



ROYAL COMMISSION  
ON  
LABOUR IN INDIA.

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EVIDENCE.

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Vol. III.—Part 2.

CENTRAL PROVINCES  
and  
UNITED PROVINCES.

ORAL EVIDENCE.

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## TERMS OF REFERENCE.

"To inquire into and report on the existing conditions of labour in industrial undertakings and plantations in British India, on the health, efficiency and standard of living of the workers, and on the relations between employers and employed, and to make recommendations."

NOTE.—"Industrial undertaking" for the purpose of the Commission is interpreted as in Article I of the Washington Hours Convention, which is as follows:—

"For the purpose of this Convention, the term 'industrial undertaking' includes particularly:—

- "(a) Mines, quarries, and other works for the extraction of minerals from the earth.
- "(b) Industries in which articles are manufactured, altered, cleaned, repaired, ornamented, finished, adapted for sale, broken up or demolished, or in which materials are transformed; including shipbuilding and the generation, transformation and transmission of electricity or motive power of any kind.
- "(c) Construction, reconstruction, maintenance, repair, alteration, or demolition of any building, railway, tramway, harbour, dock, pier, canal, inland waterway, road, tunnel, bridge, viaduct, sewer, drain, well, telegraphic or telephonic installation, electrical undertaking, gaswork, waterwork or other work of construction, as well as the preparation for or laying the foundations of any such work or structure.
- "(d) Transport of passengers or goods by road, rail, sea, or inland waterway, including the handling of goods at docks, quays, wharves or warehouses, but excluding transport by hand."

\* \* \* \* \*

The competent authority in each country shall define the line of division which separates industry from commerce and agriculture.

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## LIST OF SUBJECTS.

## I. Recruitment.

- (1) *Origin of Labour.*
  - (i) Extent of migration.
  - (ii) Causes of particular streams of migration.
  - (iii) Changes in recent years.
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  - (i) Extent and frequency of return.
  - (ii) Extent of permanent labour force.
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  - (ii) Possible improvement.
  - (iii) Public employment agencies.
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    - (b) Possibility of practical schemes.
- (4) *Extent and effects of disturbance of family life.*
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  - (v) Possible substitutes.
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    - (b) Voluntary retirement.
    - (c) Other causes.
  - (iii) Possible methods of alleviating and remedying distress.
  - (iv) Unemployment Insurance.
  - (v) Application of International Conventions relating to unemployment.
- (8) *Labour "turnover."\**
  - (i) Average duration of employment.
  - (ii) Extent of casual employment.
  - (iii) Absenteeism.
    - (a) Extent, character and causes.
    - (b) Seasonal or otherwise.
    - (c) Time and wages lost.
- (9) *Apprentices Act, 1850.*
  - Value of.

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\* This word should be read as indicating generally the changes in composition of the labour staff of an undertaking.



**II. Staff Organisation.**

- (10) *Details of organisation, administrative and departmental.*
- (11) *Selection of managing staff.*
- (12) *Recruitment and training of supervising staff, superior and subordinate.*
  - (i) Methods in force.
  - (ii) Facilities for training and promotion of workmen.
- (13) *Relations between staff and rank and file.*
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  - (ii) How and by whom wages actually paid to workers.
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  - (i) Extent and character of work given on contract.
  - (ii) Extent of sub-contracting.
  - (iii) Control exercised over working conditions.
  - (iv) Effects.

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- (16) *Extent to which housing is provided.*
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  - (ii) By Government or other public agency.
  - (iii) By private landlords.
  - (iv) By workers themselves.
- (17) *Facilities for acquisition of land for workers' houses.*
- (18) *Nature of accommodation provided in each class.*
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  - (ii) In relation to best type from health point of view.
  - (iii) Provision made for lighting, conservancy and water supply.
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- (21) *Special problems arising in connection with various classes of housing.*
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  - (ii) Actual, i.e. including overtime.
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  - (iv) Number of holidays given.
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  - (ii) Actual, i.e. including overtime.
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  - (ii) Actual, i.e. including overtime.
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49	Mr. H. A. Wilkinson	Director, Messrs. Begg, Sutherland and Co. Ltd. (for the Cotton Industry).		
50	Mr. W. R. Watt, M.A., B.Sc., D.I.C., F.G.S.	of the British India Corporation, Ltd., Cawnpore (for the Woollen Industry).		
51	Mr. A. C. Inskip, O.B.E.	of the British India Corporation, Ltd., Cawnpore (for the Leather Industry).	} 249—263	} 156—180, C.-2174.
52	Mr. C. H. Mattison ..	of the British India Corporation, Ltd., Welfare Department, Cawnpore.		
53	Mr. J. G. Ryan, M.B.E., V.D.	Secretary, Upper India Chamber of Commerce, Cawnpore.	} 249—263	} 156—180, C.-2174.
54	Mr. J. C. Donaldson, M.C., I.C.S.	Deputy Secretary to the Government of the United Provinces, Department of Industries.		

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The evidence (written or oral or both) of the following witnesses, belonging to this Province is printed in Volume VIII, parts I (written) and II (oral)—Railways :—

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**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. KABIR-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, G. 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. DIBDIN.

(*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 worldwide; 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 8 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. Fulady*: 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-118. 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 set 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 Lal*: 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.,  
 C.B.E.  
 Mr. A. G. CLOW, C.I.E., I.C.S.  
 Mr. KABIB-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*).

<p>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.</p>	}	( <i>Assistant Commissioners.</i> )
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<p>Mr. S. LALL, I.C.S.          Mr. A. DIBDIN.</p>	}	( <i>Joint Secretaries.</i> )
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**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, Hasdeo 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 1903 and 613 in 1923. 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 stabilize 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 Lall*: 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 got 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. Kale* : 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. Fulya?—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. Fulya*: 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. Fulya*: 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 organisation 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. Baperjee) 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. Roughton): 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 yeras 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 occasionally 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 Hasdeo 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 359.59. 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 mid-wives 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 Mohamadan 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?

**(Jaiylang 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 13 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 Gazette 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 *bidis*, 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.,          O.B.E. (<i>Presiding</i>).          Sir VICTOR SASSOON, Bart.          Mr. L. H. BARTLETT, M.L.C., Agent and General Manager, Central Provinces Manganese Ore Co., Ltd.          Mrs. ANUSYA BAI KALE, M.L.C.</p>		<p>Mr. JOHN CLIFF.          DIWAN CHAMAN LALL, M.L.A.          Miss B. M. LE POER POWER.          } (<i>Assistant Commissioners.</i>)</p>
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**PUNJILAL, 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 withdrew.)

**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.

Q-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 POER POWER.

Mrs. ANUSTA 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 withdraw.)

**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 SASBOON, 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. KABIB-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. B. W. FULAY, M.A., LL.B., M.L.C.</p> <p>Mrs. ANUSYA BAI KALB, M.L.C.</p> <p>Mr. S. LALL, I.C.S.</p> <p>Mr. A. DIBDIN.</p>	<p style="font-size: 2em;">}</p> <p>(<i>Assistant Commissioners.</i>)</p>     <p style="font-size: 2em;">}</p> <p>(<i>Joint Secretaries.</i>)</p>
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**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 34 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. 8 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. Cliff*: 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. Glow*: 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. Birla*: 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?—Yea.

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. *Diwan Ohaman 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 Scrabji 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 288 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 experience 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 30 years that would mean that at the end of 30 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 Syrabji 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 4,266.

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. Naair) 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 37 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. Fulay: 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. 1,800. 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. 3 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 we have 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 Scrabji 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 Kuria.

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 man 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 11·88 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 88. Again with 32's warp you find that the percentage of efficiency sank from 92 in 1900 for a 11·88 hour day to 84 in 1928 for a 9·74 hour day. In these two cases you find that a drop in hours from 11·88 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 relievers 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 and 5 hours off?—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 9 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 Lal*: 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 304 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 Rs. 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 Ohaman 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-1488. *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 RAHIMNOOLA, 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.</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>).            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 Power*: 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. *Diwan 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. *Diwan 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. *Divan Chaman Lal* : 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 then 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 employment 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, 1923.**

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 CUFF.  
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. DIBDEN. }

**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-1788. *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 present 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.

G-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 mobilization 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 Lall*: 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 practise 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. *Miss 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 mill 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 calor 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 caloric 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 curd 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 cases 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 90 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 dais 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. DEBDIN.		

**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 remotest 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. Lownie) 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. 8 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 8, 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. Lownie) 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. Lownie) 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-2816. 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-2817. *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-2818. They go from mill to mill?—Yes, that is right; it is known that they go from mill to mill.

C-2819. 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 fleching of labour by one employer from another. I do not think it ever tended in the direction of standardisation of wages or rates.

C-2820. 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-2821. 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-2822. 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-2823. 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-2824. But at present that is the only form of contact existing between the worker and employer?—Yes.

C-2825. 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-2826. You say it was "turned down". Do you mean the management stopped the works committees?—Yes.

C-2827. 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-2828. 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-2829. *Sir Victor Sassoon*: Who deals with them now?—The manager himself direct with the workmen.

C-2830. *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-2831. 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-2832. 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-2833. 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-2834. 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-2835. 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-2836. Is the case of your mill at all typical?—I should say so.

C-2837. 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-2838. 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-2839. *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-2840. *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-2841. 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. Srivastava: 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 the *Sabha*. It is necessary to say that one of the ablest and sanest 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 inspite 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 necessities 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. Lownie) 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. Lownie). 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 2½ 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*).

<p>Sir VICTOR SASSOON, <i>Bart.</i>            Sir IBRAHIM RAHIMTOOLA, <i>Kt.</i>,                <i>K.C.S.I., C.I.E.</i>            Sir ALEXANDER MURRAY, <i>Kt.</i>,                <i>C.B.E.</i>            Mr. A. G. CLOW, <i>C.I.E., I.C.S.</i>            Mr. KABIR-UD-DIN, <i>AHMED, M.L.A.</i></p>		<p>Mr. JOHN CLIFF.            Mr. N. M. JOSHI, <i>M.L.A.</i>            DIWAN CHAMAN LALL, <i>M.L.A.</i>            Miss B. M. LE POER POWER.            Lt.-Col. A. J. H. RUSSELL, <i>C.B.E.</i>,                <i>I.M.S. (Medical Assessor).</i></p>
<p>Sir THOMAS SMITH, <i>Kt., V. D.</i>            MAULVI MOHAMMAD YAKUB, <i>M.L.A.</i>            Mrs. K. SRIVASTAVA (<i>Lady Assessor</i>).            Mr. S. LALL, <i>I.C.S.</i>            Mr. A. DEBDIN.</p>	<p>} (<i>Assistant            Commissioners.</i>)               } (<i>Joint Secretaries.</i>)</p>	

**Mr. J. C. DONALDSON, M.C., I.C.S., Deputy Secretary to Govern-  
 ment 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 organisation 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 organisation 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  $7\frac{1}{4}$ . As we have gone along it has now reached  $8\frac{1}{2}$  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 O.

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 Province.

*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 organized 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. Jushi*: 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 spoilt 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, not

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 *Masdar 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 Khatris. 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 obtain 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 came 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. Glow*: 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 villages; in some villages 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 organisation 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. Yakub*: 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. Yakub*: 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 propoganda 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 employes 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 1,929 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 6,000 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 scheme 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*).

<p>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.</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.            MAULVI MOHAMMAD YAKUB, M.L.A.</p>	}	( <i>Assistant Commissioners.</i> )
<p>Mrs. K. SRIVASTAVA (<i>Lady Assessor</i>).            Mr. S. LALL, I.C.S.            Mr. A. DIBDIN.</p>	}	( <i>Joint Secretaries.</i> )

**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 9.30—and then again from 8 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 seers 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 Nasirbagh Ghosiana, 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 Nasirbagh Ghosiana 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 ear-mark 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 Lal*: 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, chagemen, 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 Rahimtoolah*: 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. 800 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. 15-13-0 last month. (Mr. Badloo) I am a machiner. The month before last I got only Rs. 27; last month I got Rs. 80-15-0. (Mr. Mazhar 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. Shiy Nath) I work in the D-I section which puts the hide in lime and takes it off.—I got Rs. 28-12-0 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 chargeman 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 Mill 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?—(Msts. 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 the other <sup>two</sup> came; 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.)

**ROYAL COMMISSION**  
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