge. There is no objection whatever to labour representatives taking part in such enquiries and being allowed to question witnesses. Already Local Governments are passing a rule to that effect. The rule made by one of the Local Governments runs as follows :—

“ A court of inquiry appointed under Section 21 of the Act shall permit a relative of any person whose death may have been caused by an accident with respect to which an inquiry is being held, and the owner, agent or manager of the mine in which the accident occurred, and any person appointed by the order in writing of the majority of the workmen employed at the same mine, and any person appointed in writing by an association of workmen to which the deceased at the time of his death belonged, or by any association of employers of which the owner is a member, or by any association to which any official of, or workman employed in the mine belongs, to attend and examine any witness, either in person or by his counsel, solicitor, pleader or agent, subject nevertheless to the power of the court to disallow any question which, in its opinion, is not relevant or is otherwise not a proper question.”

Other Local Governments also are about to make such rules.

**D-2735.** Does the Subsidence Enquiry Committee investigate into accidents also?—No.

**D-2736.** Do you think it necessary to have an Accident Enquiry Committee to prevent accidents?—No, I do not think it necessary.

**D-2737.** *Mr. Mackie :* Mr. Simpson, there seems to be some confusion with reference to the discontent and strikes in 1920 and 1921 when the Trade Union Congress was held at Jharia. In his memorandum Mr. Lang says : “ In 1921 when the All India Trade Union Congress met at Jharia the discontent was fanned by political agitators. During the holding of the Congress the collieries were practically shut down for a week. This is the most serious disturbance during the last ten years.” Does this refer to the strike?—What happened was this, in the collieries in the neighbourhood of Jharia very little work was done during that week. But it did not affect the whole coalfield.

**D-2738.** *Diwan Chaman Lall :* Was not the real reason this that a request was made by certain delegates to attend the Trade Union Congress and that request was refused and consequently there was a strike?—I have no information that that was so.

**D-2739.** *Mr. Mackie :* The Colliery Employees' Association says that there was a strike at that time and as a result of that 50 per cent. increase in wages was given. Do you agree with that statement?—No.



**D-2740.** You say in your report that the wage standards were raised in 1920. You also say distinctly that there were no strikes in 1920?—Yes.

**D-2741.** You also say that no general increases were given in 1921 and 1922 and there were no strikes. Therefore you do not agree with the statement of the Colliery Employees' Association that there was a strike and as a result of that 50 per cent. increase in wages was given?—No. I do not agree.

**D-2742.** The Chairman of the Jharia Mines Board of Health says that there has been a fall in the total labour force on the collieries since 1924. What could be the reason for the fall in the average daily attendance within recent years?—It may be due to labour saving machinery.

**D-2743.** Do you not think it is due to migration to the neighbouring coalfields?—Yes, it might be partly due to that.

**D-2744.** *The Chairman* : On the closing down of certain mines here they have found employment in other mines in the locality?—Yes.

**D-2745.** *Mr. Mackie* : It has been suggested that the miners should be given better houses with wide verandahs, courtyards, compounds for vegetable gardens and so on. Do you think it possible, to have, on many of the coal properties, unlimited supplies of land, on which to build extensive houses like that?—That is one of the great difficulties — lack of land. It is difficult for mine owners to get land for mining purposes. Under the Chota Nagpur Tenancy Act they hold the lands on lease and they cannot alienate the land.

**D-2746.** You said that you agreed with Mr. Thadani that compensation should be paid in the case of all accidents resulting in death or permanent disability even though the accident occurred through the fault of the victim?—Yes.

**D-2747.** Do you not think that the definition of "dependent" ought to be modified?—At present it includes wife or husband, parents, minor son, unmarried daughters, minor brothers, sisters, minor children and so on. Some big families have many sons and so on and the family may not be entirely dependent on the earnings of the son killed or injured. Why should the parent be paid a large sum of money as compensation in cases where the son is not the sole supporter?—I am thinking of cases where he is the sole supporter of the family.

**D-2748.** You agree that it might be qualified?—It might be.

**D-2749.** Have you any experience of the way in which the compensation money is spent?—I think very often it is squandered.

**D-2750.** You were comparing the physique of the Bawdwin miners in Burma with the miners on the Jharia coalfield. But are not most of the Bawdwin miners Chinese?—60 per cent. of them are Indians. The Chinese are coming less and less every year. There are a number

of Biharis. There are Indians of all kinds. There are some Nepalese. They eat more meat and coming from further north their physique is better than that of the miner on the Jharia coalfield.

**D-2751.** With regard to the drinking habit of the miner is it not a fact that a large proportion of the income of the Government of Bihar and Crissa comes from excise?—It is about 2/5ths of the whole revenue.

**D-2752.** In calculating the average output per person in the coal mines you include in your calculation all the persons working in the mine such as *khalasis* and overmen and not merely the miners and the loaders?—Yes, all persons.

**D-2753.** With regard to the discipline of the miners there is a certain amount of discipline in gassy mines where the workers are aware of the danger?—I agree they are amenable to discipline. In a great number of mines there is strict discipline.

**D-2754.** You agree that they are amenable to discipline especially in gassy mines where restrictions are necessary to avert accidents?—Yes.

**D-2755.** With reference to the number of schools run by the colliery companies there seems to be some mistake in the statement made by the Chairman of the Jharia Mines Board of Health. He said that there were only 4 schools maintained by the colliery companies. But you yourself found that there were 16 schools?—Yes. Probably there are more now.

**D-2756.** There is a movement towards encouragement of education on the part of colliery companies?—Yes.

**D-2757.** *Mr. Sibkali Bose* : Are not those schools resorted to chiefly by the children of the clerks and other subordinate clerical staff?—I have gone into those schools and questioned child after child and more often than not they are miners' children.

*Mr. Mackie* : There is quite a big number of miners' children in my own school.

**D-2758.** With regard to the speed of withdrawal of women from the mines you say that the period could be shortened without much ill effect. Do you not think that in all probability in 5 years time there will be no women offering themselves for work in the mines as a result of the difficulty in deciding daily which women will be allowed to work and which women will be returned home?—I think it is quite probable.

**D-2759.** *Col. Russell* : In your memorandum dealing with the extent and nature of official supervision in matters relating to health you give a list of the activities of the Jharia and Asansol Mines Boards of Health—You agree that all these activities are reasonably to be expected from employers?—Yes, I consider they are all to be reasonably expected from employers. But I have not examined them carefully.

**D-2760.** Which of these do Government do in their salt mines at Khewra?—They do sanitation, supervise medical arrangements and exercise some control over the housing conditions although the village belongs to the miners themselves. They maintain a medical staff, supply water and attend to vaccination. I cannot say whether they register births and deaths or attend to food adulteration.

**D-2761.** A report was sent in on the general health and sanitation of the Khewra Salt mines in 1922. But no action was taken on the report. Do you know anything about it?—I do not know. That mine is far away.

**D-2762.** Was the report ever referred to you?—It was never referred to me at all.

**D-2763.** At the time of our inspection we found that the sanitation was extremely bad, in fact there was practically none?—Yes.

**D-2764.** *Mr. Cliff:* Is it part of an Inspector's duty to attend to these matters?—It is not part of an Inspector's statutory duties but we take an interest in these things and do go round the villages and the lines.

**D-2765.** *Col. Russell:* When did you last inspect the Khewra Salt mines?—Last year.

**D-2766.** *Mr. Cliff:* The primary duty of an Inspector of Mines is concerned with safety questions. Is he not under direction to inspect other matters also?—We have a number of rules passed by Local Governments on this subject. There are five rules with regard to sanitation and health and three rules regarding ambulance and first-aid. Here are the rules. (Copy of the rules handed in).

**D-2767.** *Col. Russell:* Are you in favour of appointing District Health Officers as ex-officio inspectors of mines where there is no public health control?—The District Magistrate is an Inspector of Mines already.

**D-2768.** But he has no public health experience?—I have no objection to the Civil Surgeon being appointed as an Inspector of Mines.

**D-2769.** The Civil Surgeon also is not a public health man?—The District Health Officer may be appointed Inspector of Mines provided his powers are strictly limited to health matters.

**D-2770.** Similar powers may be vested in the Assistant Director of Public Health also provided they were confined to purely health matters?—I have no objection to that; I would welcome it.

**D-2771.** Have you got any type plans for latrines which you recommend to applicants for advice?—I do not think I have any type plans.

**D-2772.** In your memorandum dealing with first-aid and medical relief you have stated that "since the first-aid classes were commenced in these districts 2,387 certificates have been issued." What proportion of these certificates were issued to miners?—I do not know but it is perhaps only a small proportion. Most of the certificates were issued to officials.

**D-2773.** *Diwan Chaman Lall*: I should like to clear one point, Mr. Simpson. The employers in their memorandum yesterday stated that if the hours were reduced the output would be reduced. In your memorandum you have stated that "some years ago during the boom period an increase was given with the result that the miners worked fewer days per week." The employers have stated that if the hours were reduced the output would be reduced and you say that if the wages were increased the hours would be reduced. Putting the two together and completing the syllogism it follows that if the wages were increased the output would be reduced?—Yes, that will follow.

**D-2774.** Let us see whether this conclusion tallies with the actual facts. Mr. Mackie stated that an increase of wages was given in December 1920. Before this increase came into force the output in 1920 was 11 million odd tons. The increase came into force in 1921 and the output in 1921 was 12 million odd tons. Then there is a further increase in 1922 in the total output. These figures show a consistent increase in output after the wages were increased, so that that statement could not be correct?—It depends also on the number of persons employed.

**D-2775.** You have got a progressive increase in output *per capita* also. Thus it shows that with the increase in wages there has been an increase in output?—Yes, it appears so.

**D-2776.** In your memorandum dealing with "comparative efficiency of Indian and foreign workers" you say that the efficiency of the Indian worker is apparently on an equal with his confrere in Japan but inferior to those in Great Britain, America and the Transvaal." You also say, while dealing with physique and health that this poor physique is to some extent "due to the enervating climate in which he lives and to the lack of nourishing food." Is that due to insufficiency of wages?—I think so.

**D-2777.** Have you any figures of the number of hours worked, the wages paid and so on in Japan?—I have no figures dealing with Japan. It is very difficult to get any figures of that kind from the Japanese Government. I do not think they publish them. The only figure we have is regarding the output of coal per person employed which is given as 132.

**D-2778.** With regard to welfare work is it your considered opinion that some Legislative provision should be made to carry on consistent and continuous welfare work of an effective kind among the mining population in the coalfields?—I think it would be a useful adjunct

to the duties of the members of the Mines Board of Health. Some thing is already done in the way of welfare. A number of welfare officers have been appointed already in certain collieries in the Jharia coalfield.

**D-2779.** That welfare work relates to education, housing and so on. Would that also include provision for old age and sickness?—As regards old age pensions I think the industry is not sufficiently organized for advanced legislation of that kind. It might be possible to have these provisions some time in the future but it is too early to make any such provision now. Of course all these things are desirable, but it is too early to introduce them in India.

**D-2780.** What do you mean?—You have not attained such a stage of organization where such things could be introduced. There will be a great deal of abuse. Labour is not permanently settled either on the coalfield or on any particular colliery. The man goes to one colliery one day and leaves it the next day and goes to another colliery. After some time he leaves the coalfield and goes to his village. When he returns he goes to another colliery. You are not able to have a record of the men year by year.

**D-2781.** Was it possible for you to get a record before you introduced the limitation of 54 hours underground?—There was no record then but now they propose to keep a record. I suppose that difficulty can be got over. You have very great experience of the mining areas. Would it not in your opinion be good to the industry if the industry could provide for every miner who has become old and feeble and unable to continue his occupation and who might have given the best part of his life for 10 or 15 years to the work in the mines?—It would be good to the industry but I think it is rather early to introduce legislation of that kind. I believe some miners in Giridih already get a pension.

**D-2782.** In your opinion apart from the difficulty of registering them it would be a desirable thing to introduce such a system?—I am in favour of old age pensions generally.

**D-2783.** Mr. Lang has stated in his memorandum that he does not "consider that under the present circumstances it would be possible to provide old age pension for miners generally because only a small proportion of the labour is settled on the mines and the remainder is primarily agricultural which works when it likes." Is that the only difficulty, or is there any other apart from that?—I have said that on general principles I am in favour of old age pension.

**D-2784.** *The Chairman:* Do you think that it ought to be introduced in one industry selected out of all the industries in India?—I think it is a general all-India question.

**D-2785.** *Diwan Chaman Lall:* In your memorandum you speak of the facilities for training and promotion of workmen. I find that

there is no facility for the training of the miners?—We have these classes I have told you about. We have vernacular lectures given in about 9 centres on mining subjects. The maximum attendance was 986 for a course of 10 lectures.

**D-2786.** Would it be a good thing if the organization that is set up to look after the welfare of the labourers undertook this work also?—This is technical education. I do not think it should be one of the functions of the Mines Board of Health.

**D-2787.** Time and again it has been stated that one of the great difficulties with the worker is that he is unskilled and illiterate and the difficulty is felt even in the matter of prevention of accidents?—The Board is doing something in that respect. They are already giving cinema lectures where the average attendance runs into hundreds. The lectures deal with elementary hygiene, sanitation and prevention of disease.

**D-2788.** In any case you agree that it is a desirable thing to give them this training?—I think so.

**D-2789.** Dealing with the extent to which medical facilities are utilized by labourers Mr. Lang has stated that there is some difficulty in inducing the miners to utilize the medical facilities. He says: "At the larger groups of mines hospitals have been provided but the labour show a certain reluctance in taking advantage of them and they are therefore used mainly for accident cases." That is Mr. Lang's experience. What has been your experience?—I think it is the same all over India. People do not go to a hospital unless they are in an extreme condition.

**D-2790.** When a *dai* has been provided is it your experience that the workers are reluctant to utilize her services?—I know nothing about it.

**P-2791.** In pages 35-38 of the Annual Report of the Chief Inspector of Mines for 1928 numerous cases are cited in which action has been taken against managers, owners and miners for breach of regulations. There is one case in which three miners were prosecuted for robbing coal from the sides of pillars. Two were sentenced to rigorous imprisonment for 21 days and one was acquitted. There is another case referred to at the bottom of the same page :

"The manager and overman of the Damagurria Coal Company Limited's Damagurria colliery were prosecuted under Regulations 67 and 69 and Special Rule 41 for failing to make and keep secure the sides of open workings, as a result of which a fall of side occurred and three persons lost their lives. The manager was fined Rs. 60, and the overman Rs. 100, in default rigorous imprisonment for sixty days and three months respectively."

Were you satisfied with the sentence in this case?—I was not satisfied with the judgment.

**D-2792.** What would you recommend? It is a very serious thing that the manager has done. Three people have lost their lives?—It depends on the view taken by the Magistrates. I think this Magistrate thought there were extenuating circumstances.

**D-2793.** What would you recommend to get over the difficulty?—It is very difficult to compare cases. You cannot tell the degree of negligence. I think it must be left to the Magistrate's discretion. Presumably he does his best to fit the punishment to the crime.

**D-2794.** This is a national difficulty and arises in other parts of India also. Would you recommend a special tribunal being set up to try cases of this kind?—I do not see any necessity.

**D-2795.** Do you mean to say that the present state of affairs should continue where the lives of three miners are reckoned at Rs. 100?—I do not think there is any great abuse to be remedied.

**D-2796.** *Mr. Cliff*: Regarding the prohibition of women underground are you satisfied that you have got effective check for the carrying out of this regulation?—We have got as good a check as we could devise. We had a great deal of discussion about it. That was the final result. I do not like it at all. I should like to cut out the women at once. If we had to have some system of gradual reduction of women this is the best system that we could devise.

**D-2797.** It may be that the regulation may not be carried out?—We will try to enforce it. I think in 5 years time there will be no women at all in the mines.

**D-2798.** Does the Inspector of Mines compile the wage returns?—No; the figures are given in the annual returns; we tabulate these figures and publish them in the annual report.

**D-2799.** Taking the current report, can you tell us how it is compiled?—I can give you a copy of the form of the return. We have got different classes of labour here and the total amount paid in wages for work done in December. The average daily earnings in December is calculated by dividing the amount by the number of attendances.

**D-2800.** Whose duty it is to fill in this form?—The mine owner or his official manager.

**D-2801.** In the case of a mine owner who employs a raising contractor through whom wages are paid to *sardars* and gangs of men, can you tell me how he can inform the Government as to the rates of wages obtained by those individuals?—I take it he gets the information from the contractor.

**D-2802.** I saw that many of the wage sheets or wage registers recorded a payment to one man and that one man might pay 7 or 8

different persons?—There is a column which shows the number of persons employed in a mine. You get the total wages and the total number of persons employed, and you get the average wage.

**D-2803.** I have been trying to find out whether with any degree of accuracy one could say what the miners were receiving from the wage registers and wage sheets. I find it is impossible?—Very difficult.

**D-2804.** I want to ask you a question with regard to the restriction of the 12 hours shift that is to come into force in April. The provisions under the amended Act are set out in the Mines Act. Does the duty of the Mines Inspector commence before April 7th or after April 7th with regard to giving effect to these provisions?—They do not come into force until 7th April, and so we cannot take any action. The mine owners have been informed of these amendments.

**D-2805.** May I ask you whether there was any consultation in this case as in other cases with the employers with regard to the shifts that are to be, to give effect to this Act?—No; not yet.

**D-2806.** Have you any idea how this Act is to be given effect to?—The mine owners will have to decide what hours of work will suit them and have to post a notice. We will require them to work within those limits.

**D-2807.** Keeping in view the 12 hour limitation and the 54 hour limitation, in what way do you suggest that the employers can best give effect to the Act?—All we want at present is that there shall be a clear distinction between day and night shift workers; the day shift workers should be out of the mine before the night shift men go to work.

**D-2808.** But the Act seems to require something more than that. First of all, you have a 12-hour daily limitation and there is a weekly limitation of 54 hours. Is no arrangement made on behalf of Government with the industry with a view to there being set up model regulations or model shifts for giving effect to that?—No; we have not done anything in that respect. We have these registers by which the total number of hours worked per day can be obtained.

**D-2809.** Will it be possible for a colliery proprietor on April 7th to post a notice showing that there are 6 shifts of 12 hours worked in that mine?—Yes, that is so.

**D-2810.** And he may do that for either day or night?—Yes.

**D-2811.** Could the employer post a notice saying that the day shifts shall commence at 6 A.M. and finish at 6 P.M. and that the night shifts shall commence at 6 P.M. and finish at 6 A.M.?—I think he can do so.

**D-2812.** Can he do this for 6 days in the week?—They could not all go between those hours. One man may go down at 8 o'clock and



come out at 4; another man may go down at 6 and come out at 2. He cannot work for more than 54 hours a week.

**D-2813.** I see that, but my question at the moment is concerned with the notice that may be posted declaring the commencement and finishing of shifts. From the Act I see that the colliery proprietors can post a notice for working 6 days in a week and two 12-hour shifts? A shift means that he should go in within those hours and come out within those hours; it does not mean that he should work the whole time.

**D-2814.** Is there any consideration being given to the fact that there may be 6 shifts of 9 hours?—They cannot all work on every day if they work 12 hours.

**D-2815.** But can there be 6 shifts of 9 hours working?—There can be.

**D-2816.** I am anxious to see whether Government through the Mines Department are acting in consultation with the industry with a view to fixing shifts to give effect to the Act. Has that been done, or is it being done?—I think they want to give liberty to every man to go at any time, say, between 6 A.M. and 9 A.M. and come out any time, say, between 3 P.M. and 6 P.M. Some would go down early and some would go down late. They want this shift system to be introduced gradually. At present there is chaos and they want it to be elastic in the beginning.

**D-2817.** May I postulate a case: Suppose a colliery proprietor under the Act says that the time of commencing and finishing of his shifts for 6 days of the week are 12 hours, how will you check whether a man works more than 54 hours a week?—We can only do it by the register.

**D-2818.** If the registers are kept in the way that they are kept now, what check you will have?—Every man must have a day of rest. From the register we can say whether he had the rest day or not.

**D-2819.** It is quite possible under the Act for the moment, unless there are rules and regulations, for shifts of the nature that I postulated to be put up on the notice, and you cannot challenge when the colliery proprietor says "Oh, Tom worked for 4 days in 12-hour shifts and he has not been in the mine since then"?—It is very difficult to check.

**D-2820.** Have the colliery workers been addressed in the matter of the change of the law?—I do not think they have.

**D-2821.** May I ask whether the Government notified to the Union?—It appears in the Government Gazette. We have not addressed the Union, which is not a registered organization.

**D-2822.** It is not a registered organization, but still it is a trade union association, which is not an illegal combination in this country.

Some of my colleagues ask me why did not the union do it. It may be that the union might have done it, but I am asking you whether you did not think it necessary to address the union?—I have not officially informed them; it did not occur to me; I have no objection to inform them; I am sorry I did not do so.

**D-2823.** I am not pressing it as a grievance. I am trying to see, when a new law has to be brought into operation, how the Government acts. Many of my friends and some of the employers complain that the Union is not representative. Now I want to ask what the Government does with regard to an illiterate working population with regard to making them known as to their rights under this Act?—I think the only thing they have done is to appoint a labour representative on the Mining Board. I have already read out the rule in this regard.

**D-2824.** I want to see whether you are willing to express an opinion. Here is a new Act coming into operation in April. There is a pretty difficult problem to face. Would it not be better if the Government should consult the colliery proprietors and representative work-people and any trade union there may be with a view to seeing how this Act shall be applied? There is room for elasticity as between pit and pit, but there may be model rules. Is it not better that there should be consultation before the Act comes into operation?—Yes, it would be better. Before framing bye-laws I have called for meetings of mine owners, superintendents and managers to decide as to what the new bye-laws should be.

**D-2825.** I want to ask you whether if the employers object you have got any official status to do this?—No.

**D-2826.** It must be done in friendly co-operation?—Yes.

**D-2827.** *Sir Victor Sassoon*: Was there any objection to that?—No.

**D-2828.** *Mr. Cliff*: I want to ask you whether you as representing the Mines Department would be prepared in the time that is left, that is, before 7th April, to consult the parties to see whether there could be some recognized working shifts with a view to seeing that the law is properly applied?—It takes a very long time before the industry acquires a thorough knowledge of the rules and regulations. I think we will find for a time that the law is not observed very closely, but as we go on pointing out the mistakes they will eventually come to observe it reasonably.

**D-2829.** That strengthens my submission, that there should be consultation before the Act comes into force in order to see that it shall be effectively worked. May I put this question: Here is a revolutionary change which requires a good deal of work. Will you express an opinion as to whether with the staff under you that is designed primarily for safety you would be able to tackle this kind of work?—It is distinctly onerous.

**D-2830.** But it is distinctly necessary work?—Yes.

**D-2831.** Do you think it is possible for your staff to get into consultation with the Mining Association and representatives of the work-people with a view to seeing whether there can be mutually agreed terms for carrying out the Act?—I will do so.

**D-2832.** *Sir Alexander Murray:* In your memorandum, dealing with the question of labour turnover, you refer to the fact that miners absent themselves in great numbers during certain months of the year. Is it not a fact that, apart from the question of wages, the supply of labour depends very largely on the position in the agricultural districts from which the labour comes?—That is so. If there is a good harvest you will not get a great number coming to work.

**D-2833.** You refer to the personal touch between the managers and the labour. Can you speak from your experience whether any friction or misunderstanding has arisen between the managers and their workers as a result of the managers not understanding the workers' language?—Yes, more often with the managers who have been not very long in the country. They acquire a sufficient knowledge of the language as a rule within two or three years.

**D-2834.** Many of the troubles that have arisen on the coalfields between the employers and the workers have been due to a lack of understanding?—I think so.

**D-2835.** On the question of shifts, have you ever had any complaints from workers about the hours of work?—I have had some complaints and I have made enquiries in all cases. I have got two such cases here; there is not very much in it.

**D-2836.** Have you had many of these complaints?—No, not more than 2 or 4.

**D-2837.** What form does the communication usually take? Do you get any direct representations or merely anonymous communications?—As a rule they are anonymous, but we make an inquiry in all cases.

**D-2838.** Why should there be anonymity about it? Is there no means of conveying to you directly or indirectly any troubles of the workers as regards their being forced to work contrary to the regulations?—There is a free access to me. They sometimes come to Dhanbad to see me, and I write letters to managers or superintendents and try to get their grievances remedied.

**D-2839.** What form does your examination of *sardars* and other people take before you grant them certificates?—Their eye-sight, hearing, and some knowledge of rules and regulations.

**D-2840.** I can understand their possessing practical knowledge, but how can they get to what we might call the book side of it if

they cannot read and write?—The regulations which affect them are fairly simple. Their superior officials explain the rules to them. Some of them can read and write. There are vernacular translations of these rules.

**D-2841.** Do you think that on the whole the *sardars* who get the certificates are conversant with the rules they are meant to be conversant with?—I think so.

**D-2842.** Dealing with the managers, do you find that they are conversant with the rules and regulations, the bye-laws and the Act?—If they do not observe them they will find themselves in court. The number of prosecutions in India is very much greater than it is in England; there are far more managers prosecuted in India than in England. Last year there were 65 prosecutions of owners and managers for breaches of rules in addition to 44 for failure to submit annual returns; there were 13 prosecutions against workmen.

**D-2843.** I see that the Indian Colliery Employees' Association say that the inspection staff is not adequate and that the method of inspection should be improved as there is a wide impression, not altogether unfounded, that false prosecutions are conducted against poor workers at the instance of the management?—I think that is based on one case. I have made a full inquiry into the case, and I have the papers with me here. It is the case of an overman who incited people to rob pillars of coal. This is what the enquiring officer after listening to the evidence of the persons concerned says: "I consider that an example should be made of this man and his certificate cancelled. He has already been dismissed by the management of Bhalgora colliery. As for the *sardar*, I do not think any action need be taken against him. He was undoubtedly a little afraid of the overman and acted entirely under his orders. The dismissal of the overman and the loss of his certificate will probably be sufficient to put an end to pillar robbing at this colliery." The man came to see me and I told him at that time that he appeared to merit dismissal and that he would probably lose his *sardar's* certificate.

**D-2844.** On the question of statistics relating to raisings, despatches, wages, accidents, etc., the Employees' Association say: "Statistics are published in the reports of Chief Inspector of Mines on the basis of returns submitted by the management, the accuracy of which the Chief Inspector of Mines has himself doubted and the following remarks were made in his report of 1924. "It is to be feared that no great reliance can be placed upon the figures." I have verified this statement from the 1924 report and find it remarked therein that no great reliance can be placed upon the wage returns that you are getting?—That was in the early days when the information to be given about wages was not properly understood and the form itself was defective. Since that time we have improved the form. I think the figures now are reasonably reliable.

**D-2845.** You think that the figures of the numbers employed, the raisings, the wages and so on are reasonably accurate?—I think so.

**D-2846.** How do you make sure that the various types of workers are included under appropriate heads?—We have got to trust them. I may say in regard to these annual returns that they are all scrutinized very carefully by the Inspector before they are passed on to me, and if there is anything that appears to be discrepant in them they are sent back and the party concerned asked to explain or to alter.

**D-2847.** I see that reference is made in your memorandum to the leisurely manner in which the miner works. Do you think that as a result of the prohibition of employment of women underground the miner will speed up the rate at which he can work?—I think he will do so.

(The witnesses withdrew.)

**Mr. A. A. F. BRAY, Mr. J. THOMAS, and Mr. T. ORD, Calcutta representatives of the Indian Mining Association.**

**D-2848.** *The Chairman:* Mr. Bray, I understand that you are the Chairman of the Indian Mining Association?—(Mr. Bray): Yes.

**D-2849.** And that your colleagues are members of the Committee of the Association?—That is so.

**D-2850.** Your Association represents nearly 60 per cent. of the total output of coal in British India?—Yes.

**D-2851.** Therefore you are, if one may say, the main representative body concerned with the interests of the coal industry?—Yes; I think we can fairly claim that. The Indian Mining Association has been in existence for the last 38 years.

**D-2852.** You concern yourself, I understand, with general questions of policy affecting the interests of your industry?—That is so.

**D-2853.** We have seen here some of the good effects of your co-operation in the interests of the industry of which I think we may say that the outstanding success is the establishment of a plentiful supply of pure water to your industry. That has been a great success in that it has completely stopped the danger to the industry from epidemics?—I think so. I may say that for 20 years we have been free from any serious cholera epidemic.

**D-2854.** Am I rightly informed that a recent success of your Association has been the establishment of the Indian Coal Grading Board?—That was the result of a Commission appointed by Government

in the year 1925. We had been passing through rather a trying period. Government had put an embargo on exports of coal principally because the coal raised in India was not more than sufficient for the requirements of the country. They did not allow exports except on a very limited scale, and that embargo was in existence from the year 1920 to the year 1923. After that it was very necessary to get back the export trade in Indian coal and there were various other matters to be considered; and the Coal Committee was appointed in 1925. One of the chief recommendations of that Committee was the formation of a Grading Board, which has been in operation for the last 3 or 4 years. We have regained our export trade, and the Grading Board has worked very successfully. It has re-established the reputation of Indian coal in our export market.

**D-2855.** I see in your statement of objects you include "in developing the mining industry and to foster that industry." May I take it that one of the first essentials of a prosperous and successful mining industry is a prosperous, contented and plentiful labour force to work the mines?—I accept that completely.

**D-2856.** Then, would your Association be ready to co-operate in an effort to raise the standard of your labour supply, I mean in its general contentment? Its health you are already attending to a large extent through the Mines Board of Health?—It is a very slow matter; our record is before you. It has always been our ambition, our aim, our wish that we must have a contented labour force, and we are anxious to raise their standard. We are practical people.

**D-2857.** A suggestion has been made that following the success of these Mines Boards of Health it might be possible to expand them, building on what you have already experienced and worked successfully, expand their scope so as to take into consideration the general welfare of the mining population in order at the same time to increase the efficiency of the people as workers and also to raise their standard of life so that they might overcome what we are told is their ancient habit of doing just so much work as satisfies their old time needs but not exerting themselves for any increase in output which would appear to be practicable even within the existing limits of hours?—We are quite prepared to do anything for the improvement of our labour supply. I am not sure whether you are not interfering with the liberty of the individual when you wish him to raise, say, 5 tubs when he wishes to raise only 3 tubs. Of course, I do not accept the proposition that the want of physique prevents him from doing more work than he does now. The miner, as we have stated in our paper, works to earn a certain amount of money enough to keep him in comfort, and in many cases it enables him to make remittances to his home; quite considerable sums are sent home. If the miner feels that by loading 3 tubs a day it gives him all he requires I do not know whether it is in anybody's mouth to say that he should work harder.

**D-2858.** No. All you say shows that the miner suffers from frailties which are common to the rest of us human beings, but at the same time you would consider it an advantage to the industry if his ambition was widened, if his own conception of his needs were greater, and therefore, in order to have more spending power, he was prepared to exert himself more than he has been in the habit of doing?—We have had that in view for many years, the question of making the miner ambitious and making him wish for a better standard of living. At one time it was a serious matter, because we were anxious that he should have more money to spend. If he wants more things he has to earn more money, and we were very anxious that he should earn more, but he did not respond to that. His wants are very few, and for many years they have remained constant.

**D-2859.** We are aware that certain efforts have been made on individual collieries and individual groups of collieries, but perhaps there has not been a concerted effort to that end with the same degree and effectiveness as you put into the two cases I have just mentioned, namely, the provision of water-supply and the institution of your Coal Grading Board, which you recognize to be of great advantage to your industry?—We are getting on to welfare measures which conduce to the well-being of the miner and which would enable him to produce more coal, as I understand. We are quite prepared to support any measure and co-operate with anybody in order to make our miner a more efficient worker.

**D-2860.** And in addition to that to make the mining industry one of the brightest spots in India and a credit to the whole country?—Yes, if possible.

**D-2861.** I take it that you as an Association—and I understand that in Calcutta to a large extent you guide the policy of the mining industry—would give your ready support to any reasonable and practicable scheme towards that end, lending your experience and knowledge to make it a success?—Yes.

**D-2862.** *Sir Victor Sasson:* From what you said I take it that your view is that even though the physique of the miner here may not be up to the physique of the miner in other parts of the world, yet he could produce more than he is producing without undue effort?—He could work harder without undue effort.

**D-2863.** That is to say that the lack of increase of his output is not due to his deficiency in physique?—Certainly not.

**D-2864.** I wonder whether your Association would be prepared to try and enable him to produce more by disciplining him perhaps a little further?—Is it your idea that the miner should produce more coal for the good of the industry, or that he should produce more to enable him to earn more money?

**D-2865.** Both?—The first obstacle is that the miner has no ambition. You might create one, but he has no ambition, and he does not

want to produce more coal. Having in view our experience of the last 5 or 6 years of a depressed market due entirely to over-production of coal, we do not want to produce more than is necessary.

**D-2866.** I was just wondering whether it would not be a good thing if you could employ perhaps a slightly fewer men and enable them to earn more; that is to say, although your actual output might not differ there would be a bigger output per head?—One of our aims and objects is to give employment to any miner who comes into the mine for work. We have done that consistently, and the Chief Inspector of Mines' Reports will bear that-out. We have given employment to anybody and every body who offer themselves for employment almost every year.

**D-2867.** Speaking from memory, you have a very big difference in output during the months of July and November compared with the months of February and March. If you could so organize yourselves by which fewer men at a higher wage could produce more you might encourage your men to be more permanent; in other words, instead of having a large number of men earning a very small amount you can have fewer men earning more money?—That is hardly within our control. The first proposition you make is that we should employ a smaller number of workers continuously throughout the year, January, February, March and so on. The other difficulty you raise is accommodation. There is no very large amount of land available on which they can settle. Besides which, of course, as you know perfectly well, you cannot interfere with the habits and customs of the people to that extent; if they are accustomed to going to and from their villages they will continue to do so.

**D-2868.** But you can increase the trend of the agriculturist to become an industrialist?—Not by offering attractive wages. The wages, I contend, are from his point of view attractive.

**D-2869.** It might be a question of not only wages but wages and welfare combined?—Even then you might not succeed.

**D-2870.** But I do not feel at the moment that the management is making things sufficiently easy for workers. For instance, in a number of mines we have been to; we understand that they refuse to start cutting until they have got the tubs?—That is an idiosyncrasy on the part of the labour, not on the part of the management.

**D-2871.** The idiosyncrasy on the part of the labour is based on the fact that they are not sure of getting their tubs; if they are sure of securing their tubs you would not get that difficulty?—The point rather is this that in February it is impossible for any colliery to provide the full number of tubs required; because that is the month in which you have the largest number of labour working. They probably have to utilize each tub three times a day. If you could speed that up a bit make it 4 or 5, it would be better, but that is not possible under existing conditions.



**D-2872.** I am told that there is a gassy mine in this area in which men are only allowed to work 8 hours a day; and every man knows that he is going to get his supply of tubs, and knowing that he has no objection to work without waiting for the tubs?—That is what we are aiming at.

**D-2873.** Do you not think that the shift system will help you?—I believe it will.

**D-2874.** Do you not think that in order to make your shift system work satisfactorily, you should, instead of having two 12-hour shifts, have shifts of smaller number of hours to clear up the mine just as it takes place in the Loyabad colliery where they have two shifts with an interval of 2 hours between the shifts?

In other words you are going to let them spend less time waiting underground and a greater percentage of their time working?—The larger collieries can afford to put in a large number of tubs, but the smaller collieries would find it very difficult.

**D-2875.** If you can get a smaller number of men producing more, with more facilities, would you then be able to turn away surplus labour instead of finding you have not enough labour?—But I am not at all sure that we wish to turn away labour. In the month of February every year labour flocks into the mines, but it would not come into the mines except that the pay is attractive. The collieries are very glad to have them because the heavy raisings in the months of February, March and April enable the collieries to build up stocks against the rains when raisings are smaller.

**D-2876.** In July I think 600,000 tons are raised, while in February 1,100,000 tons are raised; I want to narrow that difference?—I cannot suggest any means by which you can keep the miner, who is an agriculturist, in the mines in the month of June.

**D-2877.** You are now coming to a period when you are not going to be allowed to employ women. If you have no means by which you can employ the women on the surface, I suppose the family budget is going to be reduced?—Not necessarily.

**D-2878.** It is going to be reduced unless the man underground is able to earn more. You will not be in a position to give all these women employment on the surface at the same wages as they are now receiving underground?—That is correct; there will not be enough surface employment for the women who are displaced. My theory and belief is that the man underground will then earn more. We shall have to offer wages that will attract the men.

**D-2879.** You might adopt an arrangement by which your tubs would be circulated faster?—You must consider the prejudices of certain classes of miners.

**D-2880.** That is why I suggest discipline?—That will not do because the unwilling man will go away and will not come back.

**D-2881.** If you are not going to help or encourage or discipline him to produce more he will come to you and say: "My earnings are not sufficient for my family budget and I want you to raise the rates so as to enable me to earn what I and my wife used to earn before." That would have the effect of raising your cost of production?—Yes.

**D-2882.** If you can adopt a system by which the miner by very little increased effort can earn as much as he and his wife used to earn before, you will have a very good answer to his demand for increased rates?—I think the miner would object to raising 4 tubs for the same money as he previously received for raising 3 tubs.

**D-2883.** But you can point out to him that his increased raisings have been rendered possible by the introduction of labour saving devices and are not due to his increased effort?—The miner is a much simpler individual than that. It is our constant wish that the miner should raise more tubs; but nothing will induce him to do so, he will not change his habit of loading 3 tubs per day. We once put Anglo-Indian labour into the mines.

**D-2884.** In your report you say that it is known that in many cases, due to the trying times through which the industry has been passing, these rates of wages have been reduced. Some of the managers who came before us said their wages had not been reduced?—The colliery managers were perfectly right; in the case of miners the wages have not been reduced; but the wages certainly have been reduced in the case of other labour, some surface labour and a very little underground labour. Building labour is one kind of labour which occurs to me at the moment.

**D-2885.** Can you give us a note as to which classes of labour have been reduced and by how much?—Yes, I have that information in Calcutta and that information is available. You have drawn attention to the circular granting increases in 1920. There has been no circular or anything of that sort from the Mining Association recommending its members to make decreases. Collieries under the stress of much lower prices have had to economize.

**D-2886.** You say that the introduction of intermediaries between employers and the employed might quite possibly create grievances or wants that at present simply do not exist. Do you allege that an intermediary can create a want that does not exist?—He cannot create a necessity but he can create wants.

**D-2887.** Might not the creation of a want encourage the miner to earn more; so that really it would be an advantage if the intermediary could create new wants?—If he could, yes. You have seized on that word. We do not want grievances created by intermediaries. The miner has no grievances at present.

**D-2888.** Would your Association welcome the existence of a proper trade union developed on Home lines?—I think so. The point has never been put to the members of the Association, but speaking for the

people here to-day I see nothing but advantage in a properly constituted union. We have said so. We would certainly consider a properly constituted trade union representative of the classes it professes to represent; it would be to our advantage to do so.

**D-2889.** *Sir Alexander Murray* : Are you all not aiming at doing something like what Jamadoba colliery has done with regard to the use of machinery?—The Jamadoba colliery can do things on that scale because it is owned and worked by Tatas who can take every ton of coal produced. They have equipped the colliery exceedingly well. The seam is thick.

**D-2890.** Is it not the tendency of modern industrial development to introduce such improved machinery?—Yes.

**D-2891.** Will it not be necessary for you to improve your mines so that your employees will be able to raise more than 3 tubs a day?—You must remember that at Jamadoba the miner who is working mechanical coal cutters is a specially trained man; he earns in many cases Rs. 60 a month.

**D-2892.** You say it has been noticed that when wages were highest raisings were lowest. How do you support that statement?—It is a well established belief founded on fact. In the year 1919 we had a record production of 22,623,000 tons, while in the year 1920 it declined to 17,962,000 tons for all India.

**D-2893.** *The Chairman* : But that was after the peak of the boom?—No, not in 1920.

**D-2894.** *Sir Alexander Murray* : You increased wages in December 1920?—Yes. There was a feeling of alarm that the raisings of coal were insufficient for the country's needs. Government put an embargo on exports and in order to get a greater output we increased wages. What actually happened was that in 1921 the raisings went up by 1,400,000 tons.

**D-2895.** *Sir Victor Sassoon* : So that increased wages did not decrease your output?—It is a matter for much closer investigation. At the present moment I am not sure that it did not attract more labour to the mines; between the year 1920 and the year 1921 roughly 8,000 more people were employed in the mines. That was in Bihar where the bulk of the output is obtained. For all India the output per head in 1919 was 111 tons, in 1920 it was 94 tons and in 1921 it was again 94 tons. There is a further explanation of it. During the five years prior to 1919-20 the collieries had been starved of machinery and boilers. By 1920-21 machinery was beginning to arrive. The Chief Inspector of Mines in 1921 stated: Although the increase in the total output was considerable, 7.47 per cent., yet there was an actual decrease in the output of first class coal. There was a great extension of quarrying operations owing to the ease with which labour working in open quarries can be obtained.

**D-2896.** *Sir Alexander Murray* : Under the heading of " Administration ", you say that the Government of India have accepted the principle that they should not come into the market in competition with private enterprise, but nevertheless they have done so?—In the course of last year Government found they had accumulated a very large quantity of slack at the State Railway collieries. The first intimation we had was an advertisement in the papers inviting tenders for this slack. The Mining Association took strong exception to that. Sir George Rainy, Member for Commerce, happened to be in Calcutta and he met us. We had an undertaking from Government that they had no wish and no intention to interfere with private enterprise.

**D-2897.** Government are large consumers, buyers and raisers of coal?—Yes. I can give you rough figures. In the Railway collieries in 1928 the total raisings were just over 3 million tons. The Railways and other concerns consumed about 6 million tons. Many years ago the Association objected to the State acquiring and working mines. The matter went as far as the India Office, and I think the Secretary of State at the time said he saw no objection to the State Railways owning collieries so long as they did not come into the open market with their production. We objected at the time but we had to accept the situation. The Railways have their collieries now and are working them hard.

**D-2898.** The result is that prices are regulated by Government?—Government make no secret of the fact that they have these collieries in order to enable them, as they say, to obtain their coal requirements at a reasonable price.

**D-2899.** Had they not good reason for taking up that attitude; were they not rather squeezed?—That is their allegation; they have made that statement on several occasions and possibly there is some amount of truth in it. The pit-head price of coal at that time was Rs. 12-8-0 per ton.

**D-2900.** *Mr. Cliff* : Would you oppose a cess for a welfare fund?—I do not think the miner is entitled to be put into a special class in that respect.

**D-2901.** *Diwan Chaman Lall* : Why should the mine owner be put in a special class and demand special facilities from the Railways?—The mine owner is not entitled to special facilities from the Railways.

**D-2902.** You have been demanding special facilities?—We can demand, but under the Railway Act no one is entitled to any kind of preferential treatment.

**D-2903.** *Mr. Cliff* : The work of the present Mines Board of Health cannot be extended without money; would you oppose a voluntary cess for welfare work?—It depends. We do not want to oppose anything reasonable and practicable. We have always supported measures which will benefit labour. I do not think a voluntary cess would be possible because everybody must join in.

**D-2904.** If the Commission made a recommendation with regard to an expansion of welfare work, would that have your support?—I should like to know a little more about the welfare work.

**D-2905.** *The Chairman:* I suppose you would say "Yes, provided it was reasonable and practicable?"—And proper and necessary and acceptable.

**D-2906.** *Mr. Cliff:* We have recently had a proposal put forward involving the expenditure of Rs. 20,000 annually by the Chairman of the Mines Board of Health for a hospital?—It came before the Mining Association. Our attitude was that we were sympathetic to the idea behind it, but it is too soon.

**D-2907.** Would an expenditure of Rs. 20,000 per annum for maintenance be beyond the purse of the industry?—I do not say that.

**D-2908.** I understand you opposed that on financial as well as on other grounds?—I do not think we considered the financial grounds particularly; it was on other grounds.

**D-2909.** Is an expenditure of Rs. 20,000 per annum beyond your capacity?—No.

**D-2910.** Has the Association any declared policy with regard to primary education?—Primary education is not a thing for the coal mines alone; if you are to have primary education it should be available to every body. Then one has to consider what would be the effect of this system of education. I was here yesterday and I heard some body say that the sons of miners who receive education would no longer wish to be miners. The logical result of that process would be to close the mines.

**D-2911.** Has your Association a declared policy in regard to education?—We realize that education would be a good thing.

**D-2912.** Has your Association in session considered and made a declaration in regard to primary education?—No.

**D-2913.** The Officiating Inspector of Mines says that the present attitude of the employees towards trade union is one of indifference. Do you agree with that?—It is indifferent at the moment; there are no registered trade unions.

**D-2915.** I have in my hand a copy of a letter which was addressed to the President of the Indian Mining Association and to the Indian Mining Federation, dated March 1928, from the Secretary of the Indian Employees' Association, in which they are forwarding resolutions. The complaint of the Indian Employees' Association is that your Association have neither acknowledged nor replied to the subject matter of their letter?—I have no recollection of any such letter; I do not say that such a letter was not received.

**D-2916.** As an Association are you prepared to recognize the Indian Colliery Employees' Association?—It entirely depends on whether they are representative of the people they claim to represent. I do know of the Indian Colliery Employees' Association. Their preliminary attitude towards employers is distinctly hostile.

**D-2917.** Are you prepared to recognize this Association?—I know so little about the constitution of the Indian Colliery Employees' Association that I cannot give you an answer yes or no. I want to know more about it; whether they are representative of the people they claim to represent. If they merely represent a lot of dissatisfied office clerks or dissatisfied colliery employees, I should say offhand "No". I do not consider there is any reason why we should recognize an association of dissatisfied employees.

**D-2918.** Why do you say they are dissatisfied?—I have seen certain literature which they have issued. Their attitude towards employers is hostile; they have not approached employers in the proper way. I do not remember the letter and I do not remember whether a reply was sent. We are ordinary business people and we should deal with an ordinary business communication in the ordinary way. We should certainly send some acknowledgment.

**D-2919.** With regard to the paragraph from "India" in 1927-28 which you quote, has there been any sustained effort on the part of your Association to increase the needs of labour?—I hardly think that is the business of an employer.

**D-2920.** As an Association are you anxious to have a permanent labour force in the mining industry?—I am sure it would be a desirable thing.

**D-2921.** Have you a policy directed to that end?—We are not faced with any difficulty, our mining force is as great as we wish it to be, and our output is sufficient for our needs.

**D-2922.** You say the Indian miner is primarily an agriculturist, that he works roughly 8 months in the year as a miner and 4 months as an agriculturist. How has the Indian coal industry addressed itself to this problem?—There is no problem. A certain amount of coal has to be raised and we obtained that quantity. Very little coal is imported into India.

**D-2923.** Then may I take it that your Association is quite satisfied with the existing state of affairs in which, as you say, the miner is first an agriculturist and secondly a miner?—In the absence of anything better we have to be satisfied with that state of affairs.

**D-2924.** Has your Association any concerted policy with regard to the application of the law as to the daily limitation of hours which will come into operation in April?—In the year 1928 this question was before the Government of India and a select committee reported on it. We accepted the conclusions of this select committee to which I refer you.

**D-2925.** Has your Association considered any policy to be applied with regard to the law relating to shifts?—As a matter of fact it is in operation already at several mines where they have anticipated it.

**D-2926.** Has your Association a policy on that matter?—Not as an Association.

**D-2927.** *Diwan Chaman Lall* : After due consideration do you say that the average number of tubs that a miner fills in a day is 3?—Yes, I deliberately make that statement.

**D-2928.** On what do you base that statement?—Every body in the coalfields thinks that is the figure, and therefore it requires very strong evidence to the contrary to prove that it is not so. But more than that I have a statement here which I think proves it. The figures are taken from the report of the Chief Inspector of Mines for the year 1928. The total output in Bihar and Orissa in 1928 was 14,788,580 tons. The total number of persons employed was 76,066. But all these persons were not employed on coal cutting and filling tubs; you must deduct the number of overmen, *sardars* and other skilled and unskilled labour which amounts to 16,514. That gives a figure of 59,552 as the number of workers employed in cutting coal and putting it into tubs. By dividing one figure by the other you get an average of 248 tons production per person per annum. If you take 5 days a week and 50 weeks to the year, it is equal to one ton per day per person, which for two persons, (one miner and one loader), would be 2 tons per day or 3 tubs because each tub takes 13 cwt. We have made a further calculation with regard to Bengal and we find the figure is practically the same. It is a figure of 254 tons as compared with 248 tons.

**D-2929.** That means that the number of tubs per day per person is 1.5?—Yes.

**D-2930.** What is the average rate per tub which is paid in Bihar and Orissa?—That varies at different mines.

**D-2931.** The Chief Inspector of Mines says that the rate paid for filling averages As. 6.75. That would be an average of As. 10½ per day per person?—(Mr. Thomas); Yes, that is about correct.

**D-2932.** You said that in 1920 you gave an increase. What was the rate in 1920?—In February 1920 the rate for steam coal was As. 5 and for slack As. 3 in one particular mine. In September of that year it was raised to As. 6 the slack rate remaining the same. In October one-fourth of an anna commission was added for steam coal and one-eighth of an anna commission for slack. In December the rate was raised to As. 7 with one-half anna commission. In July 1921 the rate for slack was raised to 4 annas. They have remained at these rates ever since.

**D-2933.** It was provided that any increase of rates given before the 1st September was to be deducted from these increases?—(Mr. Bray): The reason for that was that although these rates were

fixed in December 1920, some people put the higher rates into operation three months previously, and in order that all the collieries should be on the same basis that was done.

**D-2934.** If you take December 1920 and take the average which you agree was As. 6.75 per day, it follows that the miners are worse off as far as the wages are concerned to-day than they were in 1920?—(Mr. Thomas): Your figure of As. 6.75 as an average is near enough to the figure of As. 7 which I have given you. We say we have not reduced the rates and the rates are what they were in 1920 in spite of the depression in trade.

**D-2935.** You have undertaken good housing in the Mines Board of Health and you have given a water-supply which you had to give because there were serious epidemics of cholera and the Government stepped in?—(Mr. Bray): We were the originators; we asked for a better water-supply, and we went to Government for assistance.

**D-2936.** Since 1920 what have you done for the mining population apart from those matters?—You mean in addition to employing them, giving them good water, houses, free fuel and free medicine?

**D-2937.** The Government of Bengal in their memorandum say that schools in collieries are of recent growth, some free institutions, have been started in the Asansol subdivision, subsidized mainly by Government, and only to a small extent by the district board; that there is little or no help from the mine owners?—Education is not a subject that the mine owners in particular should take up; it is a matter for the whole of India.

**D-2938.** Then I take it that you yourself have not done anything in that regard during the last ten years?—I would not like to say that. You are speaking of Bengal now, not Bihar and Orissa.

**D-2939.** Take any part of the mine area which you represent. If it is your policy that it is not your business to look after education, have you done anything?—I take it you are referring more particularly to the education of the miners' children. (Mr. Thomas): Where it does affect the industry, that is the training of *sardars*, we do take a direct interest in it.

**D-2940.** With regard to the education of the children of the miners, may I take it that during the last 10 years you have done nothing?—No. There are colliery schools but there are very few of them.

**D-2941.** *The Chairman:* As an Association you have not discussed or arrived at any policy with regard to schools in connection with the mines?—The question of education for miners' children is not a question that should be dealt with particularly by colliery owners any more than by any other class of the community.

**D-2942.** Your view is that that is a matter for Government rather than for industry?—Yes,



**D-2943.** In regard to welfare work has there been any definite policy of your Association as an Association to promote welfare work amongst the miners?— We have had the Mines Act, the Water Board and the Mines Board of Health. We have had 5 years of very acute depression in the coal industry.

**D-2944.** As an Association have you at any time sat together and discussed any particular policy in regard to welfare work amongst the colliery people?—As an Association we will support any measures that are designed for the welfare of the miners.

**D-2945.** Yesterday I read in a newspaper a statement by Mahatma Gandhi. That is this :

“ I would have waited if I could have been convinced that the condition of the masses has undergone progressive amelioration under British rule. Alas, he who runs may see that it has progressively deteriorated under that rule ”. If you substitute for the words “ British Rule ” in Mahatma Gandhi’s statement the words “ The Indian Mining Association ” and for the word “ masses ” the word “ miners ” what is your record in regard to the amelioration of the condition of the miners?—We are colliery owners; we are not here to follow the precepts of Mr. Gandhi. I do not accept them at all. They are unsound in my opinion.

**D-2946.** You consider it an unsound policy to look after the welfare of the labourers?—No, I am entirely ready to support any beneficial measures.

**D-2947.** *Miss Power* : The word “ support ” has been used more than once. Do you not consider it advisable to initiate measures for the welfare of the labourers?—We are willing to initiate measures sometimes, but we are always willing to support measures taken by others.

**D-2948.** *Mr. Mackie* : We have heard of attempts to make the labour contented. But have you a contented list of shareholders in the various companies under your Association?—I can only give you an indirect answer to that question. I should like to refer you to a statement in an official document which says that out of 82 coal companies with a total aggregate capital of about Rs. 6,64,00,000, 41 companies declared no dividend.

**D-2949.** Do you not think that more profits will be gained by the companies if you have a contented labour force?—It is an essential part of the success of a colliery that the labour should be contented.

**D-2950.** Are not many companies in your Association spending large sums of money to improve the conditions of work underground and thereby make labour more efficient?—Undoubtedly many large companies have spent large sums and are still spending large sums in that direction.

**D-2951.** You pay the weekly wages on Sunday. What is your objection to paying it on Saturday?—We would get no output on Saturday.

**D-2952.** But would not that help the miners to begin work early in the week on Monday morning?—It depends. Monday may be a bazaar day and you would have to change the bazaar day also.

**D-2953.** Anyhow you do not think that a change from Sunday to Saturday will give them an incentive to work more days in the week?—No, it would not give them an incentive to do more. (Mr. Thomas): It would merely be a case of substituting one day for another. (Mr. Bray): We are willing to pay wages on any day in the week. Sunday was chosen many years ago because it was a convenient day. But we are willing to pay wages on any day but not at the expense of the output for the day. I am not speaking in the interests of the industry alone but in the interests of the country as a whole when I say that Jharia cannot afford to lose a day's output, nor can Bihar or Bengal.

**D-2954.** Any how you would lose only one day and it might be made up by another day probably?—It might be.

**D-2955.** So that there would be no difference to the industry as a whole whether it is Saturday or Sunday?—It might be, but Saturday is the best raising day of the week.

**D-2956.** So that there will be no difference to the industry as a whole and the bazaar day will adjust itself to suit the convenience of labour?—Yes.

**D-2957.** Is it a fact that in times of high prices at the end of the War several companies imported rice and cloth for sale to the labourers at cheap rates?—Yes. I can tell you that from my own knowledge.

**D-2958.** Mr. Thomas, from your practical experience have you anything to say with regard to the apprentices appointed under you?—(Mr. Thomas): We find that few become mining apprentices owing to the dangerous character of the occupation. On the other hand we take apprentices for mechanical and electrical engineering and train them. We pay them Rs. 25 a month for the first six or twelve months. As soon as there is a vacancy we appoint them and give them Rs. 35 a month. In the meantime if they get a job elsewhere they leave us. They do not fulfil the contract.

**D-2959.** So that an apprentices Act is really necessary?—I do not think it is really necessary unless it is intended to compel these apprentices to stay on till the end of their term of contract. We find that compelling students to do anything does not help matters at all.

**D-2960.** Would it not help you if it was provided that no colliery should employ an apprentice before his term was over?—Our object is to keep them with us after we have trained them. We do not want to lose them after taking so much trouble to train them.

**D-2961.** *Sir Victor Sassoon*: Have you enough vacancies for all your apprentices?—As a rule we have. We do not take more apprentices than we can eventually keep.

**D-2962.** *Mr. Bose*: In your memorandum dealing with trade combinations you say that practically no union exists in the coal trade?—(*Mr. Bray*): Yes, that it so.

**D-2963.** Have you not heard of the Colliery Employees' Association which has a number of miners on their roll?—Yes, I know of their existence.

**D-2964.** Would you like to modify your statement at all?—The statement is that practically none exist in the coal trade. That does not exclude your Association.

**D-2965.** Dealing with industrial disputes you say: "The Association considers that the introduction of intermediaries between employers and employed might quite possibly create grievances, or wants, that at present do not exist." Would you explain what you mean?—I mean that our miners are a contented body and when the agitators get among the miners grievances are created.

**D-2966.** The miners are illiterate?—Is it not?—Not all of them. Some of them are very sharp.

**D-2967.** Do you mean that if any trade union is started among the miners your autocracy will come to an end and your interests will suffer?—I do not mean that at all. I have no objection to an intermediary if he does not create grievances and if he comes along with legitimate grievances. He will then be entitled to be heard.

**D-2968.** In your memorandum you say that the "attitude of colliery proprietors in general is sympathetic towards improvements in labour conditions, though there is no particular demand for them from the workers most concerned." What improvements have you made in labour conditions?—Plenty of them. For instance to mention only one we have given a good water-supply and freed them from any liability to epidemics.

**D-2969.** Are there not some collieries which do not get a good water-supply?—If the collieries do not take the water it is a different matter. But the water is there. The collieries which I represent have got the Topchanchi water.

**D-2970.** Messrs. Jardine Skinner's colliery at Jealgora have not got the Topchanchi water all over the mine and the miners in some places have to drink the mine water?—The Topchanchi water is there on the colliery, but you say that it is not taken to the remote corners of the colliery.

**D-2971.** You say that "there is no particular demand for them from the workers most concerned" Has there not been a demand from

the workers for higher wages?—There always will be. There are very few people in this district at any rate who would not like more wages,—miners and everybody.

**D-2972.** Is this not a demand from the miners and what have you done to show your sympathy and satisfy their demand?—The demand is ever present.

**D-2973.** What is the cost per ton of your coal?—It is a very difficult thing to answer satisfactorily. It varies from mine to mine according to the conditions of each. It may be Rs. 3 to Rs. 4. Under the present circumstances I would put it at Rs. 4 a ton, but I want to be free as regards that figure. I cannot commit myself to any definite figure.

**D-2974.** I want to know whether the profits in the coal industry are not sufficient to enable them to do welfare work such as maternity benefits, education, increased wages and so on. I should say that the profit on a ton of coal is at the present market rates about As. 8 to Rs. 2. In some cases it is more. The cost of raising is Rs. 4 and the selling price is Rs. 4-8-0. There are other coals which sell at Rs. 6 and the profit on this will be Rs. 2.

**D-2975.** *Mr. Joshi:* Do you prepare any general balance sheet for the industry as a whole?—No.

**D-2976.** *Mr. Bose:* If we proposed a levy of 6 pies per ton of coal to meet the cost of welfare work among the labourers would your Association have any objection to that?—We have had no opportunity of considering that proposal. As a matter of fact there have been so many levies on the raisings, despatches, profits and so on that it is time the industry had a little rest. But when the scheme is approved the industry must pay for it in some form or another. But you say you will collect the money first and then decide on the scheme.

**D-2977.** Yes, we must have the money first. Is your Association ready to recognize the Indian Colliery Employees' Association?—I have an open mind on the question. As far as I know I do not know whether they represent the colliery employees or not. If you send me full information regarding your Association, the number of members you have and so on, whether you are registered or not, we will give the matter our best consideration. I do not wish to commit the committee or the Association to a recognition of your Association.

**D-2978.** In your opinion which is the best way to work a mine departmentally or through contractors?—It depends on the mine. The contract system has stood the test of time. In our own mines the system has been in existence for well over 20 years. It usually works very successfully. In other mines it is more advantageous to work *sarkari*. I cannot give you an answer as to which method is the best. Both the systems are good; sometimes both are bad?—I think they are as well off under a contractor as under a company.

**D-2979.** What is the cost per ton under the *sarkari* system and the cost per ton under the contractor?—I can give you a rough figure. The raising contractor's cost per ton for loading the coal in the wagon varies between Rs. 1-6-0 and Rs. 1-10-0. But there are cases where the cost is considerably higher than that. It depends on the conditions in the mine, what is included in raising contractor's contract and so on. The *sarkari* cost might be anything. It depends to a large extent on the colliery manager whether he scrutinizes the necessity for every item of expenditure or not. But if a large colliery find it advantageous to employ a contractor they prefer that to the *sarkari* system. If they work *sarkari* it is only because they hope to raise coal cheaply, otherwise they employ a contractor.

**D-2980.** *Mr. Khetra Nata Sengupta:* Have you any objection to have labour representatives on the Water Board and the Board of Health?—Personally I have no objection. But I would like to consider the matter.

**D-2981.** You have stated that the Indian Colliery Employees Association is hostile to the employers. Have you any grounds to say that?—One has only to read the speeches delivered by you. I read one of your booklets which was full of wrath against the employers. Your present memorandum is not breathing any friendly spirit. Possibly you are not hostile.

**D-2982.** Are you prepared to modify your statement?—No, I ask you to read your own words on the subject which is sufficient ground for my statement.

**D-2983.** Would you prefer an enlightened and intelligent labour force to an ignorant labour force of the kind that you have now?—I am not admitting the statement that the labour force at present is ignorant but I prefer an enlightened labour force.

**D-2984.** Would you welcome any organization to teach the labourers to be more ambitious and realise their rights and obligations?—To the first part of the question, yes; but the second part of the question dealing with rights and obligations is a very dangerous one. Your view of their rights and obligations might be very different from mine.

**D-2985.** Let us take the common acceptance of these words?—I will accept those words but not according to your interpretation of them.

**D-2986.** There was an unrest in 1921 among the colliery labourers. Was that due to the holding of the Trade Union Congress at Jharia and the activities of Trade Union preachers?—Up to the time of the Trade Union Congress I have a rather clear recollection that the miners were a quite contented lot. The Trade Union Congress met at Jharia and made a great *tamasha*. There was a great unrest. The miner was told that he was going to get more pay; he was invited to join the union and pay a subscription. But the whole thing failed; the miner thought there was a catch somewhere.

**D-2987.** *Diwan Chaman Lall* : Is it not a fact that your Association and the Indian Mining Federation sent their representatives to attend the Congress regularly and address the meetings?—Yes.

**D-2988.** *Mr. Khetra Nata Sengupta* : Dealing with wages you say : " At a typical mine in Jharia, where coal is won entirely by manual labour, the average earnings per miner per shift amounted to annas 9.6, 10.4 and 11.25 respectively for the months of November, February and July—the average number of tubs loaded per shift being 2.4, 2.6 and 2.7 respectively." Are not these figures taken from Messrs. Jardine Skinner's colliery at Jealgora of which you are the head?—I hope you will excuse me if I say I am not appearing in that capacity. I am now a representative of the Indian Mining Association.

**D-2989.** We were at Jealgora the other day and the figures given there were exactly the same as those given here. So the figures must have been taken from that colliery. Do you know that that colliery is a well equipped colliery?—Yes, it is a well equipped colliery.

**D-2990.** *The Chairman* : The question is whether the introduction of machinery raises the income of the miner above what he gets by pure manual labour?—For the same work it is immaterial whether he is working in a well equipped colliery or a colliery where he has to put in manual labour for everything. If he loads 3 tubs a day he will get 3 times  $7\frac{1}{2}$  annas or Rs. 1-6-6.

**D-2991.** *Mr. Mukherji* : Has not the working of State Railway Collieries tended to withdraw a huge custom from private collieries and thus hit them hard?—Yes, the development of State Railway Collieries has hit certain collieries very hard. The second class coal which they used to buy they no longer buy.

**D-2992.** Has not the withdrawal of this custom brought down the price of second class coal to below the economic level?—The price of second class coal would be rather different to what it is, if second class coal was wanted by the Railways. In that sense it has brought down the price of unwanted coal.

**D-2993.** Can this section of the industry bear any cess or tax to finance welfare work among the labourers?—Obviously if the industry is not prosperous and not making profits it cannot afford to pay anything.

**D-2994.** Are second class collieries making any profits and paying any dividends during the last few years?—I cannot answer that definitely. Some second class collieries are kept going ; some must have been making a little profit—very few of them I should say. The best evidence on that point is that many of them are closed down. The others that are alive are struggling hard.

**D-2995.** In reply to Mr. Cliff you said that all welfare work is not beyond the purse of the industry. Did you mean only first class coal raising collieries?—No. If welfare work was undertaken it should be paid for by people who received the benefits of that work. I do not

suppose you would say that first class collieries should pay for the benefits enjoyed by second class collieries. It all depends on whether you take this expense out of the cost per ton or out of the profits. For instance if you put up a water-supply scheme costing over 90 lakhs that would be beyond the capacity of the industry; but if you put up a small scheme for a small hospital that is a different matter.

**D-2996.** Is not any additional expenditure in this direction beyond the capacity of second class collieries which are invariably losing?—If you add to their expenses and if they are making a loss already, it would obviously increase their loss.

**D-2997.** Mr. Thomas, you have had occasion recently to visit the Argada colliery. Do you know what is the quality of the coal they quarry there?—I have no intimate knowledge of that. There is a section of that coal of very superior quality, but they are quarrying the whole.

**D-2998.** As a whole the quality is not superior to second class Jharia coal?—I would not say that. I would not be justified in making that statement without looking into the matter more closely.

**D-2999.** Are you aware of the prices paid to miners in the railway collieries adjoining your own collieries?—I know the price paid in our own colliery; I have no information as to what is paid in the adjoining colliery.

**D-3000.** If I put the figure in the region of Rs. 3-6 per tub of coal cut and put into tubs, what would you say?—There is not much cutting done. It is all blasted. They only do the loading.

**D-3001.** Anyhow the big pieces have got to be cut?—My last visit to the quarries was in connection with the Mining and Geological Institute last year. We are working underground; we do not quarry. I do not know what they pay per tub.

**D-3002.** If they paid as little as that?—I doubt very much if they do. I should be very surprised if that was the case, for cutting and loading.

**D-3003.** But that is my information. Do you not think the competition is very unfair in the case of second-class collieries if they do like that?—I do not know. You pay a miner for the work he does irrespective of the quality of the stuff he produces.

**D-3004.** Anyhow they have got to pay the same pay that is paid by the trade generally, but they scarcely pay half of it?—I do not understand why the labour goes there if they do not pay them.

**D-3005.** Mr. Bray, have you been able to dispense with the recruiting cost in your collieries?—(Mr. Bray): I should like to have notice of that question. My impression is that we pay no recruiting expenses. The labour contractor undoubtedly has to pay to bring his miners and it is customary.

**D-3006.** To the labour contractor you pay something for doing recruiting work?—No; I hardly think so.

**D-3007.** Is it a fact that you have been able to dispense with the recruiting cost because you have recently purchased a *zamindari* somewhere near Tundi from where you force the labourers to come for you?—To the question whether we have recently acquired a *zamindari* property, the answer is no. We acquired a *zamindari* property ten years ago. That statement would be incomplete without my telling you that we have given it up; it was a failure.

*Mr. Joshi* : How force is applied?

*Mr. Mukherji* : By threat of bodily assault.

*The witness (Mr. Bray)* : Mr. Mukherji has used the word "force" without meaning exactly what we take it to mean. Mr. Mukherji means, I think, that we have acquired a property in order that we shall have control of that mining labour and induce it to proceed to our mines in preference to other mines. I have just told you that we acquired a property but we have given it up because it was a failure. If you want to know why that property was acquired it was because the bulk of our miners came from that district, and it was the Company's intention to carry out schemes of welfare work for the miners it employed in their villages.

**D-3008.** *Mrs. Kamini Roy* : As a member of the Indian Mining Association, do you not advocate the payment of maternity benefit to your women labour?—It is rather a difficult question that you have asked, because I am not at all sure how far it is the duty of an employer to provide maternity benefits. I have no doubt that the coal companies would provide maternity benefits; I know some of them do now. But I take it that your object in asking this question is that instead of it being a voluntary payment it shall in future be a compulsory one. At present voluntary payments are made, and if you ask me whether the collieries would continue to make these payments I would say that my own opinion is that they would.

**D-3009.** You think it is not the duty of the colliery owners to give maternity benefits?—It is a matter of opinion. I do not know it is a duty of the colliery employer or any other employer.

**D-3010.** Do you think that the provision of aid to women in childbirth and the training of native midwives are sufficient for the need of women working in the collieries?—Do you think that all that is being done by the two Boards of Health in Jharia and Asansol is sufficient?—I think that is a direction in which the Mines Board of Health might do a little more. We have our representatives on the Board, and they will have our sympathy and support.

**D-3011.** Do you mean support only as regards views?—Financial support.



**D-3012.** *Miss Power* : On that point, I believe that your Association was not in favour of the scheme of the Chairman of the Jharia Mines Board of Health?—The reply given by the Mining Association may be accepted as our answer; it was a considered reply.

**D-3013.** You were not in favour, was it not?—At the present time I am not in favour of it; it is premature; it is somewhat unnecessary at the present time.

**D-3014.** You say it is premature, but the Government, I understand, has been pressing for the solution of the problem of medical help for women on the coalfields for some time?—I have taken an active interest in that subject. I was talking about that particular scheme.

**D-3015.** Do you feel that the time has come for some sort of scheme?—Yes; I think so. We have got the Mines Board of Health. Every colliery has its own doctor. We might go a little further.

**D-3016.** *The Chairman* : I take it that you were not consulted in the drawing up of the scheme that has been referred to?—No.

**D-3017.** And there are practical points in it with which you are not in agreement, but you told me that you would be willing to co-operate in the building up of a practical scheme based on your knowledge and experience of the industry?—Certainly. It does not necessarily mean a hospital.

**D-3018.** *Miss Power* : In your memorandum you refer to the question of land for cultivation as one of the inducements in recruiting. Could you give us any idea as to the extent of such land available for distribution?—The amount of land available in Jharia is very small. In the lower field certain *zamindaris* have been taken up in order to induce the mining labour to become a settled mining population.

**D-3019.** I imagine that is an inducement which can be held out to very few?—In this field we can hardly do so, but in the lower field the mining areas are more scattered.

**D-3020.** You say : " There is very little settled labour." Would you be prepared to agree with the Indian Mining Federation who said that "it was remarkable that the movement towards permanent settlement in the mines had stopped for the last 15 to 20 years"?—That supports it; there is very little settled labour.

**D-3021.** Do you agree that it has stopped for the last 15 to 20 years?—Yes, as a general statement.

**D-3022.** Can you explain to us why that is so?—In Jharia there is no land available. In the lower field the number of people who come to work in the mines has remained practically constant for the last 10 years.

**D-3023.** You think it is primarily a question of the lack of land?—I would not say that. As I said, they are agriculturists. They have their own villages where they live and to which they return.

**D-3024.** You say: "Generally speaking, the mines have been able to accommodate all those who offered to work in them." When the period of good crops coincided with the trade slump you were able more or less to equalize the supply and demand for labour. Has there since been a tendency sometimes to take on more labourers than you could give adequate work to?—In general, it is the wish of every colliery to raise coal to the limit of its capacity. Therefore every miner who comes into a mine is welcomed with open arms.

**D-3025.** You feel that you have sufficient work?—It is a different problem to that at Home. Here there is plenty of work, especially in the mine.

**D-3026.** On the question of the withdrawal of women from the mines, has your Association any policy as to the plan of selection as to which women shall be withdrawn first?—That is hardly a matter for us; it is not for us to devise any scheme. As a matter of fact, the difficulty of the scheme is to decide how the percentage shall be taken out every year; but each mine will have to decide that.

**D-3027.** You have not discussed the matter as an Association?—The law has been made; we must observe the law. We shall take care that all the requirements of Government are carried out. The Mines Department are very sympathetic and very helpful. They receive the full co-operation of the colliery managers, and the close co-operation between the Chief Inspector of Mines, or the Inspectors of Mines, and the colliery managers will result in the achievement of every desirable thing. If I may express an opinion as regards the withdrawal of women in 10 years, I am rather inclined to agree with Mr. Simpson that they will be out in 5 years; I hope they will.

**D-3028.** My point was as to whether your Association had discussed the selection of which women year by year should be eliminated so as to cause the least amount of domestic difficulty to the workers. You realise this withdrawal means a considerable domestic readjustment on the part of the worker?—Yes; I think that difficulty exists. I really do not know how it should be dealt with.

**D-3029.** *The Chairman:* It is being left to the individual mines?—Yes.

**D-3030.** *Miss Power:* Reverting to the question of welfare, you say: "Before the merits of any such claim (referring to the Miners' Welfare Fund) against the industry itself could arise for consideration, the proof of the existence of a class of regular workers in the mines—settled labour, in other words, with mining as their definite occupation—would be a necessary preliminary." Is not this rather putting the cart before the horse? The implication of that sentence seems to me to be that

at present the employer delays welfare because the employee is, in his view, primarily an agriculturist and only secondarily a miner. Do you not feel that the development of a considered policy would tend to assist the worker over the transitional period from being an agriculturist to being an industrialist?—I think we are talking about the Statutory Miners Welfare Fund. If a miners fund should be established for the benefit of the miners, the miners must be a settled body of persons, which they are not at present.

**D-3031.** My point is this: You give your reason for delaying certain measures of welfare or the inauguration of a welfare fund that these people are primarily agriculturists. Would you not assist the transition of these people from agriculturists to industrialists if you inaugurated such a fund and thereby made the occupation of coal mining more attractive?—You mean the inauguration of a welfare fund in order that miners shall give up their agricultural occupation. I do not know whether we can achieve that by instituting such a welfare fund. We are rather discussing the things on vague lines. But I might say that any measure of that sort would receive our sympathetic consideration.

**D-3032.** To continue that line of argument, you say under 'General' that "Colliery proprietors are generally sympathetic towards improvements in labour conditions, though there is no particular demand for them from the workers most concerned." I want to make sure that we had your point of view correctly. Would you be prepared to agree that the bulk of the industrial legislation of all countries has been a crystallization of the practices of the best employers, as demanded by an enlightened public opinion, and that it has not had to await a demand from the workers?—I would be prepared to agree to that.

**D-3033.** *Mr. Joshi:* Your Association do not consider the establishment of public employment agencies necessary or even desirable. I want to know why you think that any assistance given to a miner in finding some employment is not desirable. I want to make one thing clear to you that these public employment agencies are intended to help people who want a job to find out where work is available. We hear of gangs of miners going from mine to mine sometimes in search of work. If there is a public employment agency office, the gang instead of wandering about may go to the office and ask them whether there are any mines wanting workers, and the office may direct them if it has got the information. I want to know why such an office is undesirable from the point of view of your Association?—If it were likely to assist the miner to get employment, I see no objection to it, but the miner at present has not the slightest difficulty in getting work. He is welcomed by almost any colliery on which he enters.

**D-3034.** You do not think that it is undesirable: you may think that it is unnecessary?—It is quite unnecessary. It might be, from some points of view, undesirable. It depends upon how it is established and how it runs.

**D-3035.** Let us know how it is undesirable?—The office might take advantage of the miner's ignorance.

**D-3036.** What advantages?—His wandering about. I do not think it would be a remedy for the ill that you are complaining of. If the miner goes to a colliery he gets works almost at once.

**D-3037.** He may not get work in some collieries?—Very seldom.

**D-3038.** On the question of the hours of work, you seem to have replied to Mr. Cliff that 8 hours shift was the best for all the concerns. I take it that you agree with 8-hour shift?—My answer to that must be more precise. I accept the report of the Select Committee of which I see you were a member. I know that you wrote a minute of dissent. You were strongly in favour of 8-hour shift.

**D-3039.** I want to know what your view exactly is?—My view is exactly the same as that of the Select Committee that we must do these things gradually. 8-hour shifts are desirable, but we must start with 12 which must be given 3 years' trial after which we can think about it.

**D-3040.** That is my point. The Select Committee decided that you might make any change after 3 years. It is now nearly 2 years since the Select Committee wrote that?—May I point out that the Select Committee recommended reconsideration after 3 years from the date of making the change and not from the date of passing the measure. That takes you up to the year 1933.

**D-3041.** I do not wish to discuss that. What I want to ask you is this: If within three years period the hours are to be changed, any suggestion made by this Royal Commission on that point will be useful. The Royal Commission will make its report next year and it will be quite timely to make a suggestion to Government on that point. I therefore want to know from you, judging that the miner works only 4 or 5 hours a day and only 4 or 5 days in a week, whether there will be any practical difficulty from the employers' point of view if 8-hour shift, or any shift less than 12 hours, is introduced—I would rather not come to any settled conclusions now. I see no difficulty, but I think that the Select Committee recommended that the matter should be considered in three years' time, and that is the time to consider it. This must be gradual.

**D-3042.** But do you not see that if this Commission were to make a recommendation there would not be any necessity to appoint another commission or committee to consider that question?—The matter will go to the Legislative Assembly in the same form as it did the last time.

**D-3043.** Do I take it that so far as you can judge to-day there does not seem to be any difficulty?—Certainly.

**D-3044.** On the question of industrial disputes, you say: "The Association considers that the introduction of intermediaries between employers and employed might quite possibly create grievances, or

wants, that at present simply do not exist". I want you to explain to me why you should object to anybody suggesting to the workers fresh wants, because I have heard several times not only to-day but for many years that the Indian worker's standard of life is low, his wants are few and consequently he does not aspire to work very hard. I want you, therefore, to tell me why you object to any one going to the workers and telling them that they should have more wants, they should live better, they should ask for better houses and so on?—The question that was asked was 'Whether intermediaries were required.' We say intermediaries are not required.

**D-3045.** Suppose a man, you or I, go to the miners and say that they should live a better life, they should have education because at present they have no education, they should demand better housing?—He is not an intermediary. An intermediary is one who comes in between the employer and the employee.

**D-3046.** Suppose I go to the miners in my individual capacity, and tell them that they should live a better life and demand a better standard of life, shall I be an intermediary?—No. The intermediary is the man between us and our worker.

**D-3047.** I want to make it quite clear. I do not understand what you object to then. Would you object to the Secretary of an Association telling people that they should live a better life?—No.

**D-3048.** What you object to then? You object to intermediaries creating wants. Why do you object to any people telling the workers that they should require more things?—Our views were asked on the question of instituting a joint standing machinery between employers and work-people. We say that there is no necessity for any joint standing machinery.

**D-3049.** You object to intermediaries creating wants. I think that as good employers you would like to have a healthy discontent in your workers so that they may say "We must live a better life, we must have more wages." You should approve of a man who makes them a little discontented with their present lot?—I do not want a discontented lot of workers.

**D-3050.** You want your workers to live better, is it not?—Yes.

**D-3051.** They will not do that unless they are discontented with their present condition?—I do not want any intermediary to come and make them discontented when they are contented.

**D-3052.** If you want your people to be better than what they are they must certainly become discontented with their present lot. Unless they are discontented they will show no improvement?—You suggest that we should make them un-happy.

**D-3053.** I do not see why you should object to any people going to the collieries and advising people to live a better life?—No. I object

to an intermediary going there to create grievances. They have no grievances, except that they would like to have more of this or more of that.

**D-3054.** Let us understand the meaning "to create grievances". Suppose some people go and tell them that they should have education, and they begin to ask for education. Will that be creating a grievance?—No. That is a legitimate aspiration.

**D-3055.** So you do not object to some people coming in and creating legitimate aspirations or legitimate discontent with their present position?—No.

**D-3056.** On the question of trade union, you said that you do not recognize the Indian Colliery Employees' Association because it is not a registered union. I want to know, suppose a body of 10 people start mining business as a private company and do not get themselves registered, and they write a letter to Government asking for some license or some concession, or offering a tender, and the Government says "We are not going to deal with you because you are not a registered company"; do you not think that the Government will be justified in giving that reply?—It is not the same thing at all.

**D-3057.** How is it different? I am wondering why you should expect people to get themselves registered. Is registration a necessary thing for recognition or for having correspondence?—I gave that as one of the reasons. My chief reason is that I want to know more about the constitution of anybody which applies for recognition.

**D-3058.** If that is not an objection then the point is clear. Do you agree therefore that it is not a point on which recognition should be refused?—You are asking us whether we would recognize an unregistered association. I cannot say till they apply.

**D-3059.** You were asked a question about the second class coal industry competing with State industry and the second class coal industry being hard hit. I want to know whether it is not a fact that it is this second class coal industry that really sets the pace for labour conditions in the coal mining area; that is to say, the conditions of the industry as a whole are governed by the conditions existing in the second class coal industry?—No.

**D-3060.** It is quite natural that if they cannot give better wages and cannot afford to give better welfare facilities, the others will not give?—I should say that the pace was set up by the big collieries. The conditions that obtain now are those which govern the majority of the collieries.

**D-3061.** They do not want shorter hours than 12; they are against maternity benefit?—The coal mining industry has to raise sufficient coal both for internal and external requirements; when I say external requirements I mean the export trade. Those are met by raising something like 22 million tons a year. We have to see what effect the new

drastic change will have on the industry—I refer to the withdrawal of women. Now you have got the 12-hour shift, and you want to make it 8-hour one. I am not arguing whether we could raise 22 million tons with 8-hour shifts. But what I say is let us adopt the recommendations of the Select Committee who in their wisdom said that we should give the 12-hour shift a trial for 3 years. We would like to see what happens in three years.

**D-3062.** *Mr. Clow:* There have been several cases of acquisition of *zamindari* rights with a view to recruiting?—Yes, with a view to getting supply of mining labour.

**D-3063.** Is that policy being abandoned generally?—(Mr. Ord): Most of these properties were acquired for the minerals below the surface.

**D-3064.** I am thinking of properties outside the coalfield. For instance, the Settlement Report of this district published in 1928 says "Several mine owners have acquired *zamindari* rights as *patnidars* or *mukarraridars* with a view to recruit labour and to have a better hold on their labourers."?—That is so in the lower fields.

**D-3065.** You think that is a desirable policy?—These properties were acquired in most cases many years ago; when the coal industry was in its infancy and labour had to be introduced into the field, land was one of the inducements. But settlement on the land is not done now to any extent at all.

**D-3066.** Referring to the difficulties of the settlement, the Settlement Officer says: "The mine-owners had complete hold over their men, who were sometimes even not allowed leave to attend the attestation camps on the date fixed to put in their claims. The *malkatas* were always afraid that if they opposed the claims of the mine-owners they would not only lose their lands but lose their employment as well"?—But it is not their land; it is company's land.

**D-3067.** Was that threat held over the heads of the miners?—No.

**D-3068.** You do not agree with the report?—No.

**D-3069.** Yesterday a suggestion was made to us by the representatives of the Indian Mining Federation that grog shops should be closed on Sundays and Mondays. What is the view of your Association?—(Mr. Bray): I think that suggestion was made by Mr. Thacker; I think we could support that.

**D-3070.** You have been asked a great many questions about securing permanent labour force divorced from the villages as against a labour force that is partly agricultural. Do you consider that on the whole that is a thing that one should aim at?—We are discussing this more or less theoretically. When we can get all the mining labour we want why should we bother about settling our labour on land which we cannot get.

**D-3071.** You have got to think of what is coming ahead. Do you think it is desirable that all the efforts of the mine-owners should be directed towards securing an industrial population whose sole occupation is mining?—In theory, I suppose it would be a desirable thing; in practice, I am afraid it will not work well. Miners will always be agriculturists. I do not think we can make them 100 per cent. miners.

**D-3072.** There is a very small percentage of permanent labour force, I take it?—Yes.

**D-3073.** Should your aim be to increase that or not, weighing up the advantages and disadvantages that the semi-agricultural system affords?—This is a point that has been raised rather earlier in another form. If you have got a settled labour force you will, no doubt, have regular raisings throughout the year. Of course, it is a desirable object to aim at. But they all have to be housed.

**D-3074.** You are not prepared to express an opinion one way or the other?—I do not think it is a bad thing if the miner goes away for his annual holiday; there are two holidays in a year.

**D-3075.** *Mr. Joshi:* At his own expense?—Yes I think it is a point in the employee's favour if by working for 8 months in a year, he can go to his village for four months.

**D-3076.** *The Chairman:* Following the point raised by Mr. Clow which interests me very much, do you not consider that it is a great asset in India, and one not lightly to be parted with, that these people whom you employ have their affection for their land, have their villages to retire to for recuperation of health and that it will be to your advantage to build your industry on what appears to some to be that asset?—I think it is a thing to be encouraged—that they shall have a village to which they can go for their annual holiday or even to till the land and to reap their crops.

**D-3077.** If that is the case, then why should that happy practice of being part agriculturists and part miners be in the way of organized welfare in their interests during the time they spend on and in the mines?—I do not think the fact that they spend 8 months in the collieries and 4 months in their villages will stand in the way of welfare work.

**D-3078.** But it appears from your memorandum that these things could not be brought into being until they were divorced from their land and became miners and nothing else. You do not hold to that view?—Generally speaking if you ask me whether we will support welfare work in the coalfields, I should have no hesitation in saying that we would.

**D-3079.** During the 8 months in which they are working for you in the coal industry, what is reasonable and practicable, by way of education and other amenities should be done?—Yes.

(The witnesses withdrew.)



# BIHAR AND ORISSA

## SIXTY-SIXTH MEETING.

### GIRIDIH

Friday, 31st January 1930

#### PRESENT :

The Rt. Hon'ble J. H. WHITLEY (*Chairman*).

Sir VICTOR SASSOON, *Bart.*

DIWAN CHAMAN LALL, *M.L.A.*

Sir ALEXANDER MURRAY, *Kt., C.B.E.*

Miss 'B. M. LE POER POWER.

Mr. A. G. CLOW, *C.I.E., I.C.S.*

Lt. Col. A. J. H. RUSSELL, *C.B.E., I.M.S., (Medical Assessor).*

Mr. JOHN CLIFF.

Mrs. KAMINI ROY, *Lady Assessor.*

#### AT SERAMPUR COLLIERY OF THE EAST INDIAN RAILWAY COMPANY, GIRIDIH.

SILLUMIAN (miner) was examined and made the following statement :

I am a coal cutter, a miner. I have been working at this job for four or five years. We work in a gang of 10 or 20. The gang varies between 2 and 50. We are 25 in the gang. We work two shifts : 12 men during the day and 13 at night. At first I got As. 9 ; then I got As. 10 to As. 11 ; where it was easy to cut the coal I was paid at the rate of As. 9 ; where it was a little harder As. 10 ; and where it was still harder As. 11. The rate used to vary according to the task ; now whether the task is easy or difficult the rate is the same. It is As. 8. If I fill one tub I get As. 8. That is for cutting, loading, and hauling the tub from the coal face right along to the centre point. It is 500 ft. from the coal face where we cut the coal to the point to which I draw it. The women load the tubs. I worked yesterday in the mine during the day. I went down at 8 a.m. and at 8 p.m. I stopped work ; by the time I got up to my place it was 10 p.m. Where we used to be paid at the rate of Rs. 2 a foot we are now paid at the rate of As. 8 a foot. Two of us did As. 8 worth of work each yesterday but after the deductions we shall get in the end As. 6 to As. 6½. One pice in the rupee is deducted for the benefit fund. One or 2 per cent. is taken

off for under-loading of the wagons. Out of the tubs that we fill one or two disappear. I do not know what happens to them. Whether it is that the *munshi* does not enter them or what happens to them I cannot say. When I go down I have to go and fetch the tub; we in the gang go and get the tubs. Yesterday we got the tubs as soon as we got down. Ten of us filled one tub per head; we cannot fill more than that because the work is hard. Out of the 10 people two or three people go and get the tubs; some of the gang are engaged in filling the tubs and the remainder cut the coal. Yesterday 6 people were cutting the coal. When the work is easy we can fill more than one tub. Ten people can fill as many as 50 tubs when the work is easy; that is if the coal is there. We 10 people can fill 50, 60 or 80 tubs if we get the tubs. If the coal is cut and ready 10 of us can carry the coal of 150 tubs during the day. Where the work is easier we can cut, load and take to the main tramway from  $1\frac{1}{2}$  to 2 tubs per head. I have never earned as much as As. 12 to As. 16 a day. I get my wages weekly. The contractor in whose name the tubs are entered pays me. It is the contractor not a *sardar* nor the head of the gang. I am paid on Sundays. Last Sunday I got Rs. 1-5-0. I worked 4 days last week. After you have gone I do not know what is going to happen to me. We have a caste *panchayat*.

#### MAUJI DHOBI (Miner).

*The witness*: I have worked at this colliery ever since I was a boy. I am a coal cutter. I went in the mine yesterday. I went to work at 8 o'clock in the morning and finished at 8 o'clock in the evening. I was both cutting and loading the coal. When I went down yesterday morning the tub was not available when I went in. I work in a gang of 7. We all go down together and come up together. Between the 7 of us we loaded 8 tubs yesterday. Of the 7, 2 men were cutting the coal. The *munshi* enters the tubs. From the coal face to the tram lines we had to take the tubs about 1,000 feet. Two men were cutting the coal, 4 men were loading the coal and one man was bringing the tubs. We all divide the money equally, after all the deductions have been made. We 7 men always work together. The working place we were at yesterday was such that four times I had to wring my clothes because of the perspiration and heat. The name of my *sardar* is Ugan Chamar.

**D-3080.** *The Chairman*: Was not Ugan Chamar in charge of 22 people yesterday?—During the day there were only 7 people; I was at work and I know there were only 7.

**D-3081.** Because the information from the books shows that there were 22 people and they raised 60 tubs of coal. Had Ugan Chamar other men besides this gang of 7?—Ugan Chamar did not go to work yesterday. He was at home yesterday. The *munshi* writes the name and these tubs were entered in Ugan Chamar's name. The *munshi* is sitting over there. His name is Samthali. Last Sunday

I drew Rs. 1-11-0 wages. Some deductions were made and Rs. 1-11-0 is what I received after the deductions were made. I worked 5 days last week. During the last three months sometimes I have earned Rs. 2 to Rs. 3 a week.

**D-3082.** *Mr. Cliff*: The Sahib says that if you were to work harder you could earn more than Rs. 1-11-0. Why do you not work harder and earn more money?—When we go down we do 12 hours' work. We test the roof, we cut the coal, collect the coal, and then we load the tubs. At 7 or 8 o'clock our work stops; the *sardar* stops the work in the place where we work. We eat in the morning before we go down at 8 o'clock and then we eat again at 10 o'clock in the night. We drink the spring water in the mine. From the time we go down we keep working all the time. We never rest. You do not know the difficulties of our work. Sometimes we cannot get anything to eat but rice; sometimes we get no *dal*, etc.

**D-3083.** Is it not possible for 7 men to cut and load and take to the tramway 20 tubs a day?—If you come and see the place you will realise the difficulty of it.

**D-3084.** If it is a difficult and hardworking place do you go to the manager and ask for extra pay?—When they decreased our wages from As. 10 to As. 8 we were told that we must either do this work or go. Cases arise in which men have been working since their boyhood and then their work has been stopped.

**D-3085.** Do you ever try to raise the question of your grievances regarding wages at the *panchayat*?—We did once, but our rates were cut. My wife is working on the surface loading coal into railway wagons. For five days' work last week she earned Re. 1. I have a mother, a brother, two sons and two daughters to keep. My brother is younger than I am; he works in the mine. My children are small and they do not go to school. I have a plot of land and I am told that if I work 12 months I shall have right to plough that land, but if not, the land will be taken away from me. I cultivate that land; this year I got 12 maunds of rice. I grow nothing but rice. My youngest child is three years old. When the child was born Rs. 5 was paid by the colliery. My wife did not work then for about 6 months, but then because we had not enough to eat she had to leave the baby and go to work. My wife works for a *hazira* of As. 3 or As. 4. It all depends upon the contractor; if he says she has not done enough work he will pay her only As. 3. It takes 12 hours a day a *hazira*. She loads the big wagons. A *hazira* means a day's work. I will show you the work if you come along to that side.

**D-3086.** You are in a difficult working place; apparently there are two coal cutters, 4 loaders, and one man taking the tubs. Why were not more than 2 men acting as cutters?—It is very hot and it is very hard.

**D-3087.** Do you want to say anything further?—One of the things I have got to say is this, that the *sardar* takes Rs. 1-8-0 a week from

the whole gang. If we do not give this Rs. 1-8-0 to the *sardar* he will stop us from working. Mr. Oran, the overman, also takes a bribe from us. I shall be victimized for saying this. He takes Rs. 2 from the gang of coal cutters. If we do not pay the Rs. 2 he stops us from working. I shall leave this place after you have gone because I am sure to be victimized after this. They will beat me.

(The witness withdrew.)

**Mr. W. T. STANTON, Manager of Serampur Colliery.**

**D-3088.** *The Chairman*: I think you have supplied me with this information with regard to Ugan Chamar?—He is head of a gang of coal cutters of 22 persons, of whom Mauji Dhobi is one. They work in one gang. They are not divided into two or three sections. They may have 2 or 3 working places, but they work in one gang.

**D-3089.** I understand they raised 60 tubs of coal yesterday?—No; the head clerk has just corrected that. They raised 60 tubs of coal in the week ending yesterday.

**D-3090.** What would be their payment for raising 60 tubs of coal?—They get As. 8 per tub. A certain amount of oil is granted by the Company and if they take excess oil they pay for it. The total stoppages from these men were As. 14 or As. 15; As. 3½ for oil and As. 11½ contribution to the Benefit Fund for the whole of the gang.

**D-3091.** What were the net wages received by the gang?—Rs. 29-1-0.

**D-3092.** For 22 persons?—Yes.

**D-3093.** Do these persons have to pay any bribe or consideration to anyone?—No, I do not think so; if anything of that sort comes to our knowledge we immediately deal with the man who demands the bribe.

**D-3094.** Have you any method of making sure that no bribery is taking place?—If we receive any complaints that people are taking bribes in any way we investigate the case.

**D-3095.** Have you recently had any cases to deal with of that kind?—No.

**D-3096.** *Sir Victor Sassoon*: How could you investigate it?—By holding an enquiry.

**D-3097.** Have you ever had any success from that?—Yes.

**D-3098.** *The Chairman*: Is it generally known among the people that the management will stop any exaction of bribes?—Yes.

**D-3099.** In your view that is general knowledge among the people?—Yes.

**D-3100.** Therefore in your opinion they have no reason, whatever, for paying any such money?—No.

**D-3101.** I suppose I need hardly ask you that these men who have spoken to us to-day will not suffer in any way for having spoken to us?—No, they certainly will not.

**D-3102.** *Mr. Cliff:* What was the number of days this gang worked?—I have sent for the book. But it is very difficult. Twenty-two men and women are the total number of people who actually work with this man, but it is quite possible that half a dozen of these people did not work at all during that week, and none of them will have worked more than 4 days. We do not check the actual individual workers.

**D-3103.** I take it the average earnings are more than Rs. 1-4-0 a week?—The earnings are that much per day for coal cutters. I cannot tell you offhand how many men work for Rs. 29 but I can find out.

**D-3104.** How is the *sardar* paid?—He is actually one of the gang; he works and he shares with the other men. The boys and women are paid *hazira* rates from the total amount and then the balance is divided amongst the men. I cannot say how many boys and women there are among that 22 people; I should have to enquire from Ugan Chamar. I can let you have that information.

**D-3105.** What do the boys and girls get paid for the *hazira*?—The coal carriers engaged in loading coal for the coal cutters receive a minimum of As. 8 per day. From As. 8 to As. 10 per day is the rate the coal cutters pay to the women and boys who carry coal for them. They pay that out before they share the balance of the money between the coal cutters. The rate varies between As. 8 and As. 10 because in some cases they are young boys and fairly young women while in other cases they are stronger and capable of doing more work.

**D-3106.** Provided they stay there the whole day they get an amount of As. 8?—Yes. If the gang men are doing sufficiently well, the extra money which they earn is shared amongst them mutually.

**D-3107.** Is the remainder of the money shared equally?—Yes.

**D-3108.** Then the ganger gets nothing extra?—Nothing.

**D-3109.** What are his duties as ganger?—He is the man who gets oil for them, he interviews the *sardar*, takes instructions for the days' work and directs his miners as to what they should do.

**D-3110.** Does he get no payment from the colliery at all?—No.

**D-3111.** Does he get payment from the gang?—No.

**D-3112.** Is it your belief that a man acting as a leader or ganger gets no more pay than the others?—He does not act as a leader; he is the man in whose name the money is put down; nominally he is an

ordinary coal cutter. I do not think he takes any money for being leader of the gang.

**D-3118.** He acts as leader of the gang what are his duties?—He is paymaster, he takes instructions from the European or Indian staff who are his immediate superiors; he takes the oil from the stores. The point is that he generally is a man who does little or no work.

**D-3114.** He lives on the others, does he?—I do not know that you can put it in that way.

**D-3115.** *The Chairman*: How does he become leader of a gang?—They appoint him themselves. It frequently happens that he is headman of the village, but he is not so in all cases.

**D-3116.** We may assume he is the man that they trust most with regard to the fair division of the money?—I do not know that one can say they trust him with regard to the division of the money, because they are all there at payment time. They see exactly what he receives and how it is divided.

**D-3117.** *Mr. Cliff*: How does the *sardar* obtain the money paid for the work of the whole gang?—Direct from the office.

**D-3118.** Does he distribute the money?—Yes, generally on the office verandah or somewhere in the vicinity.

**D-3119.** Does he distribute it in the presence of an officer of the Company?—There is always an officer of the Company here when payments are made, but of course an officer of the Company could not supervise the individual disbursements.

**C-3120.** Would it be a totally unknown thing if a man who was leader of a gang took the difference which you mention, to take an extra rate for himself of Rs. 1-8-0 per week?—I have never had a case reported to me of it having occurred. I do not think they would agree to his taking it.

**D-3121.** *The Chairman*: Are they entitled to get rid of him as leader?—Yes, any time they wish to.

**D-3122.** If they had any suspicion that he was not giving them a fair deal?—Then they would complain to their immediate superior or perhaps direct to me. The matter would then be enquired into and if I considered this man was doing it I should remove him..

**C-3123.** *Mr. Clow*: Who is the immediate superior?—They are the Indian *sardars* and deputy overmen; then there are overmen. The overman is in daily attendance at the mine.

**D-3124.** *Mr. Cliff*: Do the gang always go down with their ganger?—Yes, the head of the gang comes and takes his miners down each morning and the chief reason probably why he does not actually work as a coal outter during the shift is that he comes again in the

evening, if necessary, and sees the night shift go down. In some cases he has coal cutters working on both shifts.

**D-3125.** Does this particular man lead another gang as well?—No, but he has coal cutters working on both shifts.

**D-3126.** He comes in the morning and sees his gang down?—Yes.

**D-3127.** Does he see them out in the evening?—Not always.

**D-3128.** Does he come in the evening and see the evening coal cutters go down?—Frequently, but I cannot say that he does it every day.

**D-3129.** Would he see them come up in the morning as he is taking the others down?—Yes.

**D-3130.** Can he stop a man from working?—No.

**D-3131.** He has no power to stop a man from working?—None whatever.

**D-3132.** Does he see that their names are entered in the attendance register?—No, he has nothing to do with that; that is done by the miners' timekeeper who is paid by the Company.

**D-3133.** Does he time them down in the morning?—Yes.

**D-3134.** What is the usual time for them to go down?—The day shift usually go down between 9 and 11.

**D-3135.** What time do they usually come up?—They start to come up as soon as they like; sometimes they come up as early as 2 o' clock in the afternoon.

**D-3136.** How late do they come up?—Possibly some of them come up at 8 to 9 in the evening.

**D-3137.** Have you any system of calling the gangs out of the mine?—Yes, in order to comply with the Mines Act, which says that a man shall not work down below more than 54 hours per week, we close the working places. Taking the day shift first, we start to open the working places at 10 o' clock in the morning, and we close them at 7 in the evening. Then at night we open them again at 10 o' clock and close them again at 7 o' clock the next morning.

**D-3138.** Who carries out this duty?—The subordinate staff.

**D-3139.** Who does it?—The European overman is responsible for seeing that it is done, but he has Indian deputy overmen and *sardars* too to help in the discharge of this work.

**D-3140.** When you say a place is closed, do you mean you put up a fence?—Yes, it is fenced off so that no one can go and work there.

**D-3141.** So that between those hours when you are closed there is no one working in the mine?—No coal cutters; of course people like engine *khalasis* are working. As soon as the place is fenced off the coal cutters cannot do any more work.

**D-3142.** Then they cannot work more than 9 hours a day?—No, the working place is not open longer than that.

**D-3143.** So that if any man says he is working 12 hours a day, he is not telling the truth?—He is not.

**D-3144.** *Sir Victor Sassoon*: How long does it take to get from the face to the bank?—That depends upon the working place.

**D-3145.** Take the worst place?—Probably a quarter of an hour.

**D-3146.** Not more than a quarter of an hour?—No. The night shift start to come up as early as they like in the morning, but it is compulsory for them to leave their working places before 7 a.m.

**D-3147.** When would they get to the surface; when is the mine clear of the night workers?—Well before 8 o' clock.

**D-3148.** The mine is empty at 8 o' clock?—Yes.

**D-3149.** When do you start allowing the day men to go down?—When they come.

**D-3150.** At what time?—It is generally about 9 o'clock.

**D-3151.** You do not allow the day men to go down until the night men are up?—Sometimes the day men are going down while the night men are coming up.

**D-3152.** Then a day man can go down at 8 o'clock in the morning?—Yes, but he cannot start work.

**D-3153.** *Mr. Cliff*: Does the same thing apply in the evening between 7 and 10?—Yes.

**D-3154.** You have really tried to institute a 6 days week and a 9 hours shift?—We have to do so, the law demands that we should do so.

**D-3155.** *The Chairman*: That is your way of making sure that they do not exceed 54 hours per week?—Yes.

**D-3156.** *Mr. Clow*: If you have a gap of three hours between the end of the night shift working on the face and the beginning of the day shift, how can it happen that the day shift is going down while the night shift is coming up?—These people do not always come straight up; sometimes they stay down below to get a bath.

**D-3157.** *Mr. Cliff*: Will you send for your register of attendances with regard to this gang we refer to?—(Same produced)—Mauji Dhobi, son of Manuk Dhobi in this week worked 5 days and had two



days rest ; in the following week he worked only 3 days and had 4 days rest. In the succeeding week, the third week of the month, he worked 5 days and had 2 days rest. In the last full week he also worked 5 days and had 2 days rest. During one of those weeks there was a holiday and we were closed down for 3 days ; that is the week he only worked three days.

**D-3158.** *Diwan Chaman Lall* : I understand you pay wages weekly ?—Every Saturday afternoon and Sunday morning ; the books being made up to 7 o'clock on the Thursday morning. It gives us three days in hand, Thursday, Friday and Saturday. This system has been in vogue now since 1921. The reason we pay on Sunday morning is that we work on Saturday night. If we paid all the miners on Saturday afternoon in all probability they would not work on Saturday night. The work closes down for the week end and the bazaar opens as soon as they are paid. The mechanical staff are paid on Saturday afternoon, but the miners are paid on Sunday morning from 8 to 9:30 o'clock. Payment is completed by 9:30. About 1,500 men are paid between 8 and 9:30 on Sunday morning. Money is all put into little tin boxes ; each man has been issued with a ticket of a number corresponding to that of the box. He presents that ticket and receives the tin in exchange. There are four centres on this office verandah and four different men make payment simultaneously.

**D-3159.** *Mr. Cliff* : Have you 1,500 *sardars* ?—No.

**D-3160.** You pay the *sardars*, do you not ?—Not in all cases ; we pay quite a lot of daily wages on Sunday morning. The wages for 1,500 people are paid out. I should think 700 of these boxes are paid out. I am always in attendance when it is done. The bazaar does not open until 10 o'clock.

**D-3161.** Do you work your mine on Monday ?—Yes. About half the men turn up on Mondays.

**D-3162.** What is the average weekly earning of coal cutters and loaders ?—The average is about 4 days per week, I should say ; As. 8 to As. 10 per day for the loaders and for the coal cutters probably about Rs. 1-4-0 per day on the average.

**D-3163.** If your average is only 4 days a week, these people are violating your rule, and would therefore forfeit their land ?—Yes.

**D-3164.** Is the rule observed ?—Yes.

**D-3165.** Then they must work more than you say ?—No ; some of them work even 6 days for certain periods.

**D-3166.** How many of your men have land ?—I could not give you that number offhand, but of the coal cutters who own land I should think that would be 80 per cent. of the people who live inside the property. The coal carrier or trammer does not get land ; it is only the cutters that are granted land ; 80 per cent. of the coal cutters who

actually live inside the property get land. Practically everybody has a small plot of land round about his house.

**D-3167.** According to your rule the coal cutters who hold land have to do so many days' work in the year?—We do not make it a hard and fast rule. We aim at allotting the land as a sort of bonus to men who attend work regularly.

**D-3168.** Are the people living on your estate all coal cutters?—No; fitters, masons, carpenters, and all sorts of people live on the estate.

**D-3169.** *Sir Victor Sassoon*: I understand you only give land to the coal cutters?—*Khet* land for rice. We have a register of the coal cutters who hold that land. I can give you the percentage of coal cutters who hold *khet* land. Twenty-two is the biggest number that ever worked with Ugan Chamar. It is not the number regularly employed, or anything like it.

*Sir Alexander Murray*: We have looked up the books of the Company and we have got the records of Ugan Chamar who works under two numbers, 21 and 22. For the week ending the 29th January the gang raised 60 tubs, which at As. 8 per tub makes Rs. 30 for the week. As. 3-6 was deducted for excess oil and benefit, leaving a net payment of Rs. 29-5-0 for the week. We are unable to say how many men worked under Ugan Chamar's name that week; it may have been 7 men or 22.

*Diwan Chaman Lall*: Looking at the register I see that in the week ending January 8, this gang under Ugan Chamar raised 89 tubs at As. 8 a tub. During the week ending January 15, in which week there was a holiday, they raised 41 tubs making Rs. 22-8-0. In the week ending January 22 they raised 72 tubs.

**D-3170.** That would be Rs. 36. Among how many people would that Rs. 36 be divided?—I should have to send for Ugan Chamar and ask him that.

**D-3171.** *Mr. Clow*: The rates for tubs are now lower than they have ever been?—That is not so.

**D-3172.** They are as low as they have ever been since 1920?—Yes. It is As. 8 per tub at present on this colliery and it was As. 9 per tub in 1926.

**D-3173.** *Mr. Cliff*: Are you restricting the production of coal?—No.

**D-3174.** *The Chairman*: Are your men given an opportunity of earning as much as they can?—Yes.

**D-3175.** *Sir Victor Sassoon*: Are these 22 men given a chance of working 5 days a week?—They are given the chance of working 6 days a week; the only exception is when there is any danger which prevents them going into the working places.

**D-3176.** Why should one of them say that if he did not keep on good terms with his *sardars* the *sardar* could stop him working?—The *sardar* cannot stop him, he has no power to do so.

**D-3177.** On the average would you say that the man could earn 50 per cent. more than they do actually earn?—Easily.

**D-3178.** *Mr. Clow* : What is the weight of a tub?—10 cwt. This year they had an exceptionally good harvest, with the result that there has been abnormal absenteeism during November, December and January. Under those conditions it is only when there is some special inducement such as a *pooja* for which they want extra money that they will be induced to come and work 5 or 6 days and earn more money. Normally they just earn enough to provide them with the necessaries of life.

**D-3179.** *The Chairman* : If a man says that from his earnings he is not able to provide himself with enough to eat, what do you say about that?—He is not telling the truth. He could easily increase these earnings by at least 50 per cent. ; we should only be too pleased for them to do so because we want the coal.

**D-3180.** *Sir Victor Sassoon* : What is the output per head underground?—I could not tell you offhand ; a certain amount of the work is done in this office and a certain amount in the Colliery Superintendent's office.

**D-3181.** *Mr. Clow* : Why is it that with more settled labour here apparently than in Jharia, the output per miner is substantially less?—That may be because the system of calculation is different. The figures which we give are for the whole of the people employed, while the figures which other people give may apply to coal cutters only.

(The witness withdrew.)

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**Mr. H. Lancaster, Superintendent of the East Indian Railway, Colliery Department, Operating the Colliery in Giridih and the Joint Collieries of the East Indian Railway and the Bengal Nagpur Railway at Bokhara ; Dr. H. Mullick ; Mr. J. Brown, Assistant Superintendent, Bokhara East Indian Railway and Bengal Nagpur Railway Joint Collieries ; Mr. A. D. Tuckey, Deputy Commissioner, Hazaribagh District.**

**D-3182.** *The Chairman* : What is your total experience of coal?—(Mr. Lancaster) I have had over 30 years' experience of coal, 12 years at home and 18 years in this country. I have held my present position since 1922 ; before that I was Inspector of Mines.

**D-3183.** What is the nature of the compulsion by which you get this remarkable attendance of miners' children at school?—The schools were opened years ago ; I think I am correct in saying that they were very nearly the first schools of the kind in the Province. When

children did not attend in the old days parents were fined by the Colliery Superintendent or by the Manager. The fine was small.

**D-3184.** Does the method succeed in getting all the miners' children of school age into your lower primary schools?—Yes.

**D-3185.** Therefore you are acting really as an education authority within your own area?—That is so.

**D-3186.** It was suggested to us in one place that even if the gentlest pressure was brought to bear upon the miners to send their children to school with one accord they would flee from the district; I take it that has not been your experience?—No. Of course we have had the advantage of having a population here for several generations and the system started years ago and was followed through by all my predecessors without exception and by myself. We are in a sort of ring fence. The fine is rarely inflicted. The children come willingly except in a few cases.

**D-3187.** I understand that from the lower primary school the brighter children go to the higher primary school; from there the brighter ones go to the industrial school; and by that means they supply a large part of your requirements in your workshop?—Yes.

**D-3188.** And any positions in your mines as well?—There are fitters in charge and mechanics in the various pits.

**E-3189.** You pointed out certain boys in the schools that held scholarships. What was the nature of those scholarships?—There is a Government scholarship awarded by annual examination.

**D-3190.** I understand that your schools are wholly maintained by yourself?—Yes.

**E-3191.** Are they inspected by Government at all?—They used to be but they have not been lately. It is only within the last six months that we took absolute charge and ran the whole thing ourselves. The District Board used to give us a grant but they reduced the grant to such a small moiety that I said it was impossible. I wrote to the Agents and asked that we should be allowed to pay for the whole thing ourselves.

**D-3192.** Do any of the boys who have the advantage of this system here obtain positions elsewhere?—Yes, quite frequently.

**D-3193.** We are informed by the Chief Inspector of Mines that a considerable number obtain employment in other coal fields?—Yes; they obtain employment as mechanics and a boy who wins a scholarship and is a smart lad may get a position as a surveyor or something of that sort eventually. The object of our schools is really to supply our own collieries with intelligent and trained staff.

**D-3194.** What becomes of the boys who go no further than your lower primary school?—They take to various posts; we have

a telephone system all over the colliery and one of them may become a telephone boy. Some of them go back to coal cutting, but in these days we find the boys do not favour that so much.

**D-3195.** Even if they have just learnt to write their names?—Yes, I am afraid that is so.

**D-3196.** The number who go to coal cutting is small?—Smaller than it used to be.

**D-3197.** *Miss Power*: Does that mean that you are educating all the boys out of the mines?—Yes, we are getting a second generation who want something where there is not quite as much hard work and where there is a bit more money.

**D-3198.** *The Chairman*: Now that you have taken over control of the schools, do you think it would be possible to design the education in the primary schools to make it practical and suited to the actual life of a miner?—Yes, certainly.

**D-3199.** *Sir Victor Sassoon*: On your reconstructed syllabus—do you think they would then become miners?—I think so. I am now training young men to become superior officials; we have lectures twice a week and an Indian lectures to what we call the illiterate apprentices in order to teach them the theory of mining. If the boys in the future are to be educated on more practical lines they will naturally take to this other training more easily. It is a very good thing to promote men from the coal cutting rank to the rank of overlooker underground because they have the practical experience.

**D-3200.** You are not trying to train a more efficient coal cutter who can make more money by better production?—I do not think you can teach them that theoretically; they have to learn that underground with their parents.

**D-3201.** All this education is going to deplete the next generation of coal cutters?—To a certain extent.

**D-3202.** Only those who are no good will become coal cutters and they will not be any better than their fathers?—I do not know; I think they might be.

**D-3203.** *The Chairman*: Have you plenty of paddy land?—We have 3,991 *bighas* under cultivation. 2,796 of it is under paddy. People other than miners have paddy land but not many; we endeavour as far as possible to give it to coal cutters to encourage them to work so many days a year.

**D-3203a.** *Sir Victor Sassoon*: How do you know that the men who get this land work for 240 days a year?—We know pretty well. The managers look after the attendance; if a man really slacks badly they write to me and then I say that the land must be taken away. But it is not often done.

**D-3204.** But your manager has no records of what each gang consists of?—He should have. There ought not to be much difficulty in getting the information.

**D-3205.** How many workers have had their land taken away for bad attendance?—I do not think more than 20 in 8 years.

**D-3206.** *The Chairman:* Three of the mines are let out to raising contractors?—Yes, in Giridih; that is 3 out of 10 pits.

**D-3207.** How do you decide between the one system and the other?—One pit here is on contract because the contractor's father was a very old servant of the Company here and he has a large *zamindari* outside. If he had not the contract presumably he would take all his labour to Jharia. The same thing applies to the other pit. In some cases it is done from the point of view of economy; it saves a great deal of clerical work. There are contractors, petty contractors and individual miners to be paid. The petty contractor is a man generally picked out because of his ability as a miner.

**D-3208.** We thought the men made their own group and chose their own leader?—I do not think so. He forms his own gang. The leader of the gang is a coal cutter and he directs operations on instructions received from the manager or some other official.

**D-3209.** *Sir Alexander Murray:* We met a gangman to-day who had 45 men working under him?—I generally limit it to 15 or 20. I did not know we had such a big gang.

**D-3210.** I understand that at Bokhara all the coal is raised by contractor?—Yes.

**D-3211.** What is the rate per ton?—Rs. 1-3-0 per ton into wagons. It is a quarry and there is a large output.

**D-3212.** What rate is paid here to the raising contractors?—It varies according to the pit; it may start at Re. 1-3-0 and work up to Re. 1-6-0. The minimum is fixed and some increase is given for every 500 or 600 tons above that minimum.

**D-3213.** *Sir Victor Sassoon:* What is your cost of loading into wagons including other charges in these collieries?—My cost for the whole thing here was Rs. 4-2-0 last year. That includes all charges and sinking fund. The output for the year was 746,286 tons for the year ending March 1929.

**D-3214.** *Sir Alexander Murray:* Look at the report under the Indian Mines Act, for 1928, Appendix I; I cannot reconcile your figures with other figures in Bengal and in Bihar and Orissa. The general figure seems to be an average tonnage of about 137 tons per person employed, whereas your corresponding figure seems to be 93 tons per person. How do you explain that?—I think the number of surface workers is more than in other places.

**D-3215.** Taking the loaders alone, the general figures for Bihar and Orissa works out at 248 tons per annum per person, while your corresponding figure is 143 tons?—One reason is that we have the smallest tub in India; it is only 10 cwt. The miner is paid by the tub, not by the ton. But he is paid the same rate or even more than other collieries pay for the bigger tub. There may be some discrepancies in these figures.

**D-3216.** Looking at these figures it would appear that the coal cutter and loader in the Giridih Collieries must be earning very much less than the average earned elsewhere. What are your rates?—Our maximum rate is now annas 8. I very much doubt whether those figures are correct. Our minimum is annas 5. We have what we call loose coal, and immediately that occurs the price is reduced. The drop coal is simply loaded out. In many cases it is more difficult to get coal here than in Jharia.

**D-3217.** The figures given in the report for Bokhara must be wrong because the surface workers cannot handle 770 tons per person?—They must be wrong. The Bokhara miner fills a great deal more coal than the Giridih miner does; the conditions are much easier.

**D-3218.** Will you give us a statement dealing with these figures?—Yes.

**D-3219.** The miner who gave evidence before us to-day said that whereas he used to get Rs. 2 per foot he is now only getting annas 8?—That must be for different work. The rates vary according to the position in the mine, the hardness of the coal and difficulties of other kinds. We have to alter the rates from time to time; sometimes we have to alter them week by week. They are all paid very fairly for everything that is done. The detail of it does not come to me except in the pay sheets every week and it is impossible for me to scrutinize every item. I do not think there is much foundation for that statement.

**D-3220.** He told us there was a benefit fund. Is that fund obtained by taking so much per tub?—Yes; the money deducted from the day labourers, coal cutters, contractors and everybody is paid into the central fund, which is administered by the Central Committee and the Branch Committees. The Branch Committees meet weekly and the Central Committee meets monthly. Payments are made for sick benefit, marriages, loans, and part of the pension that we pay. The Committee consists of myself as Chairman, the colliery managers and representatives of all the miners and workshop staff chosen by the Committee to represent the work-people.

**D-3221.** *Sir Victor Sassoon*: Are they work-people themselves?—Yes.

**D-3222.** *Sir Alexander Murray*: I see that last year you spent for partial disablement Rs. 15,249?—Yes.

**D-3223.** Do you give pensions?—Yes. Last month I think the pensions amounted to Rs. 1,500.

**D-3224.** Is that in addition to workmen's compensation?—Yes.

**D-3225.** Will you give us the latest balance sheet of this Benefit Fund?—Yes, I will write you a special note on the subject; I will also deal with the Benevolent Fund of Bokhara. The benevolent fund applies to the whole of the employees including miners. The Company contributes a certain amount towards the pensions, but the actual money in the benefit fund is drawn from the employees and contractors. The Company's contribution towards the benefit fund is quite a small part. The provident fund only applies to staff paid monthly. This benefit fund has been in existence since 1893.

**D-3226.** You tell us in your memorandum that the efficiency of the mining community remains unchanged and is satisfactory, but on the other hand you tell us they are only raising one or two tubs a day. Do you call that satisfactory?—When I speak of efficiency I mean the quality of their work. They know the conditions prevailing on this particular coalfield which are peculiar.

**D-3227.** Do you think they could earn very much more if they wanted to?—Certainly. I think lot of men could fill an extra tub of coal in an easy place.

**D-3228.** Will you give us figures of the actual number working month by month in your mine and the raisings?—Yes.

**D-3229.** You do not give leases of paddy land?—No, we give a yellow *patta*.

**D-3230.** What are the hours of work?—The practice is that they go down somewhere between 9 and 10 o'clock usually. Then they have to walk to their working places and the working place has to be opened. If it is a place which has been on weight, sometimes it has to be opened by the European official. He cannot get there immediately and the men have to wait.

**D-3231.** *Sir Victor Sassoon*: Do they find the tubs waiting for them?—Yes.

**D-3232.** Is there any shortage of tubs?—No. Generally, the lead is so short for the trammers that there is no difficulty in getting them to push their own empties in from the top of the haulage. The day shift probably comes out at about 7 or 8 o'clock having gone down somewhere about 10 o'clock. That is about 9 hours.

**D-3233.** Do you issue token?—Yes.

**D-3234.** When the new Act comes into force on the 1st April are you going to make any attempt to check the proper *hazira* of the individual at present put down under the name of the ganger, contractor, or *sardar*, so that you will know the actual number of hours worked by the individual?—That would be compulsory; we shall do that all right.



**D-3235.** You have not so far made any arrangements ?—I do not think anybody has done much towards it. We shall do it. At home the men have to go down the pit at 7 and at one minute past seven no body can go down ; but the men at home have not got to walk in the distance they have to walk in India where some of these Santhals walk in 4 or 5 miles every day.

**D-3236.** Do you intend to make them come down at a particular hour ?—We are not going to try that. It must be gradually brought in ; you cannot do it here as you do it at home.

**D-3237.** In the lower coal fields most of the evidence we had from the miners was to the effect that a man and his helper could more or less easily do 2 tubs a day .This morning your employees seem to say they could only do one tub, or at any rate they were doing only one tub. Will you get out figures for us showing how much the average man does ?—Yes.

**D-3238.** We found that a gang of a nominal roll of 22 took Rs. 29 for the week ?—They are not back from their harvesting. Output has only just started to pick up. It has been very bad on that account.

**D-3239.** One of the men said that only 7 were working in the gang ?—That would be about right.

**D-3240.** The Manager told us that the duties of the leader of the gang were to get oil and so on ; he said that the colliery paid the leader nothing and the other miners did not give him anything ; he merely divided up with the others equally. Do you think that would be a fact ?—I think so. Being the head of the gang he would probably take a little more for himself, but I should say he would pay them a reasonable wage ; otherwise they would not work for him.

**D-3241.** Surely he would expect something more than an equal share ?—I should think so ; it does not sound to ring true ; I have always understood the head of the gang naturally got something out of it.

**D-3242.** Do you think there is much bribery going on between the *sardars* and the head of the gang ?—I do not think so. It does not go on to a great extent but of course it exists as it does in any colliery.

**D-3243.** One of the men said that if they did not bribe the *sardar* and others they would not get any work. Is there any lack of tubs or anything of that kind which would create a difficulty in their getting work ?—The *sardars* would not control that.

**D-3244.** During next month when there will be more men in the pit will there be too many miners for the organization ?—Does that ever take place here ?—No.

**D-3245.** You never have so many men coming in that there are not enough tubs available ?—No.

**D-3246.** Will you let us know how many tubs you have ?—Yes.

**D-3247.** Will the miner start cutting coal before the tubs are actually there?—Here they cut the coal before they get the tubs. But in the other coalfields they will not start until they get a tub because often they never get a tub at all. There is no trouble of that sort here.

**D-3248.** So that really you would expect a better output here than in the other mines?—Yes.

**D-3249.** *Miss Power* : Are there any grog shops on the collieries?—We do not permit any inside. There never have been in my time; the excise people once tried to set one up but I would not have it.

**D-3250.** Is there any discontent among your men because there is no grog shop?—No.

**D-3251.** Is there any illicit distilling?—There have been a few isolated cases, but nothing serious; the excise people are pretty smart with regard to that and we co-operate with them.

**D-3252.** Do your people go a long way for drink?—Some of them do. We have here a fairly large Muhammadan population; some of them do drink, and some walk a long way for the drink. (Mr. Tuckey) The aboriginal tribes have the right to brew in their homes rice beer. That has been stopped in Dhanbad, and it has been proposed that it should be stopped in the colliery areas in this district. It is supposed to be only enough for the family, but it is rather difficult to stop them brewing more.

**D-3253.** *The Chairman* : I understand you have a 50 per cent. attendance on Mondays?—(Mr. Lancaster) Yes.

**D-3254.** Whereas in the other coalfield they cannot work on Monday at all?—No. The attendance gets better on Tuesday; it is best on Wednesday which is the end of the financial week. The attendance falls again on Thursday, while Friday and Saturday are better. Market day is Sunday, pay day being Saturday. We keep three days' pay in hand. They are all paid at 10 o'clock on Sunday. The workshops are paid on Saturday.

**D-3255.** *Miss Power* : What is the extent of the fining you impose on the parent for not sending his children to school?—It is a fine of perhaps As. 8; it goes into the fines fund.

**D-3256.** Is it your genuine belief that all the children of the coalcutters on the colliery are going to school?—Yes.

**D-3257.** If a man absolutely refuses to send his child to school, do you dismiss him from the employ of the Colliery?—It has never been necessary to do so.

**D-3258.** Is there any adult education?—Only on the technical side.

**D-3259.** Are you considering a scheme for adult education?—No, not yet; I am afraid I have not considered it so far.

**D-3260.** I presume that the bulk of the adult coal cutters are illiterate?—Yes. They have been through the schools; they have remembered something and have forgotten more.

**D-3261.** The effect of the education of the children has not been to make them set up small adult schools of their own?—No; a lot of them go to the high school at Giridih.

**D-3262.** You are recruiting at one colliery only?—Yes, at Bokhara.

**D-3263.** When the workers are brought in by the contractors are they in debt to these men?—Yes, I think they are advanced so much, which they pay back; that is the usual system of recruitment.

**D-3264.** The advance is entirely from the contractor?—Yes.

**D-3265.** Is anything given to them free?—I could not say. The railway fares are paid and they are fed on the way. I should say each person owes about Rs. 5 or Rs. 10 to the contractor which they have to repay.

**D-3266.** Is there any check on the contractors as to whether they charge interest on that advance?—No interest is charged.

**D-3267.** Can the contractors fine the men?—Not in connection with the work. If a man committed a fault he is fined but the money is put into our fines fund.

**D-3267a.** Is the contribution of the worker to the benefit fund a compulsory payment?—Yes.

**D-3268.** Is a man told that when he is taken on?—Yes, he knows.

**D-3269.** Is he free to refuse to pay?—The contractor pays the benefit fund; the miner does not pay. We deduct it from the contractor's bills. Three pies in the rupee are recovered from the contractors' bills.

**D-3270.** Are the men directly employed given the option of joining the benefit fund or not?—No, it is compulsory.

**D-3271.** They must take the employment or leave it on those terms?—Yes.

**D-3272.** If they go away for any reason can they recover the payments they have made to the benefit fund?—No.

**D-3273.** It is lost altogether as far as they are concerned?—Yes.

**D-3274.** *The Chairman:* Presumably they have had the benefits while they have been working?—That is so.

**D-3275.** *Miss Power:* Is the maternity bonus paid out of the benefit fund?—Yes. (Mr. Brown) Every woman who has a child is paid the benefit for 8 weeks; it is about Rs. 1-8-0 or Rs. 1-12-0 a week.

**D-3276.** I suppose that is on condition that the woman is off work and at home during that time?—Yes.

**D-3277.** Do they avail themselves of that?—(Mr. Lancaster) Yes, without exception; it is supposed to be 4 weeks before and 4 weeks after the birth.

**D-3278.** *Colonel Russell:* Is it controlled by the medical staff at all?—(Mr. Brown) Yes, the medical staff are on the Committee.

**D-3279.** But does the medical officer decide in an individual case when a woman should stop work and when she is fit to go back?—The officials in the colliery generally send the woman out.

**D-3280.** Is the money paid to the woman out of hospital?—It is paid to the woman herself or to her relation at the office. If the woman is not in a condition to come to the office to receive the money it is paid to her mother or husband. It is paid by a European in the presence of the Assistant Surgeon and the pay clerk, the head clerk and the benefit clerk.

**D-3281.** So that there is no real medical control of the payment?—No; the medical staff have no power to stop it; we pay everybody.

**D-3282.** *Miss Power:* Were the men and women told of the Government regulation as to the gradual exclusion of women from underground?—(Mr. Lancaster) Generally speaking, they have been told; I think it is known.

**D-3283.** On what system are you selecting the women to be excluded?—We have quite a number of elderly women working and quite capable of working; we should gradually put them on the pension list. Then we are going to fix the age for pension rather lower and that will eliminate women under the age of 40. We can find out the age more or less as we know the women very well. By raising the age and stopping all recruitment of girls we shall gradually get the women all out. We shall have to find places for many of these women above ground.

**D-3284.** Do you propose to take the full ten years?—Yes.

**D-3285.** Has any man left the colliery because his wife has been excluded?—Not yet. It is early to say what will happen.

**D-3286.** Is there any alternative employment for women?—There is not much.

**D-3287.** I see you are only employing 20 per cent. of the women underground now instead of 29½ per cent. which you are entitled to employ, so that it will be 2 or three years before the restriction will have to be made?—Yes.

**D-3288.** Are the two-roomed houses we saw this morning a new experiment?—Yes.

**D-3289.** Are they popular?—They are with some, but not with others. When a family have lived in their own little mud house for many years it becomes their home and they do not want to move to a new house, but they are compelled to do so.

**D-3290.** Do you find any tendency for two families to go into one such house without the knowledge of the management?—That is quite possible; it is very difficult to prevent overcrowding.

**D-3291.** Is it your intention in future to build only two-roomed houses?—Two and three rooms always.

**D-3292.** What is the cost of two or three-roomed houses of the kind we saw this morning?—(Mr. Brown) Including bricks and material two-roomed houses cost Rs. 650. (Mr. Lancaster) Santhals would certainly refuse to go into those houses.

**D-3293.** *Sir Victor Sassoon*: Are there any of your workers who have no land?—Yes, a great number.

**D-3294.** *Miss Power*: Do you prefer the agriculturist who leaves you for so many months in the year or the man who is a full time worker?—Provided he is not too much a gentleman farmer and does not have too much land I think the one who works his land is preferable.

**D-3295.** *Mrs. Kamini Roy*: If those of your employees to whom you have given land refuse to work as miners, do you take back the land from them?—Under the system I think we ought to, but we have been rather benevolent about that; we consider the old people who have worked in the past.

**D-3296.** Have you any arrangements for educating the girls?—When I first came a few girls attended the lower primary school, but there were so few that the idea fell through.

**D-3297.** Are there lantern lectures here?—Lectures are given on technical matters. Miners do not attend those lectures.

**D-3298.** Your hospital has doctor, but has it any midwives?—No.

**D-3299.** Has it any lady doctor?—No. I think a lady doctor would be a good thing. Years ago provision was made for a lady doctor but the suggestion was rejected by the Chief Medical Officer. The hospital is not under me; it is under the Chief Medical Officer of the Railway under whose control are all the staff in the hospital.

**D-3300.** *Sir Victor Sassoon*: Sixty patients a year with a population of 19,000 in a hospital of 20 beds seems very low?—(Mr. Brown) There are 60 in-patients, but that does not apply to out-patients.

**D-3301.** *Mrs. Kamini Roy*: We have been told by several witnesses that Santhals, Kols and such other aboriginal people dislike Western medicines, and that their women are unwilling to be treated by a doctor. Is that the case also here?—Yes.

**D-3302.** Do you not think they would probably come to a lady doctor?—I think it could be done by gentle persuasion. We have a Mission hospital here under the United Free Church of Scotland under the control of Dr. Dempster. We pay him for his hospital so much a month out of the benefit fund because he treats cases of cataract. We also give a donation from the benevolent fund to the Lepers' Home, to which we send our lepers and have had a lot of very good cures.

**D-3303.** What is the number of women workers in the mines and what is the population?—I will let you have those figures.

**D-3304.** Do you not think that unless the wives of the miners remain here working on the surface it will affect the family life, the morality and efficiency of the miners?—Yes; very much so; but I am afraid we cannot provide employment for all the women who are prevented from working underground.

**D-3305.** *Colonel Russell*: The type of house with country tiles does not cost very much?—No, but it costs more to repair.

**D-3306.** Is it more popular?—Yes.

**D-3307.** What is your total population?—(Dr. Mullick) The population in 1925, including other people besides the colliery staff was 8,246 of staff and 17,214 families. The total population was 25,460.

**D-3308.** The births in 1928-29 were practically 500, which gives a birth rate of 20. Do you think you are registering all your births?—Yes; we have got a separate department for that.

**D-3309.** *Sir Victor Sassoon*: Do any of these women go to their own country to have their children there?—(Mr. Lancaster) Here they are in their own country. They live outside the estate, perhaps three miles beyond the boundaries.

**D-3310.** Would they come in your figures?—No.

**D-3311.** Therefore this figure of 20 might not refer to all the children born to your employees?—No.

**D-3312.** What proportion does not live on your area?—Say a third.

**D-3313.** *Colonel Russell*: Do these figures cover the estates?—Yes, and all the various departments whose staff is in Giridih.

**D-3314.** You are the doctor for the Railway Station too?—Yes.

**D-3315.** Then this figure includes the Giridih *busti* population?—Only the staff that live in Giridih.

**D-3316.** *The Chairman*: These figures are obviously wrong by about 50 per cent. ?—The births per thousand are 18.35; the infantile mortality per thousand of population is 1.73.

**D-3317.** Do you keep a separate register for still births?—I do not know; it is done in the *Zamindari* Department.

**D-3318.** Is there much malaria here ?—Yes, we get malaria mostly in the months of September and October, when 30 per cent. of my patients are suffering from malaria ; last year I treated 13,774. The figures I give in the memorandum are of cases ; if a man gets malaria in January and dysentery in February they would be treated as two separate cases. Last year there were 3,965 cases of malaria and 596 cases of dysentery. We do not get any cases of hookworm here. We have a District Medical Officer of the Railway in Asansol ; we all work under him and he is responsible for the administration of Giridih. We are subordinates that work under him ; among the subordinates there are 1 Assistant Surgeon and 5 Sub-Assistant Surgeons. I am an Assistant Surgeon.

**D-3319.** I suppose your chief work is in the hospital ?—Yes. One of the 5 sub-assistant surgeons works with me in the hospital and there are four more in the outlying colliery areas in the dispensaries. It is part of my duty to visit dispensaries. We have to inspect the villages and deal with illness in the villages. The sub-assistant surgeons inspect every village at least once every week. If a sub-assistant surgeon finds something wrong in a village he reports the matter to the Manager ; he has a conservancy staff to deal with the matter. (Mr. Lancaster) The matter is reported to the Manager, and if the Manager did not deal with it it would be reported to me ; but nothing has ever been brought up to me.

**D-3320.** *Colonel Russell* : Have you any Sanitary Inspectors ?—(Dr. Mullick) Yes, in the Colliery Department, but not under me. (Mr. Lancaster) the sanitary inspector has no direct control over the conservancy staff ; he simply reports what he sees wrong.

**D-3321.** I understand you have no lady medical officer at all ?—(Dr. Mullick) No.

**D-3322.** How many in-patients per annum do you have in your hospital ?—Last year I had 50. This hospital was started 7 months ago. We had a hospital before but as it was too far from the Colliery settlement the new hospital has been set up. It is getting more popular. We now have 12 beds whereas in the old hospital we had 9 only.

**D-3323.** Have you any nurse in the hospital ?—No.

**D-3324.** If you appointed a trained nurse in the hospital do you not think you would get more female patients ?—People only go to the hospital when they are compelled to do so. The only cases that come are injury cases. If a man or woman is very ill with pneumonia or anything of that kind they do not care to come to the hospital. In a few years when they find it is to their benefit I think they will come.

**D-3325.** Have you any trained *dais* or midwives ?—Not under me. There is a lady doctor here under the District Doctor.

**D-3326.** The collieries do not maintain any trained midwives ? No. (Mr. Lancaster) Provision was made for a nurse but since then we have not thought about it.

**D-3327.** You have not had any proposal to appoint a health visitor or trained midwives under the health visitor to do child welfare work ?—No.

**D-3328.** Do you not think it would be a reasonable thing to have or or more child welfare centres on the estate ?—I think so. (Mr. Brown) We tried to get a midwife for Bokhara, but we have not yet succeeded.

**D-3329.** You get a good deal of cholera, do you not ?—(Dr. Mullick) There are some cases of cholera.

**D-3330.** What do you do when an epidemic occurs ?—Here in the Giridih Colliery Settlement we have not had any epidemic for the last 8 years ; the last epidemic we had was in 1921.

**D-3331.** What water supply have you ?—(Mr. Lancaster) We have two gravity water supplies. One is obtained from some abandoned workings on this side which are absolutely uncontaminated. We have a supply on the other side where the workshops are which is pipe down. On the other side of the colliery the houses and villages are so scattered that miles and miles of piping would be required to convey water. The wells are usually used for drinking and this other water for washing and culinary purposes. These wells are regularly disinfected and they are improving.

**D-3332.** Is the supply of water which you say is obtained from disused workings ever examined bacteriologically ?—It never has been but I do not think there is any necessity because it is away from everywhere and there is such a large volume of it that I do not think there is any danger of contamination.

**D-3333.** What supply of water is there in the area near the lower primary school where there are a large number of houses ?—There are wells there and piping.

**D-3334.** What are the washing and bathing arrangements for miners ?—There is nothing elaborate ; the overflow from the underground pumps generally flows into a channel. At the central pit we have made a sort of bath room with a delivery pipe.

**D-3335.** But ordinarily, except in that instance, do they bathe ?—They generally prefer to bathe under one of these taps.

**D-3336.** What are the general sanitary arrangements ?—According to the Factory Act we have to provide them in workshops. There are no sanitary arrangements for the general population ; they would not use them. (Dr. Mullick) I provided latrines but they would not use them and I had to close them because they were only wasting water.

**D-3337.** You have closed your hospital latrines ?—Yes.

**D-3338.** What do your patients in the hospital do ?—The sweeper attends to the helpless patients, and the patients who are not helpless go to the fields.



**D-3339.** *Sir Alexander Murray*: Will you analyse the figure of 11,232 which you give in your memorandum with regard to Giridih?—Yes.

**D-3340.** Have your wages been decreased?—Yes.

**D-3341.** Will you let us know the percentage of your costs per ton which represents labour costs excluding supervising and clerical staff and royalties for the last two years?—Yes.

*Sir Victor Sassoon*: Will you tell us the number of actual coal raisers, raising coal to-day, to whom you have given this special rice land?—Yes.

**D-3342.** You have here no trade union or labour combination at all?—No.

**D-3343.** *Sir Alexander Murray*: They are not members of the East Indian Railway Union?—No.

**D-3344.** I see you had strikes in 1920 and 1922?—Yes.

**D-3345.** Since then you have had no trouble of any description?—No.

**D-3346.** *The Chairman*: Are the people living in your *zamindari* compelled to work in a particular district of your mines?—No; we regard them as our tenants and they work just where we want them to work.

**D-3347.** Does that mean that they work with you as a condition of their continued tenancy?—Yes. The coal cutters are obliged to give so many days' work in the year. The others feel that if they do not work here we shall not allow them to remain, and they would not be allowed to remain.

**D-3348.** *Sir Victor Sassoon*: People who have *zamindari* land here hold it on condition that they shall work on your mine?—Yes. (Mr. Tuckey) If any man held the land before the Colliery started he would not be under any obligation to work in the mine, but if the colliery gave him the land on condition that he should work in the mine he must work in the mine.

**D-3349.** Have you any tenants who do not work in the Colliery?—(Mr. Lancaster) We have tenants who do not work now because they are too old, but as far as I know there are no people capable of working who do not work in the colliery. These *zamindaris* were acquired many years ago.

**D-3350.** At the time of acquisition it was the means of tying labour to a particular pursuit?—That is so, and of course the bulk of the labour living inside was recruited from outside districts, such as Monghyr. The number of original tenants must be very small. (Mr. Tuckey) The Forests Department give land under a similar service tenancy.

*The Chairman*: So do the Forestry Commissioners in England,

(The witnesses withdrew.)

### AT THE SERAMPUR COLLIERY, GIRIDIH.

Statement by *Ugan*, a *Sardar*.

"I have 24 men under me. Of them 8 are working on this shift in the mine. 7 men came on the last night shift and the other 9 are resting. The 24 includes 4 women also. If I tell the 9 men to come to-night they will come, otherwise some of them will stay behind. I filled 6 tubs last night. Last night we took coal out from above the band of stone and loaded it into the tub. We have to take the tubs from here to where it meets the haulage way. It is about 300 feet. I get As. 8 a tub. The money is divided equally among us. Everyone who comes gets the same whether he is a man or a woman. The 8 men working to-day include me. Of the 7 who were working yesterday 6 are here now. Some of the 9 who did not come either last night or this morning are away in their villages. The village is about 6 miles off. There is no woman in the 8 who are working at present. The women who were working yesterday did not come to-day. The boy who is working with us gets the same share as an adult. This boy has been working here for 3 years. His name is Jamruddin Meyar. All the men are able to cut coal except the boy. The men here came of their own accord in the morning. I did not call them. I never told anybody not to come. There is work enough for all those who are here. We do not get as many tubs as we want because the distances are long. If we do not get tubs we sit down and wait and then go home. I came at 8 o'clock this morning. We have filled 5 tubs up to now (3-45 p.m.) We will work till 7 and then go home at 8 o'clock. The reason why we cannot fill as many tubs as some other miners is that the work is much more difficult here and the distance is greater. We have been asking for higher rates but our rates were reduced by one anna about a year ago. At 8 o'clock we start off and get here at 10 o'clock. It takes us nearly an hour to get here. We are not allowed to start work before 10 o'clock. After 8 o'clock we are not allowed to work and they test the roof. I got Rs. 2 last week. Mauji (another worker) got Rs. 2-4-0 the week before last for 5 days' work. He got Rs. 1-14-0 last week for 6 days' work. Mauji looked after the work yesterday when I was not here. We were all living together and I collected about 10 men and so I became a *sardar*. I have been here about 7 or 8 years. When the rates were not reduced I got as much as Rs. 4 a week at the most."

Statement by *Gangia Kamin*, wife of Ghansham with her husband.

"I am a loader. I have been working since childhood. I worked 2 or 3 days this week. I have 5 children. The smallest is about 2 years. My husband gets the money: I do not know how much he gets. I got Rs. 4-8-0 when my child was born. The head clerk gave it. When the last baby was born I stayed away 3 months before the birth and 6 months after the birth. The eldest chap looks after the others while I am in the mine. We have no land of our own. Those who do full amount of work get land. We have one *bigha* of land belonging to the Company. We each got Rs. 2-3-0 for 5 days' work last Sunday."

Statement by *Kailumia*, a trolleyman.

"Formerly we used to work in three shifts and used to get As. 12 for each shift. Now we have two shifts and get As. 9 for 12 hours day. The reduction was made about a year ago. Those who come at night do 12 hours work also. We work 6 days in the week. When the miners go out they leave the tubs full here and I have to send them up. I work alternately on day and night shifts. Formerly there were 12 men doing this work. Now there are 8 men. If we go away at 7 o'clock half the *hazira* is cut off by the contractor. I have been working in this colliery for 3 or 4 years. When we complain to the contractor he does not listen to us and when we go to the manager he does not listen either. I work in front of the engine."

Statement by *Kudirat Meyan*, a trolleyman.

"I have been working here 9 or 10 years. Since the rates of the contractor were cut we changed from three to two shifts. That was about a year ago. There were three men at this corner formerly and there are two now. The one is myself and the other two are Akbar Meyan and Chattu Gho. Now Chattu Gho is in his house. He works at another point. I came here at 10 o'clock. We came at 10 and we can leave as soon as we have loaded the tubs after the miners have left. On the night shift we come at 10 o'clock and leave at 9 o'clock in the morning. The haulage is stopped when the trolleyman are out."

(The witnesses withdrew. The Commission adjourned to Calcutta.)

# BIHAR AND ORISSA

## EIGHTY-FIRST MEETING.

### JAMSHEDPUR

Friday, 21st February 1930.

PRESENT :

Sir ALEXANDER MURRAY, Kt., C.B.E., (*presiding*).

Sir VICTOR SASSOON, BART.

Sir IBRAHIMTOOLA, Kt., K.C.S.I.,  
C.I.E.

Mr. A. G. CLOW, C.I.E., I.C.S.

Mr. KABIR-UD-DIN AHMED, M.L.A.

Mr. JOHN CLIFF.

Miss B. M. LE POER POWER.

Lt. Col. A. J. H. RUSSELL, C.B.E., I.M.S. (*Medical Assessor*).

Mr. S. LALL, I.C.S.

Mr. A. DIBDIN.

} *Joint Secretaries.*

**Mr. H. HOMI, President, and Mr. H. H. SHARMA, Joint Secretary, (accompanied by Mr. MANGAL SING and Mr. AZIMUDDIN), of the Labour Federation.**

**D-3351.** *Sir Alexander Murray* : Mr Homi, what has been your experience in connection with Jamshedpur?—I have been in Jamshedpur for about 15 years. I was working for the Tata Iron and Steel Company for about 5 years; then I went abroad; in 1923 I returned; then I gave evidence before the Tariff Board; and since 1926 I have been practising here as a lawyer. In 1928 my help was sought by the workmen in respect of their troubles with the Company, and since then I have been connected with the movement.

**D-3352.** What has been your experience, Mr. Sharma?—I have been here since 1927, practising as a lawyer. My help was sought during the labour troubles in June 1928. Since then I have been connected with the labour movement.

**D-3353.** What has been your experience, Mr. Azimuddin?—(Mr. Azimuddin). I have been here for the last 17 years. I am employed in the Accounts Department of the Tata Iron and Steel Company.

**D-3354.** What has been your experience, Mr. Mangal Sing?—(Mr. Mangal Sing) I have worked in the Electrical department as a fitter since 1922.

**D-3355.** When was your Union started?—(Mr. Homi)? On September 16, 1928.

**D-3356.** When was it recognized by the Company?—On the 8th March, 1929. It was registered in January 1929.

**D-3357.** Are you affiliated to the Trade Union Congress or to the Trade Union Federation?—We are not affiliated to any body as yet.

**D-3358.** What is your membership?—(Mr. Sharma) : About 9,000 paying members and about 3,000 non-paying members.

**D-3359.** Will you let us have a copy of your constitution and also a copy of your latest accounts?—(Mr. Homi) : Yes.

**D-3360.** Does your membership cover only workers in the Tata Iron and Steel Company, or does it cover other workers?—We have recently enrolled members from the Tinsplate Company as well.

**D-3361.** What type of people does your membership represent?—It represents only actual manual workers and none of the supervising or clerical staff.

**D-3362.** What is the proportion between skilled and unskilled workers?—(Mr. Sharma) : There are about 3,000 unskilled workers. About 8,000 of the paying members are classed as skilled and semi-skilled labourers.

**D-3363.** Does your Union include unskilled labour of the class of the aboriginal workers?—Yes.

**D-3364.** Referring to the aboriginies you say in your memorandum, " Given a preference they would revert to their native soils ". What do you mean by that?—(Mr. Homi) : If they did not want to supplement their income by manual work they would not come to the factories.

**D-3365.** Do you think, as they have to work in factories, provision should be made for them periodically to return to their homes for one, two or three months?—At present there is no other alternative in the present state of industrial organization in India because most of these people are not very big landholders and they must supplement their income from the land by working in factories.

**D-3366.** You say, " A central employment bureau was substituted with, according to labour view point, very little change or success ". What do you mean by that?—The institution of a central employment bureau by the Company did not conduce, according to the labour view point, to any particular change in respect of the prevailing abuses. Many feel that preference is still given in respect of the securing of jobs. Also it does not lead to very great confidence with the foremen to whom the workmen are sent, because the foreman feels that some body else has sent a man which he himself would not take. Therefore

there are troubles between the foreman and the man who has been sent. Then again men are sent back as unsuitable who, if the foreman had employed them himself, would have been classed as suitable. Under those circumstances it cannot be said that the change has led to any success.

**D-3367.** I see that for 7,000 vacancies there were between 9,000 and 10,000 applications. Is it not advisable to have an employment bureau under those circumstances. If there are 10,000 applicants for 7,000 jobs, do you not think it would be a good idea to have an employment bureau in order to select the most suitable men?—There is always a good and a bad side to every question. The employment bureau, constituted as it is here, is in the hands of a person in whom the labour has very little confidence. He is a man who is ordinarily called "*Chor Sahib*" a thief catcher.

**D-3368.** You do not mean he is a thief himself?—No, but he goes by that name. He was at one time a Labour Inspector.

**D-3369.** *Mr. Joshi:* Was he not in the Forest Department?—Yes, which Department he had to leave. Then he was employed by the Steel Company as Labour Inspector. As such his duty was to sneak around different places to see whether the workmen were asleep or whether they were working, and reporting against them. He also used to meddle in the domestic affairs of individuals trying to settle quarrels. That led him into a very bad position. Then the Company put him in charge of the employment bureau. He also acts as Hotel Superintendent. Generally any kind of work that has to be done is entrusted to him.

**D-3370.** You state about workers having recourse to politicians in the neighbourhood "who put a totally different complexion on the struggle. False issues are raised". Further you say. "We have known cases where industrial disputes have degenerated into political tussles." What is it you have in view when you say that?—I find that where employers are stiff in their attitude towards meeting the workmen in their struggles, these men, like drowning men clutching at straws, try to have recourse to anybody who can possibly help them. Politicians are generally very prone and quick to catch hold of any mass of men who they might try to help. Generally what sort of help is rendered is best known to them, but is not always of a very happy nature. Where material assistance has not been rendered by these politicians in respect of the alleviation of their sufferings or remedying their wrongs, they try to raise all kinds of political issues such as "It is the foreigners who are ruling the country."

**D-3371.** Have you any particular Union in view when you say that?—Not only one Union, but from reading the newspapers of various troubles in India I have come to this deduction, and one very nearer at home—the Tinplate situation.

**D-3372.** There are two Unions prominently mentioned here in connection with Jamshedpur. What attitude, do you suggest, it is

possible for employers to take with regard to both Unions. Do you think that recognition should be given to both Unions?—If that was the view point, I cannot see any point in the Company refusing to grant recognition to this Labour Federation. It was the strongest Union which the Company had.

**D-3373.** *Sir Victor Sassoon* : What is your view?—I say that when it is a question of according recognition to any Unions that come forward I do not see any point in the Company refusing us recognition. Now the Company says : “ we are prepared to recognize any Union which comes forward.” I do not know how far they are sincere, but because we asked them to withdraw the recognition of the old Union, which was a very small Union, both in respect of membership and importance, the Company threw up its hands in righteous indignation and said “ we cannot do that because we have extended recognition to it, and we are prepared to recognize any Union that may be formed.” Time will tell whether they are sincere in that view point.

**D-3374.** *Sir Alexander Murray* : The other Union was in existence. Therefore if your suggestion, that they should recognize only one Union, had been acted upon by the Company, they would not be able to recognize your Union?—Then the Company would have acted accordingly in a false sense, because a Union to be recognized must be a Union that consists of a good majority of the employees. If out of 20,000 workmen 10,000 were in a particular Union, the Company would be very wrong in withholding recognition from that Union.

**D-3375.** *Sir Victor Sassoon* : Is it your view that the Company should recognize only the Union which happens to be a strong one, or is it your view that they should recognize any Union which is registered, whether strong or not?—What Union do you mean? There is a Clerical Union, a Foremen's Union and a Workmen's Union.

**D-3376.** *Sir Alexander Murray* : It is a question of the Unions generally?—If there is a Clerical Union and the Company want to recognize it, let it do so. If there is a Workmen's Union side by side with the Clerical Union, the Company should recognize that. If there is a Foremen's Union side by side with that they should recognize that Union.

**D-3377.** *Sir Victor Sassoon* : Suppose there are two Workmen's Unions?—Then the Company should say which one is the strongest.

**D-3378.** It should also recognize one Union of each Branch?—It may, but where there is more than one Union of one particular branch, the Company must find out which is the strongest Union.

**D-3379.** *Sir Alexander Murray* : Under the law, Unions are entitled to be registered, and if they are registered they are entitled to certain privileges. Do you suggest that if a properly constituted and properly registered Union representative of a section of workers in an industrial undertaking comes up to the employers, the onus is

on the employer to recognise it or not according to the total number of the workers in it?—Yes.

**D-3380.** *Miss Power*: May we know on that whether the paid and unpaid membership should count?—There are very few unpaid members.

**D-3381.** I want your view on the principle. Should an employer evaluate the strength of a Union by the combination of its paying and non-paying members, or by its paying members only?—I do not think there are any non-paying members.

**D-3382.** *Sir Victor Sassoon*: In some Unions there are. You do not propose to count non-paying members?—No. The full membership of the Union should be counted.

**D-3383.** Whether paying or non-paying?—That is a question for the Union itself to decide.

**D-3384.** *Sir Alexander Murray*: What are the relations between your Union and the Tata Iron and Steel Company?—At present they are not very happy.

**D-3385.** What have you been endeavouring to do as a Union during the past year for the benefit of the workers?—Twelve-month is too short a period to do any good for the workmen, especially with the types of grievances and troubles which they have. A great deal of correspondence has been going backwards and forwards, but the Company moves very slowly.

**D-3386.** Is your Union friendly disposed towards the employers at the moment?—The Union does not display any tendency except one of friendliness towards the Company.

**D-3387.** You say, "Government's neutrality has been seriously questioned and it is open to doubt whether in the struggles between labour and capital in this country in its present state of development it can or should remain neutral". At what stage do you think Government ought to intervene?—At every stage when there is a likelihood of a trouble or when the trouble is on.

**D-3388.** When does Government know when there is a likelihood of a trouble arising. We hear of a legitimate difference of opinion between workmen and employers on one day and we hear on the next day that the workers have withdrawn from employment. At what stage should Government intervene?—If the notice is too short for Government to intervene before the struggle is on, then it should intervene just when the struggle is on.

**D-3389.** Do you not think there is a responsibility on the workmen to wait a little?—Yes, the workman will never lose by waiting. In fact the workman generally waits too long.



**D-3390.** *Sir Victor Sassoon*: As regards the point of paying and non-paying members of the Union, we have had cases where there have been two Unions existing for the same class of workmen, and in regard to which we have been told by one Union that some of their members originally belonged to another Union and now belonged to them. The workmen are non-paying to the old Union and they are paying to the new Union. It is suggested to us that there the workmen are paying to the Union of which they are members, they should not be considered members of the Union which they had joined previously. They have not sent in letters of resignation. They have merely not paid, and have joined the new Union. Would it not be rather difficult, if you include non-paying members, to find out the real strength of two rival Unions?—I do not think there is any difficulty in trying to put matters on a definite basis. Have you Jamshedpur in mind?

**D-3391.** No; I am thinking of the Railway in which there are two rival Unions, where the workmen have admittedly not sent in resignations. They say that it is not the custom to do so. They merely do not pay. Would your position not be stronger if you said "We ask you to recognize the Union with the largest number of paying members"?—It is difficult for me to say what would be the position between paying and non-paying members, but I think it should be the Union's duty to make its position clear beyond any question by satisfying themselves that the members definitely belonged to the Union.

**D-3392.** Do you not think it is a little difficult to expect a member to be the real member of your Union if he will not even pay the usual dues?—I think each member should pay his dues.

**D-3393.** Ought you not to say that if a member has not paid his dues for a period of six months he shall cease to be a member; or would you prefer to retain his name in order to swell your nominal membership?—In our Union we have a rule that members automatically cease to be members if they fail to pay their dues for three months.

**D-3394.** Some Unions have not that rule. Therefore perhaps you would be agreeable to say that membership should count by the number of members who have paid?—Yes. The real membership should be that of members who pay. As a general proposition, I feel that persons who pay should be regarded as members.

**D-3395.** In your memorandum you make a remark which I have not seen before in a union's memorandum. You say: "We fully realise the handicaps the employers have at present moment in the shape of insecurity of tenure of his workmen". By that I take it you mean that you realise the difficulties of an employer when he does not know whether he can count on having a stable labour force?—*(Mr. Sharma)*: Yes. *(Mr. Homi)*: We want to be fair to both sides.

**D-3396.** Generally speaking, would you say that, on the whole, your Union has to a large degree been met by the administration of this Company?—It is difficult to say that we have been met "in a large degree".

**D-3397.** They have put offices at your disposal?—We do not for a moment deny that they have offered us facilities.

**D-3398.** It appears that they have offered you facilities and met you in a way which has not been the case with other industries and with other Trade Unions. Generally speaking, would you say that this Company has been treating labour unions more favourably than is usually the case throughout the country?—I have no experience of other labour unions.

**D-3399.** We have been told that if unions were met on the lines on which this Company have met your Union, namely, direct access to the administration, that would in itself lead to a more cordial relationship between capital and labour, resulting in greater efficiency?—Yes.

**D-3400.** You have apparently in Jamshedpur those relationships which are asked for elsewhere. Would you say that, in consequence, the working efficiency of the men is more, and the likelihood of strikes is less, than in other industries which have not treated their unions as well as the Company here has treated yours?—(Mr. Sharma): We have only had a year's experience, so we cannot say.

**D-3401.** Take the previous relationship with the old Union: would you say that the efficiency of the men has risen in consequence of the administration treating directly with labour?—To some extent it has.

**D-3402.** You think the efficiency is better than it would have been if the administration had not had this close intercourse with the trade Union?—Yes.

**D-3403.** You ask for accommodation more consonant with modern thought, and you compare the conditions here with those of the work-people in America and so on. Would you say that, on the whole, the housing of the employees here is better or worse than that granted to employees by other industries in other parts of India?—(Mr. Homi): We have not gone into the housing conditions in other parts of India, and therefore cannot make a comparative statement.

**D-3404.** Would you say that labour here is better treated and better housed than it is in the mill industry in Bombay or in the Jute industry in Calcutta?—We cannot make such a comparative statement because we have no experience.

**D-3405.** You say "The sum total of these handicaps react very adversely on the moral tone of the workman and his family", and you go on to say that the consequence is that ties of family life are loose.

Can you tell me whether they are looser here than they are in other industries?—We cannot say.

**D-3406.** You realise that this Commission has to deal with the conditions of India as a whole?—Yes.

**D-3407.** You suggest that the men should be supplied with towels and soap, but I notice from the Company's memorandum that towels and soap are supplied for the women?—Since when, and how many women have taken advantage of it?

**D-3408.** It says: "13,000 to 14,000 women use this rest house every month and they are supplied with soap and towels?—It is news to us.

**D-3409.** I notice you also ask for bands. Do you think the supply of bands will stimulate the efficiency and activity of the workmen?—We do not mean that bands should be supplied for the purpose of producing more steel. We say that these amenities all help in the production of efficiency.

**D-3410.** You do not think it is very important?—Certainly not.

**D-3411.** Again in your memorandum you say, "that employer does not need to exist who cannot take care of his employees". I suppose you do not suggest that this industry should be favoured over the rest of the workers in the country?—No.

**D-3412.** You will admit that this is essentially an agricultural country and the number of workers employed in industry is a small percentage of the total workers of the country?—Yes.

**D-3413.** Do you suggest that comparatively small percentage should be placed in a better position than the majority of their compatriots?—Why not start with a small number?

**D-3414.** You will admit that in regard to wages, housing, workmen's compensation and the general amenities of life the industrial workers of this country are in a better position than the agricultural workers?—Yes.

**D-3415.** You appear to be desiring to raise the standard of the part of the community which is already better off?—The Labour Union which we represent deals with them.

**D-3416.** *Mr. Ahmed:* You say that a number of your members do not pay their subscriptions; is that so because they have gone home to their villages?—No; that discrepancy is due to the fact that the Company made alterations in their ticket numbers and we were not supplied with the altered ticket numbers; that led to great confusion; we could not trace them for quite a long while.

**D-3417.** This is an agricultural country and the industrial workers are mainly agriculturists. The employers apparently take shelter behind that as their sheet-anchor and their cry is that the members of

the union do not pay their subscriptions?—That is not our complaint; our workmen, whether they go to their villages or not, pay their dues. Some men come here with the intention of spending all their time in this industry, while others only come here to supplement their incomes.

**D-3418.** What was the difference that led to the tinsplate strike?—There were certain questions on which the workers felt they had a difference; I did not think it was necessary to have a stoppage on those differences, but some members of the union thought otherwise and precipitated a crisis.

**D-3419.** Did the workers put forward any demands?—As far as I know nothing was put before the Company.

**D-3420.** There were no legitimate grievances of the workers such as would justify a strike?—There may have been justifiable grievances but there was nothing so acute as to necessitate a stoppage of work.

**D-3421.** Then what was the reason of the strike?—I suppose the union officials know better than I do.

**D-3422.** But you are President of this Federation?—I was President of the Tinsplate Union also. It is rather a long story and I do not know whether the Chairman is able to give me the necessary time to explain it all.

*Mr. Ahmed:* You can deal with it shortly. (*The witness.*) I could not give a correct idea of the whole situation if I dealt with it shortly.

**D-3423.** Were not the wages paid to the tinsplate workers a little lower than the wages paid to other workers?—Some people thought so; they compared the wages of the tinsplate workers with those of the sheet mill workers of the Tata's Company. The sheet mill work is heavier and more arduous than the tinsplate work, and therefore I suppose it is quite right that the wages should be higher.

**D-3424.** What is the position of the workers with regard to indebtedness?—It is very bad; I should say 50 or 60 per cent. of the workers are indebted.

**D-3425.** *Sir Alexander Murray:* I understand there are many co-operative credit societies here?—Yes, each department has a co-operative credit society.

**D-3426.** So that, it would appear that the Company are attempting to deal with the problem of indebtedness?—That is so, but it has not yet got to the root of the evil; the societies have not much capital and have not been able to meet the needs of the members.

**D-3427.** The societies seem to be collecting a lot of money here?—Quite likely, but you must remember there are a large number of workers here.

**D-3428.** *Mr. Ahmed* : Do you think the Government of Bihar and Orissa should increase the strength of the Co-operative Department?—I find the Co-operative Department here is anxious to give any help they can in order to start new societies and stores.

**D-3429.** Do you think the employers might assist these societies by making loans at low rates of interest?—Yes, that would be helpful, but I doubt whether it would eradicate the evil of indebtedness.

**D-3430.** *Mr. Cliff* : You do not deal with strikes in your memorandum?—The Labour Federation has not yet called a strike, so that it is difficult for us to give an opinion on that subject; it is only a year old.

**D-3431.** My information is that you have taken a leading part in strikes which have occurred in this place?—Yes, but that was before the Labour Federation was formed.

**D-3432.** How is the Executive Committee of the Labour Federation constituted?—It is given in the rules and regulations of the Federation.

**D-3433.** Does your Executive Committee deal with the direction and conduct of any movement?—It should; that is its duty.

**D-3434.** Do they do that as a Federation?—Yes.

**D-3435.** What are the shops or departmental committees of which you speak in your memorandum?—These shop committees were instituted with the co-operation of the management in various departments; they are different from the Executive Committee. Each shop committee consists of 7 members, 4 being nominated by the Labour Federation from the actual workers in that department and 3 nominated by the Company also from actual workers in the department. No foreman or member of the clerical staff is nominated. They elect their own chairman and a clerk is supplied by the Company to take minutes of the proceedings. Any grievance of any individual workman of that department is sent for consideration by that committee through the General Manager. We are only permitted to correspond directly through the General Manager. It goes from the General Manager to the General Superintendent; from him it goes to the Department of Superintendents; from there it goes to the Department of Foremen, and then this shop committee considers the matter, coming to a decision and communicating its finding to the management, which the management is not in any way bound to accept. If the shop committee finds that a man was not at fault, though the Company had dealt with him as though he were, the management still insists on having its own way. Then the man has a right of appeal to what is called Board A, which is composed of 2 representatives of the Labour Federation who are not workers and 2 representatives nominated by the Company. These four persons consider the matter and arrive at their decision. If their decision is in favour of the man, the management is not bound to accept it, it still has its own way.

**D-3436.** How long has this system been in operation?—Since July or August last.

**D-3437.** You say in your memorandum: "it can safely be said that they have not been found unsatisfactory so far"—This was written in September; we had great hopes of this; but then the members of these shop committees sent in their resignations, saying it was impossible for them to remain on these shop committees, because, no matter what decisions they arrived at, the management had its own way, and it was no use discussing these matters.

**D-3438.** *Sir Victor Sassoon*: Did such a matter ever go right up to the top?—Yes, in two cases.

**D-3439.** What was the result then?—In one case the man was put back in his job though not in the same place nor on the same rate; it was merely recommended that the man should be given some work, that is all. Where the President of the Labour Federation and the General Manager could not arrive at any sort of understanding on any particular case we felt it was no use arguing further. In one case we reached agreement. (*Mr. Sharma*): In the second case the General Manager gave his definite decision which he would not reconsider and we thought it useless to put it before Board B again.

**D-3440.** *Mr. Cliff*: I take it in that case you did not use the machinery?—(*Mr. Homi*): No, we thought it was useless in that case.

**D-3441.** What do you mean when you say in your memorandum that one of the handicaps to these committees is "Interference from the Superintendent of the department or of the Foreman"?—It has been reported to us that some of the Superintendents busy themselves telling the workmen who are members of the committee that if any decision is arrived at contrary to the decision of the Superintendent, it will not be very healthy for them.

**D-3442.** Have you raised that matter with the General Manager?—Yes, we have.

**D-3443.** What has been the result?—It has never come to a showdown in the form of an investigation.

**D-3444.** *Sir Victor Sassoon*: What did he say to you?—That it was very unlikely that such a thing should happen.

**D-3445.** *Mr. Cliff*: Why does this machinery not work?—The machinery does not work in the first instance because the members of the shop committee say it is useless for them to discuss these matters because in no case is any reply vouchsafed to them as to what the decision of the Manager is; secondly, they say that when they come to know what the decision of the management is, it is invariably contrary to the decision of the committee. They feel it is useless for them to go on.

**D-3446.** What alternative do you suggest?—We feel there is considerable scope for the work of these committees, but rules and regulations should be made and adhered to. In the first place we did not frame any rules or regulations because we wanted to see how these committees would work in actual practice and we desired to frame rules and regulations in the light of experience. But we felt that the management never wanted to bind itself to any rules or regulations; it wanted to have as wide a discretion as possible.

**D-3447.** When you speak of rules and regulations you mean the procedure to be adopted?—Yes.

**D-3448.** Is that not a matter for the Union to settle direct with the management?—Yes, but we found that the management were not willing to come to any terms in that respect; we have frequently had talks on this matter and have not come to any solution.

**D-3449.** *Sir Alexander Murray*: This committee system was evidently introduced at the instance of the Labour Federation?—Yes.

**D-3450.** You have not given it up in despair yet?—No, we have not given it up; we feel that in modern industrial development these shops committees would be the best thing both for the workmen and the management of any industry in getting rid of strikes and labour troubles.

**D-3451.** *Mr. Cliff*: Does that mean that you intend to stick to this machinery?—Yes, we do.

**D-3452.** But you are seeking to have some rules of procedure established?—Yes.

**D-3453.** How long does it take for a case to go from the first committee to the final board?—Quite a lot of time. In some cases it is quick but in others it takes quite a lot of time. We correspond directly with the management; the General Manager sends it down to the General Superintendent; the General Superintendent sends it down to the Department of Superintendents. We find that great delay occurs there; no doubt they have other work to do, but this is not a matter which can be neglected. (*Mr. Sharma*): A man was discharged on the 6th August, 1927. We put that case before the shop committee. The case is still going on. The first shop committee meeting was held on the 30th December, 1929, and it has not arrived at any decision yet. (*Mr. Homi*): A man was discharged from the blooming mill department on the 26th October. We urged that his case should be put before the shop committee. There was a sort of shop committee in existence. We had reasons to complain that the man particularly concerned in dismissing that man was taking a very lively interest in the working of that shop committee and we protested to the management about it. We felt constrained to stand upon our rights with regard to the constitution of that shop committee and had a new shop committee appointed, the management agreeing to that. The shop

committee is considering that case. Members have complained that the witnesses are not being sent and it is very much felt that an effort is being made to tutor those witnesses. Not only has there been that pressure, but undue delay has been caused by that. From the 26th October till to-day, the 21st February, the matter has not been disposed of.

**D-3454.** *Sir Victor Sassoon* : The matter is still in the first stage ; it is still before the committee consisting of four members—Yes. We have suggested that in these cases a date should be fixed ; if by that date no witnesses are forthcoming, it should be decided in favour of the man. We wrote to the company several times making that suggestion, but the matter has not yet been disposed of.

**D-3455.** *Mr. Cliff* : What machinery do you suggest to prevent lock-outs and strikes?—When two parties do not agree, I suppose it is necessary that a third party should intervene. Presumably that third party would be Government. Certain machinery is provided under the Trade Disputes Act. It is not certain at what stage Government should intervene, but when we sent our representations to Government with regard to the Trade Disputes Bill we suggested that if Government received from either side notice of an impending labour trouble anywhere Government should immediately proceed to constitute a conciliation board or a board of enquiry under the Trade Disputes Act and take steps before the matter came to a stoppage of work.

**D-3456.** Does that mean that members of your union would be prepared to accept the decision of a court of enquiry or a conciliation board?—I suppose if the claim is just and the finding is just there ought not to be trouble.

**D-3457.** Justice depends upon your point of view, but would you be prepared to accept the findings of a court of enquiry?—It is a difficult problem looking at it from an academic point of view. It has to be seen what are the practical implications and how it stands. Each case has to be considered on its merits.

**D-3458.** *Sir Alexander Murray* : Would you be prepared to recommend to your union that in the event of a court of enquiry or conciliation board being set up they should await its decision?—Certainly.

**D-3459.** And that they should not precipitate matters?—Yes.

**D-3460.** *Sir Victor Sassoon* : Do you think that all over India the men would agree to such a procedure?—It all depends on what confidence the men have in their own labour union ; where the union does not really represent labour, they would not accept it.

**D-3461.** *Mr. Cliff* : I understand you were vitally concerned in the tinsplate dispute?—Not as President of the union ; my relations with the union ceased immediately on the workmen going on strike.



**D-3462.** Will you tell us the history of the Tata dispute?—Yes, I will tell you what I know about the affair. There were sporadic troubles and strikes in the various departments of Tatas from February, 1928. The first time I appeared on the scene was on the 12th April, 1928, when I addressed a meeting. The agitation was mostly with reference to the old trade union, the Labour Association. My advice then was that if the old trade union did not assist the workers they should throw out the executive and put in a new one. In that same month some boiler men and sheet mill men, numbering about 1,600, went out. They came to me after they had gone out. The boiler men came first and then the sheet mill men. I sent them to the old Labour Association to which they belonged. The old Labour Association told them they would not be able to take up their work. Then meetings were held to agitate for their grievances. I tried to get in touch with the Company in order to put their view-point before the Company; in fact, about March I wrote a letter to the General Manager about the troubles of certain men who had come out and had come to me after they had gone out. As an outside man I wrote to the General Manager asking for an interview in which I could explain their troubles and attempt to effect a compromise. I got no reply to that; I did not even receive an acknowledgment of that letter. Then about the beginning of May, when the boiler situation was very acute, the Company declared a partial lock-out with reference to certain mill workmen because it could not run the mills. So about 4,000 or 5,000 men were thrown out of work; they did not know how long they would be out or whether they should stay here or go to their homes; the Company had not settled with them either. So I led a deputation of these men to the Deputy Commissioner with a view to considering what they should do. They wanted to have a settlement, but the Company refused to give them a settlement of all the money the men had in the Company in the form of provident fund, wages, notice pay and so on. Then the Company served a notice of dismissal on the 8th May against all workmen of the boiler and sheet mills departments, dismissing altogether about 1,600 men. I felt that that was not the right thing for the Company to do, and I led the agitation. I got all the other workmen out on the 23rd May. As a warning to the Company I got them to stop work for 24 hours. I did all this on my own responsibility. The workmen stopped work for 24 hours; 90 or 92 per cent. of the workmen were out. I felt that a demonstration of that nature would be enough to show the Company the extent of the agitation and grievance in the minds of the workmen and that they might come to some sort of arrangement with the workmen. That did not move the Company at all, so on the succeeding Friday, a week after, we declared a stoppage of work for 48 hours and the workmen all willingly participated in that. The Company then declared a lock-out on the 1st June. At the end of the 48 hours they all presented themselves at work at the gate but they were sent back. Then the trouble began in right earnest. The Company refused to correspond

or negotiate with me, though the workmen said I was their legitimate spokesman. Over and above that, they went to the length of saying they would not deal with Mr. Homi or any body connected in any way with the old Labour Association. The result was that this trouble was long drawn out. On the 10th or 11th July the Company declared the lock-out at an end and said they would take in such workmen as presented themselves for work, but they would only take those workmen whose names did not appear on the reduction list. We set our faces against any sort of reduction by the Company, and that prolonged the trouble. On the 10th July the Company had very little success in getting any workmen in. This trouble continued until about the middle of September. What I am about to say will illustrate what I have said about workmen having recourse to politicians. We secured the assistance of Mr. Bose, who was the President of the Bengal Congress Committee. We got him here to make an appeal to such of the Bengali workers who were working to come out and keep with the other workmen so that the Company's works would stand still and the Company would come to terms. Mr. Bose came here on the 18th August and made an appeal to the workmen; on the 20th August practically all the Bengalis left work. I think there were about 2,000 or 3,000 working inside the plant as well as quite a lot of office staff from the general offices. They all left work on the 20th August. During the course of this trouble I made two unsuccessful attempts with the Company in Bombay at negotiation or arbitration. In July some prominent men in Bombay made a proposal for arbitration and I accepted it without reservation. The matter awaited the Company's acceptance but the Company gave no reply to that arbitration proposal. That was somewhere in July. Just before Mr. Bose came on the 18th August, I had been to Bombay in the beginning of August on the invitation of Mr. Mehta, who is a Member of the Legislative Assembly. A conference was held with two Directors of the Tata Company, myself and Mr. Mehta. The proposition was put to me that I should accept a 10 per cent. reduction. I kept the matter pending and refused to accept that. I also consulted Mr. Joshi, who is a member of your Commission. We felt that partial reduction could never be accepted in any industrial trouble, because you can never get the workmen to accept any such arrangement, because no body knows who will be affected by the reduction. No men were specified; it was merely 10 per cent. It was too broad a proposition. They began to ascribe all sorts of motives to me for rejecting that term. I came here, got Mr. Bose here, got the Bengali element out and the struggle continued. This was in July. After that, somewhere about September, some of the Directors came to Jamshedpur. The arrangement between me and Mr. Bose was that in any negotiations that should take place Mr. Bose should take me along with him and a group of workers who were working with me. I do not know what happened, but Mr. Bose put me off from day to day, and he finally faced me with certain terms which he said he had agreed to and signed and sealed. I was very much surprised.

That was on the 11th September. The Directors went away from here on the 8th September. Mr. Bose said that nothing had been done, no terms had been arranged, that everything had fallen through. Then we went through the terms; we were discussing the terms that he had brought from the Directors. We never knew that he was dealing with the Tata Iron and Steel Company as President of the Labour Association; that was never known to us. If he had ever said that he was treating with the Tata Iron and Steel Company as President of the Labour Association we should never have supported him and would never have permitted him to carry on. We never knew about that until I saw a statement in the "Times of India" that Mr. C. A. Alexander, General Manager of the Tata Iron and Steel Company, Limited, and Mr. S. C. Bose, President of the Labour Association, had been able to effect a certain settlement of the strike. We were discussing the terms that he brought and we fell foul of him on two important issues; one was regarding the workers' right to form their own association without any let, hindrance or interference by the Company, and another was on the subject of lock-out wages. Mr. Bose refused to take into consideration any one of those propositions.

**D-3463.** Do you mean with regard to the first point that he compromised the right to form an association without let or hindrance from the employers?—Yes, whether the employers had any right to refuse recognition to any association the workers chose to form, and whether the employers had any right to say who the executive or office-bearers of the workers' organization should be. Mr. Bose said nothing about it. We fell foul on those two questions. When we put it to the workmen I thought it my duty not to interfere at that stage, and I let the workmen take their own decision; I did not even attend the meeting at which he was putting these terms to the workmen, but half-way through the workmen came over and forcibly took me to the meeting. All the advice I could give them then was to wait for 24 hours, patiently go through the terms and see whether they could accept them or not. The next day I had a meeting. If I had desired to keep the workmen out, I could have done so on that day also, but I asked them to stick to their work, with this reservation, that when we had the opportunity and the power we would fight for both of these and get them. Two or three days later we formed this Labour Federation. I think that meeting was on the 13th, and we formed the Labour Federation on the 16th. A letter was duly sent to the Tata Iron and Steel Company and we asked for recognition. No reply was given to us. Then we launched a campaign to obtain recognition from the Company; that was some time in December. The Company's reply was in the form of an injunction suit to restrain us from what they considered to be inducing their workmen to commit certain breaches of contract, although there was no contract at all, and seeing us for damages for certain loss they had sustained. We continued to fight this suit also. Then the situation became very acute somewhere about February. On March 8th we received recognition. As a result of that

recognition the suit was withdrawn. Certain workers who had been fighting for recognition of the Labour Federation had been dismissed. Fortunately that did not cow the workers. Then these workmen were taken back. The Company paid 1½ months' pay. We said we assumed that was lock-out wages, and that the correct period was from the 1st June to the 10th July. If we fought it out I felt sure we should get payment up-to-date, and if we made a further effort we should get 8 to 10 days more, because it had not been specified who were to be the workmen who would be affected by this proposed reduction and therefore they had stayed out. These are niceties of law which need not be discussed here, but we felt that this 1½ months' wages that the Company had given should be regarded as lock-out wages and that the reductions which the Company were making in respect of January and February should be stopped immediately. The Company very kindly agreed to that and said that the question should be left pending for two months. The same thing was done with regard to the workmen who had been dismissed: they were given their pay, and the same condition was given that they also would be considered later on. Since then the Labour Federation has been carrying on its work.

**D-3464.** *Col. Russell:* Under Housing you say in your memorandum: "Private agency has not received any kind of encouragement from the Steel Company either by way of guaranteed returns to the capitalist or providing facilities to small money holders". What do you mean by that?—I mean that the Steel Company is getting its houses built through a certain fixed number of contractors, three or four of them, and that the Steel Company spends its own money. We suggest it should encourage private agencies such as housing societies or other limited corporations or private persons who would invest money in building houses and to whom a return on their money would be guaranteed. Of course no guarantee would be necessary in many cases because the houses would be occupied and the rents paid would afford a return on the capital invested.

**D-3465.** You say: "The Company's scheme of helping the employees desirous of building their own houses has not proved much of a success". The Company in their memorandum say: "Total building loans given up to the 31st March, 1929, were Rs. 2,02,967".—Those few lakhs have not solved the housing problem; still there are about 50 per cent. without houses.

**D-3466.** Why have more workers not taken loans?—Because there is very great trouble in getting these loans and in getting areas allotted. There is also too much interference from land and town officers which causes the workers to desist from going in for their own houses.

**D-3467.** Has your Federation taken any steps to improve the conditions under which loans may be obtained?—We have made suggestions to the Company but the Company has not seen its way to accept our proposals. We have suggested that certain areas should be

given to us for building quarters, but the Company has refused to give it in the name of the Federation.

**D-3468.** Again you say that one house has to accommodate a family with one or 20 members. Are there families of 20 members in Tata's Company?—People come from different places hunting for jobs and stay with the people here. There may also be occasional visitors.

**D-3469.** Do you suggest that Tata's Company should provide additional accommodation for any number of relatives of workers that like to come along and stay here?—We have never suggested that.

**D-3470.** But that is the implication?—For instance, one man may have 15 to 20 members in his family while another may have only 2 or 3 members. While allotting quarters no consideration to the number of family members is given, but only the question of service and rate are taken into consideration.

**D-3471.** Is it possible for a company to cater for variations in family numbers such as these?—I think so.

**D-3472.** You say that water supply is hopelessly inadequate. The company in their memorandum say: "The town has an up-to-date Paterson Filter Plan which has capacity of four million gallons of good filtered water per day." Taking the population as 100,000 that comes to 40 gallons per head per day. Do you think that 40 gallons per head per day is hopelessly inadequate?—I do not care whether it is 4 million gallons or 40 million gallons, but the fact remains that the *bustis* are without water.

**D-3473.** After 40 gallons per head has been provided?—In the Northern Town, people may be getting 400 gallons while people in the *bustis* may be getting only 4 gallons.

**D-3474.** Is that what you mean?—There are various *bustis* that are without water. I do not care whether other people get water or not, but I want that all the *bustis* should get a sufficient supply of water.

**D-3475.** You have made a suggestion, I think, in another part of your memorandum that wells might be sunk?—Yes, but the Company do not want to accept the scheme of sinking wells as it is very expensive.

**D-3476.** I understand that in at least 50 per cent. of the area of Jamshedpur there is no water even supposing you sunk wells?—About Sonari I was told that water will not be available there even if they sunk wells, but I have seen people having wells in that area with about 10 or 12 feet of water.

**D-3477.** You say: "One would like to see an extension of these out-door patients treatment in some of the outlying *bustis*." Have the company not provided a number of outlying dispensaries?—In various *bustis*, no.

**D-3478.** Have you made any suggestions to the company where additional dispensaries might be provided?—In fact, we started one of our own and the Company was good enough to give us the facility of having prescriptions made out on our doctor's signature. That we started as an experiment in Sonari.

**D-3479.** *Sir Victor Sassoon*: Was it a success?—(Mr. Sharma); In two months we got 1,000 patients. (Mr. Homi); If we get the same facilities from the Company, we hope to extend the experiment in due course.

**D-3480.** *Colonel Russell*: Further on you say: "we would like to see medical facilities brought to the very door of the sick and the ailing." Does that mean that the medical officers employed by the Company do not visit the sick?—If they are paid their fees they do.

**D-3481.** Is a sick employee not visited by the Company's doctor if he is too sick to go to the hospital or to the dispensary?—I do not think he is.

**D-3482.** Are you quite sure of that, because I have information from the Chief Medical Officer this morning that is done?—I do not think so.

**D-3483.** *Sir Alexander Murray*: Can you speak with personal knowledge?—The medical officer may go into the towns, but as far as my information goes he does not go to the *bustis*.

**D-3484.** *Colonel Russell*: You do admit that a certain amount of visiting is done?—Yes, but it is done only in towns.

**D-3485.** Is it your point that the family of an employee should also have free medical treatment?—Yes. Because this town is laid out by the Company and the employees are brought in here, it is the duty of the Company to give medical facilities to the families of the employees as well. If it was in a city that the industry existed then, of course, it would be a different proposition.

**D-3486.** You say that facilities must be provided for private medical practitioners. Are they prevented from settling in the town here?—The Company is not in favour of private medical practitioners settling in towns.

**D-3487.** There are no private medical practitioners settled in the town here?—No.

**D-3488.** The Company would not admit them?—I do not think they will.

**D-3489.** Are you perfectly certain of that?—First of all, you can very well imagine that if a private practitioner came in he would have to prescribe. If he gives prescriptions nobody will dispense in the company's hospitals. If he started a dispensary of his own, the workmen would have to pay for medicines. When a worker could get

free medicine at the hospital he would not naturally like to go to a private practitioner.

**D-3490.** *Sir Victor Sassoon* : Your point therefore is not that the company would refuse to permit private practitioners settling in the town but that there are difficulties in the way of their settling down?—  
Yes.

**D-3491.** *Colonel Russell* : Is it your point also that the company do not employ sufficient medical practitioners?—I am not in a position to answer that.

**D-3492.** There are 23 medical officers at present?—I cannot say whether they are enough or not. (*Mr. Sharma*) : They are not enough for the *bustis* at least .

**D-3493.** As regards the question of women doctors and trained midwives, is there no woman medical officer in the whole town?—(*Mr. Homi*) : I think there is one at the main hospital.

**D-3494.** The Company in their memorandum give statistics which show that medical facilities are being increasingly used by women in the hospitals. For instance, they say that, in 1928, 27,000 women were treated. Do you still maintain that the numbers would increase much more rapidly if there was a woman medical officer employed?—We have written our memorandum with greater regard for the outlying *busti* than for the towns where a major portion of the workmen stay.

**D-3495.** What is your suggestion for reaching sick women and children in outlying *bustis*?—I think that each individual *busti* should be provided with a medical officer and a dispensary.

**D-3496.** *Sir Victor Sassoon* : How many would there be in a *busti*?—2,000 are living in Sonari, and the number living in Kasidih, Moulbera, Sakchi and so on may be practically the same.

**D-3497.** *Colonel Russell* : Generally speaking, you think that the medical relief given at present is not sufficient?—On the outlying *bustis*, no.

**D-3498.** Talking about sanitation and latrines you say : “ There may be one latrine to several quarters or in others no latrine at all.” Is it your suggestion that every quarter should have a latrine for itself?—Why should it not if it is desirable?

**D-3499.** Water supply being inadequate, do you think that it will be possible to keep these latrines in a clean condition?—Both should go hand in hand. Water supply should follow suit. I have been told that women in Sonari and other *bustis* go early at about 3 or 4 in the morning and then again only after 24 hours later.

**D-3500.** In your memorandum you say : “ It would not be out of place to use a certain amount of moral suasion to enforce compulsory expert medical help just before and after child-birth.” Do you think that Indian women, and even more so Indian men, would allow any

company who employs them to use even moral suasion to enforce compulsory attendance of midwives?—Only so far as the company's work women are concerned.

**D-3501.** Do you not think that that might lead to trouble?—No. With a little amount of enlightened propaganda work I think that would work well.

**D-3502.** *Sir Victor Sassoon*: What you want is more of propaganda than of enforcement?—I have never said 'enforcement'; I have merely said: moral suasion to enforce compulsory expert medical help."

**D-3503.** *Colonel Russell*: Dealing with the question of welfare you say that all welfare work should be administered by workers' agencies, and that it could be made a success only when administered through workers' agencies. You do not want the company to have any control over these agencies?—No.

**D-3504.** But you would require the company to provide you with money?—The company could have its own officers working along with workers' agencies.

**D-3505.** But you say that the work should be administered through workers' agencies?—That does not mean that the representatives of the company should be excluded.

**D-3506.** You would include the company's Welfare Officer?—Yes.

**D-3507.** *Sir Victor Sassoon*: Does that exist in any country in the world?—It may or may not, but that need not prevent us from adopting it here.

**D-3508.** *Miss Power*: You are against the *sardar* system and you say: "The best possible solution from a labour point of view, and we do not see why it should not be from employers point of view, is to establish an employment bureau in conjunction with a labour union that can render service both to labour and employer." Does that mean that only the workers of your labour union would be able to get employment through that bureau?—We have no unemployed workmen as our members; all our members are actual workers.

**D-3509.** I am asking you about the suggestion that the system of recruitment should be through a bureau run by a union?—I quite understand your point. Hundreds of people without any jobs come to us and ask us to afford them any facility by way of getting work. We felt that if we were in a position to do so it would tend to the company's good as well.

**D-3510.** You mean here in this particular city?—Yes.

**D-3511.** But on the question of employment generally, are you in favour of employment bureaux being run by unions?—I think the unions are better qualified people to run bureaux.



**D-3512.** Is it your contention that the bureau here is a failure because it is not run in conjunction with the union?—I should say it is one of the reasons.

**D-3513.** Does that employment bureau not consult the union in any way?—No, not at all.

**D-3514.** Dealing with the labour turn-over you say: "Leave is obtained for a certain fixed period and invariably overstay". It has been said to us by some workers' representatives that recognition of the principle of leave by employers would go a long way in obtaining a settled labour force. What solution have you got for the absence of discipline among workers to whom that concession is granted and who still on your own showing, invariably overstay their leave?—This is a common failing of the Indian worker. He will go on leave and overstay. This has been known all over the country.

**D-3515.** What solution have you for getting over that weakness of the worker which militates against any endeavour on the part of the employer to build up a stable labour force by recognizing the principle of leave?—If the worker overstays his leave even by 15 days it makes no difference to the employer because the employer is always in a position to ensure his work to be done.

**D-3516.** Do you seriously suggest that it makes no difference to the employer if a number of workers go on leave and invariably overstay their leave for 15 days?—Yes, it would not make much difference.

**D-3517.** Does it not mean that you would be compelling the employer to keep an extra labour force to allow for that eventuality?—Extra labour force does not mean extra expenditure, because the persons who overstay their leave are not paid for that period; they will be only paid for the period that is due to them.

**D-3518.** That is quite true, but still the extra labour force has to be there. Supposing it was not there?—By temporary employment that could be arranged for.

**D-3519.** You think that is a better arrangement than trying to discipline the workers and to make them realise the necessity for returning up to time?—It is a better solution and the only solution that is available at the present moment.

**D-3520.** You ask the employer to grant leave facilities even to the unskilled labourer but you do not suggest that the worker should be made to see that he has a moral obligation on his part not to overstay his leave?—He will overstay because he is wedded to his soil. There is no landless labourer who would look more to his job than to his land.

**D-3521.** Do you suggest that all the workers employed in this big city have their own land?—In India practically every man has a little piece of land.

**D-3522.** We have been repeatedly told in many places that as much as 60 per cent. of the workers in industrial cities are divorced from the land and are entirely depending upon their earnings in industry?—It is their experience; it is not ours.

**D-3523.** Dealing with the subject of welfare you said that welfare work should be run primarily by the workers. I think you know that in some States in America there are what are called 'mill villages' where all the workers employed in the mill live, and all welfare activities like housing, shopping facilities, schools, Churches and the like are run by the employer. There is a feeling on the part of the workers that everything—their human needs as well as their employment—comes from one source and in a crisis could be removed as easily as it is given. Is there any feeling here that the worker is unduly dependent on the employer as a result of living in a company town and obtaining everything from one source?—I do not know whether such a feeling exists or not, but it has been very strongly felt that for 3½ months in 1928 when the workers were out of jobs and several of them were practically starving, the Company did not even send out one wagon load of rations, or any milk, for the sustenance of the children of those workers. After the work started, the Company blossomed forth with its welfare work in the form of picnics and bioscope shows, and the workmen naturally felt that there was something fishy behind that.

**D-3524.** As far as living in a town, which is the possession of the employing company, is concerned, they have no objection to that?—In what way?

**D-3525.** In the way of living in a town where everything is the property of the company. Do they not wish to live independently of the company?—They would like to, but how could they?

**D-3526.** I am asking you whether there that feeling exists at all?—They would certainly like to live independently of the company if they could.

**D-3527.** Dealing with the employment of women you say: "As far as possible women should not be employed in factories where hard manual work has got to be done, and we are absolutely opposed to the employment of girls and adult women between the ages of 12 and 20." Are you referring here to the employment of women only in the steel works?—No. Our remark refers to all factories.

**D-3528.** Are you seriously contending that no woman up to the age of 20 should be in industrial employment in India?—Yes.

**D-3529.** You wish to adhere to that?—Yes.

**D-3530.** Dealing with the question of maternity benefits, is there any difficulty for the woman in obtaining benefits due to the absence of women doctors in hospitals here?—I have no knowledge of that.

**D-3531.** It is a part of the terms of obtaining maternity benefits that the women should be examined by a doctor?—I think very often

these people do not get themselves examined and applications for the benefit are not made until after the event.

**D-3532.** Are there any women members of your union?—Yes.

**D-3533.** How many of them are members?—1,200 to 1,500.

**D-3534.** Are they paying members or non-paying members?—They are paying members. They pay As. 4 weekly.

**D-3535.** Dealing with the question of crèches, I find that a number of women leave their babies in the Women's Rest House while on duty. Is there any actual crèche, run by the Company?—(Mr. Sharma): No, not to my knowledge.

**D-3536.** Is it your opinion that there is a need for a crèche?—Yes, for more than one crèche.

**D-3537.** *Sir Victor Sassoon:* You think they would be used?—Yes.

**D-3538.** *Miss Power:* You have said that the crèche should be run by the union, but what objection have you to its being run by the company provided a trained person is put in charge of it?—(Mr. Homi): I think the union is more likely to inspire confidence than the employer.

**D-3539.** You do not think that the trained woman can inspire confidence? How are the women likely to know whether the crèche is run by the union or by the Company?—The union can approach them frequently.

**D-3540.** Does the union propose to pay for the crèche?—If the union is in a financial position to do so it would pay, but if it is not in a position to pay then of course the burden should fall on the Company.

**D-3541.** You propose that the employer should pay for the crèche but that the union should run it?—Yes. Why not?

**D-3542.** *Mr. Joshi:* There are at present two unions in Jamshedpur, one is yours and the other is the Labour Association?—Yes.

**D-3543.** Do these two unions compete with each other for membership in the same class of people?—The Labour Federation has never competed, but there is a very keen rivalry on the part of the other Union to secure members by hook or by crook.

**D-3544.** Both of you are catering for the same class of people?—We cater only for the actual workmen, while the Labour Association is a conglomeration of foremen, clerical staff and others.

**D-3545.** Do you exclude clerks and foremen?—Yes.

**D-3546.** But the Labour Association have got some membership among the workers, is it not?—Yes.

**D-3547.** Is it desirable that there should be one union catering for one class of people in one place?—Yes.

**D-3548.** If it is desirable will you tell us whether you made any efforts to bring about an amalgamation of the two unions?—Yes. We tried to make that suggestion through the Company itself. We suggested to the other union to see its way in merging itself into the Labour Federation because so far as the membership of the actual workmen was concerned the Federation was by far the stronger of the two. We also suggested that for the clerical staff the Labour Association can form a separate union. But nothing came out of these suggestions.

**D-3549.** Were these suggestions of yours put on paper?—No; these suggestions were made by way of conversation.

**D-3550.** Can you tell us why these efforts did not succeed?—So far as we understand, their view point was that the Labour Federation should merge itself into the Labour Association.

**D-3551.** Leave aside the question of mere name?—That is very material.

**D-3552.** You will agree with me that a name in a big organization does not matter very much?—It matters quite a lot.

**D-3553.** Do you agree with me that the main thing that matters is who has got more influence with the men, not the name? Suppose these two unions unite and an election takes place, those who have got the largest influence will be elected as the officers of the Union. From that point of view there should not be a great insistence upon the name; no matter by what name you call the union, the men who have got the largest influence will be elected?—We agreed to that suggestion at a very early stage of the existence of the Labour Federation, but we were never told as to when that election would come in; we never knew that they would hold elections. It was proposed to us that we should take our members in a body to the Labour Association and hold an election to find out who comes in. We agreed to that. When we wanted to know when the election would be held we got no definite response. We therefore felt that it was only a trick and we refused to do anything with it from then.

**D-3554.** Suppose another effort is made?—(Mr. Sharma) we are quite prepared if proper guarantees are offered. A date should be fixed for election, and no outside influence should be used. The foremen have got their union, and the clerical staff should also have a separate union for themselves.

**D-3555.** You can discuss the terms later on. I quite realise that there will be some terms. But you are quite willing to discuss the question of amalgamation of the two unions?—(Mr. Homi): Yes.

**D-3556.** In answering one of the questions you said that recognition should be given to the larger union. I am taking a hypothetical case. One union which is larger to-day may become smaller after a month and recognition will go on changing from month to month? I would like you to give a concrete case where it has happened

**D-3557.** I told you that I am taking a hypothetical case?—We will have to wait until such a proposition takes place.

*Sir Victor Sassoon:* Did it not actually take place at Lahore?

*Mr. Joshi:* I will not go into details, but it is quite possible that such a difficulty may arise. The witness: I do not think such a difficulty would arise.

**D-3558.** Both the unions cater to the same class of people; why should you object to the two unions being recognized?—If it was only a question of two unions of workmen we would not have the least objection, and we would have settled up our differences, but in one union the foremen and the clerical staff of the company are members. They take an undue advantage of their position. They utilize their power vested in them by the Company for the purpose of carrying on their work; they use that power to the detriment of the workmen. In the Labour Association there are many Bengali foremen who are members. They exert undue powers; that is, by suspending, dismissing and by various other ways they compel these workmen to become members of the Labour Association and to get away from the Labour Federation. In spite of our protest to the company to take steps to put a stop to this, the Company has not taken any steps.

**D-3559.** *Sir Victor Sassoon:* They use moral persuasion?—It is more than moral persuasion. They use their powers for the purpose of asking men to become members of the Labour Association.

**D-3560.** *Sir Alexander Murray:* Could you speak from facts?—Do you say that the Company has been using its power to influence members to leave one association and join another association?—We have complained to the Company regarding the action of these various foremen and superintendents, but we have not heard anything from the Company. In the meantime this is going on merrily.

**D-3561.** *Mr. Joshi:* On the question of men overstaying their leave, do you think that if the leave is a leave on full pay they will not overstay?—I think they will, because the leave to which they are entitled is not adequate for them. At the time of giving their applications they do not put in a long period for the fear that the Company may not grant it; they just put in the requisite number of days to which they are entitled.

**D-3562.** Your point is that the leave on full pay is not adequate, but if adequate leave is given on full pay then there is no temptation for staying at home?—That is so.

**D-3563.** *Sir Alexander Murray:* What would you consider to be adequate leave?—One month's leave for every year's service.

**D-3564.** *Mr. Joshi:* With regard to sickness insurance and unemployment insurance it seems that you are in favour of some kind of arrangement by which these could be effected?—In fact, the Labour

Federation have been very anxious on that point. We wrote to several insurance companies whether they would undertake to write insurance on behalf of the Federation as a whole, so far as its membership is concerned, for sickness and unemployment, but we have received replies that they do not undertake such a form of insurance.

**D-3565.** May I take it, therefore, that your union will not be against the workmen contributing a small amount to a sickness insurance fund if the employer and the Government also contribute their share?—No. In fact, we have a scheme just in hand whereby we would ask the workmen to put in a certain amount of money themselves for sickness insurance.

**D-3566.** The same may be taken as true as regards provision for old age?—Yes.

**D-3567.** On the question of accidents, the management give us some figures. I find that during 1926 there were about 1,200 accidents due to misadventure, 341 accidents due primarily to injured person's own action and so on. I do not see that even a single accident was primarily due to neglect of the management. Do you consider that out of 1,600 accidents in not a single case the management was at fault?—I refuse to believe that.

**D-3568.** Can you say that there are some accidents over which the management can be held responsible?—In fact, for every accident that takes place inside the works the management is to be blamed.

**D-3569.** *Mr. Clow*: Dealing with the Trade Union Act you suggest that the Act should be so amended that an employer cannot refuse recognition to a registered trade union that contains 30 per cent. of his employees as members. What precisely do you mean by recognition? Suppose there was such a law what would you regard as constituting compliance with it?—There is at present a Trade Union Act which specifies certain things requisite for the purpose of registration. Registration by itself is not the end and aim of a trade union. The trade union's business is to render service to its members, and that it can only do when it has got very good relations with the employers. There is no compulsion on the employers in any way from the trade union after registration that the employers should accept it.

**D-3570.** Suppose there was such a law; what would in your opinion constitute compliance with it?—Opening of direct negotiations and relations with the trade union.

**D-3571.** Suppose I were an employer and there was this law in the statute book and I did not want to give recognition to your registered union, I would say: "I am perfectly willing to answer your letters but I will answer them all in the negative." You would not be any further on?—It would mean that the employer would be trying to nullify as far as possible the very spirit in which the Act was framed.

**D-3572.** But you cannot convict people for offences against the spirit of the law, they can only be convicted for offences against the letter?—Some machinery will have to be devised to meet such a contingency.

**D-3573.** What sort of questions are mainly discussed in the shop committees?—Dismissals, suspensions, blockage of promotion and so forth.

**D-3574.** Is the committee ever consulted before a man is dismissed?—No, it is consulted only after the event.

**D-3575.** In your memorandum you say that you know of cases where employers have afterwards been found absolutely unable to pay anything to their deceased workmen. Could you give us any cases?—There was a case at Ghatsila where a contractor was employed. The case as made by the applicant was that the company was primarily responsible for the accident and it should pay for compensation. The company said that they were not responsible but the contractor was. A decree was passed against the contractor. The contractor said that he was absolutely unable to pay, and he notified his willingness to take to insolvency proceedings.

**D-3576.** You know that the worker is entitled to sue the employer as well as the contractor. Why was he not advised to take proceedings against the employer?—The Commissioner for Workmen's Compensation said that the company was not responsible.

**D-3577.** Do you know the ground on which he said that?—He said that the contractor was doing the work which the company was not doing. All the materials were placed before me. In fact, I appeared for the applicant.

**D-3578.** *Mr. Joshi*: Did you make an appeal to the High Court?—The party was advised but it did not appeal. The party never appeared here; the party was in the Bombay Presidency, near Surat side. It was a case of a Bombay *khalasi* falling from a chimney where he was working. The Commissioner ruled out that since the work was being done by a contractor the company was not responsible.

**D-3579.** *Mr. Glow*: It was not part of the employer's work?—That was so.

**D-3580.** You refer to the solution of industrial disputes, and one of your suggestions is for opening up of temporary relief measures by way of roads, embankments, tanks, etc. Do you mean that the strikers should be given work by Government?—I think there is a mistake about it. This refers to unemployment and not to industrial disputes.

**D-3581.** You said that the company collects your trade union subscriptions for you. Do you think it is wise to have your subscriptions collected in that way?—I do not see any objection to it. I think it is done in the States.

**D-3582.** There is this objection to it that as soon as the company gets a dislike to your union it can cut off the supply of subscriptions?—In that case the workmen would find out what action should be taken, In fact, six months before, we were collecting our own subscriptions; of course, it was both a tiresome and a costly process. We then asked the company to collect subscriptions for us. It is only a question of facility.

**D-3583.** *Sir Ibrahim Rahimtoola*: Dealing with trade unionism you say: "A healthy trade union is the best guarantee for an industry's stability and prosperity ....." and you end by saying: "Workmen's combinations when well led, well organized and confined to labour alone have exerted a very healthy influence both on the well-being of workers and that of industry." I take it that you claim that your Federation fulfils these conditions?—I suppose so. That is its aim.

**D-3584.** What do you mean when you say "well led, well organized and confined to labour alone"?—"Confined" means confined to labour politics as opposed to outside politics.

**D-3585.** You do not mean that you would confine your membership to labour alone?—Yes; but a labour union is not separated from its office bearers.

**D-3586.** You claim that your Federation fulfils the conditions set out in your memorandum and that your aim is to do your best both for the workers and for the industry?—Yes, certainly.

**D-3587.** In view of what you stated to other members that you disapproved of the settlement which Mr. Bose brought about with the company and that the relations of labour with the management is at present strained, may I ask whether you advised the workers that while you are negotiating for getting further concessions for them they should work efficiently and well so that it may enable you to persuade the company that as they were getting better and more efficient work they should be more considerate to the workers?—We have done that.

**D-3588.** What has been the result?—The result the company itself can show.

**D-3589.** The result as far as published reports indicate is that in November, December and January before the strike the production was larger and that during November, December and January of the present cold weather the production was lower. If you compare the wage bill for those three months, you will see that it has risen by about 20 per cent. And further a new plant costing about 1½ crores to 2 crores has been installed since January 1928. In spite of all these the production in the cold weather months of 1929-30 is less than what it was in 1927-28. If labour was more efficient, how do you account for these results?—Is it suggested that labour is the only factor that counts in production?

**D-3590.** I am giving you an opportunity of telling us your version?—Representing labour, we can assure you that labour is not the only factor that has brought down the production.



**D-3591:** Labour is one of the factors?—It may be one of the factors, but it is not the only factor.

**D-3592.** Your position is that labour is one of the factors but that it is not the only factor?—We still say that labour is not the party that has been responsible for reduction in production.

**D-3593.** As you are aware, the company is giving a general bonus of Rs. 1,25,000 if the production goes up to 50,000 tons. In addition to this there are various other bonus schemes. All these indicate that for efficient work the labour can earn very much more than what it is earning now. What effort has your Federation made in inducing labour to earn more money especially when these opportunities have been given by the employers?—When furnaces go down, how can labour help? When mills break down, labour cannot be blamed. The effort of the labourer is directed towards earning as much as he can, but that depends not on the labour but on the management.

**D-3594.** I can quite understand when you say that it depends upon the efficiency of the plant, but it cannot depend upon the management, because the management after providing these bonuses does not ask the labour not to work?—At the same time the management should not feel that the labour does not desire to earn more bonuses.

**D-3595.** But how is it that during 1927-28 when the wages were 20 per cent. less than what it was in 1928-29, when the plant was smaller having regard to the present extension, and when the management was the same, the production of 40,000 tons on which 1 lakh bonus was announced was reached while it has not reached that figure except in one month all this time?—That is a question that should be put to the management rather than to the union. We can only say that the labour has not fallen on its job.

**D-3596.** If the management were to say that it is due to the indifference of labour, what would be your answer?—If the management were to say that it is due to the indifference of labour, my retort would be what has brought that spirit of indifference amongst the workmen.

**D-3597.** Let us come to the point. I ask you whether it is not your duty as President of the Federation to whom 9,000 workmen look up to tell them "I shall do my best for you but you must work and earn more money which is within your power." Have you done that?—We have done that several times, but we have had no response from the management.

**D-3598.** Your position seems to be that you want that the management should do so many things for labour according to the list you have given which is numerous?—We are not asking the Company for its immediate adoption.

**D-3599.** The management has adopted various measures already and the principal one is that its wage bill has gone up by 20 per cent?—But still it has not satisfied the workmen.

**D-3600.** It means that the position of the workmen is: "We do not care whether the company makes any money or not, but you should keep on paying us more and more till we are satisfied irrespective of the amount of production that we can give." Is that the position of the labour?—It is not right for you to feel that way.

**D-3601.** I am asking you, because, as you know, this industry is a protected industry and that but for protection the industry would have gone to the wall?—You already know my views.

**D-3602.** I know your evidence before the Tariff Board. You admitted that numerically the number of workmen employed by Tata's company was extravagant and you insisted that that number should be reduced. When on the recommendation of the Tariff Board the Tata Steel Company tried to reduce the number of workmen you led the strike against it on the cause of victimization?—You know the reason very well; it is not a new one. That has been several times brought as an accusation against me.

**D-3603.** You might have told me the reason privately, but I want you to say that in public now?—The reason why I objected to the company reducing its workmen was the mode of its reduction. In one stroke of the pen the company said that so much should be reduced. I said that shall not be. They wanted to reduce 10,000 to 15,000 straight away.

**D-3604.** Are you quite sure of the figures?—That is the ground on which I then objected. We said that we were absolutely opposed to the reduction in the way in which the company proposed to reduce. We said that the company could, if it wanted reduction, do it by the slow process of absorbing all the vacancies by not filling them up; but the company would not listen to us. When they said that they must have reduction then and there, we naturally became obstinate and said that there should be no reduction.

**D-3605.** If your position is that what the company has done is not adequate from the point of view of labour I can understand it, but at the same time I think your position should be: "Let us take what has been given; we will ask for more; but in the meantime let us show more efficiency instead of deterioration in production that has been brought about." Do you expect that a protected industry would be able to work successfully by giving the labour all they want without response from labour for efficient work?—For this cause it is not in the ranks of labour that you should look for but in the ranks of the supervising staff. I might say that the labour has given its best to increase production.

**D-3606.** Do you mean to say that the supervising staff prevent labour from giving efficient work? I want to understand the other side of the picture?—It is not a question of preventing labour from exerting its best, but it is a question whether the experience, education and knowledge of your supervising staff is adequate to ensure sufficient tonnage.

**D-3607.** I want you to explain what you mean by the supervising staff being responsible for smaller production when labour was working hard enough to get better results?—It is for you to find out from the management as to why this is being done. (Mr. Sharma): In our memorandum on staff organization we have dilated on that question.

**D-3608.** I have seen that?—Beyond that we do not want to express any views. It is for the management to give their opinion.

**D-3609.** Is it your position that the supervising staff to-day is very much inferior to what it was in 1927-28?—(Mr. Homi): By action thou shalt judge.

**D-3610.** What is your position? If you think that the supervising staff has deteriorated so enormously in two years then I can understand your view point?—Are you referring to the figures of production in 1928? Can you give more details?

**D-3611.** In October 1929 production was 42,000 tons but in November, December and January production has gone down to 36,000 tons and so on. Why was it? It was due to the fact that in November and December there were so many breakages in the duplex plant.

**D-3612.** In 1927-28 there were only two duplex furnaces whereas in 1929-30 there were three furnaces.—Obviously production ought to be larger?—But how could there be greater production if none of these furnaces were working satisfactorily all the time. I remember very well in November and December of last year there were many breakdowns in the duplex plants.

**D-3613.** If your point is that the plant was defective and that it was responsible for this reduced production I can understand it. But have you evidence to show that? Ordinarily labour is entitled to its wages and bonus. If by lack of efficient management and defective plant labour is prevented from earning its due, is it not the duty of the Federation to examine the question?—But the management would say that we are treading on delicate ground of internal management. A few days ago our General Secretary saw the General Manager of the Company in connection with the proposed reduction of staff on account of lack of orders from Government for materials and asked him whether the retrenchment would affect the low paid men only or the officers also. He was told that it was the business of the Company and not his to say how the reduction should be done. Our General Secretary pointed out that on a previous occasion several Indian hands were sent away while at the same time a European covenanted man was appointed on Rs. 2,500 as a night superintendent of the duplex plant. The General Manager was in great temper and told Mr. Sharma to mind his business. These are vital questions affecting wages and bonus and they are entirely out of our jurisdiction.

**D-3614.** Your position is this. You say that the workers have a right to work or stop work as they please and that they should not be compelled to work against their will. On the other hand you challenge

the right of the employer, once he has appointed a man, to send him out even though he may not have sufficient work for him?—No, I am not at all challenging the right of the employer to do that. Let him effect retrenchment by all means but what I want is this. Let him not do it all of a sudden and throw thousands of people out into the streets. Let him do it gradually. Let the retrenchment cover the superior staff also and not be confined to the lower establishment only. Let there be adequate notice given to the workmen who are to be sent away. We do not want to bind the employer in any way; we only want that everyone should be fairly treated.

**D-3615.** You want that the management should take the sanction of the Union in the matter of retrenching men?—No, if the methods are fair we do not want to be consulted necessarily. Suppose the management want to retrench, 1,500 to 2,000 men; they can say that such and such men will be sent a month hence and the remaining will be sent later on. Is there anything wrong in doing that? There is one advantage in consulting the union in this matter. Every time a retrenchment is made the persons who come under the axe almost all of them happen to be members of the union. Therefore there is a well founded impression that membership of the union would expose them to victimization.

**D-3616.** I do not subscribe to that view?—Anyhow the employers think that consultation with the union is beneath their dignity. If this is done a lot of misunderstanding will be avoided.

**D-3617.** *Sir Alexander Murray* : We have statistics from the Tata Iron and Steel Company which show that in 1927 they discharged 6,497 men and they had applications from 9,548 men. They actually employed 7,283 men. You say that these 6,497 should not have been removed all of a sudden but should be sent away gradually?—That is the point. I do not suppose that these 6,497 were reduced altogether. On an average about 400 to 500 people go away every month. There is a gradual process of elimination and nobody objects to that. We only object to this sudden discharge of a large number of men with a stroke of the pen as it were.

**D-3618.** *Mr. Cliff* : Did the Company approach the Union whenever they proposed to make a retrenchment in the staff?—We came on the scene only in 1928. Since we were recognized by the Company I do not think there was any drastic reduction of men. Only some temporary hands were sent away. Even there if the Company had told us that only some temporary hands were going to be sent away a lot of misapprehension might have been avoided, for the workers thought there was going to be a general reduction and were very restless.

**D-3619.** It has been suggested that the men resumed work and decided not to give the same amount of production as before in order that there might be no more reduction of staff. Is that true?—After the men resumed work in September 1928 our relations with the Company were

not all right. The Labour Federation was not recognized by the Company. Naturally we told the workmen not to work with all their heart for the company. This went on till March 1929 when we were recognized. We told the men to work hard and the advice we gave had had its effect. The General Manager told me personally that the men worked much better and that my advice had had its effect.

**D-3620.** With regard to the Golmuri Tinsplate works strike you entered into negotiations with the Company and agreed upon some terms which in your opinion was a settlement of the question. Can you explain to us what happened afterwards?—I should have to explain this matter in full, otherwise I would be giving a false impression of the part played by the several parties.

**D-3621.** My point is this. Looking through the records of the trade unions here in Jamshedpur leaders have come and gone and the men are left to do the best they can. In the strike which occurred at the Golmuri Tinsplate Company you apparently effected a settlement: the men struck and you resigned. But you continued your association with the strikers. Who decided to strike; did the committee of the union refuse to accept the terms of the settlement and call a strike? As a matter of fact it may be said that nobody accepted and nobody rejected the terms of the settlement. It was one Friday when myself the Vice-President and one of the Assistant Secretaries of the Federation saw the management and explained to them the seriousness of the situation created by certain dismissals and suspensions. The management said they would give a reply on Monday. We were satisfied with that and came out. There were about 100 to 200 men and we explained the matter to them and they were also satisfied. The next morning on Saturday I had a letter from the Vice-President who had accompanied me the previous day to the effect that I should see the management and get an assurance from them that they should collect subscriptions on behalf of the union and failing that the workers would go on strike. I refused to do any such thing. The Vice-President came to me at the court and I told him that I would have nothing to do with the union if they wanted to go back on the agreement of the night previous. On Saturday they did not work. They came to me three times on Saturday and twice on Sunday asking me somehow to go to the management and get this point settled. I said: give an opportunity to the management and let us see on Monday what they do with the persons who have been dismissed. I knew that the management were not averse to taking these men back. On Sunday night from indirect sources I came to know that the workers who went to work were prevented from going to work on account of picketing. Nobody consulted me about calling the men out. On Monday also the same thing happened. I sent a letter to the Vice-President telling him that I would not have anything to do with the strike. He kept that letter with him and left the people under the impression that Homi was with them. At meeting after meeting they were told that Homi would come and speak to them. When I did not go they were

told that I had some urgent business and that I would attend the next meeting and so on. This went on for 15 days. One day about 1,000 people came to my bungalow on the other side of the River and asked me why I was not with them. I explained to them the whole situation and they said they did not know anything about it till then. They asked me to go with them. There were 2,000 to 3,000 men to whom I explained the whole situation from the beginning to the end and said that the blame for this trouble rested on the shoulders of the Vice-President and members of the executive who were sitting on the front bench at the meeting. I told them that the strike was called against my definite advice to wait till Monday and see what the management did with the dismissed men and that I had no responsibility for the strike. On that very day I told the men to go back to work and they would have gone to work but these very men again interfered and kept them away.

**D-3622.** With regard to such settlements between the management and the union is it one man control or a committee control? When the management gave their terms we placed them before the committees composed of the very person who decided on the strike. They were parties to the settlement.

**D-3623.** I have here sent to me a copy of the issue of "The Capital" containing a letter purporting to have been written by you. Could you say whether this is written by you or not?—I have to look into the whole letter before I say anything about it. I have no idea. I shall look into it at leisure and answer any questions on it if necessary.

(The witnesses withdrew.)

**BIHAR AND ORISSA**  
**EIGHTY-SECOND MEETING**

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**JAMSHEDPUR.**

**Saturday, 22nd February 1930.**

. PRESENT :

SIR ALEXANDER MURRAY, Kt., C.B.E. (*Presiding*).

SIR VICTOR SASSOON, BART.

SIR IBRAHIM RAHIMTOOLA, Kt.,  
K.C.S.I., C.I.E.

MR. A. G. CLOW, C.I.E., I.C.S.

MR. KABIR-UD-DIN AHMED, M.L.A.

MR. S. LALL, I.C.S.

MR. A. DIBDIN.

MR. JOHN CLIFF.

MR. N. M. JOSHI, M.L.A.

MISS B. M. LE POER POWER.

LT. COL. A. J. H. RUSSELL,  
C.B.E., I.M.S. (*Medical Assessor*)

} *Joint Secretaries.*

**Mr. J. R. DAIN, C.I.E., I.C.S., Officer on Special Duty, Government of Bihar and Orissa, Revenue Department.**

**D-3624.** *Sir Alexander Murray* : You have sent us a memorandum on the labour disputes in Jamshedpur from 1920 to 1930, which has been prepared from the point of view of your own personal opinion?—Yes.

**D-3625.** I understand that you were for three years the Deputy Commissioner of Singhbhum district?—Yes. I was Deputy Commissioner of Singhbhum from the 17th October 1926 to the 27th November 1929. During that time I served six months as acting Commissioner of the Division, from the 8th April 1929 to the 5th October 1929.

**D-3626.** Will you tell us about the constitution of a Notified Area?—There is a section in the Municipal Act which is designed to provide some primitive form of administration for an overgrown village which is then called a "Notified Area". That form of administration has been applied to Jamshedpur, because the Municipal Act, as it stands, is not wholly suitable. It practically means that there is a Committee

of people nominated by the Local Government and consisting, for the most part, of members of the various Companies here who also constitute their own Board of Works.

**D-3627.** I understand that originally the Board of Works consisted of 11 members, 6 representatives of Tatas, 3 representatives of other industrial concerns and 2 representatives of the general public?—Yes.

**D-3628.** I understand that the old Board of Works no longer exists and that a new Committee has taken its place. Will you explain the constitution?—The Board of Works was constituted by the Companies working here under a formal agreement between themselves. That Board administered the money which the Companies subscribed, but it had no legal powers. In order to give the governing body of the town some form of legal power, Government constituted a "Notified Area Committee" with the same personnel as the Board of Works. There were, therefore, these two bodies side by side, the Board of Works administering the money of the Companies and the Notified Area Committee consisting of the same personnel and exercising certain legal powers. The Board of Works' agreement has expired, and the Companies have substituted another arrangement by which each Company looks after its own area.

**D-3629.** Can you tell us the present constitution of the body which has succeeded the Board of Works?—The Notified Area Committee is composed of the same personnel as the old Board of Works.

**D-3630.** The old Board of Works no longer exists in its original form?—It only expired a short time ago. Meanwhile the Notified Area Committee, consisting of the same personnel, is lasting on.

**D-3631.** Can you tell us which Companies are managing their own areas?—I do not remember the exact details of the arrangement. You can get them from the General Manager of the Company.

**D-3632.** Does the Notified Area Committee hold meetings in the same way as a Municipal Board or a District Board?—Yes.

**D-3633.** Are copies of the minutes of those meetings, and of resolutions, communicated to the Government?—Yes, they come through the Deputy Commissioner to the Local Government.

**D-3634.** What is the extent of the supervision by the Local Government over the working of the Notified Area Committee?—In point of fact the actual supervision exercised over the Notified Area Committee here is not very large. The actual municipal work is financed and carried out by the companies. As a matter of fact during the three years I was Deputy Commissioner here I used to go through all the resolutions of the Committee in order to see that they were in accordance with the law, but I never attempted to examine their accounts.

**D-3635.** Have you ever intervened on the ground that the provisions for conservancy or water-supply or health generally were inadequate?—No.



**D-3636.** Will you explain why you found it necessary to create a new Civil Subdivision?—Singhbhum is a district, but it is not a normal district because it consists of two separate areas, with a feudatory state lying between. It is divided into two Subdivisions. The Subdivision on the west is entirely aboriginal country. On the east side there is the Dhalbhum subdivision with Jamshedpur in one corner. Up till 1923 there were no subdivisions in the district. In 1923, mainly to meet the needs of Jamshedpur, a subdivision for the Dhalbhum area was created with headquarters at Jamshedpur.

**D-3637.** I see in the subdivision there is a Subdivisional Officer with two Deputy Magistrates for criminal and revenue work, and a Munsif for civil work?—Yes.

**D-3638.** You refer to the Government officer on the spot being charged with the duty of maintaining law and order. This is an area containing about 100,000 inhabitants. It has sprung up very rapidly. I noticed that there are people in it who have been born in other Provinces. Do you find it difficult, from the civil or criminal point of view, to control a population of such a heterogenous character?—It is difficult. The way we try to do it is this: our police staff, from the top to the bottom is composed of picked men. It is insufficient in numbers (and the Deputy Commissioner is now making representations for an increase), but it is a very highly efficient staff. That is the only reason why we keep the crime figures here down to the normal; that is to say our crime figures do not exceed greatly the crime figures in other parts of the Province because of the high state of efficiency of the Police force. During the strike of 1929 the crime figures went up by leaps and bounds. That had nothing to do with the strike; it was because the police were so occupied with the strike that they could not look after the ordinary criminals. If the efficiency of the police here was reduced at all, the crime figures would go up at once. We rely for control on a highly efficient police force and further on an efficient Intelligence system, which obviously I cannot go into.

**D-3639.** I notice that you say that the Commissioner and Deputy Commissioner have intervened repeatedly in differences of opinion between employers and employees. Have you any definite idea as to when a Government officer ought to intervene?—When Government officers talk about "Government" they mean the Governor in Council. There is Government proper—the Governor in Council, on the one hand and Government officers on the other. I should put the position of the Government officer in this way: his first duty is to maintain law and order, and his second duty is to give any assistance he can towards bringing about a settlement of a dispute, as long as his intervention is acceptable to both parties. If he found either party resenting his interference he would consider it wise to step out. That is the attitude we have taken so far.

**D-3640.** Do the parties to a dispute ever ask Government to intervene in connection with the question of evictions from houses?—No.

The employer knows that he has to get eviction through the ordinary civil courts here. The Railways are an exceptional case, because there is a clause in the Railway Act enabling the Magistrate to evict, and there have been cases where the Railway authorities have asked the Magistrate to evict, but here it is a matter of proceeding through the ordinary courts.

**D-3641.** Is your Subdivisional Officer an active Inspector under the Factories Act?—He is not at present. A few months ago the Chief Inspector of Factories asked me whether I would object to one of my three officers being made a Factory Inspector because our Factory inspection staff was inadequate. I replied that the officer in question had more work already than he could get through but that I was prepared to try the experiment for six months or a year. That is the position now.

**D-3642.** Do you know to what extent he has been functioning in that capacity?—No. The arrangement is too recent—

**D-3643.** *Sir Victor Sassoon:* Yesterday the Union Officials suggested that in cases where disputes were apprehended or had actually occurred, Government intervention should take place almost at once. I notice, when referring to the Tinsplate strike, you say in your memorandum that the men's leaders were definitely opposed to an enquiry, and hardly attempted to conceal their recognition of the fact that their case was not one to stand an impartial investigation?—Yes.

**D-3644.** I want to know whether you think it would be advisable or practicable or feasible that Government should interfere at a very early stage in disputes?—What I have put down in my memorandum are the reasons which weighed with me at the time when I advised Government not to intervene at Tinsplate. But there is another point of view, namely, that if we had intervened at an early stage we should have placed before the public an impartial review of the affair which would possibly have saved a lot of subsequent trouble and misunderstanding in the Council and in the Assembly and the like. I admit that there is a great deal to be said for that point of view.

**D-3645.** Let me take you one step further. You could not foresee that there was going to be all this political trouble. If it were to be laid down that every dispute would mean Government intervention, either in the form of a court of enquiry or something else, would not that be impracticable—because you might have thousands of disputes going on at the same time all over the country?—It would leave Government no discretion at all.

**D-3646.** It would mean intervention in every dispute, large or small (which would be a lengthy business) which might otherwise be settled quietly in a short time?—Yes.

**D-3647.** Therefore there is a good deal to be said for discretion being used in connection with the intervention of Government too soon in a dispute. Such intervention might not necessarily be a good thing?—I agree.

**D-3648.** You say that the cost of living has always been very high, but later on you point out that in the case of all except the ordinary unskilled workmen the pay is on a generous scale. Do you mean by that that the real wages of the unskilled workmen here will compare unfavourably with the real wages of unskilled workmen in other parts of the country, owing to the cost of living being high here?—I do not think that wages of unskilled labour here compare unfavourably with wages elsewhere. I think their wages in this place are a subsistence wage, but that having regard to the cost of living they are not above the subsistence wage. That is how it struck me during the strike.

**D-3649.** Would you say that the cost of living here is higher than it is in Calcutta?—I have no experience of Calcutta.

**D-3650.** Is anything being done by the Government to try to keep the cost of living down. You say that the reason of the cost being high is due to factors outside the Company's control?—I think it is due very largely to the isolation of the place.

**D-3651.** Does not the Company do a good deal in the direction of trying to keep down the cost of living?—It does a great deal, but the cost of living is very largely outside the Company's control.

**D-3652.** You are taking chiefly of food-stuffs?—Yes. What would bring the cost of living down would be the erection of one or two bridges over the rivers in order to allow more free movement of country produce.

**D-3653.** Whose duty is it to put bridges over rivers?—It is either the business of Government or of the local authorities.

**D-3654.** Is it the business of Government or of the local authorities?—The Government usually maintain the arterial roads of the country and the local authorities maintain the local roads.

**D-3655.** In this country it would be more or less the main road. It would really be opening up new country?—Yes, but the country on the other side of the river on the west is not in British India.

**D-3656.** If it had been, probably bridges would have been built?—It is possible.

**D-3657.** Do you consider that the surrounding agricultural districts could be encouraged to produce more than they are producing to-day, thus automatically providing a ready-made market. Do you think help in the way of manure and co-operative societies might make it unnecessary to bring food-stuffs from long distances?—A very large part of the food-stuff which is consumed here comes out of the Kolhan, the

other subdivision of this district. But I think on the whole Chota Nagpur is cultivated as far as it will stand and the measures proposed would not increase the output.

**D-3658.** I gather you feel that, in view of the amount which the Company is doing for its employees, there appears to be an undue measure of discontent?—Yes.

**D-3659.** And that that is not so much due to the general policy laid down by the Board of Directors as to the general lack of contact between the lower supervising staff and the men—the little piece of necessary machinery which does not appear to be sufficiently lubricated?—Yes, that seems to me to be so.

**D-3660.** It is not the big questions which are causing discontent; it is the little detailed questions which should be smoothed over?—That is one of the things that struck me during the strike. The company bring out here a supervising staff who are men highly skilled technically but are very ignorant of Indian conditions, languages, and so on, and they do not seem to be able to get into contact with the men.

**D-3661.** Can you give a constructive suggestion as to how the difficulty could be got over?—I think Messrs. Tata's present scheme of a welfare officer is possibly one solution.

**D-3662.** Would you have one welfare officer, or a welfare office staff?—I would have one welfare officer and let him learn by experience what is required.

**D-3663.** And his success, or lack of success, would be due to his personal qualifications for that particular post?—Yes, to a very great extent.

**D-3664.** *Mr. Ahmed:* I think this is the only place in India where so much strife has been going on for the last few years. I suppose this is due to the workers demand for a higher rate of wages than they have been receiving?—I rather doubt the premise that this is the only place in India where so much trouble has been going on for the last few years.

**D-3665.** I understood that among all the factories the Tata Iron and Steel Company had more trouble in the way of strikes than any other. All these strikes have been on account of a demand for higher wages, have they not?—Partly that, but mainly because a general adjustment of an agricultural people to industrial conditions is going on at present.

**D-3666.** Is it not a fact that the reason of the strikes always has been a demand for higher wages?—In every strike I have had to do with there has been a demand for a higher rate of wages, but it is not safe always to assume that the expressed demands are the real causes of the strike.

**D-3667.** Has there not been friction between the police and the people?—That view is entirely mistaken.

**D-3668.** There are two sides to the question?—In the strikes with which I have had anything to do, the relations between the police and the strikers have been exceptionally good. We have never had any friction.

**D-3669.** During the strikes which have happened from time to time during the last few years it has become necessary for Government, in order to keep peace and law and order, to take certain steps?—During the strikes I have had to disperse "unlawful assemblies".

**D-3670.** There have been some cases where firing has taken place?—There was one case here in 1922; no other.

**D-3671.** You remember there were many workers punished?—No, I do not remember. I can give you the exact number of cases that arose in 1928. During the whole five months strike of 1928, 58 cases arising out of the strike were instituted on reports of the police, and 29 on ordinary complaints. Of the police cases 22, involving 39 persons, ended in convictions, and in 5 cases, involving 24 persons, there was an acquittal. In many of the remaining cases information had been laid against persons unknown.

**D-3672.** In some of these cases the workers took to picketting, and committed some offences under the Indian Penal Code?—Yes. The picketting, on the whole, was orderly, but there were cases where offences were committed.

**D-3673.** Although picketting, which is allowed and which you say was orderly, workmen were prosecuted under sections 144 and 107 and 147 for rioting?—We prosecuted in one case in a place where we had forbidden picketting. The attitude I took was this: as long as the picketers were orderly we left them to their own devices, but where serious disorder occurred we closed that area to picketting. It was the most effective way of dealing with the situation, because these people realized that picketting was their most effective weapon; and the fear of having any area put out of bounds for picketting restrained them.

**D-3674.** *Sir Victor Sassoon*; Did you restrict the size of the pickets?—No it was out of the question.

**D-3675.** *Mr. Ahmed*: "Five or more persons" make an "unlawful assembly", and if there is a little rough handling it becomes a "riot" under section 147?—Technically many pickets were unlawful assemblies, but in such a situation one could not take a narrow technical view.

**D-3676.** Yesterday we heard that from 50 to 60 per cent. of the workers are indebted. What steps have the Government taken to remedy this?—Government does not take steps to remedy private indebtedness.

**D-3677.** Has the Government a co-operative society?—The Company has.

**D-3678.** In Bengal there are a number of inspectors called "Co-operative inspectors" who are deputed to the mill areas. Has not the Government of your province any of these inspectors?—The Government maintain a Registrar of Co-operative Societies and a staff of expert advisers, but, as far as I am aware, the Company have not sought to any great extent the advice of the Government Department.

**D-3679.** *Mr. Cliff.*—Your memorandum has the supreme merit of answering the questions of an enquiring mind. As far as I can see from it, the action which the Deputy Commissioner took was, in the first instance, directed to maintaining law and order, not simply by police measures but by offering his services, if requested by either party, to help towards a settlement of the dispute?—Yes.

**D-3680.** I notice that the Board of Directors of the Tata Company passed a special resolution not only regarding the preservation of law and order, but also regarding the help that had been given by the Deputy Commissioner in terminating the dispute—Yes.

*Sir Alexander Murray:* Did the workers do the same?—They did as a matter of fact.

**D-3681.** *Mr. Cliff:* Both parties expressed appreciation. The point is this. There has been considerable experience gained in Jamshedpur by the Government officers?—Yes.

**D-3682.** Have the Government any suggestions to make with regard to a policy for the future?—I am afraid they have not. Government's policy has been spelt out in their final memorandum, and it is limited to that. I am talking of Government *qua* Government.

**D-3683.** You say that the problem is one of adjusting an agricultural people to an industrial life. In this case there is an Indian Company, which must have a knowledge of the characteristics and traits of its own people, but I fail to find in the Company's memorandum any direct evidence that they have addressed themselves to what you say is the problem. I am concerned to know, therefore whether the Government have any recommendations to put to this Commission as to how that problem shall be dealt with?—I am afraid I can only repeat the same answer.

**D-3684.** I do not want to press you, but I want to see whether, in this adjustment of agricultural labour to industrial conditions, of which there is such a notable example in this place, the Government have conceived any recommendations which they can put to us?—The only action which they take at the present time is to pick their local officers. Government select their officers with a view to the peculiar conditions existing. Beyond that Government have no constructive suggestion to make, as far as I am aware.

**D-3685.** May I ask your own personal view?—I have thought out the point of a Labour Commissioner. His duty would be to maintain a Bureau of Labour Intelligence, and to act as a conciliator. There would be administrative and financial difficulties; but I will put those aside for the moment. I do not think we want in this Province a more co-ordinated and methodical study of labour matters. So far these are dealt with in different departments. There is the Department of Mines, subject to the Government of India. There is a Factory Inspector working under our Commerce Department. There is the Director of Industries under the Educational Department. If all this information could be co-ordinated and a systematic study of labour conditions made something on the lines of the Labour Bureau in Bombay, it would be valuable. We are markedly behind Bombay on this side of India in the matter of labour intelligence. It is however possible that a methodical study like that might be grafted on to the existing administration without the cost of putting a special man on duty. As for the Labour Commissioner as conciliator I have very grave doubts as to the value of a professional conciliator. I doubt whether he could do anything here which the Deputy Commissioner could not do.

**D-3686.** You have grave doubts whether a special officer would be more successful than the Deputy Commissioner?—Yes. He might have special knowledge, but he would be without the local knowledge.

**D-3687.** Would he be without it if he were resident here?—That had not occurred to me. I had thought of such an officer for the Province or for the two Provinces.

**D-3688.** *Sir Victor Sassoon*: Might he be suspected of taking sides if he were a professional conciliator?—I think he would very soon get labelled up.

**D-3689.** *Mr. Cliff*: Are you not in a very great difficulty with the constant change of Deputy Commissioners?—Deputy Commissioners in this district are kept at their posts as long as possible.

**D-3690.** Is that be cause of its peculiar labour character?—Very largely.

**D-3691.** *Sir Alexander Murray*: What do you think should be a fair average length of service?—Mr. J. E. Scott was here for nearly six years. Then Mr. Lewis did 18 months while he was on leave, and between Mr. Scott and myself Mr. Beevor filled the vacancy for a short time, and then I did three years.

**D-3692.** You consider that in a place like this, where there are special difficulties, the Deputy Commissioner, the Subdivisional Officers and the police officers should stay for how long?—I should suggest a minimum of three years if possible.

**D-3693.** *Mr. Cliff*: Apart from Government, if you were asked to give advice both to the Union and to the Companies with regard to

matters arising out of their employment, what kind of advice would you give?—I did suggest to the General Manager of Tata's during the strike the appointment of a wholetime welfare officer. He was not impressed at the time, but since then he has appointed one.

**D-3694.** *Sir Alexander Murray*: Are there two officers—an Employment Bureau Officer and a Welfare Officer?—The Welfare Officer, as far as I know, is quite independent of the Employment Bureau.

**D-3695.** You would suggest they must be kept separate?—Yes.

**D-3696.** *Mr. Cliff*: What do you suggest should be the duties of the Welfare Officer?—My idea at the time was a general liaison between the men and the superior staff through the Welfare Officer.

**D-3697.** Between individual workers, or workers collectively?—Both. I think the Welfare Officer should study the needs of the men and bring them to the notice of the management, and communicate to the men the intentions of the management.

**D-3698.** That means leading to a better understanding by the employer of the men, and to a better understanding by the men of the employer?—That was my idea at the time.

**D-3699.** *Sir Alexander Murray*: Would that take the place of the Works Committee?

*Mr. Cliff*: I did not understand that from the answer. I understood the answer was that the Welfare Officer might deal with individuals, and also deal with the men collectively in a department or over the whole. I do not think the Welfare Officer should either supersede or interfere with any of the other machinery for the settlement of disputes.

**D-3700.** *Col. Russell*: The union has stated that the Tata Company have prevented general medical practitioners from coming into the town to practise privately. Is that the case?—Certainly not. I know of no such case. The only difficulty might be in the private practitioner getting a house.

**D-3701.** In that way the Company might prevent a doctor who was desirous of setting up a private practice here from doing so?—I know of no case in which they have done that.

**D-3702.** *Miss Power*: What arrangement has the Company made to prevent the possibility of a far larger number of people flocking to Jamshedpur for work that can possibly be absorbed? I notice that when there is a strike the Company can always fill up the large number of vacancies, if they desire, from the flocks of fresh people who come. How do they regulate that in ordinary periods?—I think it is a natural regulation. These people come when there is work offering. A large number of men of the skilled and semi-skilled type work for 2 or 3 years, and then go back for a year or two to their homes. Thus there



is growing up gradually a sort of reserve of trained or semi-trained men, on whom the employer draws on these occasions. They come back when they hear that work is offering. They do not come here, when work is not offering.

**D-3703.** *Sir Victor Sassoon* : Would any part of this extra population be the trades people who have come here to satisfy the needs of the workers?—Yes, but it would not seem to account for the whole excess of the population over the number directly employed by the companies.

**D-3704.** *Miss Power* : Can you tell me anything about the company's employment bureau from your experience of it? On what principle does the firm select the people?—I have seen the employment bureau working, but I am afraid I do not know on what principle they make their selection.

**D-3705.** From the point of view of the workers is it regarded as satisfactory? We had the opinion of the Union that they regarded it as unsatisfactory. We do not know what the view of the workers is.—I think myself that the complaint of the union against the bureau is due largely to this that the Labour Federation would like to recruit for the works through the Federation so that they may recruit to the Federation at the same time as they recruit for the works.

**D-3706.** *Mr. Joshi* : Generally speaking with regard to the policy of the creation of an industrial town owned by a Company, would it not be better if Government undertook the work of developing the town with the assistance of the Company instead of leaving the whole thing entirely in the hands of the Company?—There is a great deal to be said on both sides. We have plenty of experience of municipal bodies in India and we fear that the first result of taking this place out of the hands of the Steel Company would be a very serious fall in the standard of efficiency of the municipal services. With a big town like this containing 100,000 inhabitants we cannot afford to take the risk of this.

**D-3707.** But Government might pass a Town Planning Act also at the same time and make some compulsory provisions regarding sanitation and other municipal services?—I do not think any form of municipal government will be possible which does not recognize the fact that the whole thing is the property of Tata Iron and Steel Company.

**D-3708.** It might be handed over as a loan to a statutory body?—It would cost about Rs. 13,00,000 a year to run the municipal services and provide for depreciation and sinking fund. It is financially almost out of the question.

**D-3709.** The Company is spending the money at present on the municipal services. Let us buy out the municipal services and not the whole property?—Mr. Temple the Chief Administrator of the town and myself drew up imaginary budget for Jamshedpur on the assumption

that we handed over the town to a municipality and bought out the municipal services. I have the budget here and this shows the financial difficulties of the problem.

**D-3710.** If it is possible for the Company why is it not possible for a statutory body. It is a question of cost and the people will have to pay the necessary taxes?—You cannot ask the general taxpayer to pay for Jamshedpur. The money to run Jamshedpur has got to come from this area, that is to say by taxing the people and the company. If we taxed the people then the Iron and Steel Company would have to raise their wages. However one looks at it, the money will still come from the Steel Company.

**D-3711.** Even then from the point of view of the Company there is no difference for them. They pay for the municipal services either in the shape of increase in wages or directly as at present. When the Company employs such a large number of men and becomes responsible for the civic amenities of 100,000 people it ceases to be a purely private concern. Government has necessarily to intervene as the British Government did in the case of the East India Company.

**D-3712.** *Sir Alexander Murray:* Mr. Joshi's question may be divided into two parts. He wants to know whether in 1907 when the works were started Government could not have anticipated the rise of a big town like this and created a municipality which would have functioned *pari pasu* with the rise and growth of this town?—I cannot imagine how a representative body like a municipality could have been created in advance and entrusted with the duty of spending the money of the Company on the municipal services.

**D-3713.** The second part of Mr. Joshi's question is at what stage of the development of this big industrial town during the last 20 years could Government have intervened and set up a municipal body without all the complications to which you have referred?—At no stage would the conditions of the problem have been materially different from the problem at present. Messrs. Tatas put a huge sum of money into this concern all at once and acquired an overwhelming interest in it. I do not think it would be possible for a statutory body at any time to have taken over the town unless it is a body with sufficient credit in the country to raise the money required to buy out the Iron and Steel Company.

**D-3714.** *Mr. Joshi:* I am not suggesting any independent body raising the money. The Company would be compelled to finance the scheme of that kind and the statutory body that will be created will pay interest to the Company on the money they invest. I also realize that the wages of the workers will have to be raised if they are to be taxed for financing the municipal services. But from the point of view of the company there is no difference whatever because what they pay directly for the municipal services at present they will be paying indirectly in the shape of increased wages?—The Company

would not only have to pay increased wages but also rates and taxes on their property such as machinery and buildings.

**D-3715.** On the question of general policy would it not be better if Government undertook the duty of housing and other municipal services in such a big industrial town like this?—I do not think it would be practicable for Government to undertake this.

**D-3716.** What is the difficulty? Did not Government anticipate that this was going to be a big town?—I gather that they did.

**D-3717.** Could not Government have undertaken the development of the town with the assistance of the Company and left the development of the works alone to the Company? Would there have been opposition from the Company?—There is no question of opposition from the Company. The Company would be glad to be rid of the bother of administering the affairs of the town. But it would not have been practicable to create a statutory body in anticipation of the development of the town.

**D-3718.** Did not the Government of Bihar and Orissa help the Company in acquiring lands for their works?—To this extent that they used the Land Acquisition Act.

**D-3719.** When they used the Land Acquisition Act, suppose they had told the Company that lands acquired for housing should be made available for development either by Government or by private individuals?—When the land was acquired Government entered into agreements with the Company providing for certain things for the protection of the public. There were two agreements: the first provided that certain existing roads should remain rights of way and the second agreement gave Government certain powers to require the Company to give rights of way over the property. There were no conditions of the nature suggested.

**D-3720.** Would there be any difficulty if Government now raised a loan, resumed the land under the Land Acquisition Act and handed it over to a statutory body for administration and development?—There is no doubt that it would be legally possible to create by statute a body that could raise the money, buy out the Company and run the municipal services.

**D-3721.** From the financial point of view it would make no difference to the Company as they would only have to raise the wages to the extent to which they are paying for the municipal services now?—I do not think it would make much difference financially to the Company because they find the money in one way now and they would have to find it in another way afterwards. But if this statutory body failed to carry out its duties the Company would have to step in and maintain the municipal services, and at the same time continue to pay its taxes.

**D-3722.** If it is a statutory body Government can intervene?—Government's power of interference with local bodies is strictly limited.

**D-3723.** But you pass a special Act?—We might draft a special Act containing safeguards and introduced it in the Legislative Council and the Legislative Council might remove those safeguards as amounting to undue interference with the local authorities.

**D-3724.** In your memorandum you have referred to Mr. Sawday, an employee of the Company, who in his capacity as honorary magistrate ordered firing on the workers. Here is an employee of the Company who is empowered to order firing on other employees. Has there been any change of policy on the part of Government in this respect?—We have not had any employees of the Company as honorary magistrates for many years, and it is unlikely, that Government will appoint any more honorary magistrates from among the employees of the Company.

**D-3725.** *Mr. Clow:* You are referring to the contact or lack of contact between the management and the workers. What are the ordinary steps taken by the management to come in contact with the workers? Suppose they want to announce a contemplated change of policy, how does it reach the rank and file?—It reaches for the most part through written notices which are circulated. All the announcements of the Company during the strike went out in the form of written notices in two or three languages.

**D-3726.** How many of the superior officers of the Company would be able to carry on an ordinary reasonable conversation with one of the workers?—Very few superintendents can do that.

**D-3727.** *Sir Alexander Murray:* I understand that this Company has more Indian speaking officers than most companies of the same size?—Yes

**D-3728.** *Mr. Clow:* I am talking of officers who exercise real control in the works?—I have seen very few who are capable of making themselves understood in any Indian language.

**D-3729.** Is there any general impression in the mind of labour that Government and the Assembly will stand by the Company in the matter of protection? Has that idea had any influence in inducing labour to put forward demands which they would not put forward to an ordinary unprotected employer? Do they feel that there is another supply of money available if necessary?—I should doubt whether the feeling that Government is to a certain extent behind the Company has influenced workers in putting forward their demands. But we have noticed these strikes have occurred at times when the Company have made large profits and when labour saw that money was available for increase of wages.

**D-3730.** *Mr. Cliff* put to you the idea of having a personnel officer. Do you think it would be feasible to have a personnel officer or a body

who would be able to go into personnel cases and make a pronouncement on them which the management may accept or reject? I am thinking of a body which in relation to the Company would stand in the same position as the Public Service Commission does to the Government of India?—The Public Service Commission is appointed by Government.

**D-3731.** It is appointed by Government, but it is independent of Government?—It would mean undue interference in matters of discipline, if the personnel officer was a person not in the service of the company.

**D-3732.** I am not contemplating any authority except the authority of stating their opinion?—Even so I think it would amount to too much interference.

**D-3733.** You recognize the tremendous importance which the average Indian workman attaches to getting a hearing. In 99 out of 100 cases provided he has had a chance of saying what he has got to say in his defence he is willing to accept the decision just or unjust?—Yes, that is so.

**D-3734.** Can you suggest any means of securing that for the worker?—These works committees and Board A and Board B to which reference is made in the memorandum of the Company began their work after I left this place. If they have worked as they were intended to work I think they provide a suitable machinery by which every man who has a grievance can get a hearing.

**D-3735.** But Mr. Homi stated to us the other day that in the case of dismissals, for instance, the works committee was only consulted after the man was actually dismissed when it would be obviously more difficult for the Company to reverse its decision?—It might possibly be arranged that the works committee should be consulted beforehand. It would probably be an improvement.

**D-3736.** *Sir Ibrahim Rahimtoola* : In your memorandum you say : " The effect of this notice was to force the pace. Men rejoined in fairly large numbers but to counteract this the picketing was intensified and every road in the town was filled daily with large demonstrating crowds. Instances of lawlessness and violence became more frequent and intimidation of workers in their villages became so serious that strong pickets of police, finding night patrols, had to be established in several places." That means that a large number of men were willing to work and the minority prevented them from working by intimidation and other forcible means. Is that not so?—It was not a case of a minority coercing the majority; the strikers were in a majority.

**D-3737.** You say that instances of lawlessness and violence became so frequent and intimidation in the villages and the *bustis* became so serious that strong pickets had to be posted in several places. That is to say there was one party willing to go to work and there was another party which was not willing to allow them to go to work

and adopted forcible means to achieve its object?—That is so. We put strong pickets in these villages and the *bustis* and sent out patrols of three or four men at night. That was sufficient to stop intimidation.

**D-3738.** You had special armed police on duty during the strike?—Yes.

**D-3739.** And it was with the help of this special police that you were able to give some protection to the people who wanted to work?—Yes.

**D-3740.** Is it possible for Government to provide such additional police in all industrial centres for the protection of people who are willing to work in times of strikes?—Additional police is not necessary in normal times. During abnormal times the police can be reinforced to the extent required.

**D-3741.** What was the extent of lawlessness and violence which took place during the last strike?—Apart from disorderly behaviour by crowds, there were cases of beating up individuals and there was one case of stabbing. In Sonari two or three strikers attempted to rape the wife of a worker.

**D-3742.** Have you any suggestion to make to ensure that such lawlessness and intimidation of workers will not occur?—I think the measures we took in 1928 met the case and we should do the same thing again.

**D-3743.** That means you would allow some form of lawlessness to proceed and then you would go and act. Let me draw your attention to what happened during the Golmuri strike with regard to which also you use equally strong expression. In your memorandum you say : "Picketing was intense and the Company recruited a body of *Pathans* as escorts for their workers and as counter-pickers. Moreover the Company had to provide temporary tin sheds to house their men since the strikers were in actual occupation of most of their quarters." Having regard to this fact have you any suggestion to make to prevent this kind of intimidation and lawlessness and enable willing workers to work without molestation?—We can police the place sufficiently. What we cannot help is the timidity of the people. We give them sufficient security but we cannot help it if all same people are too timid to go to work.

**D-3744.** But there is intimidation in the *bustis* and the villages?—It is difficult to stop every case of private intimidation. We can stop it to a large extent by posting pickets and sending out patrols but it is not possible to stop it altogether.

**D-3745.** Your position is that it is impossible under the present state of the law to prevent this intimidation being carried to the *bustis* and the villages?—It is possible to give a very high degree of security but it is not possible to guarantee absolutely that there will be no intimidation at all.

**D-3746.** In your memorandum you say that: "The struggle culminated on the 21st February when a party of supporters of the Federation raided and wrecked the Labour Association's Office. Mr. Homi at the mass meeting failed to condemn this outrage and in fact spoke of it as the natural outcome of the Company's policy." Did the Federation take the law into its own hands?—The Federation committed a lawless act. We prosecuted a certain number of people, I think about four. We failed to prosecute more because of the difficulty of getting identification evidence.

**D-3747.** What was the result of the prosecution?—I think they were all convicted. I cannot remember exactly.

**D-3748.** In your memorandum dealing with the Tinsplate strike you say: "It was the sudden and unforeseen ending that upset the men, and there is no doubt that from this point onward there was a party in the works who believed that a strike was a panacea for all evils and that Tinsplate too must have a union and a strike." Here is a case where men have no grievance but have gone on strike to better their conditions. Would you suggest any machinery which could come on the scene when such a state of feeling exists in the minds of the workers?—There was a state of feeling then which would have rendered any attempt at settlement useless. I can think of no machinery which could be employed to avoid a strike in such circumstances in which the Tinsplate Company were placed. There was nothing that could have been done to prevent a strike that was not done by the Company.

**D-3749.** Then industry is completely at the mercy of the men who would go on strike in spite of the fact that the management, as you have stated in your memorandum, might go to extravagant and almost fantastic lengths in an endeavour to conciliate the men. You think there is no remedy to meet the situation?—In a case like this we have to allow the workers to suffer the consequences of their own foolish action. They will gain experience.

**D-3750.** Would not the experience be gained at a heavy cost to the industry as well as to the workers?—It is true that in the case of the tinsplate strike they bought their experience very dearly, but I cannot think of any machinery which could have been devised which would have prevented the tinsplate strike. It was a case of strike fever, not a rational act on the part of the men.

**D-3751.** *Sir Alexander Murray:* In your memorandum you discuss the case for and against Government intervention in a trade dispute and say that Government should intervene if there was an element of chance that the two parties would come to a friendly settlement. Section 3 of the Trade Disputes Act says that provided the two parties to a dispute agree Government may refer the question to a Court of Enquiry or a Board of Conciliation. Here is a case where both the parties to the dispute do not agree to Government intervention. In such a case what is your view as to the relative

merits of a Court of Enquiry or a Board of Conciliation?—In such a case it would probably be most convenient to have a Court of Enquiry which may clear the issues and leave the ground open for subsequent conciliation. As far as my experience of strikes goes the issues are never sufficiently clear to be placed at once before a Conciliation Board.

**D-3752. Sir Victor Sassoon :** I am not going to take you into the past; I am going to take you into the present. At the present time I am told that it is not possible for an employee who is not a member of the particular Union called the Labour Federation to go out at nights without being molested. I do not know whether it is exaggerated. We have here a statement from a member of the Federation who calls himself a member of the managing committee of the Federation. He says :

“ So far as Jamshedpur is concerned the labour movement has come to such a stage.....that the workers have to choose between “ *goondalism* ” and subserviency. Free expression of individual opinion and community of thought have been rendered almost impossible. Convictions have come to be driven home through the knob of the *lathi* or the point of the knife, through broken heads and shattered limbs.”

Allowing for exaggeration and colouring, if there is any basis for this statement have you not got the seeds of very serious trouble in the near future?—The labour leaders throughout the strike of 1928, whatever may be the merits of the dispute, showed a strong sense of responsibility and moderation in their methods. Recently for the last few months there has been a growing indiscipline and lawlessness amongst this class and I think that undoubtedly a very dangerous situation is developing and must be checked.

**D-3753.** How do you suggest that an influence of this kind which is not legitimate can be checked. If it is not checked I am afraid it will lead to very serious disturbances?—At present I am no longer the Deputy Commissioner here. The Deputy Commissioner and the Police are fully alive to the situation and they are taking steps to meet the danger.

**D-3754. Mr. Cliff :** That is to maintain order amongst the citizens of Jamshedpur?—Yes, it has nothing to do with the merits of labour disputes.

**D-3755. Sir Victor Sassoon :** Arising out of the questions put by Mr. Joshi, suppose the Government takes over a Railway Company it is paid for out of the funds of the State, the funds of all India?—Yes.

**D-3756.** It may be credit, but it is the credit of the whole of India?—Yes.

**D-3757.** Therefore if the Government of India took over this town the money would have to come out of the general taxpayer of India as a whole?—Yes.



**D-3758.** But it does appear to me there is a point in Mr. Joshi's suggestion. You are dealing with a very large community like this. He probably feels that the citizens would not have sufficient freedom if the town was entirely run by the Company. Would it be possible, not necessarily by statutory authority but by arrangement with the Board, to have on this Committee that is running the town one or two representatives of Government who would bring in an outside influence as it were and who would assure the public that that body was not acting in any way inimical to the interests of the community as a whole?—I see no great difficulty and it would be a good thing if it was done.

**D-3759.** *Mr. Ahmed :* With regard to recruitment are not any number of unskilled workers available except during strike times?—Outside the cultivation seasons it is possible to get any number of unskilled workers. They may not all be available at Jamshedpur, but directly the work was offering the men would come from outside.

**D-3760.** What will be the cost of living here of a family consisting of a man with his wife and two children?—That depends of course on the standard of life of the people. We have not as full information as we ought to have about the actual cost of living.

**D-3761.** Have you any idea of the extent of indebtedness of the workers here? Will it be that 50 to 80 per cent. of them are indebted?—I do not know. I have no idea of the exact extent of indebtedness.

**D-3762.** *Mr. Cliff :* Can you supply us with a copy of the agreement between the Government and the Tata Company, when they first came, with regard to the purchase of land?—Yes; it is a public document published in the Gazette.

**D-3763.** *Sir Alexander Murray :* There are two agreements. Will you send a copy of each of these agreements?—Yes.

**D-3764.** *Mr. Cliff :* Will you also supply us with a copy of the agreement for the board of works about which you referred a moment ago?—Yes. There are the two land acquisition agreement made with Government and the private agreement between the companies themselves.

**D-3765.** You can send us a copy of each of these agreements?—Yes.

**D-3766.** As I understand it, the Government recognized that there was a problem in the year 1919. Was that about two years after the works started?—In 1907 they started building the works here.

**D-3767.** There was a problem recognized in 1919 and the report of the committee was not given effect to partly for financial reasons. You have reached another stage in this development. Have the Government any policy at the moment with regard to the municipal government at Jamshedpur?—The question has been raised again within the last year or two; it has been raised, as a matter of fact, by

the Company. My position has been that I have asked to have the thing put off until labour is more settled. I did not want this question of municipal government being ventilated while labour unrest was going on.

**D-3768.** May I know whether tentative negotiations with regard to taking over the services have taken place?—There have been informal discussions, but I can hardly say that they have gone so far as actual negotiations for taking over the services.

**D-3769.** Is it that there is any difference of opinion in principle, or is it a question of terms?—It is really a question of the financial difficulties of the problem; it is not a question of difference of opinion as regards the principle.

**D-3770.** So it is really a question of the difficulty of financing any proposal?—It is the difficulty of financing any proposal coupled with the fact that the existing municipal law is not applicable, and to create a representative body we need a special Act which would have to go through the Legislative Council.

**D-3771.** You answered Sir Victor Sassoon after consulting the Deputy Commissioner. I take it that it is not your position or the position of the Government that all that needs to be done at Jamshedpur has been done, but there is much more to be done than that?—That is so.

(The witness withdrew.)

**Mr. J. C. K. PETERSON, Mr. C. A. ALEXANDER, representing the Tata Iron and Steel Company, Ltd.**

**D-3772.** *Sir Alexander Murray:* What experience have you gentlemen had?—(Mr. Peterson) I have been a Director of the Agents firm since 1919 and was in the Indian Civil Service from 1899 to 1919. In Government service as Controller of Munitions, Bengal. I had some acquaintance with the Steel Company. (Mr. Alexander) I have had 26 years' practical experience. I rose to Works Manager before leaving America; I came out here as Works Manager, or General Superintendent as it is called; I have been General Manager for the last five years.

**D-3773.** Will you let us know the number of unskilled, semi-skilled, skilled and supervisory workers excluding clerks, the number of women employed by you directly, the number of contractors women, and what they are employed on; the number of additional labour for which Tatas are responsible dividing the number between contractors and those directly employed?—Yes, we will supply you figures.

**D-3774.** How many men are on duty in the Employment Bureau?—One Superintendent and 2 or 3-clerks.

**D-3775.** Do you think one officer is able efficiently to handle the recruitment of the large numbers of labour for the different shops?—At

times the head clerk acts for him but he ultimately passes every man personally.

**D-3776.** The labour has to be card-indexed?—He does not do that, although he is responsible for it; the office staff take care of all the card indexing.

**D-3777.** It would appear that in three or four years practically the whole of your labour is turned-over?—No, because it is only a certain part of the labour which moves about.

**D-3778.** But that part in one year comes to as much as 36 per cent. of your total labour force. Have you ever looked at the matter from this point of view that one officer, however able he may be, cannot efficiently handle a turn-over of that description?—No, I cannot say I have. He has seen these men so often that he very often goes out and knows the man he wants. He talks to a large number of them daily. Old employees returning do not have to be interviewed and a large percentage of them are old employees re-engaged.

**D-3779.** Is an enquiry made into discharges?—No man can now be discharged without the sanction of the General Superintendent, and foremen and members of the higher staff must go before the General Manager before they are dismissed. A foreman can suspend a man but cannot discharge him; the discharge rests with the General Superintendent after he has heard all the facts of the case. We have introduced this system during the past 12 to 18 months. If a man takes leave and nothing is heard of him for 30 days he is automatically taken off the books. In that way many men leave our employment without being discharged.

**D-3780.** Do you make a distinction between discharges and dismissals, such as there is on the Railways?—No.

**D-3781.** Will you let us have a chart showing the personnel of your organization, both administrative and departmental, showing the numbers of the different officers going down to heads of sections, so that we can have before us a picture of the organization?—Yes.

**D-3782.** Will you give us a statement for the last five years of the number of your covenanted imported employees?—Yes, our maximum was 229 in 1924; to-day we have 126.

**D-3783.** I see you have departmental workmen's committees, a departmental welfare committee, a labour advisory board, a conciliation committee, and now you have works committees; could you give us the history of these different committees and tell us why they failed?—Yes.

**D-3784.** Will you give us a statement as to people employed under your contractors, how many are men and how many women and what are their hours and wages?—Yes. They work the regular factory hours, 9 or 8 hours a day shift work. They do excavation on a measurement basis and loading and unloading of raw materials is done by tonnage.

**D-3785.** You pay the contractor in that way?—Yes.

**D-3786.** How does he pay his employees?—They are all paid a daily rate; the men will make from annas 9 to annas 11 a day, while the women will make from annas 8 to annas 10, an anna less than the men.

**D-3787.** Then it appears that your contractors pay their women rather better than you pay your women?—They do. They do it by giving them a contract; we used to do the same thing. If there are a certain number of wagons of material to be loaded or unloaded they will put a certain number of people on a wagon. If they finish the job in 6 hours they get their day's wages and go home.

**D-3788.** How many employees have you had to evict from the houses through the Courts and how long did it take you to evict them?—I will give those figures.

**D-3789.** With regard to welfare, what is your annual expenditure on the administration of the town?—(Mr. Peterson) There is a revenue derived from the town; the balance of expenditure of the Steel Company would be about 5 lakhs a year. We get rent for our own quarters. I will send you the town budget.

**D-3790.** What is the total amount of your expenditure under the head of Welfare activities?—That will be in the budget. In addition we have a great deal of expenditure for hospitals, medical provision and provision of amenities to the workmen, water and so on.

**D-3791.** Will you let us have copies of the accounts and constitution of one or two co-operative credit societies?—Yes.

**D-3792.** Is it customary for one man to be in four or five credit societies?—I should think it is very unusual.

**D-3793.** Will you supply us with a statement as to how many men there are in more than one co-operative credit society and will you give us the reasons why?—Yes. The reason is because they want to borrow money. It is not a matter for us; it is a matter for the society. We have nothing to do with the credit societies.

**D-3794.** Do you not advance that money?—No, these are all Government co-operative credit societies.

**D-3795.** You say the Steel Company encourages the growth of co-operative societies. How do you do that?—Our people do the clerical work; we keep the accounts for them and deduct the subscription for them.

**D-3796.** Will you let us have a copy of the accounts of the Provident Fund?—Yes.

**D-3797.** What is the position with regard to the pension scheme which is being considered?—Until we are satisfied we have worked out a reasonable scheme and can estimate what the financial burden on the

Company is going to be we prefer to deal with individual cases.—No question of a pension will arise for another 5 or 7 years because the works have not been in existence long enough. Very few of our employees have put in 15 years' service. We have not yet decided the number of years that should qualify for pension. If we make it 25 years it will probably be 10 years before any one will qualify.

**D-3798.** You say that bonus has been granted to all employees drawing less than Rs. 15 a month. Will you tell us how many employees there are drawing less than Rs. 15 a month and how many drawing less than Rs. 20 a month?—Yes.

**D-3799.** Will you supply us with information as to the extent to which use has been made of the provisions of exemptions of hours of work?—Yes.

**D-3800.** Will you give us details as to the wages paid to particular types of workers in different places?—You cannot compare the wages paid here with wages paid anywhere else, because the same industry does not exist anywhere else. We will give you a list of the entire rates of pay throughout the plant.

**D-3801.** *Sir Victor Sassoon:* Will you give the average amounts earned under the rates?—No.

*Sir Victor Sassoon:* Then you will have to give us more or less average earnings of each class.

**D-3802.** *Sir Alexander Murray:* What now takes the place of fining which you have abolished?—(Mr. Alexander): Suspension.

**D-3803.** You do not put a man back a grade?—No, that is very seldom done. I started abolishing fines several years ago and now we have practically eliminated them.

**D-3804.** Have you thought of any system of giving marks and taking away marks?—No.

**D-3805.** *Sir Victor Sassoon:* Is the system of suspension as satisfactory as the system of fines?—Yes, more so because the men do not object to it so much.

**D-3806.** But do they improve?—No, the causes are still there, but I felt that if a man had earned his wage we had no right to take it away from him. That is the reason I stopped it.

**D-3807.** *Sir Alexander Murray:* What is the extent of your unclaimed wages?—(Mr. Peterson) we will give you the figures.

**D-3808.** Can you let us have a copy of the workmen's pension fund showing what payments you make?—We have no fund at present. We can give you the individual payments for each year.

**D-3809.** And the credits to that fund, showing what have been your back wages unclaimed?—Yes, we can show you that; it is not a great amount.

**D-3810.** Will you let us have a copy of the statement you gave to the Government of Bihar and Orissa showing how the efficiency of the workers has improved since 1923-24?—Yes. This must have been one of the statements submitted to the Tariff Board and will be in the Tariff Board's report.

**D-3811.** *Sir Victor Sassoon:* Will you also let us have the percentage of men compared to the number of men who would be used for the same work under similar conditions in the West?—We cannot do that department by department; we can do it for the works as a whole. The tonnage has increased with practically the same number of men so that the number of tons per man is a little higher. The proportion of men we employ as compared with the employees for similar works in a Western country is 5 to 1.

**D-3812.** *Sir Alexander Murray:* The Tinsplate Company give the proportion as 3 to 1?—If we take one department it would be less than 5 to 1, but in large works it is 5 to 1.

**D-3813.** How have your wages per man risen in recent years?—It is hard to give that unless we take it over the works as a whole. In the case of an individual man it is confused by promotions. This statement will show you what the increase in wages has been (handing in a statement). It has increased by Rs. 10 to Rs. 11 per head.

**D-3814.** This is affected by improved plant being put in?—The actual wages will not be affected.

**D-3815.** When you say 50 per cent. of the employees are members of the two trade unions, how do you get that figure?—That is the number from whose wages we deduct subscriptions.

**D-3816.** Will you give us the number of members in each union?—Yes.

**D-3817.** You had recourse to civil law in connection with trade disputes?—(Mr. Peterson): We brought a suit and applied for injunction, but it was subsequently settled.

**D-3818.** *Mr. Clow:* Did you get a temporary injunction?—Yes.

**D-3819.** *Sir Victor Sassoon:* It came out yesterday in evidence that the output from October to January in 1929-30 was lower than the output in the corresponding months of 1928-29, in spite of the fact that you had put in more modern plant; is that so?—(Mr. Alexander): Yes.

**D-3820.** One of the defences was that that plant was not in a fit condition to work properly and that you had accidents with it; is that also true?—Yes.

**D-3821.** Then you must make a reduction in respect of the months when it was not working properly?—That would be largely hypothetical; the new plant has not yet reached its proper efficiency.

**D-3822.** Could you give us some rough idea as to what percentage of the difference in production was due to matters outside the power of the workmen?—I could not give you those figures off-hand.

**D-3823.** Would you say that your Employment Bureau was a success or not?—It depends on what standard you adopt. I consider it is more successful than the old system.

**D-3824.** Do the objections to the Employment Bureau come from the labour or from foremen to whom this labour was supplied?—Yes, the foremen do not like it because they used to employ the men.

**D-3825.** What has happened with regard to the labour?—I think they are better off.

**D-3826.** Would you say a man would be better off if he was put under a foreman who did not like him?—If the foreman does not like him he very likely goes back to the Employment Bureau and is not put on.

**D-3827.** What steps have you taken to see that the foreman is not allowed to have his own way?—Whenever we catch him doing things that he should not do he is brought to task about it.

**D-3828.** If a foreman is allowed to send men back until he gets the man he may privately wish to engage, your Employment Bureau is not going to remove the grievances of the men?—No, I do not say it has; it is not perfect by any means. If we get complaints we investigate them.

**D-3829.** If a foreman is found to be turning back a larger percentage of men than you would normally expect, how do you deal with him?—He would be taken to task about it.

**D-3830.** We have been told that the *bustis* are very badly treated as regards the supply of water; do you agree with that statement?—Yes. We are trying to improve things as money is available to do it by laying additional mains and increasing the size of the water-works; we are doing that to-day.

**D-3831.** You appear to have a supply equal to 40 gallons per head?—Yes; a lot of it is wasted. If it were not wasted we should have ample for everybody. I should like to see everybody have more water but it is a question of finance.

**D-3832.** You feel that it is your duty to supply water to these *bustis*?—Certainly.

**D-3833.** Do you help any co-operative credit society by making a loan to it?—No.

**D-3834.** Are the sports held among the better class of your workmen?—They are open to everybody, but the coolies do not come forward. Football is the most general sport.

**D-3835.** What is the lowest class of worker that takes advantage of the facilities given?—The *khalasi* type.

**D-3836.** Have you crèches in your works?—Yes. We do not call them crèches. We have one rest house at the coke oven; that is all.

**D-3837.** You have no crèches where women can leave their children?—Only this place.

**D-3838.** Do you propose to institute crèches?—Yes.

**D-3839.** They are not very expensive and it would not take very long to set them up?—No. We have investigated the matter and there are certain practical difficulties. The works are so large and the women do not want to leave their babies at the gate and go half a mile to their work.

**D-3840.** Could you have a number of small crèches inside your gates?—We are trying to find out where the largest number of women are and set up two or three at such a place in the near future.

**D-3841.** Where they would be in a position to come out and have a look at their children?—Yes.

**D-3842.** You consider it advisable to have minimum wage legislation?—Yes.

**D-3843.** Would you say that every industry should have a minimum wage fixed according to its capacity to pay?—Yes, that is my personal opinion; I should like to see a minimum wage and a good living wage for even the coolies, much higher than it is now. What prevents us paying a higher wage is lack of profits.

**D-3844.** Would you say that the minimum wage should be laid down according to the profits of a particular firm?—I personally would like to see a higher wage paid, but in return for that we should have to get more work; the outturn per man must be greater; the ratio of 5 to 1 of which I have spoken would have to be decreased. We cannot give more wages unless we get more work.

**D-3845.** Would you expect the Government to decide what the minimum wage should be in your works and in engineering works in other places?—Thorough investigation will be necessary.

**D-3846.** Would it be based on capacity to pay?—Yes, and ability to increase their efficiency.

**D-3847.** A multitude of Boards all round the country would be needed?—Yes; I should think it would be a very difficult thing for this country.

**D-3848.** Do you look on it as a practical proposition by statutory enactment?—I could not say.

**D-3849.** Are these views your personal views?—Yes.



**D-3850.** What are the views of the Company?—I do not know.

**D-3851.** *Mr. Ahmed* : I understand you are in favour of a living wage being paid by all industries?—Yes, I agree with that.

**D-3852.** *Sir Victor Sassoon* : Is that the firm's view?—Yes.

**D-3853.** *Mr. Ahmed* : You tell us that the Jamshedpur Labour Association has a strength which is equal to 50 per cent. of the working population here?—No, that includes the Federation and the Association.

**D-3854.** What number would that 50 per cent. represent?—About 13,000. We have 26,000 employees.

**D-3855.** The Federation told us they had 12,000 members?—I do not know what number of members they claim; we only know the numbers from whose wages we deduct the subscription.

**D-3856.** What has happened to the Jamshedpur Labour Association?—It is still in existence.

**D-3857.** With regard to number of members which is the larger union?—In numbers the Federation is larger.

**D-3858.** How long has it been larger?—Several months now.

**D-3859.** You say that until labour as a whole is literate it will not be possible to establish a Public Employment Agency, maintained by the Government. What difficulty will there be? You will be supplied with your labour without any trouble or restriction and you will pay the fixed rates?—I think we have said that we do not consider we need it.

**D-3860.** What does it matter to you if you get your work done?—If we get equally good men it does not make any difference to us.

**D-3861.** Do you appreciate that it is impossible for a worker to support himself, his wife and two children on As. 11 to As. 14 per day?—It certainly prevents the raising of the standard of living; I agree with that.

**D-3862.** I suppose you agree that it is necessary that a man working in your industry should be given sufficient to live on?—Certainly.

**D-3863.** *Mr. Cliff* : You have stated in your memorandum that you prefer to give verbal evidence in relation to certain questions?—Yes, that is because it would have been such a long story.

**D-3864.** We have had a good deal of evidence that the Indian worker is conservative in his habits and prejudices. I understand this Company is an Indian Company?—Yes.

**D-3865.** What amount of money has been spent by your Company in seeking to obtain a better understanding of your work-people?—Do you mean specifically or with regard to welfare questions?

**D-3866.** I am leaving on one side housing, and medical facilities, and am referring to any matters arising out of the worker's daily employment. What amount of money has your Company spent in seeking to obtain an understanding of the workers' point of view?—I am afraid I do not fully understand the question. The Company pays good wages. It endeavours to provide the workmen with a reasonable house and reasonable living facilities.

**D-3867.** It appears that the advent of your Company in this district has created a problem for statesmen?—Yes, I think it has. This Company has not suddenly sprung into existence. It has been in existence since 1907. A great number of the men who came originally have been trained gradually and have been promoted. Men who when they came here originally were paid Re. 1 a day are now receiving Rs. 600 to Rs. 700 a month. The men who were at first employed constituted a small nucleus; they were trained by men coming out from other countries and have in turn trained others. The town has gradually been built up and facilities have been increased. Men have been sent abroad to be trained and have come back to teach their own people. It is a growing organism. It is not a matter of setting aside a definite sum of money to be spent on a particular purpose. For instance, the lay-out of the town was done in the most elaborate fashion about 1917.

**D-3868.** I am considering the man at his work in the works?—The man in the works is trained by foremen and superintendents, by the people responsible for getting the results.

**D-3869.** When the strike occurred in 1920, were the Company able to appreciate the men's point of view?—That is one of our great difficulties.

**D-3870.** At that time there had been an obvious increase in the cost of living; what steps was your Company taking to understand the position of the men?—I do not know what was done in 1920 because I was not here, but at present we keep an elaborate range of statistics which is watched carefully in relation to wages, the cost of living and all that kind of thing. If we thought wages were too low we should raise them; at present we think they are too high.

**D-3871.** I take it that those statistics have been obtained since you had this trouble?—Those statistics were prepared in the most elaborate form and were submitted to a most elaborate enquiry by the Tariff Board for a period of 4 to 5 years; they have been published. The new plant has really only existed since 1923 or 1924. In 1920 there was the old plant which was a very small affair.

**D-3872.** What machinery has been evolved to afford on the one hand to the Company an opportunity of considering the point of view of the men and, on the other hand, to the work-people an opportunity of collectively making representations to their employers on matters arising out of their employment?—We have been one of the first Companies and one of the first organizations in India I think to

encourage, as far as we possibly could, the organization of the workmen, but our difficulty has always been that we cannot obtain what you might describe as a stable trade union really representing the workmen. The trade unions are perpetually changing : a union will form and then it will split. A leader appears and then in a few months he disappears. A settlement is made but it is no sooner made than it is rejected and the leader is thrown over. That has always been our difficulty. We are always prepared to recognize any body of workmen who come before us represented by any particular person.

**D-3873.** There appears to have been very considerable difficulty in getting your Company to recognize people who are capable of speaking on behalf of the work-people?—Will you mention a case?

**D-3874.** The Labour Association sent a list of demands to your Company in 1924, but apparently your Company were not prepared to recognize the Association?—That was so at the time.

**D-3875.** As far as I understand it was the first attempt on the part of your employees to combine?—Yes.

**D-3876.** Why did your Company refuse to recognize that trade union?—Because the President, the Secretary and all the office bearers were not workmen. At that time the Company made it a condition that it was prepared to recognize any combinations of its labourers provided they were its labourers.

**D-3877.** Was it a condition of recognition of any combination of your work-people that they should not have aid from outsiders?—That their principal officers should not be outsiders. That was the opinion of the Company at the time. That was before these Acts were brought in. It was the prevailing opinion in India at the time. It was not a question of their having aid from outside; it was a question of their principal officers and the whole of the executive being outsiders.

**D-3878.** We have been told in a document which has been presented to us that an outsider's view was that it appeared that what the Company actually wanted was a labour association which would practically surrender the right to strike and would be controlled by the management?—I do not know who made that statement, and unless you can tell me who it is I can hardly challenge it.

**D-3879.** Is it correct?—Certainly not. We have always desired to have a really strong trade union which can control the labour but we have never been able to secure one.

**D-3880.** That is the opinion of a competent observer who was here?—You must be the judge of his competence; as I do not know who he is I cannot say.

**D-3881.** In that year when you were dealing with the strike I see the Company wrote to the Deputy Commissioner that they proposed to issue a notice forbidding the holding of public meetings on all its land, except a portion at the south of the town, and it says " But

we are withholding the notice until the 18th instant in order to give Government officers an opportunity to make such dispositions as they deem necessary to deal with any breach of the peace that might arise in consequence." That letter is dated 1922. Do you defend the attitude that you will not allow meetings to be held in this town?—We have not said that we prohibit public meetings in this town; in fact we have set aside an open space for that purpose. Without a copy of the letter it is very difficult for me to answer the question.

**D-3382.** *Sir Alexander Murray* : Is it or is it not the case that in 1922 the Tata Iron and Steel Company said to a local officer of the Government that they were not prepared to allow meetings to be held at a particular place?—I think very possibly. It depends on the place. They were in the habit of holding public meetings anywhere. They hold meetings almost every night on the Maidan; we make no objection; we have never made any objection. But if they think they are entitled to hold a public meeting on any piece of our land we should object.

**D-3383.** *Mr. Cliff* : I am concerned with what the Company wrote to a Government officer?—Is the letter signed by the Company?

**D-3384.** The General Manager wrote to the Deputy Commissioner, and Mr. Lewis, who was the Commissioner, at once went to see the General Manager. I suppose you have a record of that letter on your files and if you prefer to make an observation in writing that will satisfy me.

*Sir Alexander Murray* : You had better do that.

**D-3385.** *Mr. Cliff* : During the last strike with whom were your Company prepared to negotiate, as representatives of the men?—The recognized union, namely the Labour Association which was the only existing labour union when the strike broke out. The other labour union was not formed until a month or six weeks after the strike, and it was not registered for 3 or 4 months after the strike.

**D-3386.** What led you to change your policy and recognize the Labour Federation?—The registration under the Act.

**D-3387.** Then does your Company deem it right to negotiate a settlement with a new President of the old Association just appointed? I find from the record that a certain gentleman came here, got himself appointed as President of an Association, and you negotiated with him?—Our difficulty is : what can we do? We agree to recognize a union. If it represents to us that it has elected a new President we must deal with that President. If another body is formed and gets itself registered under the Act we must deal with that new body.

**D-3388.** Within a period of a few months you started dealing with another body?—We cannot refuse to recognize a body which is registered by Government.

**D-3889.** That seems to be the common view of the law, but we cannot find that in the Act?—It is not the law that a trade union must register, but the position practically comes to this that if a body is registered and recognized by Government as a registered union it is practically impossible for the employer to refuse to recognize it; if he does he puts himself out of court at once in any enquiry by Government.

**D-3890.** Then your attitude is that if an organization is registered under the Trade Union Act you are prepared to recognize it?—I will recognize any registered trade union; if 20 unions were registered I would recognize 20.

**D-3891.** *Miss Power*: Under your Maternity scheme it is necessary that women should be examined by a doctor. Is there a woman doctor?—(Mr. Alexander): Yes.

**D-3892.** Then they are not required to go to a man doctor?—No.

**D-3893.** You say the medical facilities are utilized by women in increasing numbers. When you speak of "women", I suppose you really mean "visits"?—Visits; these are the hospital cases.

**D-3894.** Is there only one woman doctor to whom these people can go?—Yes, there is just one at the hospital.

**D-3895.** Do you propose to employ any more women doctors?—Yes, we will as time goes on and we can afford it. I should like to see the hospital staff materially increased.

**D-3896.** Do you feel there is a specific need for more women doctors?—Yes.

**D-3897.** You propose to inaugurate crèches at different places; do you intend them merely for nursing children or are they intended also for what may be called the toddlers?—I do not know whether we could have courtyards around the crèches or not to prevent children getting into dangerous places; we were only thinking of children in arms.

**D-3898.** The woman in charge of the rest house told me this morning that until this new rule prohibiting children from coming inside the gate was made she used to look after about 70 children, most of these children who had reached the walking stage, but that now such children are turned back at the gate?—We have done that since the passing of the Factory Act.

**D-3899.** Do you not think there is room for a nursery school for these children?—Yes, I think so.

**D-3900.** Would that be a very expensive proposition?—Not in itself, but the difficulty is that there are so many of these little things.

**D-3901.** In a nursery school of that kind there is not the same difficulty as with regard to a crèche where a woman if she is nursing

a child has to visit it at repeated intervals?—Quite; I would like to do a lot more on these lines than we are doing.

**D-3902.** You say that the employment of women in the Steel Factory is undesirable, and you desire to eliminate them?—That has been my desire for several years, but I have not been able to accomplish it.

**D-3903.** Are you referring merely to the women within the works and not to the coolie labour carrying coke outside the works?—I am referring to that also; I would like to see not a woman inside the works or works compound.

**D-3904.** What is your attitude towards women employed by contractors?—I would like to get rid of them too. But it is impossible until coolies will carry baskets on their heads as the women do.

**D-3905.** I take it this is merely a personal expression of opinion and not something which can be regarded as practical politics?—Yes.

**D-3906.** Is there any reason why the women employed by the contractors should be paid higher rates than those women employed by the Company?—That is because they do it on piece-work; the contractors get more work out of their labour and can therefore afford to pay them more.

**D-3907.** To-day we saw 2 women pushing trucks of coal; they were employed by the contractors. We tested the work and found it was extremely heavy work for two women to do?—That is contractors' labour.

**D-3908.** Do you exercise any supervision over the work that the contractors require their labour to do?—No, except that we insist that they comply with the Factories Act and we try to see that they treat their employees fairly.

**D-3909.** Otherwise you do not concern yourself with whether or not these women are employed on work which is too heavy for them?—No.

**D-3910.** What percentage of the children of school-going age of the workshop people actually attend any school of the Company?—I could not tell you but I can get you statistics.

**D-3911.** Will you give us statistics differentiating between the children of the clerical, the skilled, semi-skilled and unskilled workers?—Yes, we could take a census of the schools.

**D-3912.** There appears to be very little facility for adult education in Jamshedpur. Is there any demand for it among the workers?—Yes, and it is growing; the older the place gets the more demand there will be.

**D-3913.** Who provides such facilities as exist for night schools?—The Steel Company and Government.

**D-3914.** How many such schools have you?—They are all listed in our memorandum.

**D-3915.** Are those night schools for adults?—Yes.

**D-3916.** How long has the policy existed of superseding fining by suspension?—I started it about five years ago.

**D-3917.** For how long are people suspended?—They are supposed to be suspended according to the gravity of the offence. Sometimes they are suspended for different lengths of time for the same offence; that is one of the practical difficulties; one foreman will suspend a man for a longer period than another foreman would suspend for the same offence.

**D-3918.** You have no rules which the foremen have to abide by?—No, but we are trying to get them.

**D-3919.** We have had a great deal of evidence which implies that the workers very much prefer fines to suspensions. Do your workmen prefer suspension to fining?—I really could not say.

**D-3920.** They do not regard suspension as being more arbitrary than fining?—I could not say.

**D-3921.** You did not consult them when you made the change?—No; I thought fining was not right and I stopped it.

**D-3922.** Have you attempted to educate the workers with regard to the practice of overstaying leave?—We have been trying to make conditions better ever since the plant started, but it is a very slow process.

**D-3923.** Do they properly understand this question of losing what the Union calls "accrued privileges"?—I do not think they understand it, and sometimes I think our foremen do not endeavour to explain it to them; the fault is on both sides. I think on their side it is largely due to illiteracy, and on our side I blame our foremen in many cases for not properly explaining things to the workmen.

**D-3924.** What is the attitude of the other Unions which you have recognized towards Shop Committees?—We have not had any expression of opinion from them.

**D-3925.** What percentage of the cases with which those Shop Committees deal come up to these higher committees of which you speak?—We can give you the figures; we can take every case that has been dealt with by the Shop Committees and give you a report. From my personal knowledge I should say from 20 to 30 per cent. of the cases brought before the Shop Committees are rejected by the Shop

Committees themselves. These Shop Committees are a relatively new thing; we started them three to four months before we recognized the Labour Federation. We were dealing with them at the time they were more energetic than the other body and we agreed to let them nominate four members.

**D-3926.** *Sir Alexander Murray*: Could you analyse for us the types of complaints that have been submitted?—Yes.

**D-3927.** *Miss Power*: Has the system of educating foremen to which you refer grown up since the 1928 strike?—We are trying to get a better grade of foremen and make them understand their responsibilities.

**D-3928.** Have you given them any definite form of education?—No we have not started that. There are no schools or anything of that kind.

**D-3929.** Do you consider a scheme would be possible such as they have at Bournville and some of the bigger works in America of systematically training foremen in the handling of the staff?—For the last 6 months we have been getting information on the subject; when we shall make a start I cannot say. I know it has had results in some of the factories in America.

**D-3930.** What do you propose to do if you find that far more labour comes into Jamshedpur than can be absorbed by you in the ordinary way?—When the supply of labour exceeds the demand the position is the same here as in other industrial centres.

**D-3931.** But there is only one form of employment here. What would happen if far more people flocked here than you could absorb?—That is so at the present moment.

**D-3932.** Have you any idea how many people there are in Jamshedpur at the moment with no work and no prospect of work?—I should say 5,000 to 7,000, and possibly more.

**D-3933.** How do these people live?—They live here, there and everywhere with other people who have houses.

**D-3934.** That is one of the reasons of the subletting and overcrowding?—Yes.

**D-3935.** Have you any proposal for regulating the influx of people according to the demands of the industry?—(Mr. Peterson). We have no power to restrict them. That is a matter for Government. We cannot turn them out.

**D-3936.** Are they told what is the approximate number of people the industry can absorb at any time?—We are not in touch with them and we have no machinery to deal with them.

**D-3937.** Do they not register for employment?—No; it would be useless; their friends tell them there is no chance for employment.



**D-3938.** Do they sit about in the bustis doing nothing?—I should imagine so.

**D-3939.** If you improve your public service organizations will not your turn-over of labour will become smaller?—Yes.

**D-3940.** If these people who cannot get work continue to increase what is to be done?—I do not know.

**D-3941.** *Mr. Joshi*: Is it better to improve conditions after you learn through a strike that the conditions require improvement or should you improve conditions before the men go on strike?—(Mr. Alexander) Before.

**D-3942.** In all the three strikes you have had I find from the records that the men got something?—They got something as the result of the first strike, but I do not think they got anything in the second strike.

**D-3943.** In the first strike they got 45 per cent. increase of wages; in the second strike you simply promised to consider their grievances and a committee was appointed?—That is right, a conciliation committee.

**D-3944.** Do you not think you are indirectly encouraging strikes if you do not improve conditions until a strike takes place?—(Mr. Peterson). You are assuming that the only cause of a strike is that the conditions are bad, but a strike is very often caused by other things. Sometimes the conditions are improved and a strike follows as a result.

**D-3945.** That may be because the conditions have not been sufficiently improved. If as the result of a strike you give increased wages, it means that you are either unfair to your shareholders or the strike was due to economic causes?—That does not follow; it may be that we must give increased wages, that in order to avoid the ruin of the industry we must give way temporarily.

**D-3946.** Does that mean that you make promises temporarily and as soon as you are strong enough you withdraw those promises?—No. In the steel industry you have to regard the cost of labour per ton of steel. If the cost goes above a certain figure you cannot compete, and it is no use people striking for increased wages because the entire industry will cease to function and there will be no wages for anybody. Wages must have relation to competition.

**D-3947.** I presume you do not do injustice to your shareholders in order to settle a strike?—That is a hypothetical question.

**D-3948.** You said you did not recognize the Federation because it was not registered. When did you make that rule?—That is the present policy of the Company; there is no rule about it. Any registered Union will be recognized. As far as we know there is no unregistered union in existence in Jamshedpur at present.

**D-3949:** You say "We do not think unemployment insurance can be applied to the particular branch of employment"?—That is a printing error; it should be "to any particular branch of employment". Our point was that if you have unemployment insurance it must be general for the whole country.

**D-3950:** In Great Britain a scheme was formulated and put into practice for particular industries and not to the whole of industry?—I think it would be putting a very unfair burden on a particular industry. The trouble is that here a man might belong to several different industries; he may be an agricultural worker and a steel worker at the same time. Other countries have not the same conditions. A man may go back to his village and work there and then return after six months; we could not undertake the responsibility for insurance while he was in the village. I am not now speaking from the Company's point of view but from the point of view of the country generally. It seems to me that it will impose an impossible burden on the taxpayer if you had unemployment insurance covering all persons employed in industry in India.

**D-3951.** The expenditure would be met by contributions from the workers, the employers and Government?—We do not think it is a practical proposition; we do not see how a record could be kept of the men or how you could ensure that a man was really unemployed and not working in some other name somewhere else.

**D-3952.** Under the head "Disease" you say: "We occasionally have to treat cases of asthma resulting from gas poisoning, etc., but these are not frequent." Has the attention of the Factory Inspector or of Government been drawn to the fact that asthma is a sort of industrial disease?—(Mr. Alexander). I cannot say positively.

**D-3953.** Did you give compensation to these people who suffered from asthma resulting from gas poisoning?—No; they would still be in employment I take it.

**D-3954.** It was not serious?—I do not think so.

**D-3955.** You do not know whether asthma is declared to be an industrial disease under the Workmen's Compensation Act?—I do not think it is more prevalent in this plant than in other plants; with regard to gas our plant is no different from plants of a similar character.

**D-3956.** If gas poisoning causes asthma, asthma will become an industrial disease of those plants where gas poisoning is likely?—Yes, regardless of what country it is in.

**D-3957.** Referring to what you say with regard to the "desirability and possibility of provision for old age and premature retirement", do the same difficulties exist with regard to provision for old age and the provident fund?—(Mr. Peterson). Not with regard to this particular

plant; we have a provident fund which is a good deal more liberal than the usual provident fund.

**D-3958.** You would not object to Government passing an Act giving some protection with regard to old age?—It is rather difficult to answer questions of that kind until I see the Act. We would have no objection to any reasonable proposals of that kind. Our experience of most of these Acts is that our own rules are more liberal than the Acts. We would have no objection to the principle; we enunciated it ourselves.

**D-3959.** *Sir Alexander Murray*: How would you apply it to the 7,000 discharges and resignations?—That would be a difficulty; but the whole object of this provision for old age pensions and so on is to get the labour more settled.

**D-3960.** You would make a certain length of continuous service a condition precedent?—Yes.

**D-3961.** *Mr. Joshi*: From what you say in your memorandum as to the causes of accidents, it would appear that the Company are perfect and never make any mistakes?—That is the classification of the Factory Inspector.

**D-3962.** How does he classify them?—(Mr. Alexander). Accidents are dealt with by the departmental safety committee, and all serious accidents are handled by a central safety committee who classify the accidents under these various heads. A copy of that is sent to the Factory Inspector; if he disagrees with the classification, he challenges it.

**D-3963.** Could it be dealt with by the Shop Committees—No, not at present, because our Shop Committees are not capable of dealing with it; all sorts of evidence has to be taken and it is a big problem; that is why we purposely put on these committees men of intelligence.

**D-3964.** *Mr. Clow*: Does "neglect of the management" mean neglect by you personally?—No, it means failure of the Steel Company to provide safeguards and things like that; for instance, belting not being covered.

**D-3965.** The figures for 1926 include that very serious accident when a ladle of steel fell?—That was improper maintenance of the crane.

**D-3966.** You would not call that neglect of the management?—(Mr. Peterson): The Company is responsible for employing a person who is negligent, but in such a case the accident would be regarded as being due to the negligence of that employee and would not be due to anything being wrong with the machinery; it would not, therefore, be "neglect of the management".

**D-3967.** You have stated that you had 128 covenanted officers?—Yes.

**D-3968.** How many of those officers would be capable of carrying on a conversation with reasonable fluency in any Indian language, for

instance, if a man wanted to explain his grievance?—(Mr. Alexander): A very small proportion, certainly not over 40 per cent., of that.

**D-3969.** Do you not think it would be desirable that officers coming from America or Europe should be either encouraged or compelled to learn the language of the workmen?—I have encouraged them but they do not take advantage of the encouragement. We started several years ago paying Rs. 500 to a man who learned to speak so as to pass the colloquial test and Rs. 1,000 if he was able to read and write, but up to date I do not suppose more than half a dozen have done so. The alternative is compulsion which we have not tried yet; we are afraid that the ordinary steel worker, who can hardly read and write his own language, would be quite averse to taking on a contract which would compel him to learn another language. (Mr. Peterson): We have inserted a clause in the contract now that when a contract is renewed the employee may have to submit himself to an examination in the language.

**D-3970.** What class of men are the foremen and what is the pay?—Under-foremen get anything from Rs. 2 a day up to several hundred rupees a month.

**D-3971.** How many of those are Europeans and non-Indians?—(Mr. Alexander): I think we have about 500 foremen but I cannot say how many are Europeans; the majority of our convenanted hands are either heads of departments or workmen; I do not suppose more than 15 to 20 per cent. are foremen.

**D-3972.** In a report sent by you to the local Government there is a reference to lack of confidence on the part of the workmen in the integrity of the foremen. Do you think it is advisable that the foremen should have the power to suspend the men?—We have to give them a certain latitude in order that they may run the job; otherwise the men would run it.

**D-3973.** When a case of dismissal comes to the General Superintendent, has he before him any explanation from the man's side?—No, not usually; he takes the version of the foreman or the Superintendent; he does not get the man's view-point before he is discharged.

**D-3974.** Do you not think that it is rather unreasonable; naturally the man who wants to get rid of him is not likely to present an entirely unprejudiced case?—We try to get a system which is not different from that of Western countries; there a foreman has power to dismiss a man and it does not rest with the General Superintendent or General Manager; we have gone far beyond what is the practice in England or Europe.

**D-3975.** But there the authority dismissing a man has at least heard what the man has to say, while here the General Superintendent has the power to dismiss, but has not the man's statement of the case?—That is true.

**D-3976.** Would it be at all possible, consistently with discipline, to have a board or an officer, as far as possible independent of the General Manager, who would investigate cases of proposed dismissal and report on them?—We tried that; we had a welfare officer whom we called a labour organizer; but the men had no confidence in him; he was regarded as being just a Company man and it was a failure.

**D-3977.** Suppose there were an independent man, with of course purely advisory functions, who would be able to present an independent version of the case?—We have tried that too. We have tried almost everything; up to date every machinery we have tried for dealing with labour has been a failure; we are still trying.

**D-3978.** *Sir Alexander Murray:* Have you always had the right type of foreman? The union tell us they object to the type?—Not only does labour object, but I object sometimes; but we have to consider what type of man is available.

**D-3979.** You have lost lakhs of rupees, or perhaps even a crore of rupees, owing to labour troubles; do you not think a thousand or two a month would be well spent if you could get the right type of officer who would be above suspicion and would earn the respect of all parties?—He cannot earn the respect of the ordinary labour, because they at once regard him as a Company *dālal*, though he may be the most honest man alive and sympathetic to the workmen; they do not believe in him.

**D-3980.** Do you not think you might get a type of man who would be regarded by labour as being, as we have been told elsewhere, their father and mother?—You might; I will not say it is impossible, but we have not been able to get it yet.

**D-3981.** *Mr. Clow:* With regard to "Hours worked per week and per day" you say: "In the 'Continuous Process' departments these men work 7 days in one week and 6 days in the next alternatively". How do you arrange that?—By means of extra staff.

**D-3982.** By a system of rotation?—Yes.

**D-3983.** Would it not be possible to give them one day a week?—We comply with the Factories Act; we used not to give them any time unless they took it. We are more or less following the practice in other countries. Our convenanted hands on the blast furnace work every day in the year; every fortnight they have what they call a long shift off work. The European staff are working the same as the Indian staff.

**D-3984.** Would it not be possible to give them 24 hours off every week?—More staff would be required to do it.

**D-3985.** Is it not a reasonable claim?—Yes; I do not like to see any man working more than 6 days a week, though I have to work 7 myself.

**D-3986.** Do you not think a man does better work if he does 6 days a week instead of 7?—Yes, I think so.

**D-3987.** With regard to the provision of quarters for your employees, there does not seem to be very much being done?—(Mr. Peterson): There is a good deal. (Mr. Alexander): Some of our stable men take advantage of the loans, but those that come and go do not.

**D-3988.** How do the rents that you charge your employees for houses compare with the economic rent?—(Mr. Peterson): They are considerable less than the economic rent; they represent a return of 3 per cent. on the capital.

**D-3989.** In your memorandum it is suggested that piece-work is work suitable for contractors. Elsewhere employers have told us they give work to contractors because of the difficulty of calculating the wages?—(Mr. Alexander): You probably refer to railways and engineering shops where there is a lot of repetition work; in much of our work there is no repetition work.

**D-3990.** You say "this work concerns the loading and unloading of wagons principally, which can be done on a piece-work basis and is most suitable in consequence for working on a contract system". Would you delete the words "in consequence"?—Yes.

**D-3991.** What you say with regard to migration of workers, appears to be an argument in favour of building up a permanent labour force?—I should not like to accommodate all the families of my domestic servants in my compound.

**D-3992.** *Sir Ibrahim Rahimtoola*: I understand the Company has no objection to public meetings being held?—(Mr. Peterson): Not in the place set apart for them.

**D-3993.** And a large number of public meetings have been held by the people?—Yes, they hold one or two a week very often.

**D-3994.** And adequate facilities exist for the holding of meetings? Yes; we have no complaints about it.

**D-3995.** *Sir Alexander Murray*: What are the duties of the welfare officer?—He sees to the provision of sports, free cinemas, playgrounds for children and so on.

**D-3996.** Inside the works you have the employment officer?—He looks after nothing inside the works except in the employment bureau; that is, before the man commences to work. Before the last strike we had a labour officer and his assistants inside the works; the men complained and it was one of the causes of the strike, so we abolished it.

**D-3997.** Yesterday a man complained to us that though he had been with you a number of years and had a family, he had not been provided with a house?—He must go to the town office.

**D-3998.** Apparently he must go to the town office by himself; he has no one from his department to go with him?—(Mr. Alexander): The theory is that if a man is unjustly treated he can take it up with his foreman; if his foreman is the right type of man he will take the matter up with the Superintendent, who should recommend that the town office should give this man a quarter if possible. But each man must be dealt with in order according to his length of service, pay and other things which are all card-indexed. I am the only person who can alter the order.

**D-3999.** But apparently there is nobody to look after the interests of that man and he is left with a grievance?—We are trying to get it known through the works that men of this type, however lowly they may be, can come to my Personal Assistant who will take up the matter with the Town Department.

**D-4000.** How many such applications has your Personal Assistant had?—We can give you those figures.

**D-4004.** The grievance of another man was that two unions were being recognized?—Each union asks us to withdraw recognition from the other.

**D-4005.** Another man's grievance was that he did not like this bonus system under which money was allocated among them; he would prefer incremental increases?—During the last strike the argument was that a general increment should have been given to the men, whereas the settlement which we at that time accepted and on which labour returned, was that the rates of wages should be revised throughout. Subsequently the new Federation raised the question that a percentage increase on the existing rate should have been given. That is a question which has been raised for the last 12 months. There was a settlement effected under which the men returned to work; within 4 weeks this new union came into existence and immediately challenged the settlement; they have repeatedly threatened us with labour trouble if we do not consent to revise it.

**D-4006.** They put a different interpretation on the settlement than you?—No; they said the settlement was wrong and ought not to have been accepted by the men.

**D-4007.** In the 12 months from April 1927 to April 1928 there were five strikes in Tata's works?—They were partial strikes. I think that was the result of a deliberate policy; the people who were at variance with the Company at that time endeavoured to shut down the key departments so that as small a number of men as possible would be on strike while work generally would be prevented and so we should have to pay the men who remained in. That was said by their leaders at their meetings; that was the reason of the partial strikes.

**D-4008.** What are your views as to the type of organization that should be set up by the workmen?—I should like to see a labour union

organized in exactly the same way as a labour union is organized in England, that is to say, a union which can control its followers. But I do not think our workmen are sufficiently educated for that, and I do not think they will be for another 15 or 20 years. I do not think the present discontent arises entirely in Jamshedpur; I think it is due to the political condition of India generally. I think the present discontent will gradually die down. This place is a microcosm of India; the people here have come from every part of India; they bring the new political ideas and thoughts with them. While India generally is in a state of political agitation you will find labour here agitated.

**D-4009.** For the moment I am prepared to concede that you have done everything that can be expected of you.—I do not think so; I think there is a good deal we might do.

**D-4010.** What do you think the other side might do to put an end to strikes?—What we really want the men to do at present is to work; they are not working. For some reason or other they are inspired with the spirit of carelessness; they are damaging the plant repeatedly; they are damaging the tracks and wagons; they are doing a great deal of harm to the plant and they are not working; the industry cannot obtain the profit it ought to obtain out of which it ought to be able to improve the condition of the workmen.

**D-4011.** Can you recommend anything to the union with regard to its membership or its methods that will enable it to speak authoritatively?—I can make recommendations but the union would not respect the recommendations. I think one of the great difficulties with regard to our unions is that their accounts are not published; no one knows how the money is spent; their officers are never properly elected. In the case of both our unions proper elections are not held. It seems to me that that lies at the bottom of the trouble, that the union is not a continuing, properly organized body. It is more or less what you might describe as a sort of club which every six months or so gets dissatisfied with its committee and turns it out.

**D-4012.** And you think this process must go on indefinitely?—It looks as if it must; it has gone on for 6 or 7 years here; every fresh leader who has appeared has ultimately been thrown over by the men.

**D-4013.** You have said you would recognize 20 unions. Would you collect the subscriptions of 20 unions?—That is a difficult question, but that does not necessarily follow from recognition.

**D-4014.** *Sir Victor Sassoon:* What is recognition?—It simply means that the Company will deal with the office-bearers as representing the members of their union. I think the Act requires amendment in one respect; at present the Act provides for the registration of a union but makes no provision to enable anybody to apply for the cancellation of the registration of the union on the ground that the union is unnecessary, is improperly managed, or anything of that kind.



**D-4015.** *Sir Alexander Murray* : The registration or non-registration of a union makes no difference if they want to make trouble?—No, but it would affect the attitude of the Government towards it.

**D-4016.** *Sir Victor Sassoon* : Why collect for any Union?—About 4 or 5 years ago we came to an agreement with the Labour Union to deduct subscriptions, and when the other Union came along and asked us to do the same, we did not feel that we could refuse.

**D-4017.** Why not refuse in both cases?—That is a possible policy.

**D-4018.** I take it that when you say you want a minimum statutory wage, you are considering those of your employees who are getting the lowest wage?—(Mr. Alexander) : Yes.

**D-4019.** You would like to raise that wage, but your only reason for not doing so is that you have not the available funds?—That is not the only reason. Let us pay the same, or slightly more wages, but let the men give us more in return.

**D-4020.** Taking your lowest paid classes of workmen, how would you expect them to give you more in return for a higher wage?—I think it is physically impossible for them to do so, but at the same time I would like to see them give more work in return.

**D-4021.** Is not that unfair?—My idea is that as the coolie gets better wages he can raise his standard of living and improve his physique.

**D-4022.** How is he to get a better wage?—As time goes on. His wages have doubled since I have been here.

**D-4023.** Your point is that you would like to see him get a higher wage for more work than he is now doing, which you look upon as his capacity. Therefore I come back to my point that the reason you do not raise his wages is that you cannot afford to do so?—Yes.

**D-4024.** I have in my hands the evidence of an independent authority, who says that, taken on the whole, wages in your concern are adequate and generous, but that they are unequal. He maintains that the pay of your skilled workmen is on a very generous scale, but compared with what is regarded as a normal standard, the excess of pay over normal standard decreases from the top to the bottom until you only come to your normal standard at the bottom?—(Mr. Peterson) : We have recognized that, and we are endeavouring to correct it. (Mr. Alexander) : May I refer to the bonus scheme. If you take the first column you will see that we take 40,000 as 100 per cent. The low paid people earn 8 to 10 annas. Now look at the bottom. For 100 per cent. they get from 21 to 26 per cent. rise if they get to the 40,000. Now go over to the right hand side. You will see that the people getting from Rs. 7 to Rs. 10 only get 2 to 3 per cent. rise.

**D-4025.** *Mr. Joshi:* When you are making a reduction in your staff do you deal with all your staff equally, or do you only reduce the number of workers and leave the supervisory staff untouched?—If we are having a permanent reduction we deal with all the staff. If it is a temporary reduction we cannot possibly send men back to their homes in Europe or America and then bring them out again when they are required.

**D-4026.** Your last reduction was a permanent one, and you announced the reduction of so many workers. Did you announce the reduction of a proportionate number of the supervisory staff?—We did not announce any reduction at all. (Mr. Peterson): The Tariff Board, when they investigated the industry, came to the conclusion that it employed too many men. It pressed us to reduce the number of men by 'from 3,000 to 4,000. It incorporated that in its Report, and stated that we had said that we would do our best to do so. That was the only announcement ever made. We endeavoured to fulfil our promise, and as soon as we endeavoured to do so the strike broke out.

**D-4027.** When you tried to reduce the number of workers, did you at the same time think of reducing the number of the supervisory staff?—(Mr. Alexander): Yes. As contracts expired we did not renew them. They did not expire at the time of the strike.

**D-4028.** Do you think that one of the causes of discontent may be the fact that when such reductions take place the workers know that there is going to be a reduction amongst themselves but that the supervisory staff is not going to be reduced at all?—They would not understand what I have just told you.

**D-4029.** Are all your foremen on contract?—About 25 per cent. of our covenanted hands are foremen. The rest are either heads of departments or workmen.

**D-4030.** Leaving aside covenanted men, has there been any reduction in the case of foremen?—I cannot say.

**D-4031.** With regard to the possibility of a reduction in maximum hours, you state "We do not advocate such a reduction". Have you any objection to a reduction of hours?—We would need more men to do the work if we reduced the hours.

**D-4032.** How many men are working 8 hours and how many men are working 12 hours?—As a standard, we have no one working 12 hours.

**D-4033.** What are the weekly hours?—56 in the case of 8-hour people and 60 hours in the case of 10-hour people.

**D-4034.** Is 60-hours work in your factory easy work?—Some parts of it is.

**D-4035.** In your industry do not the conditions make the workmen get exhausted after 60-hours work?—They do not usually work hard enough or long enough at a stretch to get exhausted.

**D-4036.** If you reduced the hours would you not get more intensive work from the workmen?—I do not think so, not with the present type of man.

**D-4037.** What do you mean by that?—I mean that our men are illiterate and irresponsible. They would loaf just as much if we had a 6-hour working day.

**D-4038.** You state that the average rate of wages paid per head per month to direct Indian employees is 32. In calculating that average do you include the wages of foremen?—Yes. This excludes covenanted men, but it includes foremen and coolies.

**D-4039.** With regard to housing, a number of your workmen live outside your town. Would it not be an advantage from a sanitary point of view to your workers if there was a Town Planning Act applied to all the surrounding neighbourhood?—I think it would be a very good thing, but I do not know whether the Government would be prepared to take it up.

**D-4040.** Have you approached the Government on the matter?—No.

**D-4041.** *Miss Power:* Dealing with the comparative efficiency of Indian and foreign workers, you do not give any statistics to show whether there has been any marked increase in the case of your workers, whereas the Tinsplate Company has given some interesting figures, although they are a younger company than yours. Have you not worked out any figures of that kind?—We have for departments, but not for the works as a whole.

**D-4042.** Will you let us have them?—Yes.

**D-4043.** *Mr. Cliff:* As I understand, on the one hand the Union are unable to exercise control over the men, and on the other hand the Company are unable to exercise any control over the work-people?—(Mr. Peterson): That is true.

**D-4044.** Do you agree with that, Mr. Alexander?—(Mr Alexander): Yes. (Mr. Peterson): I do not think anybody can exercise control over these men.

**D-4045.** You strike me as being rather pessimistic about any solution of this, except the lapse of time?—It is a matter of patience and education, like everything else in this country. My own personal opinion is that Government are too neutral. This is a country in which

Government cannot afford to be neutral in questions of this kind, but that is the attitude they take up. Practically everything is controlled by the Government ultimately. It is the biggest buyer in the country, and it supplies all funds.

**D-4046.** Mr. Homi said yesterday that he wants some form of Government intervention. Is your point that you want a Socialist State?—Personally I am a Socialist. The difficulty is for a Government tribunal to force its will on both parties. We saw that in Bombay. Although one side will accept the findings, the other side ignore them.

**D-4047.** As far as I can see from the records, it has always been the Union who has had to approach the Company. Can there be a change of tactics, and the Company approach the work people, whether they are in one or two combinations, with a view to getting effective machinery providing for effective representation, with some third party present who commands the confidence of both sides?—Yes, I think we could do that.

**D-4048.** Do you think it is worth while?—(Mr. Alexander) : I would say anything is worth while.

**D-4049.** *Sir Alexander Murray* : If you have Union A. and Union B., are you to get them both together?—(Mr. Peterson) : The principal difficulty would be to get anybody to agree to preside as a third person.

You call together Union A. and Union B. Then the next point is the third person?—Yes. We could ask the Government to appoint an independent Tribunal, under the Act.

**D-4050.** *Mr. Cliff* : My suggestion is, not a question of voluntary arbitration : consider the point of getting some conciliation between the Company and the Union, whereby effective means of representation can be devised. Having got that, you will possibly make in your machinery some term of reference to a third party in the event of disagreement. I can see the difficulty, but surely it is no more difficult than the present position?—A strike in India is not like a strike anywhere else. The men go out, usually without any demand or any grievance. Nobody knows why they have gone out. For a period of 3 or 4 weeks you cannot find anybody with whom to negotiate. When you do find somebody, and you start negotiations, all sorts of new grievances are invented and put forward.

**D-4051.** My point is not a question of a strike period. My point is a question of an open platform, with Government assistance if you like. Let there be a threshing out of the question of the people being able to make effective representation, and let there be a threshing out of the question as to whether in fact the Company is able to get it over to the men. There have been grave complaints against your Company that you are not able to get it over to the men. If there is

going to be any basis of peace and understanding you will agree with me that it has got to be got over to the people concerned. My point is, is it worth while to try this with an open platform with regard to representation, and with regard to getting the thing right through to the bottom?

*Sir Victor Sassoon*: Is not your difficulty this—that if you did all that Mr. Cliff asks, you are afraid that the work-people would still go out on strike without any notice, and without taking advantage of this machinery?—Exactly. That is what would happen.

**D-4052.** *Mr. Cliff*: I agree with the point put by Sir Victor, but in the disputes which have occurred, I have formed the impression that there has been some "stickiness" about meeting people?—Not from me.

**D-4053.** *Sir Alexander Murray*: Perhaps you will explore Mr. Cliff's point?—Yes.

**D-4054.** *Col. Russell*: The Labour Federation's memorandum states that you have housed from 30 to 40 per cent. of your workers, and you in your memorandum say that you have made a great point of studying the type of quarters best suited to the needs of the workers. To which types are you referring?—(*Mr. Alexander*): To all types for all classes of workmen.

**D-4055.** You have a considerable number of types. The one we saw yesterday was known as the hexagonal lay-out?—That is the *busti*. That is not one of our own quarters.

**D-4056.** But you have given approval to that lay-out?—Yes.

**D-4057.** I think the general opinion would be that the Indian prefers that kind of lay-out?—Only that particular class.

**D-4058.** You state that building loans given up to the 31st March 1929 were only two lakhs and three thousand. The Union state that there have been great difficulties in getting these loans?—There is no difficulty in getting a loan. That is a general statement. We must have specific cases. We do not agree with the statement.

**D-4059.** Your memorandum refers to four different types of quarters. Will you give us details as to the sizes of types N. 1 and R.M.?—We will send you the plans of the types of quarters.

**D-4060.** The statement has been made that although the hospital accommodation is reasonably satisfactory, the number of medical officers are insufficient. Twenty-four medical officers for a population of 100,000 seems to me a little deficient, especially for the outlying *bustis*. Would it be agreeable to the Company to open dispensaries in the outlying *bustis*?—(*Mr. Peterson*): Ordinarily in this country medical

relief and administration is a province of Government. Our population is over 100,000. If additional doctors are required, Government should provide them.

**D-4061.** Have you asked Government to do so?—We have suggested that Government should assist us, but they have declined to do so.

**D-4062.** If a man or his wife is too ill to come to hospital, does the medical officer go and visit him in the *busti*?—(Mr. Alexander): Yes.

**D-4063.** Apparently no private medical practitioner is practising in Jamshedpur. Does the Company actually forbid any independent medical practitioner from coming inside Jamshedpur to practise?—I do not think the question has ever arisen. (Mr. Peterson): The Company would certainly not forbid it.

**D-4064.** A definite statement has been made that you do forbid it?—Certainly not with the knowledge of the Company.

**D-4065.** May it not be due to the fact that there would be no housing accommodation available for such an individual?—That may be possible, but it has not come before the Company, and the Company has not refused. It has no power to refuse.

**D-4066.** Where would he get a house?—He would build himself one.

**D-4067.** On our land?—Yes. He could take land from us, or sub-let a house from somebody.

**D-4068.** There would be no objection to grant him land?—None whatever.

**D-4069.** Or a house?—We would not give him one of our own quarters because our own workmen need them.

**D-4070.** Have you any sanitary organization in Jamshedpur?—(Mr. Alexander): Yes.

**D-4071.** You say something about a trained health officer, but apparently he is not a medical officer at all?—He is. He is a qualified Medical Officer of Health.

**D-4072.** I understood that the whole of the Public Health organization was under Mr. Temple?—It is under the hospital. It is directly under Mr. Temple, but it is supervised by the Chief Medical Officer.

**D-4073.** Has the Chief Medical Officer time to do that?—Yes. They come to him for advice, and during his rounds he pays attention to it.

**D-4074.** Do you maintain that Dr. Chakravarty has time to supervise the public health work in an area such as Jamshedpur?—Not efficiently.

**D-4075.** You give details of your maternity benefit scheme. We learn that you do not give any payment before the child is born. Does that mean that a woman has to work until the actual day of child-birth?—  
(Mr. Peterson): This scheme is based on recommendations of doctors.

**D-4076.** Your doctors?—No, doctors of an allied concern. They advised us that in the case of these coolie women it was a great advantage to them that they should work up to the day of their confinement; it was much better for their health.

(The witnesses withdrew.)

# BIHAR AND ORISSA

## EIGHTY-THIRD MEETING.

JAMSHEDPUR.

Monday, 24th February 1930.

PRESENT :

SIR ALEXANDER MURRAY, Kt., C.B.E. (*Presiding.*)

SIR VICTOR SASSOON, BART.

MR. A. G. CLOW, C.I.E., I.C.S.

MR. KABIR-UD-DIN AHMED,  
M.L.A.

MR. JOHN CLIFF.

MR. N. M. JOSHI, M.L.A.

MISS B. M. LE POER POWER.

LT. COL. A. J. H. RUSSELL,  
C.B.E., I.M.S. (*Medical Assessor.*)

*Joint Secretaries.*

MR. S. LALL, I.C.S.

| MR. A. DIBDIN.

Mr. J. LEYSHON, Mr. H. D. TOWNEND and Mr. W. O. HENDERSON, representatives of the Tinsplate Company of India, Ltd., Golmuri Works.

**D-4077.** *Sir Alexander Murray* : Mr. Townend, I understand that you are the Commercial Representative of the company?—(Mr. Townend) : Yes.

**D-4078.** Will you tell us how long you have been connected with the tinsplate industry?—Since the construction days in 1920-21.

**D-4079.** Mr. Leyshon, will you please tell us what your experience has been of the tinsplate industry both at Home and here?—(Mr. Leyshon) : I have been connected with the tinsplate industry as a worker from the time I was 17 years of age; till my 5th year I was working on the mills as a practical man; since then I have been on the executive line as foreman, superintendent and manager.



**D-4080.** Your experience has been chiefly in America?—In America and here.

**D-4081.** And you Mr. Henderson?—(Mr. Henderson) : I have been connected with the Tinplate Company since the commencement of 1920.

**D-4082.** You are now the Chief Accountant?—Yes.

**D-4083.** In your memorandum you have given us some interesting figures of production for the years 1923 to 1928. Could you give us your production for 1929?—(Mr. Townend) : It is about 33,000 tons.

**D-4084.** The falling off from the high figure of 41,000 tons in 1927 to 36,000 tons in 1928 was due to the strike at the Tata Iron and Steel Works from which you get your raw material, and the falling off in 1929 was due to a strike in your own works?—Yes.

**D-4085.** You say in your memorandum that only 10 per cent. of your labour is local. That means that the other 90 per cent. comes from the outlying districts. May we know who actually engages that labour?—(Mr. Leyshon) : The heads of the various departments engage the labour. Our plant is divided into two parts. Mr. Price is in charge of the Hot Mills while Mr. Russell is in charge of the Finishing Department. All our labour in the plant is employed either by Mr. Price or Mr. Russell, while Mr. Henderson employs men for the office. All appointments have to be approved by me.

**D-4086.** If I were a worker seeking employment in your plant whom should I approach first of all?—You should go to the time office, which acts in a way as an employment office.

**D-4087.** Who is in charge of that?—The chief time-keeper.

**D-4088.** Is he an Indian?—Yes. If extra men are required for the department under the charge of Mr. Price, the foreman concerned, with the approval of Mr. Price, takes the men on. The same procedure is followed in recruiting men for Mr. Russell's departments.

**D-4089.** So that before a man is actually taken the approval of the Superintendent concerned is necessary?—Yes.

**D-4090.** If you have to dismiss a man who dismisses him?—No man is dismissed as a rule without first giving him a warning. For instance, if a man creates some trouble in any department, the foreman concerned will warn the man. If he pays no attention to the warning he is, with the approval of either Mr. Price or Mr. Russell, suspended for a day. If the man does not correct himself he is suspended again for two days. If the man still persists in having his way he is finally discharged with my approval.

**D-4091.** On the question of labour turnover you say that the average is 2.6 years. That means that practically a third of your hands turn over every year?—Not necessarily. That was not our intention when we put that in. (Mr. Townend) : The trouble is that usually the same

people turn-over time and time again, and it is very hard by statistics to trace what the actual turn-over is. It may be that half the people turn-over in  $1\frac{1}{2}$  years—I do not say that that is the exact figure—or it is quite possible that our coolie labour may turn over ten times in that period. This would give an apparent average turn-over of 50 per cent.

**D-4092.** Would you be good enough to send a note showing the number of your supervising staff, including the foremen, and the number of your skilled, semi-skilled and unskilled staff?—Yes.

**D-4093.** *Sir Victor Sassoon* : On pages 14 and 15 you have given a list showing the rates of wages of different classes of labour. You can complete the list by putting against each the number employed by you?—Yes.

**D-4094.** *Sir Alexander Murray* : You say : " Migration of workers—no effect, as our labour turn-over is low.", and yet you also say that your average turn-over is  $2\frac{1}{2}$  years?—(Mr. Leyshon) : It does not necessarily mean that they all go. Some of our best men stay all the time. For instance, our skilled men on the rolls do not go; some of them have been with us from the start of the plant.

**D-4095.** *Mr. Cliff* : How long should a man be away before he becomes a new man : Does this  $2\frac{1}{2}$  years turn-over mean that if a man goes on leave and does not return in time he starts as a new hand?—Not necessarily.

**D-4096.** Have you got any rules about that?—What we do in a case of that kind is this : Suppose we have a man getting Rs. 2 or Rs. 2-8-0 and he goes on leave with the permission of the Superintendent for 2 weeks, 3 weeks or a month. If he comes back within that time or within a week later, we will reinstate that man at his old rate. If he has gone for 2 or 3 months and we do not know where he is, we naturally fill his place with some other man. But later on if he comes back and he is employed again by us, perhaps he does not get the same rate that he was getting when he went on leave; he may start on a lower rate. But if he is a good man we go on increasing his rate by As. 4 a month till he gets his original rate again, provided he is doing the same job.

**D-4097.** Let us leave aside the lower paid staff for the moment and deal with the staff with a fair degree of skill. Do I understand you rightly that, if these men go away either at the end of 12 months or at the end of 2 years for a period of 2 months or anything like that, they are being re-employed but they are not being regarded as being in continuous service unless they do not exceed their leave by more than approximately a week?—They are re-employed if they return within a limited time.

**D-4098.** Does that mean that the same people are coming back really but they are not regarded as being in continuous service?—The record would not show a man who comes after 6 months as being in continuous service.

**D-4099.** With regard to the lower paid labour do you trouble yourself very much about them whether it is continuous service or not?—(Mr. Townend) : No, because continuous service has hitherto had no effect on anything; it is only recently that we have introduced the provident fund scheme where continuous service will matter.

**D-4100.** I am not thinking of the benefits; I am really thinking whether in the main you are not handling the same body of labour?—(Mr. Leyshon) : No. We will prove that to you later.

**D-4101.** *Sir Alexander Murray* : You say that you have two works committees, one dealing with safety regulations and the other with works organization. Have you got a constitution for them?—We have no regular constitution.

**D-4102.** How many Indians and Europeans are there on each committee?—7 or 8 Europeans and probably an equal number of Indians.

**D-4103.** Do the same people represent on both the committees, or are there separate men for each committee?—Mostly they are the same men, because they are the heads of departments, including our doctor and the sanitary inspector, who are really the best men we have.

**D-4104.** *Sir Victor Sassoon* : You have only heads of departments on these committees, and there is no actual representative of the workmen?—No.

**D-4105.** *Sir Alexander Murray* : Do you keep minutes of meetings of these committees?—Yes.

**D-4106.** Could you let us have a copy of these minutes, say, for the last three months?—Yes.

In your memorandum you say : “ 724 houses have been built with loans granted by the company, the total of which up-to-date amounts to Rs. 22,907.” I think the figure of 724 is not correct?—(Mr. Henderson) : I think it is a misprint for 124.

**D-4107.** You refer to evictions. Have you had many evictions?—(Mr. Leyshon) : We have had evictions only since the strike has taken place.

**D-4108.** How many evictions did you have?—I do not know the exact figure; I think the number of applications would be about 240. No actual evictions have yet taken place.

**D-4109.** Did you go to the court?—Yes.

**D-4110.** How long did it take to evict a worker?—It takes about 5 months to get an eviction order. Few cases have yet been decided. Other cases are continually coming off.

**D-4111.** With regard to the Notified Area Committee, I believe it has been reconstituted lately?—(Mr. Townend) : It has been running more or less in the same form for some years.

**D-4112.** There has been a change made in recent months?—I do not know about the change made in recent months, but the notified area committee was given municipal powers by Government during the last year or two.

**D-4113.** Do you look after your own particular area?—We look after our own people but not our own area. The Board of Works look after the roads, trees and so on in our area.

**D-4114.** I understand that the Board of Works and the Notified Area Committee are in effect the same body?—More or less, yes.

**D-4115.** You are on both these bodies?—Yes.

**D-4116.** How many representatives have you on these bodies?—We have one representative.

**D-4117.** What does he do?—He is on the Committee, and he attends the meetings of the Committee. There are officers who carry out the executive functions in our area just as in Jamshedpur.

**D-4118.** Therefore the control is over the whole area; you do not look after any particular area to the exclusion of others?—No.

**D-4119.** You find this system to be satisfactory?—Yes.

**D-4120.** In your memorandum you say : “ Our policy has always been to reduce numbers and increase wage rates,” and you have given us some interesting figures. You have given the annual output from the year 1923. I wonder whether you could tell us the total number of workers that you required to man the plant to get this production?—(Mr. Leyshon) : The last trouble that we had has changed the conditions considerably. We have now about 200 more men than we actually need. We have taken them on as a result of the strike, because they were good workers at one time or another. But we would need no more men now than we had before. For instance, in 1925 the tonnage was 29,000 and in 1926 it was 34,000. It is safe to say that we can make 44,000 tons with the same number of men that we had in 1926; that is to say, with 3,000 men. This is due to increased efficiency; the men now are more willing to work; just before the strike we were educating our people.

**D-4121.** *Sir Victor Sassoon* : How did you educate?—We had the necessary European supervision in every mill. Of course, we are now gradually Indianizing it.

**D-4122.** How did you educate the men to want to do more work?—By offering bonus on production. We had a fixed daily rate and for increased production we fixed a bonus rate; that is to say, over a limited number of boxes they were to get so many annas a box. That contributes largely to the increased output. (Mr. Townend) : You wanted the number of work-people for each year since 1923; we will give you the figures.

**D-4123.** *Sir Alexander Murray*: Have you had any signs of Ca'canny policy in your works?—(Mr. Leyshon): Not lately.

**D-4124.** When did you have it?—We had it before the recent trouble; in fact, it began in December 1928. It was a question then of the agitation coming on. A labour organization had been formed and apparently the things that the Company had done were not satisfactory to the members of the committee. While we were endeavouring to get things straightened out the ca'canny policy began. We had a bonus scheme which we considered to be fair at that time—and since that time it has been proved that it is a fair scheme—and we told the men and the members of the committee that they should work on the bonus scheme.

**D-4125.** *Sir Victor Sassoon*: When you say members of the committee do you mean the members of the union committee?—Yes. We told them that they should give this scheme a fair trial. Many of the men in the hot mills, that is the mills where the plate is first rolled, realised that they could make a fair bonus. They were working very hard with the result that some of the crews were making much more tonnage than others. On investigation from the Superintendent and the foremen we found out that certain members of the committee were going up and down the mills and telling the men to go slow, because by showing a greater production the other workers would be penalized.

**D-4126.** *Sir Alexander Murray*: Dealing with the bonus scheme, you have given the figures for March and April. I take it that they are the figures for March and April 1929?—Yes.

**D-4127.** That statement shows that the best crews were earning a bonus of 20.6 per cent. You have given the average figure to be 11 per cent. Some of them must have been earning very much more and some very much less than 11 per cent.?—Yes, they were. I would say that nearly all our crews could do about the same amount of work. The only difference was that some were trying to work while others would not work, not that they could not work.

**D-4128.** Have you re-started this bonus?—Yes.

**D-4129.** Could you give us corresponding figures after you re-started the bonus scheme?—(Mr. Henderson): Yes. In November 1929 the best crews got 30.21 per cent. bonus, and the average was 12.54. In December 1929 the figures were 39.24 and 21.35 respectively; while in January 1930 the figures were 35 per cent. and 22.39 per cent. respectively. (Mr. Leyshon): Taking the workmen as a whole, the crews that made the average of 11 per cent. in March 1929 were in reality better and more experienced than the crews we have now.

**D-4130.** You have a number of new men now?—We have many new men on every crew.

**D-4131.** If the crews in March 1929 had worked as hard as the crews that are working now, the average would have risen to more than 22 per cent.?—It would have been at least 25 to 26 per cent.

**D-4132.** You say that fining has been completely discontinued since the beginning of 1928. I take it that instead of fining you now have the system of warning?—Yes. I was not in favour of the fining policy.

**D-4133.** When the union was in existence did you collect the union's subscriptions by deducting from the wages of the workers?—No.

**D-4134.** Would it be a fair question to ask whether you approve or disapprove of the system of deduction from the wages of the workers?—It is absolutely wrong.

**D-4135.** Have you ever met with it anywhere else?—No. If you permit me to say so, I do not think that it is fair to the worker himself.

**D-4136.** In Europe it is not fair to the worker himself?—No. I have collected union dues many years myself, and I never approved of it. If a union organization is accepted by a management, it seems to me to be the business of the union to conduct its own affairs and to collect its own bills. It conveys the idea, if the management collect it, that the employee has the management to contend with and the union to contend with also. He has the privilege, no doubt, of saying "Well, the management should not collect my dues." But it can be used against him and he can be told: "All right, if you get into trouble we will not take care of you."

**D-4137.** I appreciate the way in which you have put it. When such is the difficulty where you have one union, I take it you will agree that the position will become much more complicated when the management has to collect subscriptions for 2 or 3 competing unions?—Yes, certainly.

**D-4138.** *Mr. Cliff:* I am not expressing any views on the merits or the demerits of the policy. You said that it was unfair to the worker. May I know in what way it is unfair to the worker?—I believe in this respect that he has the union officials on one side, if he does not altogether approve of trade unionism, and he has the management on the other.

**D-4139.** Surely, you only deduct from those persons who are members?—In the first place, why should we deduct?

**D-4140.** I want to see where the question of unfairness to the man comes in if he wishes to join a union. There are several classes of societies in India, like the co-operative societies and provident funds, to which deductions are made from the wages. What difference is there, on merits, between a trade union and a co-operative society or a provident fund society?—There is much difference. Sometimes you get rivalry in a trade union due to various officers. If my faction is elected and your faction is not elected there is always a breach.

**D-4141.** That is true of every organization in the world?—But it is more so in a trade union than in a co-operative society.

**D-4142.** *Sir Alexander Murray* : With regard to unclaimed wages, may we know whether it is a substantial sum?—(Mr. Henderson) : No, it is not very great. I think it is about Rs. 5,000.

**D-4143.** You say that a statement of unclaimed wages is available. Will you please send in a copy of the statement?—Yes.

**D-4144.** *Sir Victor Sassoon* : I understand that in your early days you were very much interested in taking a very active part in trade union activities?—(Mr. Leyshon) : Yes.

**D-4145.** And your sympathies have remained where they used to be?—It is pretty hard to forget it all.

**D-4146.** You are trying to do your duty to your employers as manager and at the same time, as far as possible, meet what you consider to be the legitimate aspirations of the workers?—Absolutely.

**D-4147.** We can, therefore, take it that you are in a much better position to sympathize with trade unionism than the average manager who has not been as much interested in trade unionism as you have been?—Yes.

**D-4148.** From what you have stated, I notice that in the early days you dealt with the union committee here. Did you deal with that committee in fixing these rates?—Not exactly. We felt this way that we had done everything in our power and had paid as much money as we could pay. We had fixed a bonus rate, we had a provident fund scheme; we went as far as the Company could go.

**D-4149.** While you were working up your rates, did you take the union into your confidence?—No; we submitted the rates to them afterwards.

**D-4150.** Usually, in other countries, would that be the procedure? Would the management make out the rates and then submit them to the union, or would they work them out with the union?—It has been my experience that if it is a question of a wage scale, the workers' union take that up and submit their scale to the manufacturers and the manufacturers generally submit their scale to the union. A conference is then held for deciding what scale there should be.

**D-4151.** That was not done in your case?—No.

**D-4152.** Is that probably because the committee of the union did not have the technical knowledge to be able to discuss these matters?—We set down our scale of wages and bonus. A counter proposition was made by the union which we knew to be absolutely wrong, and the Company could have never paid it. Mr. Homi who was the president of the union at that time was very familiar with our business, but the scale of bonus that he put in went beyond what the Company could pay. If we had accepted it, our production would have been much less and the rates of bonus would have been increased.

**D-4153.** Although you took into consideration the union's proposition, you still adhered to your own rates because their request was not reasonable?—We could not do more than we did.

**D-4154.** What is the position to-day? Is there a union committee now?—No, not to my knowledge.

**D-4155.** There are no representatives of the men that you can deal with to-day?—No.

**D-4156.** You can now deal with them only as individuals?—That is so.

**D-4157.** You said that you educated your men to earn more money by giving you more production. You apparently did that before the strike?—Yes.

**D-4158.** You told us that the union committee went round, trying to give the workers the opposite form of education and asking them not to take advantage of the bonus?—Yes, they did.

**D-4159.** But since there has been no union and no committee the men are acting up to their own convictions and now you are getting a better production?—Yes.

**D-4160.** How would you as a trade unionist reconcile those two facts?—There is a difference between the trade unionism we have experienced in India and the trade unionism that I am familiar with; there is a considerable amount of difference between trade unions at Home and trade unions here.

**D-4161.** We have always seen the employers asking for trade unions on British lines and not on the lines they have been here. Have you any constructive proposals to make for building up Indian labour on those sound lines?—It is quite a problem.

**D-4162.** It seems to me then that either you have got to carry on as you are now doing with what is called the *ma bap* system, or else you have got to have trade unions on unsound lines similar to the ones you have already had. Is there no other way to meet the situation?—I do not know of any other way. There is one thing that I tried but I failed in my effort. I tried to apply my experience as a trade unionist to get the Indian along the same lines, but it seems that even the leaders that came here gave wrong advice; I do not mean political leaders; I am referring to trade unionists.

**D-4163.** Having failed, what do you propose to do now?—I do not know what we propose to do now. Until something else develops we are going to carry on on the same lines as we have hitherto been doing.

**D-4164.** You say it is not for you to train men in order that they may form a union on sound lines, but it is for them to train themselves?—Yes. We did give them help when the union was formed. For the first meeting of the union we sent a representative from the office who was assistant to Mr. Henderson. Just before that we took what we thought was one of our best Indians in the office who spoke 5 or 6 languages, and we made him the head of the labour department. His duty was to work between the management and the union



committee. Being an Indian we felt that he would be accepted by the union and that he would get along better because he understood the workers well. When the first meeting of the union was held this gentleman who is a shorthand writer went to the meeting with Mr. Henderson's assistant, and the understanding was that he should take a verbatim report of the meeting and give the union a copy of it if they wanted it. The first meeting of the union was not too bad, in my opinion. The discussion was very much along trade union lines. I was very pleased with the progress that was made. It was not very long until there was another meeting. This meeting was entirely different from the previous one. Some of the leaders who came there delivered speeches, and one of the speeches was to this effect: "There is only one way by which we can get *swaraj* and that is by uniting the labourers together". At that time I was not concerned with *swaraj*, nor am I particularly interested in it now. The speech went on: "I understand that the management has agreed to accept your labour union. This is the first time in my experience in India that I have heard of a management accepting a union. It took years in Great Britain and America before a union was accepted. You must be aware that it is a trick; it is the cunningness of the management. We do not care whether the management recognize our union or not. If we have a properly constituted labour union and get it registered under the Trade Union Act, the management must recognize us. If you are united you need not care whether you are recognized or not." I realised at the time that they were making a bitter mistake. I sent for the labour leader, but he did not come. The next time I sent him another invitation and he accepted it. We took up the 18 demands, and we discussed them with this union. We talked about trade unionism. I quoted passage after passage from his speech and told him: "You are giving wrong information to the men. You are leaving these men under the impression that if they are united into a union they can get anything they ask for. That is wrong. The object of trade unionism is mutual co-operation. You are already talking about a strike. The last thing that a good trade union leader will resort to is a strike. If I was leading the men in India or in any place, I would use the strike as a last resort." I got the 27 members of the union committee into my office and told them: "Gentlemen, we have accepted your organization in absolutely good faith. This Company, and I myself personally, want to treat our labour very well. If we are to get along you must not go to your meetings and have all this strike talk. I need not tell you that I am strong enough, and that if you have a strike you will be defeated." I told them this long before the strike. They agreed with me and went out. But unfortunately we saw that after some time they started the same thing again, of going on strike. We found that within a short time the opinion of the poor labourer had been changed completely. The labourer was told: "You have got a union and you can get anything you like. You should strike to get your demands, and keep on striking." That might have been all right a good many years ago, but it is wrong now. The question of suspensions came up, and the

men would not do this or that. I was very anxious to avoid a strike, and we realised that it was necessary to put a few suspended men back to work. I will give you one illustration. A man was suspended on Wednesday, and I told Mr. Price to put this man back to work when he came. My intention was to have a hearing and to prove that the man was absolutely wrong. "If you do not put the man to work we will shut the mill down" that was the threat that was held out. I said: "We will take the man's case up on Saturday, and if he is not guilty we will take him in." But in the meantime there was a *hartal* and the plant was at a stand-still. We told the men "Take the iron out of the furnace; we will pay you. This is not fair to you. You are acting without any authority. We will take up the case on Saturday." The men did not hear us at all. Shortly after this we had another *hartal* and the mill was shut down again. We had no warning of any kind. I sent for Mr. Homi and other members of the committee.

**D-4165.** What did they say?—Mr. Homi gave me to understand that he knew nothing about it, and he put the men to work. I had a talk with Mr. Mitra, who was the Vice-President of the Union. He was a young, intelligent and smart man, and I told him: "If you do not talk to your own people here, surely you are going to have trouble". But he had no weight; none of them had. For instance, in the annealing department, the big furnace was working only three days a week. Before the union was formed, the men working on the furnace used to go and help in another department after they finished their three days' work. They were being paid wages for 6 days. After the union was formed, these men said: "We will not work after the furnace is down". Mr. Russell pointed out to Mr. Mitra and to the other members of the committee the unreasonable attitude of the men. These members tried to convince the men that they were wrong, but the men paid no attention.

**D-4166.** Who was pulling the string?—I do not blame any one in particular, but it was evident that the union committee which was supposed to control their men could not do it.

**D-4167.** In your memorandum you suggest that picketing should be made illegal?—The picketing that I saw should be made illegal.

**D-4168.** You would not object to 2 or 3 people standing together to persuade their fellow men not to go to work, but you would object to picketing by 500 people?—I would not object to peaceful picketing. I would not object to a union picketer standing on the road and telling the man who is on his way to work: "We are all on strike. We do not want that you should go to work. We believe that our cause is right, and if we all do not go to work we will win the strike". I object to what I call illegal picketing. A fellow starts to work, and two pickets meet him and tell him not to go to work. The man says: "I have got to go to work, because I have a wife and a couple of children to support. I have nothing to eat. I have my sympathies

with you, but in the circumstances I have got to go." He comes to the next two pickets, and he tells them the same thing. Then he meets the next two and so on. By the time he gets down to the fifth set of picketers he decides that he better go home and starve.

**D-4169.** *Mr. Cliff:* That is moral suasion?—I do not agree with you.

**D-4170.** *Sir Victor Sassoon:* Is it your point that you cannot have peaceful picketing here?—It is very doubtful. I have been a picketer myself, and my instructions always to my pickets going round were to be peaceful and to keep within the law.

**D-4171.** Did they carry out your instructions?—No.

**D-4172.** You do not believe that picketing can be peaceful and that is why you consider that it should be made illegal?—Illegal as far as we are concerned here.

**D-4173.** Why do you say that?—Because I cannot speak of other places which are not familiar to me.

**D-4174.** You cannot expect Government to pass a special statute, to make picketing illegal, for the Tinsplate Works only?—We do not say that.

**D-4175.** When you say that picketing must be made illegal it must be statutory?—From what I saw here I based my opinion. If the same conditions exist in other places I would say the same thing.

**D-4176.** Is it your view that Government should by statute make picketing illegal?—Yes.

**D-4177.** That is for everybody?—Yes.

**D-4178.** *Mr. Cliff:* On the question of hours of labour, you say that you work three 8-hour shifts and the normal working week is of 6 days or 48 hours. I want to know why you do not work 10 hours instead of 8?—We could not because three 8-hour shifts is 24 hours, and we have divided the day into three shifts.

**D-4179.** Does that apply to all the departments in the works?—It applies to the mills and the tin house. In the other departments, such as the pickling and the warehouse, they can use one shift or two shifts, but on the mills it is customary in tinsplate and sheet works to work to a continuous 8-hour shift.

**D-4180.** It is customary in the world, and you accepted it?—As far as rolling plates, yes.

**D-4181.** Have you got anything to say with regard to the effect of 8-hour day on your workmen?—I think they approve of the 8-hour day.

**D-4182.** Having brought the class of labour that you have brought into the Tinsplate Company during the last few years, have you been

discouraged with the progress that has been made?—I have been encouraged by the progress that has been made.

**D-4183.** To what do you attribute the encouragement that you have got from Indian labour working in your company?—We have always tried to treat our labour with consideration. We have brought an expensive European organization from Great Britain and take an interest in training the labour here.

**D-4184.** You would lay great emphasis on the training of Indian labour?—Yes.

**D-4185.** You would definitely say that as far as your experience is concerned, you are not discouraged but rather encouraged?—Yes.

**D-4186.** Dealing with the semi-skilled and skilled labour it is stated that you pay higher wages than is generally paid?—We believe our rates are comparatively higher than those paid in other parts of India.

**D-4187.** What is your experience of the higher wage policy pursued by the company?—I believe in paying good wages.

**D-4188.** Apart from believing, having worked that out in practice in your own factory, do you believe that the experience which you have had over the years that you have been here has been of practical benefit both to the workmen and to the firm?—It has been of benefit as far as the workman himself is concerned, but the unfortunate part of the thing is that what the Company has done has been upset by outside influences.

**D-4189.** Having practical experience, I wanted to know what you had to say first of all with regard to an 8-hour day, secondly with regard to the training, and thirdly with regard to the higher wages?—(Mr. Townend): We have no experience of paying low wages.

**D-4190.** You do not think that the wages paid to your coolie labour are low?—What we pay is high wages even for coolies. None of these people would earn more than one or two annas a day in their own homes.

**D-4191.** My experience is that in certain places the coolie labour is paid equally or a little higher?—We have never paid low wages relative to the peoples' wants and needs.

**D-4192.** You never tried with low wages?—No.

**D-4193.** But you have tried with high wages?—Yes.

**D-4194.** Whether, as far as your factory is concerned, high wages have led to less working hours being given?—(Mr. Leyshon): The working hours have always been as stated.

**D-4195.** In many places evidence has been laid that if one paid higher wages the labourer would not work for the time laid down for,

him; he would absent himself from work because he has got more money to spend. I want the experience of your own factory in relation to that?—It has been said that the more you pay the more you make him stop working. That is true to some extent. (Mr. Townend): We do not let people go and come back. (Mr. Leyshon): We found that many of our men who had good jobs here and who had left us 3 or 4 years ago came to us during the strike, because they were making good money. I will give you an interesting instance. Only a few weeks ago four of our men who were getting high rates of wages came to Mr. Thomas their superintendent, and said: "We are leaving for our country. We wish to thank you and the manager and every body for your generosity, kindness and consideration. We shall ever pray for your long life and prosperity. We have made enough money to get a tract of land". But, of course, we do not have many cases of that nature.

**D-4196.** When the men here are working week by week have you got any complaints to make with regard to their regular daily attendance?—No, it is not bad. Our absentees are approximately 10 per cent. which, in my opinion, is not bad for any labour. We have gone into that carefully.

**D-4197.** That includes people who go away?—Yes.

**D-4198.** With regard to your experience of trade union in your own works, before the union was formed you were faced with a difficulty with regard to production, as I understand it, and you laid the men off?—Before the union was formed, we did not experience much difficulty with regard to production.

**D-4199.** Am I advised wrongly if I say that when there was a strike in Tata Company, the output of tinplates was reduced, there was a fall in the demand for tinplates and consequently there was a reduction in the working days?—Tatas could not give us as much steel as we needed to work full time. This went on more or less for five months. During all that time we paid our men full time wages for half time work. We paid Rs. 2,50,000 in wages for work we did not receive.

**D-4200.** I am advised there was loss in wages consequent on the reduction of working days?—No, we worked half time but paid full wages for five full months.

**D-4201.** There was no loss in wages?—I would not say that. I do not think there is any place in India where full time wages are given for half time work.

**D-4202.** *Sir Victor Sassoon:* What is your monthly wages bill?—About Rs. 1,25,000.

**D-4203.** *Mr. Cliff:* I have just a few questions to ask you with regard to your experience of your Union. I am advised that you met Mr. Daud, representative of the Union recognized by you in January 1929 at Golmuri?—Yes.

**D-4204.** When you met him, apparently you said that any relaxation of the restriction of the working days was not possible, but you came to an understanding on some minor matters. Does that represent the result of the negotiations between Mr. Daud and your Company?—That was during the Christmas holidays. We paid five days' wages to all workers for that week whether they had actually worked two days or three days. This was rejected by the Union and Mr. Daud came to see me in that connection.

**D-4205.** *Sir Victor Sassoon:* The men wanted to be paid for six days?—Yes. If the mill had worked full time one shift would have had six turns and two other shifts five turns each. Since no shift worked six turns all were in the same position and we paid them all the same amount for five days. They were not satisfied and this was one of the points that led up to the strike.

**D-4206.** *Mr. Cliff:* Mr. Daud came to see you and later on Mr. Homi came to see you. One of the questions at issue was the relaxation of the restriction of working days. If the men had been paid full time wages for half time work that surely would not have been an issue?—(Mr. Townend). That was with reference to short time work in January owing to lack of orders. Owing to the strike in Tatas and consequent short production from our mills the Oil Companies had to order a large amount of tinplates from Wales. During those two months tinplates were still arriving from Wales and there was not much demand for our product. We had therefore to work half time during January. When January was over we began to work full time.

**D-4207.** *Sir Victor Sassoon:* You paid your men full time wages for half time work when the Tatas were on strike but did you not do the same when you could not work full time owing to lack of orders?—We paid them half a days' wages for days they did not work.

**D-4208.** *Mr. Cliff:* Mr. Daud met you in January and had to go back to tell his men that any relaxation of the restriction of working days was not possible. Mr. Homi met you on the 7th February and the result of the negotiations included an undertaking to run the works full time as far as possible?—We have always done that.

**D-4209.** So that in February it was still an issue?—(Mr. Leyshon) It was an issue in February. I remember Mr. Homi telling me that if the works were kept open full time the men would be satisfied. I told him that it was our endeavour to keep the works open full time as far as possible and that we lost money by working part time.

**D-4210.** Both in January and February it was an issue and you could not give a definite undertaking to Mr. Daud to keep the works open full time as far as possible?—(Mr. Townend): We gave a similar undertaking to Mr. Daud, but I think Mr. Homi was the better general.

**D-4211.** Both in January and February the Company could not give an undertaking to keep the works running full time?—(Mr. Leyshon):

With regard to this question of working part time we received a letter from Caloutta that owing to the conditions in the installations and the fact that Welsh plates were still arriving we had better slow up our operations. We posted that notice at the gate but the members of the union did not believe it. In fact they said it was a lie on the part of the Company. Mr. Daud came to see me about it. He said that if I had no business for a month I might rather close down the works instead of working half time. I said I was agreeable to it. Immediately one of his friends intervened, there was some conversation between them and Mr. Daud said: "Better carry on as at present".

**D-4212.** I see that Mr. Daud comes to you in January and makes a settlement on some minor matters. Another trade union leader described as a better general comes along afterwards and these are the improvements that he secures: (1) increase in rates of pay, (2) a bonus scheme, (3) a provident fund scheme, (4) maternity benefit, (5) large increase in housing. A union is formed and within a very short time meets your Company and these are apparently the things which your Company are prepared to concede. Is that so?—Not because a union was formed. Those were things already planned out before the union was formed.

**D-4213.** They were not offered in January but they were apparently offered in February?—(Mr. Townsend): The housing scheme was sanctioned in the previous year. (Mr. Leyshon): Everything else was worked out before the Union was formed but it was not feasible to put them into operation when we had been working half time for five months. We were not given an opportunity to get on our feet.

**D-4214.** I appreciate your difficulties about finance. My difficulty is with regard to the handling of labour and with regard to your meeting with the trade union. Let me illustrate what I mean. If a union can send a man in January and only obtain a settlement on some minor matters and can then send a man in February and get all these concessions that surely shows there was the fear of the strike?—I think you are wrong. When the union was formed all these questions were discussed with the members of the Union absolutely honestly. We knew there was going to be a union in our works; we did not fear it. We did not want to crush it. I think our strike was a tragedy. Union or no union we had all these schemes worked out during the Steel Company's strike. While the strike was going on in Tatas it was only natural to suppose that our people would attend their meetings. I would have myself attended the meetings if I had been one of the workers. In fact we did not object to their doing that and they did attend the meetings. We were paying good wages to our men considering the losses we have made ever since the beginning of our operations. We could not have paid them bonus or provident fund; we were only six years old and we could not have done all those things before that time. Nearly all the questions that have arisen since the formation of the Union were mapped out by me. I took the scheme to

Calcutta and had the tentative approval of the Board of Directors. I pointed out that it was only natural to suppose that our men would make demands very much along the same lines as the employees of the Steel Company and that we should try and meet them. Then Mr. Daud came to us and we told him that all these things were being worked out and that the Company was trying to meet all their demands except the 25 per cent. increase in wages. We had a 5-hour conference and at the end I asked him whether he sincerely believed in the intentions of the Company and would go and tell his men accordingly. He said he had no doubt about the Company's intentions and would go and inform his men accordingly. I told him that if he did so he would be thrown over by his men. He said he knew the Indian better than I did and no such thing would happen. But in fact he went and told his men that the Company sincerely intended to satisfy their demands and he was consequently thrown over. That was where I scored.

*Mr. Cliff :* It is apparent to any one looking at the situation that the trouble at the Tatas had a natural reaction on the men of your Company.

**D-4215.** You made certain concessions to Mr. Homi which you were as a Company planning to give?—Mr. Daud would have got the same thing if he had not been thrown over.

**D-4216.** In your memorandum you say : " We look with favour on a properly constituted and well run union." May I take it even as a result of your experience you have not given up the hope of dealing with a *pucca* trade union, if you like?—If it is a *pucca* trade union we will have no objection to it.

**D-4217.** Will you have any objection as a Company to meet a representative of a trade union organized by Mr. Joshi in order to get better relations between your Company and the combination of your work-people?—It just depends. With due respect to Mr. Joshi or anybody else I should like to say that when our workers feel that they would like to have a labour organization I will certainly consider it. I do not want men to come here and create grievances and say : " Look here, see how you are treated. The only way to redress your grievances is to join our union." It is all wrong.

**D-4218.** You will admit that there are inside and outside your works a number of men who are still loyal to the tinplate union?—We have no objection to that.

**D-4219.** You want a well run union?—We do not want any union.

**D-4220.** You would not object to it?—No, I would not.

**D-4221.** You would not welcome it?—We have got to consider the men. It will take many years more for them to join another labour organization because they are absolutely deceived and disgusted with the last one. We do not glory in that at all. If we had a properly



constituted union now in our plant I could not give them any more than what we have given them already. You can take it from me we are going to treat our employees just as well without a union as with a union. They would not benefit by having one, I promise you that.

**D-4222.** *Miss Power:* In your memorandum you say: "We have no standing machinery for regulation of relations between ourselves and our work-people." Have you not got any shop committee or any other body to discuss the grievances of the work-people?—Till now we have not recovered from the last strike and not been able to do anything in that respect. Our men can see the foreman superintendent and myself at any time they like and have their grievances redressed. After the trouble we had things like shop committees are out of the question.

**D-4223.** What happens about those grievances now?—We do not have any.

**D-4224.** Nothing at all, no suspensions or dismissals?—We have very few suspensions; in fact I do not think we have had any.

**D-4225.** Does a dismissal not cause a grievance?—I think we have had two dismissals in three months. There is no man discharged from the works without my going into the case and satisfying myself.

**D-4226.** Then it is a kind of temporary elysium.

**D-4227.** In your memorandum you deal with a club. Does this club exist for the workers or for the clerks in the higher grades?—It was left to a committee of the employees to manage it. I think there were about 175 members in it. We took two of our quarters and converted them into recreation clubs for our employees. They had their own board, president and vice-president. Just before the trouble I intended to put up tennis courts but the strike upset them. They have now football and cricket.

**D-4228.** What exists for the 2,800 men of the unskilled coolie class?—They have recreation grounds where they can play football, hockey, cricket or tennis. We had some sports a few months ago.

**D-4229.** There are no institutes suitable for illiterate men?—No, we started a library but we had no time indeed to develop in that direction.

**D-4230.** In your memorandum you say:

"Employees are indebted to the Company only for small cash loans (very few) or for loans granted to enable them to build their own houses."

You pay higher wages than is customary in India. Do you know anything about the state of indebtedness of your workers not to the firm but to outside money-lenders?—(Mr. Henderson): I know they are very much indebted inspite of the fact that we started two co-operative

societies and refused to allow the *Kabuli* money-lenders inside our property. There are many instances where the more a man earns the more he spends.

**D-4231.** Have you ever tried analysing the indebtedness of your people?—You cannot tell, for instance, to what extent the workers earning different levels of wages are indebted, what particular castes of people are especially indebted and so on?—It is rather a difficult problem. The workers do not tell their exact debts.

**D-4232.** Dealing with the question of leave you have, I see, got specially good arrangements with regard to grant of leave to your employées; but you seem to be up against the same difficulty as other firms of men overstaying their leave. How do you tackle that problem? Do men realise the obligation on their part to meet the grant of leave with pay by returning up to time?—We are not in a position to grant leave with pay for all our employées. The ordinary workers have no privilege leave with pay; the monthly rated staff have 14 days a year with pay. Some of them come from distant parts and they are allowed to accumulate their leave so that they may have sufficient time to go home and return. They are what we may call the intelligent type and we have no difficulty with them as regards overstaying leave. It is the people who go on leave without pay that generally overstay their leave.

**D-4233.** Can you tell us the percentages of men who are entitled to leave with pay and leave without pay?—I cannot say offhand.

**D-4234.** With regard to maternity benefit you say you allow six weeks' leave on full pay upon confinement. How do you divide this 6 weeks before and after confinement?—Two weeks before and four weeks after. We rely entirely on the doctor.

**D-4235.** Is the doctor a man or a woman?—He is a man doctor. The woman goes to the nurse in the hospital and notifies to her that she is entitled to the benefit.

**D-4236.** In your memorandum you deal with the question of admission of infants. You have only got 100 women but you do not say anything about contractors' women workers. Do you not employ contractors?—Not inside the works, but for special works outside.

**D-4237.** Are there any considerable number of women employed by contractors?—Not inside the works.

**D-4238.** There are no women employed except the 100?—No.

**D-4239.** Have they separate bathing places?—Yes, they have.

**D-4240.** What is the difficulty about the children of these 100 women staying in the rest sheds and is there no woman to look after the children?—(Mr. Leyshon) during the strike we arranged for one or two older women to look after the children in the rest shed. But the

women insisted on bringing their children into the mill. I did not like their bringing the children into the mill and I said I would not have women working in our Company. I did not want women workers and would pay the men. But the labour foreman said he would not be able to get coolies here unless we had some *rejas* also. The *rejas* would head coal, for instance, but the men would not do it. Similarly there are certain things which the *rejas* alone would do. The foreman said that we would be losing some of the best coolies because they would not work unless their women also were allowed to work with them. They work together and go home together. Therefore we had to employ the women also, not because we were getting them cheaper. It is not a question of finance in that respect. Personally I am in favour of not employing them, but it will work a hardship on the *rejas* if we do not permit them to work.

**D-4241.** *Sir Alexander Murray* : I understand that your Company stands between the Tata Iron and Steel Company on the one side and the Burma Oil Company on the other side?—(Mr. Townend) Yes, they are joint shareholders.

**D-4242.** Do you have published accounts?—No, we are a private company.

**D-4243.** Are you run at a profit?—We will run always at a profit under present conditions if we do not have labour trouble. We have been in existence for the past six years and we have been working at a loss.

**D-4244.** The wages that you pay and the money you spend on welfare work does not appear to be such a serious factor as it would be with a concern which had to depend on European markets for its existence?—Nevertheless, we have been operating at a loss. We have written down Rs. 67,50,000. Other companies have done the same thing and they are continuing. We should certainly be able to make a profit from now onwards.

**D-4245.** You said you paid 5 days' wages for working two or three days a week?—Yes.

**D-4246.** You also said you paid more wages than other people?—Yes.

**D-4247.** These are things that can be done only by a Company which stands in a favourable position?—I agree with you there. If we had not the Burma Oil Company behind us we should have closed down long before this. We have been enabled to do all this on account of the backing of the Burma Oil Company.

**D-4248.** Tell us something about the working of the municipal notified areas. Are you satisfied with the present conditions. Are the interests of labour well looked after under a constitution such as that

of the Notified Area Committee?—Yes. We are in a peculiar position here. We are the Electric Supply Company and the Water-Supply Company of the district and so on. As regards sanitation there is the Board of Works. The main activities of the district are done by our own Company and not by private supply companies.

**D-4249.** Have you had any occasions to represent your grievances before the Notified Area Committee?—We seldom have any grievances.

**D-4250.** Do your workers ever bring forward any grievances with regard to inadequacy of water-supply, conservancy and so on?—They get a standard of conservancy and water-supply far beyond what they are accustomed to in their villages. Occasionally we get complaints of shortage of water-supply in particular areas owing to unequal distribution of water. We adjust the valves and set the matter right. But we do not get any general complaint of inadequate supply of water or bad conservancy arrangements.

**D-4251.** You have the provident fund scheme in operation now?—Yes. The final rules have not been framed. Since they were originally drafted there have been a series of changes, but we allow people to put in their money now and pay our contribution also. They will know the precise rules later on.

**D-4252.** Does the scheme cover all the workers, the lowest paid as well as the highest paid?—Any one except the covenanted staff can become a member of the fund. We first fixed a minimum pay of Rs. 15 a month as qualification for membership of the fund but we removed that restriction.

**D-4253.** You told us that the turn-over for the bulk of your low paid men was 2½ years. How could they join the provident fund?—I do not think that type of labour joins the provident fund. (Mr. Henderson). Only 5 of them have till now joined the fund.

**D-4254.** Could you give us the accounts of your co-operative society showing how many of your people are indebted and to what extent?—You may take it from me that almost all the members of the co-operative society are indebted.

**D-4255.** How do they carry on?—Each one stands surety for the other and so on. They do not feel satisfied unless they have a loan from the Society.

**D-4256.** *Mr. Joshi:* I am trying to understand the causes that led to the strike in the Tinsplate Company. As regards wages do the Tatas pay more than the Tinsplate Company?—(Mr. Leyshon) I would not say that. Our average wage per month before the strike during March 1920 was Rs. 37.8 for all labour and Rs. 40.25 for all labour excluding coolies and *rejas*. I can give the corresponding figures for December. For all labour including coolies and *rejas* the average was Rs. 42.48 plus a bonus of Rs. 7.43 or Rs. 49.91. Excluding coolies and

*rejas* the average comes to Rs. 44.44 plus a bonus of Rs. 7.40 or Rs. 51.84. The corresponding figures for January were Rs. 43.26 plus Rs. 8.52 or Rs. 51.78 for all labour and Rs. 45.11 plus a bonus of Rs. 8.97 or Rs. 54.08, excluding coolies and *rejas*.

**D-4257.** I have here a statement that "the maximum rates in the Tata Sheet Mills are Rs. 7 a day as against Rs. 2-12-0 of the Tinplate Company and their minimum rates are higher." What do you think of this statement?—That is not altogether correct. The work in the first place inside the sheet mill is not to be compared with the work in the tinplate mill. The work in the Tatas is more heavy and arduous, and if the rates there are a little higher they are justified in having it so. But as far as Rs. 7 a day is concerned I do not know more about it than this: Tatas had a few Indian rollers who had replaced some Europeans and they might have been paid higher rates. We also intended to Indianize our plant before the strike on the Mills as the second contracts of the Europeans expired. This was made generally known to the Union members. We intended to fix a rate for the Indian rollers that would compare favourably with Tatas, not because Tatas were paying that. Our Indian rollers' wages are now Rs. 4 a day plus an average bonus of Rs. 5 a week. As we Indianized the remaining crew also there was a corresponding increase for the heaters, the roughers and the finishers.

**D-4258.** The Rs. 7 to which the statement refers was paid to European rollers, was it?—The European rollers who came out had Indian finishers to help them. The rate was then fixed for the Indian who did the manual work while the European furnished the technical experience. We have now replaced some of the European rollers by Indian rollers and increased their pay. Still there is one European foreman who assumes responsibility for the mill.

**D-4259.** With regard to the case of Abdul Samad, is it true that you refused to reinstate him although you promised at one time to take him back?—That was one of the questions that led up to the strike. Abdul Samad was a heater on one of our Mills. The roller on the Mill had been having considerable trouble with him. He was quite a good workman but had been listening to a lot of ca'canny business. He was throwing out iron and so forth. He was warned and then suspended. Mr. Homi interceded on his behalf and we had a meeting in the Superintendent's office with Mr. Homi and two others. We did not agree to take back Abdul Samad there and then but promised to reconsider his case next Saturday. We did not want to penalize Abdul Samad. Mr. Homi was satisfied that Abdul Samad was guilty of the offence and that he would be laid off till Saturday next. We then hoped to take up his case with the members of the Union Committee or any one else.

**D-4260.** Was that done?—But they had a *hartal* on Saturday. One of them took up a very defiant attitude towards the superintendent

foreman, members of the committee and myself. The next day we suspended him also,—one of the best workmen we ever had and were sorry to lose. We were told to take him back or shut the plant. Mr. Homi told the men to keep on working.

**D-4261.** Was he taken back?—No, he was not taken back. We ran into the strike.

**D-4262.** They did not wait till Saturday?—They did not wait. They sent me an ultimatum that if we did not take him back they would go on strike. I told Mr. Homi that since the men took a defiant attitude I would not take up their case till the next Saturday but the men would be paid for the time they were laid off. Later on Mr. Homi sent me a letter asking me to exercise my prerogative of mercy in this case. It was not a question of mercy; it was a question raised by the men whether labour was going to be stronger than the Company. I told Mr. Homi that I was very sorry I could not do anything in his case. Mr. Homi told me that unless we did that he thought there would be a strike which he would try and prevent. Since then Abdul Samad had written to us admitting that he was wrong and that he was sorry for it.

**D-4263.** Here is another statement in this document. On the 22nd March the Union waited in deputation upon the Manager to represent certain grievances but the deputation was not received by the Manager as he disapproved of the personnel of the deputation?—Yes, that is correct.

**D-4264.** What is the meaning of disapproving of the personnel?—We agreed to meet any member of the Union Committee or anybody else. But just before the strike the situation became so unpleasant we did not know what they were going to do. At one of the meetings Mr. Burham made statements which were absolutely wrong, condemned and cursed every body and used vile language, yet this was the man in whom we were personally interested. He was a foreman in the tinhouse on Rs. 125 a month. He was sick for three months and his pay was sent to his quarters. After three months I saw him one day at the gate. He said he was not very strong. I asked him to attend office for 15 or 20 minutes and then go home if he felt weak. He went home and did not return for 2 months more. We paid the man his full pay all the time for doing nothing. This was the man who got up at the meeting and used vile language against every one here. I therefore told the delegation that I would see any one of the remaining 2,999 men in the Union but I would have nothing to do with this ungrateful Burham. Here is a letter from the man which you may read.

**D-4265.** *Sir Alexander Murray*: I see from the letter that the man regrets his attitude and prays to be taken back. Does he not point out his connection with the Union officials?

**D-4266.** *Mr. Joshi:* It always happens that extreme and intemperate speeches are made by some persons at union meetings. Does that justify the management refusing to see a man sent by the Union as its representative?—It all depends on what a man calls you. We have certain amount of self-respect, union or no union.

**D-4267.** It is stated here that at this time the management employed Gurkhas as workers. Is that correct?—It is all wrong.

**D-4268.** With regard to the Hot Mill it is stated that you agreed to give a 2-anna increase in wages. Is that correct?—There was a little bit of misunderstanding between Mr. Homi and myself on this question. There were certain men holding lower rated jobs but being paid higher rates. In the beginning of our operations we had to pay men Rs. 2 and Rs. 2-8-0 to work in the hot mills in order to attract them to this kind of new work. But in a few years' time we realised we had to grade the jobs and adjust rates. It was a question of adjustment of wages that brought this 2-anna increase. Mr. Homi misunderstood that to cover all the workers whereas in fact it covered only the lower rated men. We had some discussion on the question and as a compromise it was finally agreed that we would move the men on lower rated jobs into higher rated jobs and continue to pay them lower rates till they learnt the new job when they would get the 2-anna increment. That was one of the causes of misunderstanding.

**D-4269.** With regard to the acting allowances to men acting in the place of absentees, did you agree to that on general terms?—We are in the best position to determine whether a man ought to get an acting allowance or not. We are giving it now also.

**D-4270.** Was it ever partly granted and partly not granted?—Suppose there is a man getting Rs. 2-8-0 a day in the mill. If another man getting Rs. 2 a day takes this man's place we pay him Rs. 2 a day till he is able to do the new job thoroughly. If he is able to do it well he is paid Rs. 2-8-0 like the first man. We have a mechanic on Rs. 250 a month, a sort of general foreman. The man next to him is on Rs. 100 a month. He can act as head but he is not the real head. If the head foreman is absent and the assistant acts in his place, should he get his wages? It is ridiculous. The Electrical Engineer may be off for a day and his assistant may take his place, but if there is a vacancy he cannot qualify for the job.

**D-4271.** *Mr. Giri* wanted to see you but it is said that you refused to see him. What were the grounds on which you refused to see him?—We tried and made arrangements with the Union to meet them. We pleaded with them not to go on strike in order to take advantage of the Trade Disputes Act. We consented to meet Mr. Giri or anybody provided the works were not shut down. But we were deceived absolutely. When all these things were taking place before the strike Mr. Homi said that the question of suspension was the most important one and that if it was settled all the rest could be straightened out easily. I had a conference with Mr. Homi and his friends and I

agreed not to discharge or suspend even a single man next week no matter what they did, whether they tore the furnace down or shattered the mill. If the mill went all right next week I agreed to do the same for the next week. We did not want to suspend the men or discharge the men because we should have had to get other men to take the place of the discharged or suspended men. I told Mr. Homi that here was a chance for his Union to function and keep the men all right and asked him whether he had any other grievances to put forward. He said there was nothing. This was on Friday and I told Mr. Homi I expected to get along very well next week. We begin work on Sunday night. I was at Jamshedpur on Sunday afternoon. At 6 o'clock I was told there was a strike in the mill. I was surprised at the turn of events and went straight to the mill and saw a number of men at the mill gate wearing picket badges. I asked them why they were doing that and they said they were on strike and that Mitra *baboo* had given them these badges. I sent for Mr. Mitra and asked him what all this was about and told him: "You were in my office on Friday. We left as good friends. No issue was at stake. The only important question was that of suspensions and that was granted to you. Now why are your men on strike? What are they on strike for?" Mr. Mitra said that his men had revolted!

**D-4272.** Are your labour charges in the shape of wages greater now than before the strike?—Our charges are not greater. The men are earning more money. They were earning 11 per cent. bonus before, now they are earning 22 per cent. bonus.

**D-4273.** The rates have not changed at all?—No.

**D-4274.** *Sir Alexander Murray:* These increased wages per man, of which you have told us, are due to increased output?—Yes.

**D-4275.** *Mr. Ahmed:* You are in favour of a Union being started on British lines?—If it is started on the same lines as a British or American or any other *bona fide* Trade Union, I would have no objection to it.

**D-4276.** In Great Britain picketing is legal?—Picketing is legal in most countries, but the Union authorities are held responsible for the action of the picketers. Here they are not.

**D-4277.** Do you object to picketing?—I have no objection to peaceful picketing. I object to it when it passes the stage of peaceful picketing, and that is what happened in our strike. It was an absolute reign of terror to the Indian who wanted to come to work. The men who want to work should be permitted to work.

**D-4278.** Was it not the cause of the strike that the workmen wanted a higher rate of wage?—No.

**D-4279.** What was their grievance?—You have just heard me state that in my office, 36 hours before the strike was declared, they had no grievances.



**D-4280.** You remember that in the Legislative Assembly last year there was a debate about the matter, and that a resolution was passed. What have you to say about that?—It seemed to suit the occasion very well to have that debate in the Assembly just when it occurred, because the Lahore Conference was not very far off.

**D-4281.** Have politics been mixed up in the matter?—The politicians were the ones who took it up in the Assembly.

**D-4282.** And they applied politics to the case of your Company?—Naturally.

**D-4283.** What is the attitude of these leaders against your Company? Do they want to ruin you in your business?—That is rather a broad statement.

**D-4284.** Your managing staff are Europeans, and the shareholders are European. Therefore these Congress men are against you?—I would not like to make a positive statement, but it seemed to be a very convenient issue.

**D-4285.** *Sir Alexander Murray*: How many Europeans have you?—The total number of Europeans on our books was 120. The total number of Europeans on our books now is 37. In a year from now we expect, as contracts expire, that there will be at least ten or twelve less. We do not feel that that is too bad in the way of Indianization in such a short period as 6½ years in such a highly technical process.

**D-4286.** *Mr. Ahmed*: Do you honestly think that coolies getting 9 annas a day can maintain themselves, their wives and their children?—They are doing it. We are offering inducements to our coolies. We have coolies earning Rs. 2 a day. If they show an aptitude and inclination to get on we promote them.

**D-4287.** They do not get a living wage?—(*Mr. Townend*): The villages round Jamshedpur, where a number of these people come from, are unquestionably the best looking villages in India, because the people supplement their agricultural earnings by working in the steel works or in our plant; and the wages they get industrially are far higher than they would ever get on their fields.

**D-4288.** Only 10 per cent. of local people are employed in your factory. 90 per cent. come from outside?—Yes, and those 90 per cent. earn more than 9 annas.

**D-4289.** How is it, that, with the high wages that you pay, you cannot get more than 10 per cent. of your people from the locality and adjoining districts?—They are not of the right mental type.

**D-4290.** Can the adjoining districts not supply men of that type?—No. They go up to the tea gardens.

**D-4291.** I take it that is because they can earn much more in the tea gardens than they can earn at your place?—Oh no.

**D-4292.** Do the coolies here carry loads?—They unload coal.

**D-4293.** That does not require much skill. If it is more remunerative here to do that work why do they not stick to your factory instead of going to far-distant places?—We get all we need.

**D-4294.** What is the proportion of your coolie labour that comes from outside the district?—All our coolie labour comes from the immediate locality, say within a radius of 100 or 200 miles. I want to make it clear that we never recruit from outside. We employ our labour at the works' gates, and it happens to come from all over India.

**D-4295.** How is it that when Punjabis come from thousands of miles away at your rate of pay you do not get Begalis or Biharis?—(Mr. Leyshon): The Punjabi physically is stronger than the average Indian, and the Punjabi, working at the furnaces doing hard work, receives the most pay.

**D-4296.** We have heard that the workers have grievances about housing accommodation, maternity benefit, bonus, workmen's compensation and lack of other amenities. Do you say that, in spite of these complaints, they are contented?—Yes.

**D-4297.** Then how is it they get into the hands of exploiters?—That is what I cannot understand. All these things were promised to the Union then, and the men have received them now. Everything was apparently settled 36 hours before the strike. Why they went on strike we do not know.

**D-4298.** You have among your officers some educated Indians?—Yes. We are endeavouring to Indianize wherever it is possible.

**D-4299.** Could you not gain them over?—(Mr. Townend): They were mainly the Union leaders.

**D-4300.** The Trade Disputes Bill was passed a year ago. Did you take advantage of it?—(Mr. Leyshon): We pleaded with the Union officials to wait until the Trade Disputes Act became effective and then to take advantage of it.

**D-4301.** Did you take advantage of it?—We told the men to take advantage of it. We told them to wait, and they absolutely ignored the Act and went out on strike.

**D-4302.** Did you avail yourselves of it?—We could not apply it, because we did not know the men were going on strike. We had had no quarrel with the men.

**D-4303.** After they went out on strike did you take any steps?—After they struck we waited for one week for them to send a delegation to see us. We thought it was their place to do so, since they had struck, but they did not do so. We then put a notice up offering them all their jobs. They laughed at that. Then we decided to open the works for those who wanted to come and work, and we had no trouble in getting men.

**D-4304.** There is a provision that representatives of labour and employers shall negotiate in order to settle matters?—Not after a strike. We were willing to do it before they closed the works down. If at any future time we should have a Union in our works again, it will be on the distinct understanding that before a strike is declared they will take advantage of the Trade Disputes Act before they close the works down. Then we will negotiate; but if they strike without any notice, and then ask for the application of the Trade Disputes Act, it will be refused as far as we are concerned.

**D-4305.** *Mr. Clow*: Was the substitution of suspensions for fines copied by you from the Steel Company, or did the other Company copy it from you?—We did not copy it from any one. When we started in India we were new, and fining a fellow a couple of annas was done as a penalty. We did not approve of it. We thought that whatever a man earned he should get. Although our foremen insisted that they could get better results from fines, we altered it to suspension for one day.

**D-4306.** Is suspension more or less unpopular than fining?—It is not unpopular for this reason. We try to allow, as far as possible, for the mentality of the average Indian. We have regular meetings with our foremen and take these things into consideration. We do not take advantage of the average Indian because he makes a mistake. We try to reason with him. If he persists in doing it, then we suspend him for a day.

**D-4307.** What proportion of the men you now have were with you immediately before the strike?—One-third.

**D-4308.** Did they work harmoniously with the new hands?—Absolutely.

**D-4309.** What happened to the 2,000 men who left your employ?—Most of them went home.

**D-4310.** To what extent is it possible for a man to rise in the works? Does the ordinary unskilled man ever rise out of that grade?—Yes. Some of the one-time coolies are now operators making Rs. 2-8-0 a day. If you go through our plant looking for coolies making Rs. 2-8-0 a day you will not find them, because they have ceased to be coolies. If an Indian proves to be efficient, irrespective of his creed we try to help him.

**D-4311.** With regard to the men who have been placed in the jobs formerly held by Welshmen, what class are they drawn from; how did you get them?—They simply came to us when we opened the works. They came from all parts of the country.

**D-4312.** Had they previous experience?—No; we have taught every Indian.

**D-4313.** Even those holding supervisory jobs?—Yes.

**D-4314.** *Sir Alexander Murray*: We have found during our tour most strikes have had an economic basis. They are based on some

grounds of difference of opinion between the employer and the employees. We have also found that concessions are nearly always given after a strike. Do you wonder, therefore, that the illiterate Indian worker looks upon a strike as his most effective weapon?—It is only natural for him to do so.

**D-4315.** Speaking from your long experience when "a dispute exists or is apprehended" what do you suggest ought to be done?—I would suggest that it should be made generally known that the Trade Disputes Act has been passed, with the intention of helping capital and labour to prevent disputes which are generally disastrous to both sides. It should be made public that the Trade Disputes Act is a law of India, and must be applied. The labour leaders all over India should say to every Union "Before you strike you must take advantage of this law. If you do, we will back you up. If you do not we will not back you up".

**D-4316.** Supposing a dispute exists or is apprehended, and the parties do not agree to Government nominating anybody: Government is forced to act on its own initiative. Government has two courses open to it: either to appoint a board of conciliation or a court of inquiry. Take a board of conciliation. Is that possible when the parties are not agreed?—Not as long as the Trade Disputes Act is effective.

**D-4317.** This is under the Trade Disputes Act?—It might be applied before the strike.

**D-4318.** This is before the strike. Can you imagine a board of conciliation functioning within your plant before the strike takes place?—We would have been delighted to have had it before the strike.

**D-4319.** A board of conciliation or a court of enquiry?—It would have made no difference to us before the strike.

**D-4320.** You would have personally welcomed a court of inquiry before the strike?—Absolutely.

**D-4321.** What was your reason for not welcoming it after the strike?—I do not believe there was any period during the strike when the Government of Bihar and Orissa was not thoroughly conversant with every move that went on. The Commissioner and Deputy Commissioner visited our place regularly. They knew exactly what the Company was doing, and I have reason to believe that they knew what the other side was doing. When the strike was first declared the men took up a fighting attitude, saying "We will bring this Company to their knees". The men believed it. That was the feeling for the first two months. The leaders said "The Company is not operating the plant. They are only burning oil. They are only doing this and that. It is all bluff. Don't you be fooled by it". While they were doing that, I had 2,700 men inside the plant within five weeks. Mr. Dain came to me several times and said "What do you think of a court of inquiry? I said we were not asking for it. He said "Do you object?" I did not object, but as far as I was personally concerned I did not want it for this reason: the peaceful picketers and the others outside

said " There is going to be a court of inquiry appointed, and as soon as it is appointed we will get our settlement ". That was one of the biggest things we had to counteract inside the works. The workmen inside came to Mr. Russell and Mr. Price and said " Is the court of inquiry going to be appointed? The strikers say we shall lose our jobs if it is ".

**D-4322.** Your particular position was complicated by the fact that your plant, as a matter of fact, was running, and that a court of inquiry would have complicated the situation, and would have discouraged a lot of the men who were inside?—Yes.

**D-4323.** A court of inquiry could have been held before the strike, when you were having a difference of opinion with your workers?—Yes.

**D-4324.** Or if it had been asked for after the strike had taken place, and if all the workers had been out?—Yes.

**D-4325.** But your plant, having been started up again with fresh hands, you were afraid that a court of inquiry might have complicated the issue?—Yes.

**D-4326.** Have you any suggestions to make to us with regard to the maintenance of law and order in this area?—I believe that when there is a strike on there should be plenty of police protection in order to preserve law and order. They should not help the manufacturer, nor should they help the men who are on strike, but they should be absolutely neutral. We found that they were absolutely neutral in our strike. There were reports that the Government and the police were helping the Company. It is not true.

(The witnesses withdrew).

# ROYAL COMMISSION

ON

## LABOUR IN INDIA

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TO

Volume IV, Parts I and II

## BIHAR AND ORISSA WITH COALFIELDS



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