

REPORT
OF THE
GOVERNMENT PRESSES
ENQUIRY COMMITTEE
UNITED PROVINCES

[Appointed by the Government of the United Provinces]



ALLAHABAD:
SUPERINTENDENT, PRINTING AND STATIONERY, UNITED PROVINCES, INDIA
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THE CRAFTSMAN

A man with a trade is a man indeed,
If the man and the trade are one,
And the trade of a man is an honest creed,
When a full day's work is done.

If the trade of a man is the Printing Art,
And his standard is high and clear,
A craftsman he'll be and worthy the post,
In the trade he will rank as a peer.

The worth of a trade is the worth of a man;
The trade but reflects what prevails,
It is lifted on high if he does all he can,
Or is dragged in the mire if he fails.
The man at his best is a craftsman true,
His work is his boast and crown.
No tablet of bronze need be cast as his due;
What he is and he does brings renown.

ALTON B. CARTY.

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INTRODUCTION

1. The Government of the United Provinces by their order no. 4012/XVIII, dated Lucknow, the 2nd September, 1938, appointed a Government Presses Enquiry Committee with the following *Tertas* of Reference :

(1) Is the working of the Government Presses satisfactory; what improvements, if any, are required therein?

(2) Is the strength of the staff adequate; what changes, if any, are needed therein?

(3) Are the rates of payment for piece-work and the scales of salary suitable, in the light of the scales and rates prevailing in (i) private Presses and (ii) Government Presses in other neighbouring provinces?

(4) Are the other conditions of service of the staff generally satisfactory, especially in respect of (i) the men who are temporary and (ii) the provident fund benefits admissible to them?

(5) Are the present working hours of the Government Presses satisfactory, or do they need any change, and if so, what?

(6) To what extent should leave and holidays with pay be given to the various classes of employees?

(7) Should apprentices be recruited for work at the Press? If so, how many, and on what terms, and what should their qualifications be?

(8) Should any provision be made for imparting training in Printing at the Government Press and if so, along what lines?

(9) In what way and to what extent can the cost of production of printed matter be reduced?

(10) Do the scales of charges and rates of advertisements in the *United Provinces Gazette* need any modification, and if so, what?

(11) Is the present financial position of the Presses satisfactory?

2. The Committee consisted of the following :

Professor S. K. Rudra, M.A. (Cantab.),	
University Professor of Economics, University of Allahabad	... <i>Chairman.</i>
Dr. Mahmud Ullah Jung, M.L.C., Parliamentary Secretary	... }
E. M. Souter, Esq., C.I.E., M.L.C., Chairman, Improvement Trust, Ford and Macdonald, Cawnpore	... <i>Members.</i>
Harihar Nath Shastri, Esq., M.L.C., Peoples of India Servants' Society, Cawnpore	... }
Lal Bahadur Shastri, Esq., M.L.A., Peoples of India Servants' Society, Allahabad	... }

Pandit Mohan Lal Nehru, Proprietor, The Allahabad Law Journal Press	} <i>Members.</i>
Pandit Vishwanath Prasad, Manager, The Leader Press, Allahabad	... ..
K. B. Bhatia, Esq., I.C.S., Deputy Commissioner, Rae Bareilly	... ..
Colonel D. W. Crichton, O.B.E., Superintendent, Printing and Stationery, Allahabad, up to 28th April, 1939	} <i>Secretary.</i>
M. G. Shome, Esq., officiating Superintendent, Printing and Stationery, Allahabad, from 28th April, 1939	... ..

3. The first Meeting of the Committee was held at Allahabad on the 17th September, 1938, and the final Meeting was held at the Government Central Press, Allahabad, on the 8th August, 1939. In all fifty-three meetings were held. It was not anticipated that the Enquiry would take much time. Actually it dragged on for months. The principal cause of delay lay in the pre-occupation of the Chairman and of some Members. Sittings of the Committee could, at no occasion, be held for more than a few days at a time. Had the personnel of the Committee not been composed of such busy people, its task would have been accomplished sooner.

The Committee issued a Questionnaire, given in Appendix 1. It was sent to Provincial Government Presses and to the Government of India Press at Delhi, and to important private Presses in the Provinces. We desire to acknowledge with gratitude our debt to all those officers of the Government Presses and private Presses who took the trouble to send us their replies. These proved very helpful. The answers from various Government Presses were of particular value.

4. The Committee visited the Government Branch Press at Lucknow (Mr. W. A. C. Howard, Assistant Superintendent, was officer-in-charge) and the Photo-Litho Press at Roorkee (Mr. W. J. Peychers, Assistant Superintendent, was officer-in-charge) and on two occasions the Naini Jail Press (Mr. G. E. Stephens, Assistant Superintendent, was officer-in-charge). Visits were also paid to three well-known private Presses—the Allahabad Law Journal Press, at Allahabad, and the "Pioneer" Press and the Newal Kishore Press at Lucknow. It was a matter of regret that the Committee were unable to avail themselves of the invitation so kindly extended to them to visit the "Leader" and the Indian Presses at Allahabad. The visit to the Allahabad Law Journal Press was an education in itself. We were also much impressed with the fine new buildings that were in course of construction for the installation of the "Pioneer" Press. To the authorities of these Presses we offer our grateful thanks.

The Committee twice visited the Government of India Press at Delhi. To the Controller, and to Mr. H. F. Trousdell, Manager of the Press, in a very particular way, we are greatly indebted. On both visits, he devoted a couple of days to answering questions we had had occasions to ask him. For Mr. Trousdell's courtesy, his patience and his helpful exposition we are much beholden to him. We take this opportunity to offer him our sincere thanks.

5. The Chairman would wish to acknowledge his indebtedness to the authorities of the Government Press, Bengal, the Jail Press, Alipore, and the Bihar Government Press at Patna, for the opportunity

they accorded him to visit their Presses and to interrogate them on several matters. In his personal capacity, he would also wish to acknowledge his thanks to the Managers of the Indian Press at Allahabad and the Mission Press at Lucknow, and to the Superintendent of the Government Press at Madras, for the facilities they extended to him to visit their Presses and for the information they so kindly supplied.

6. To all the officers, heads of departments, foremen, clerks and men, and the Medical Officer of the Government Press at Allahabad, Lucknow, Roorkee and Naini, as well as to the President (Mr. M. M. L. Hajela, B.A., LL.B.) and the Secretaries of the Government Presses Employees' Association, we are greatly beholden for the evidence, both oral and written, that they so unstintingly furnished us with during the course of our Enquiry. But for their ready assistance we could not have been able to probe into the subject of our Enquiry quite so deeply, nor so concretely, as we trust we have been able to do. Our Proceedings bear abundant testimony to the range and the reality of this help. We were particularly struck with the thorough grip and detailed understanding the men displayed of their respective functions. Their dignity and their sense of responsibility filled us with admiration. We desire to take this opportunity to express publicly to all of them our keen sense of appreciation of not only their expert knowledge, but also of the manner and spirit in which they tendered their evidence. Their co-operation went a great way to lighten the burden of our task.

7. While it is invidious to mention anyone by name among us, we cannot refrain from referring to one person in particular, the more so since he is no longer in the country, namely, our able Secretary, Colonel D. W. Crighton, O.B.E., Superintendent of the Government Presses, United Provinces. His invaluable experience and expert knowledge were freely and fully placed at our disposal. It was a matter of great regret that it was not possible for us to have the benefit of his mature advice till the end. To him we would acknowledge our indebtedness and offer our cordial thanks.

8. To Mr. M. G. Shome, acting Superintendent, we would also offer our sincere thanks. He took over his onerous duties from Colonel Crighton at a vital stage of our Enquiry. He spared himself no pains to give us all the assistance we required. His knowledge, of nearly ten years, of the working of the Press and his understanding of the men and of matters relating to the handling of them, were of substantial value to us. To him and the entire staff of the Government Press we would desire to express our high appreciation of all the hard work they willingly endured to assist in the work of the Enquiry. We are conscious of the additional burden our Committee imposed upon them continuously for so many months.

9. From among the rest of the Committee we would express our gratitude to Pandit Mohan Lal Nehru, Mr. Vishwanath Prasad and Mr. K. B. Bhatia, who on different Sub-Committees of our Enquiry rendered valuable services. Pandit Mohan Lal Nehru, in spite of his age, set to all of us a fine example of great devotion to duty and keen sense of punctuality. His expert knowledge helped us at every turn. Mr. K. B. Bhatia worked out some arduous calculations for us with characteristic industry, ability and care. Mr. Vishwanath Prasad applied himself with great diligence and helped the Committee substantially on several technical matters. With them

we would very specially desire to couple the names of Mr. K. P. Dar, Secretary and Manager of the Allahabad Law Journal Press, and Mr. D. P. Verma, of the Leader Press, Allahabad, and Mr. A. G. M. Twinning, Assistant Engineer of the United Provinces Electric Supply Company, who, though not on the Committee, favoured us with their valuable expert help on particular matters referred to them for advice.

We regret that Mr. Souter was prevented, for various reasons, from attending our meetings, and had finally to tender his resignation. We were thus deprived of his valuable help.

10. Our list of acknowledgments and thanks would be incomplete if we did not place on record our particular appreciation of Mr. H. S. Daniels, who was in charge of the office of the Committee. The heavy and confidential work that devolved upon him he performed with efficiency. We would also desire to associate with him the name of Mrs. H. M. Lucus, who performed the arduous task of typing and re-typing our Report. To her, and Mr. Daniels in a very special manner, we express our cordial thanks.

11. Our Terms of Reference set the limits to our Enquiry. To the best of our endeavour and understanding we have tried to cover the field indicated. We interpreted the Terms of Reference in a liberal spirit. We desire to state that during the course of our Enquiry we kept three outstanding propositions constantly in mind. The first was to see that the Government Press rendered efficient, expeditious and punctual service to the Government. For this is after all the *raison d'être* of the Press. The Press must have officers, staff, machinery and other equipment of such quality and amount as will enable it to serve Government with a constant flow of high grade printed matter. If a Government Press should fail to render such service, it would cease to justify its very existence. The second proposition that we constantly had in mind was to ascertain whether fair wages and humane conditions of work obtained in Government Presses both for officers and for other employees. While we have not been unmindful of market conditions governing the rates of remuneration and other conditions prevailing in the Printing Industry, we have, nevertheless, tried to attain a certain standard in regard to these matters. We believe that the salaries, the wages and the piece-rates and the other privileges that we have proposed, for instance in matters of leave, provident fund, medical and other benefits, will approximate, and in certain directions, even surpass those that prevail in any Government Press elsewhere in the country. Thirdly, we have faithfully kept in view the factor of economy. We have ever been mindful of the ultimate payer, namely, the taxpayer, on whom the burden of our various recommendations must fall. By laying down careful rules for the recruitment and promotion of qualified, efficient and well-trained men (and in time to come, we trust of women too); by indicating processes of rationalization; by suggesting means of better regulation and greater concentration of work; by indicating change of method in account keeping; and in several other ways, we hope we have indicated some directions in which economy may be achieved without loss of efficiency.

12. In the course of our Enquiry, an investigation into the Cost of Living of Press and non-Press workers at Allahabad was conducted and the results separately published. Together with our Proceedings it forms a part of the literature of our Committee.

13. In conclusion, we can only express the hope that the Government of these Provinces as well as the staff of the Government Presses will be helped rather than hindered by the findings of our Committee. If this should happen to be the case we shall remember with pleasure our mutual association in this enterprise. Apart from differences of points of view on certain matters, we have been fundamentally a happy family. For in the performance of the task entrusted to us by Government we were united, everyone of us, by the spirit of service to the Province and its people.

It remains only to touch lightly on the Minutes of Dissent that some of us have felt it necessary to append to this Report. While these Members are in substantial agreement with the bulk of the Recommendations they are not in a position, from various aspects, to sign the Report in its entirety. Their point of view is worthy of careful consideration and cannot lightly be set aside.

14. The Minute of Dissent by Pandit Mohan Lal Nehru covers many topics. His main contention is that wages and conditions prevailing in the Government Press should not deviate from those prevailing in private industry. We are all in agreement with this principle. Ideally this is what it should be. But, it will take time to better wages and conditions in private Presses as a whole. Government, as we have argued, cannot exclusively take the competitive point of view. It has to set the standard. It has to give the lead of being a model employer. This is a point of view that we believe is both commendable and reasonable.

In sanctioning higher rates of wages and maintaining superior conditions of work, within limits of course, we believe we shall attract a superior quality of personnel, which will justify, if not more than justify the higher cost incurred, by putting out more and better quality of service to the Government. We believe in the slogan the "Economy of high wages," apart from the social aspects of the question.

On the other hand, Pandit Mohan Lal Nehru would be thoroughly right and sound, if even after higher wages and better conditions the Government Press were unable to turn out sufficient amount and satisfactory type of work. It would then amount to a definite drain upon the revenues of the State, without any justification. It is well that the Panditji has taken upon himself to remind us of the burden to the taxpayer, and the unfairness of it to the private Presses. He is no less keen to secure proper wages and conditions for the Government Press employees than the rest of us. Only he sounds a strong note of caution. For this we cannot but feel much beholden to him. He wished it to be impressed upon us that his was more a Note of Caution than one of Dissent.

15. Mr. Vishwanath Prasad has contented himself by writing a very brief Note of Dissent. He has gone a very long way in accommodating himself to the view of the majority. His central point of difference is that the minimum wage should not be raised artificially above a reasonable figure. Pandit Mohan Lal Nehru also agrees with him in this matter. Our position is that we desire to give the workers, in Government employment, at any rate a living wage. We have shown that in cities like Cawnpore, Allahabad and Lucknow, with prevailing price level, habits and customs, Rs.15 per month, may

be regarded as a minimum wage for an adult male worker, who is supposed to have the burden of bringing up a family apart from supporting himself as well. We admit with Mr. Vishwanath Prasad that the supply of labour is abundant, and that workers, and even skilled workers, can be secured for less than Rs.15. But we find little justification in Government determining its wage rates according to the ups and downs of the labour market conditions exclusively, whatever we may have to say with reference to private industry. Minimum wages are determined in many countries, for private industry, and are artificially raised slightly above the market rate for that class of labourers for other than economic reasons. Therefore in prescribing a minimum rate for a Government concern, in two of the leading cities of the Province, where cost of living is admittedly high, we believe we are not imposing impossible conditions on Government. In Cawnpore a similar rate has been determined for a private industry.

16. Mr. Harihar Nath Shastri's Note of Dissent touches upon several important matters. It is commendable that he has been able to agree with the majority on a wide range of vital matters. His difference is due mainly to his angle of approach to the subject. His ideological point of view is considerably different from those of the majority, though in substance the divergence is not so great as it may at first appear. We can refer briefly to some of his main points.

With regard to fixing the grade of the piece-compositors permanently, we feel that on the one hand it will be unfair to the young and other hard working men, and on the other hand it would be a continuous loss to Government, when men have reached a certain age, and begin to turn out less amount of work, and yet continue to receive a higher rate of remuneration. Our recommendation for revision of grades we regard as on the whole fair to all parties concerned.

We believe that we have provided sufficient scope for promotion of men to the higher grades in the cadre. To make a provision for 70 per cent. of the staff in the higher grades, would place a severe strain on the finances of the Press. Besides, apart from offices of small cadre or highly technical departments, in no large-scale offices or establishments, are higher posts provided in anything like the proportion suggested. As it is we are of opinion that sufficient and adequate opportunity will be available for much of average ability to reach to satisfactory grades of pay and position.

Mr. Harihar Nath Shastri is correct when he points out that we have failed to give the exact numbers that will be effected by the scheme of mechanization that we have advocated, especially in the Bindery Department. We could not do anything else. We can only give approximations. We also do not see how the two years that he wishes to prescribe for completing mechanization can be seriously regarded as a feasible time limit.

We feel that our recommendation of a 5-year period from the date of acceptance of the Report by Government to be a more reasonable one.

We regret that he cannot see eye to eye with us in prescribing a three years' period as a necessary interval, before industrial workers can be made permanent, if there should be vacancies in the Press. In other countries the period of apprenticeship is much longer, usually being a seven years' process.

We believe that in the matter of promotion our recommendations are not far different from what he has to suggest. Only in respect to *ex-cadre* posts we insist exclusively on merit as against mere factor of seniority of service.

In the matter of holidays and leave Mr. Shastri is partly voicing the sentiments of the majority.

We, however, feel that as compared to such provision in private industry, and indeed in some Government establishments, our provision for privilege, sick and casual leave are not inadequate. Even the reference to Railways that he makes applies only in regard to special sections of Railway workers. Otherwise the general system prevails that those categories of workers who are entitled to earn over-time are not eligible for casual leave.

We are sorry that we cannot carry Mr. Shastri along with us in the matter of holidays. The need for more work, by all, in all departments of Government is so great, that we cannot see our way to modify our recommendation in this regard. Abolition of communal holidays may be a serious policy, but we cannot, under present circumstances, deem it feasible. To give each community the religious holidays of all the other communities would be a highly costly gesture, and would not, in our judgment, be particularly helpful in producing the much needed communal harmony, for that alas depends on far more deep-seated factors than the celebration of holidays in common.

We, ourselves, have stated that a reduction of hours of work need not necessarily reduce output. Indeed that is precisely the reason why we suggest that our hours of work should remain at 7½ hours instead of being raised to 8 hours as at Delhi and other places.

In the matter of Trade Unions, we have already stated that we do not wish, in the least degree, to dismember the unity of the working classes. We definitely believe in the solidarity of the Trade Union movement. But here we are concerned with a very particular problem, namely, of State employees. Under our present social system, we cannot view with equanimity, Government workers waging war against the State, should orders be issued for a General Strike either by the Provincial or the All-India Trade Union Congress. We do not regard it as advisable, for the present, that the Government Press Workers should be given the right to join the Private Presses Workers' Union. It is correct that in Great Britain, as well as in Geneva, no such distinction is made between Government and non-Government Workers' Unions. But obviously, very many essential factors are absent in the labour situation in India. The comparison is not on all fours. For instance, the Trade Union officials in Great Britain are all themselves workers and labourers of the respective trades and crafts. No so-called non-workers are office-bearers. It is not easy to estimate the value of such leadership in trade union policy and methods as against Unions controlled and led by non-worker officers. In foreign countries, in the matter of wages and conditions, workers in Government employment are not treated in any preferential or artificial manner. Rates of wages, hours of work and other conditions are similar to those in private industry. But we do not desire to put back the special advantages we wish to secure for the Government Press employees. We are of the opinion that all public utility organization, such as referred to by Mr. Harihar Nath Shastri, should be specially

treated. The service of the nation, indeed its very life, may be seriously jeopardized if public utility, industries and services are permitted to get enmeshed in the general conflict between labour and capital. Workers in Government and Municipal industrial and commercial concerns can continue to help and assist their fellow workers in other substantial and concrete ways than being merely linked with them in one common organization. In regard to Railways in India we maintain that wholesome traditions have been built up from the past, and their instance cannot be sustained in reference to our particular case. We are of opinion that when the general policy, circumstances, traditions, conventions, methods of negotiation, principles of conciliation and arbitration have been more clearly and more securely evolved that this problem of the amalgamation or affiliation of the Government Press Workers' Association with private Trade Unions may be reconsidered. For the present, we would allow the organization to grow and develop. We have said it elsewhere, and we may repeat it here, that we have felt well satisfied with the manner and the sense of responsibility with which the affairs of the Union have been controlled and directed by its present officers. It augurs well on the future.

With regard to Mr. Shastri's observations, in regard to Pensions and Provident Fund question, we would suggest waiting upon experience before extending further the provisions we have recommended.

With regard to private Presses we have contented ourselves by saying that we cannot impose upon them the same rates of wages and conditions that we have been led to suggest for the Government Presses, for obvious reasons. We express the hope that there would be approximation, as far as some large and well-equipped Presses are concerned, to Government Presses conditions.

We regret we have not the actual text of Mr. Lal Bahadur Shastri's Minute of Dissent. We have had, however, the benefit of discussing his main points with him. It is a matter of great satisfaction that a leader of his undoubted concern for the cause of labour, should have been able to assent to much that has been proposed in the Report.

He feels that in the matter of leave our recommendations have not been adequate. He is of opinion that greater provision should be made for casual leave. He is one with Mr. Harihar Nath Shastri in this respect. In the matter of holidays he is in agreement with the majority.

He is also of the view that a two years' period for apprenticeship should be sufficient even for the industrial staff to be tried out and then made permanent.

S. K. RUDRA.
M. MAHMUD ULLAH JUNG.
MOHAN LAL NEHRU.
VISHWANATH PRASAD.
HARIHAR NATH SHASTRI.
LAL BAHADUR.
M. G. SHOME.
K. B. BHATIA.

Dated the 30th July, 1939.

Report of the Government Presses Enquiry Committee, United Provinces

CHAPTER I

SYSTEM OF RECRUITMENT AND PROMOTIONS

17. The success of any industrial concern, public or private, must ultimately depend upon its staff. The officers and men, of an establishment, are, in the last analysis, the vital element that matters. The efficiency, the economy and the discipline of an enterprise will depend upon the character and the quality of the personnel. The problem of the recruitment of the staff is therefore of supreme importance. Our Terms of Reference clearly indicate the significance of this question.

Supreme importance of personnel.

18. In Government establishment the selection of staff is a matter of still greater importance. This is due to the fact that men once employed are not so readily dismissed, as in private concerns. Security of service is practically assured. Indeed, it must be stated that our Enquiry has revealed that while the vast majority of Government Presses employees have been on a temporary basis—1,052 temporary and 381 permanent—the temporary staff being 276 per cent. of the permanent, yet the number of temporary men discharged or dismissed during the last five years has been only 18, an average of 0.36 per cent. of the total temporary staff per year for the past five years, or a percentage of 0.25 of the entire staff. The dismissal rate is exceedingly small. The names of those dismissed and discharged, with reasons, are given in Appendix 2.

Particular care essential for Government employment.

Thus men have not been so readily dismissed as the vast number of temporary hands would lead one to believe.

Greater security of tenure.

19. Of course, up to a point, it is to be expected that the labour turnover of Government concerns will not be of the same magnitude as of private firms. Government industrial establishments are not, strictly speaking, competitive. Fluctuations in the volume of business, exceptional circumstances apart, is not so great nor so unforeseen, as in ordinary business. The requisite staff in the Press as a whole, and in the various sections, can be, more or less, precisely determined. Men once employed, can reasonably look forward to service for years together. Therefore, it is the more imperative that men selected for a Government industrial establishment should be men well above the average in ability, alertness and health. Men of distinctly superior quality should alone be selected for Government appointments. This point cannot be too strongly stressed. Herein lies an essential and the permanent source of economy to Government. Inefficient, incapable and unfit employees, officers or men, would be the greatest source of weakness and waste. Government departments, and particularly industrial and commercial establishments, must not become the refuge of the inefficient and the incompetent. With increasing costliness of plant and equipment, it is the more necessary that the personnel should be of the highest standard and quality; otherwise wastage will result.

Superior quality of men source of permanent economy.

20. It might be indicated that other considerations may weigh in the staffing of Government industrial concerns, as sometimes they do in the

Selection to be governed by business principles.

recruitment to some Government departments. Whatever may be the principles governing the staffing of other Government departments, for instance the Educational, the Police, it cannot be too strongly and too clearly stated that no other consideration than that of fitness should prevail in the matter of recruitment of the personnel—officers and men—of Government industrial establishments, including the Government Press. Government industrial and commercial concerns must in the main conform to business principles in the conduct of their affairs. The taxpayer, who ultimately bears the burden of all Government enterprises, must be safeguarded. He should not be called upon to support inefficiency.

Extraneous considerations.

Political or party considerations.

21. Three major types of extraneous considerations may interfere in recruitment to Government industrial services. Political or party considerations form one of these. Wherever such factors have been introduced, abroad or at home, the results have been disastrous. It is for us to state in clear and explicit terms that Government must resolutely and definitely set its face against any such tendency, should it ever arise. Politics should not be allowed to influence appointments to jobs and positions that are of a technical nature.

The communal factor.

22. Then there are communal considerations. The political and social life of this country has been totally vitiated by the virus of communalism. It is imperative in the interests of this land that every effort be made to remove this canker. Nowhere is it more essential to keep clear of communal issues than in Government industrial and commercial concerns. Equity as well as economy demands that this should be so.

Wise handling.

Provincialism may lead to parochialism.

23. Thirdly, another uneconomic factor in the matter of appointments has recently begun to rear its head, namely, provincialism. If India is to grow to be a united nation, the fewer artificial barriers there are to the free flow of talent, from one region of the country to another, the better it will be for all. While men of capacity must have priority of claim to employment within their own province, we cannot countenance slogans of the type, "Bengal for the Bengalis" and "Assam for the Assamese" and the like. This variety of provincial patriotism will, in course of time, resolve itself into parochialism. We may even be reduced to subscribe to the dictum, "Allahabad for Allahabadites" and "Lucknow for the Lucknowites." We must protect ourselves, especially in our industrial enterprise, from such narrow attitudes.

Merit guide to employment.

24. It must be stated that on the whole the administration of the Government Press has been free from such considerations. Apart from the possibility of an overhang from its past, when only Europeans, Anglo-Indians and Indian Christians could be found to man the Government Press, in pre- and post-Mutiny days— and let it be acknowledged that the members of these communities rendered yeoman service—recruitment has been mostly governed by merit. It is hoped that along with members of the majority communities, members of the minority communities will continue to find adequate employment in the personnel of the Government Press staff, both as officers and as men. In the clerical and accounts department, for instance, the members of the Hindu community predominate; while on the industrial side the members of the Muslim community outnumber those of other communities. The figures, community-wise of the Press, will make the position clear in this respect.

Statement showing Community-wise the Number of Men employed in the different Departments

Departments	Hindus (other than backward castes)	Back- ward castes	Muslims	Anglo- Indians	Indian Christians	Others
1. Office including Stationery office, Forms Store and Book Depot ..	175	14	127	2	11	1
2. Composing including distributing sections ..	125	36	330	3	18	1
3. Reading Branch ..	11	1	16	14	15	
4. Press and Machine room.	28	15	96	..	6	
5. Lithography ..	20	2	37	1	3	
6. Bindery ..	50	32	173	..	6	
7. Mechanical and Type Foundry ..	13	10	26	..	1	1
Total ..	420	110	805	20	60	3
Percentages ..	29.63	7.75	56.97	1.41	4.23	0.21

Men in the officers' grade, who belong mostly to other provinces, have been selected for their technical qualifications and experience by public advertisement.

25. For the future we would suggest that, as far as the clerical side of the Government Press is concerned, recruitment should be made by open competition by a written and *viva voce* examination conducted by the Public Service Commission. At the *viva voce* test, the Superintendent or his nominee should be present to assist in assessing the merits of the applicants.

26. With the abundant supply of educated men available today, we recommend that the Matriculation pass or its equivalent, should be the least educational qualification required. We would naturally not place any bar to men of higher academic qualifications seeking employment.

27. We need hardly stress that a medical test, demanding a fairly high standard of fitness, should be rigorously applied, for both the clerical and the industrial side. Candidates possessing strong physique and good eyesight in particular should be selected.

28. We would fix three years as the limit of probationary employment. Men found unsuitable should not be permitted to continue beyond this limit. We do not regard a three years' probationary period as too long a time for gauging a person's fitness for permanent employment. His capacity, his alertness, his team-work, his habits of regularity and punctuality, his physical fitness and sense of discipline are all matters of great importance. Both the individual and the authorities of the Press should have time enough to test out these requisite qualities, fairly and carefully, without undue haste on the one hand or undue delay on the other. We believe that a three years' period is a reasonable time for this purpose. But in the case of the clerical staff we believe that a two years' period would be sufficient.

29. It naturally follows from the above that in our opinion that all clerks after a two years' period and industrial workers who have satisfactorily completed a three years' period of work in the Press, should be made permanent, as far as possible. Those who have gone beyond the three years'

Clerical
recruitment by
Public Service
Commission.

Matriculation
least
qualification.

Physical fitness
essential both for
clerical
and industrial
Staff.

Three years'
probationary
period.

Clerks and salaried
industrial workers
over three years'
service to be made
permanent,

period and have not proved satisfactory, should be discharged. Each case should be examined carefully before any decision is made. In those cases in which men are discharged after they have put in a substantial term of temporary service which may be defined as ten years or over, adequate compensation should be given.

Some packers and counters,

30. We understand that some men, for years together, have worked as clerks, while they were actually posted as packers and counters. It is true that they were not recognized as clerks by the Superintendent. Nevertheless, they have put in all these years of work as clerks. We recommend that they be given the first opportunity to fill clerical vacancies.

Incremental pay for clerical and salaried industrial hands.

31. In the matter of promotion one would desire to make a clear distinction between increase of pay and improvement in position. Elsewhere we make recommendations that all clerical staff, and even industrial salaried hands, should be placed upon incremental salary scales. These increments should be secured automatically. Only in case of inefficiency, neglect of duty, indiscipline or other reprehensible cause, may increment be withheld.

Promotion by merit and seniority,

32. Whenever appointments to higher posts, or higher grades of salary are to be made, we recommend that it should be on merit and record of service. Seniority of service should be regarded as an important factor, but not the deciding factor, in promotion. Promotion to higher grades of salary within the cadre should be based on seniority after eliminating the definitely inefficient.

Promotion first and foremost from within the Press.

33. We are of the opinion that in the matter of promotion, distinct preference should be given to men of the Press itself. If no suitable men whatever are available in the Press itself, then only may the position be filled by recruitment from outside.

Above principles should apply generally to industrial workers also.

34. On the industrial side, the position is somewhat more intricate. Fluctuation in work has a more direct effect upon the number of men employed here than on the clerical side.

Men have to be recruited immediately to cope with work. But, apart from such recruitment, our recommendations apply to the normal course of recruitment and promotion both on the clerical and industrial side.

Intermediate minimum qualification for Reading department.

35. With regard to the minimum educational qualification required in the Reading department we suggest that in the English section of the Reading department, men who have passed the Intermediate Examination or an equivalent European-School Examination should be accorded recognition. The Hindi and Urdu sections should be elevated to the same status as the English section.

Industrial staff selection by Superintendent.

36. Except for the officers' grade appointments, in the various departments, should be made by the Superintendent, assisted by the heads of the sections concerned. The Superintendent is ultimately responsible to Government for the efficiency of the Press. It is therefore necessary that he should have authority to select his industrial staff.

37. Requisite qualifications for the different departments and sections of the Press would naturally vary with the type of work performed. Clear rules will have to be formulated to regulate the recruitment of each department. We, however, visualize a time when the major number of entrants to a Government Press will be from among those candidates who will have passed out from the School of Printing which we have proposed elsewhere for the Province,

38. Till such time, we would suggest that for the hand-composing departments, a minimum educational test of eighth class pass, with knowledge of English should be required, preferably, with previous experience and proficiency in composing. A test should be given.

Eighth class minimum standard for composing department.

39. In mechanical composition section, educational standards of at least the High School standard pass or its equivalent should be required. Experience in hand-composing should be insisted upon. A period of test should be determined. We understand that this is being done. It is necessary for us to, once again, emphasize that mechanical composition, as indeed work with costly and highly intricate machinery and equipment, cannot be possible, successful and economical, unless it is operated by thoroughly qualified men and supervised by competent foremen and section-holders. Severe criticism was levelled against the inefficiency of the Mono- and Lino-type operators and supervisors during the course of evidence submitted before the Committee. Some even went to the length of suggesting that the mechanical composition department may well be abolished and that work should be turned over to the hand-composition section. Our Proceedings bear record to this criticism.

Mechanical composition.

40. The fact is that the Superintendent has given first preference to the men in the Press, and then to those who are natives of the Province in employment in the mechanical composing sections, otherwise these positions could easily and efficiently have been filled by well-trained operators from other parts of India. If mechanical composition is to be made a success, we must insist upon the appointment of well-trained operators, mechanics and supervisors. If these men cannot be forthcoming from within the Government Press itself, they must be sought for from elsewhere, if necessary from outside the Province.

Superintendent's policy.

41. In regard to the other departments, the Machine-room, the Bindery, the Foundry, the Vandyke and the Lithographic, the principles enunciated above should apply with equal force.

Other departments.

42. We do not need to stress that in all spheres, Government or otherwise, there is usually great complaint to be heard about the matter of recruitment and promotion. The Government Press has not proved an exception to this rule. A perusal of our evidence, as recorded in our Proceedings tendered by the Union officials and the men themselves, will leave no doubt of this point. But we are bound to place it on record that charges of bribery and corruption, so commonly complained of elsewhere were largely absent during the course of our Enquiry. We consider this to be worthy of note. Bribery and corruption are cankers to efficiency and economy. Government departments that have escaped this are to be sincerely congratulated. We compliment the Government Press authorities in this regard.

Recruitment and promotion cause of complaint.

No bribery or corruption.

43. Charges of favouritism and partiality have been widespread. In matters of recruitment, in giving differential starting pay, much complaint was brought to our notice during the course of our Enquiry. In the matter of promotion even greater complaint was voiced. Reference to our Proceedings will indicate this. A long list of supersessions was supplied to us by the Union officials though the details of supersessions were not given.

Superintendent's responsibility and discretion.

We are not permitted by our Terms of Reference to sit on judgment on these individual cases. But for some of the cases, however, we requested and received explanation from the Superintendent. We have felt satisfied of the decisions reached, though in some cases we have found the decisions hard and severe. The Superintendent has stoutly maintained that he has considered merit, and merit alone, in the matter of granting promotion. In judging

merit he has taken into account the totality of the candidate's service, including the factor of seniority. For positions of command he insisted that men must have personality and power of control. This is not a simple matter to judge. It cannot be mechanically determined. We repeat that the Superintendent is ultimately responsible to Government for the management and efficiency of the Press. He must have powers and discretion. We provide safeguards for the workers' right of appeal. Retrospectively, we do not feel that much can be done. But if certain exceptional cases could be allowed to be reviewed, we feel no harm, would be done. Efficiency and loyalty can only be secured, if workmen have the assurance of representing their grievances. Justice, exercised with patience and sympathy are qualities that lie at the foundations of efficient administration. In any case, these are matters of day-to-day administration.

Right of representation.

44. We suggest that as the matter of recruitment and promotion are both of vital importance to the Press, and to individuals concerned, that every opportunity should be accorded to the workers, first individually, then, if necessary, through the Union officials to represent their grievances. We believe this right is already enjoyed by the workers.

Record sheet.

45. We strongly stress the need of the maintenance of a record sheet for each worker even of temporary men, who are likely to remain for a long time or are to be made permanent. The workers should be given proper opportunity to know his faults of omission and commission. He should be accorded fair chance to clear himself or offer explanation of his conduct. This is simple justice.

Preference to relatives on equal qualifications.

46. We would wish to refer to a certain aspect of recruitment which were strongly pressed in upon us during our Enquiry. This was the demand of the workers that in the employment of the Press, preference should be given to the sons and relatives of the Government Press employees. We sympathize with this demand. With equal qualifications, we recommend that sons and relatives of the Government Press employees, should be given preference. In order to build up healthy and loyal traditions of workers such preferential treatment is sound and is not inimical to efficiency. We are, however, not prepared to make any recommendations for reservation of posts on any percentage basis.

Rush work to be given out to private Presses.

47. In the suggestions with regard to recruitment, we have had normal conditions in view. But for sudden rush of work, if it is not of confidential character, we would suggest the giving out of such work to private Presses. If, for some reason or the other, it is not found feasible to do so, extra hands should be engaged on a contract basis. The distinct understanding should be specified that after the rush of work is over the retention of newly employed persons will not be permitted. This is the only way to meet fluctuating demands of work, without incurring unnecessary liabilities.

Five-year periodic review of cadre.

48. We have an important suggestion to make regarding the strength of the personnel of different sections of the Press. There should be a 5 year periodical review of the cadre of the Press. Volume of work cannot be precisely anticipated. Methods and processes of accomplishing various operations change. Strength of staff therefore may also need alteration. We do not anticipate very great change in numbers, yet a periodic assessment is desirable. It would only be of a departmental character.

Reserve staff in all sections.

49. In all sections, sufficient allowance must be made for men on leave, due to sickness or other causes. We have not in mind the day-to-day leave of minor kind. Usually in fixing quotas of men for the sections this aspect

(7)

of leave reserves of staff is forgotten. Elsewhere we refer to the question of cadre.

50. In concluding our chapter on the question of recruitment and pro-
motion, we wish to draw attention to an important matter. In the printing
industry, in other countries, women find adequate employment. We fully
visualize the complexities and difficulties that would arise in having women
as employees in the Press. But we do not desire that their sex should be a
bar to selection of women, if found suitable. This disability against women,
due simply to their sex, should not be debarred opportunities of following a
profession which seems eminently suitable for them. We strongly urge
throwing open recruitment, in certain departments in particular, to women
candidates. For instance in the Bindery department, as well as in the Read-
ing and Account sections.

Employment of
women.

CHAPTER II

HOURS OF WORK

Latest tendency.

51. Hours of work in all concerns have occupied much attention, especially since the Great War. Our Terms of Reference rightly attach much importance to this question. Till quite lately there was a universal tendency to reduce hours of work. But, very recently, in some notable countries, like France and Italy, hours of work have been again lengthened.

Intelligent and hard work are dominant duty.

52. Hours of work can be looked upon from two aspects. One is that from the utilization of plant and equipment. The other is that from the worker's point of view. The more the plant can be worked within the twenty-four hours, the more economical it would be for the concern. Of course, there is an optimum limit even with regard to the working of machinery. Beyond this limit, it would not pay to increase the hours worked. On the other hand, the less the workers are required to work, the better it would be for their well-being. But here also, there is an optimum limit, below which the hours worked cannot be reduced. Unfortunately, no research work has been conducted under Indian conditions, as to determine these upper hours' limit for machinery, or the lower hours' limit for workers in any industry, although some experiments are now under way. The only manner in which the two opposite tendencies can be combined, is by using the plants intensively for as many hours as feasible by an arrangement of well-timed shifts. Substantial economies can be secured in this manner. Increase of productivity is necessary for the increase of prosperity of the country. Our industrial efficiency clearly has not reached the same level as that in the more advanced countries of the world. We have to make up much leeway. In spite of adverse climatic conditions, we must, for generations to come, work harder and intelligently than most other nations. It will be our patriotic duty to do so.

Less hours in Allahabad.

53. As regards hours of work in the Government Printing Press in the United Provinces, they seem to be more favourably situated, not only in comparison with other Government Presses in India, but also in comparison with Presses in foreign countries. At Allahabad the Government Press works only $7\frac{1}{2}$ hours, that is from 8.30 a.m. to 4.30 p.m. with half an hour's recess at 12.30 p.m. That is to say it works 45 hours per week. At Delhi the hours of work are 8 a day. The same is true with regard to Patna. That is to say they work for 48 hours per week:

In Bengal and in Bombay they have a half holiday on Saturday. The following are the hours of work in these important places :

Delhi : from 8 a.m. to 4.30 p.m. Recess from 12 to 12.30.

Patna : from 9 a.m. to 6 p.m. Recess from 1 to 2 p.m.

Bengal : Monday to Friday, 9 a.m. to 5.30 p.m. Recess 1 to 1.30 p.m.

Saturday 9 a.m. to 1 p.m. with no recess interval.

In some foreign countries the weekly hours of work are as follows :

Australia	...	...	...	44 hours.
Belgium	...	...	...	48 "
Canada	...	...	...	48 "
Great Britain	...	...	...	48 "

54. It is also interesting to note that in these countries hours of work count, not from the time the worker enters the Press premises, but from the time he actually gets on to the machine or the process on which he is engaged. This difference in the method of calculating hours of work, places the Allahabad workers in a still more favourable position. It is reckoned that daily 10 to 15 minutes are taken, on an average, before the workers actually get on to their respective jobs. Similarly, the workers stop work, about 10 to 15 minutes before the whistle blows, ready to go back home. Thus, on an average the men are actually working only 7 hours, rather than 7½ hours. This makes a substantial difference and is bound to send up costs.

Difference in methods of calculating hours.

55. While we would not go so far as to recommend a change in the manner of counting hours of work, we would stress that men must get to their work as soon after the hooter, as possible, and should not leave their work before closing time. The example of piece-workers is notable. They start work as soon after the hooter goes, and keep on working till the hooter blows for the cessation of work. They waste no or little time in getting on and off their jobs.

Example of piece-workers.

56. Undoubtedly, hours of work for both the clerical and industrial establishments in the Government Press have increased since 1933. This has been a step in the right direction. Even our present hours of work are not equal to those prevailing in some other provincial Presses or indeed even in the Government of India Press. For, by orders of Government, the daily hours were again reduced from 8 hours to 7½ hours in 1933. One is almost inclined to state that our Press should work the same length of hours as other provincial Government Presses, namely, eight hours. But in view of the fact that our men have been accustomed to certain hours, we are reluctant to advise any increase in hours. We might here quote the Bombay Strike Enquiry Committee, 1928-29, better known as the Fawcett Committee, in this connexion. While the mill-owners demand for increase of hours of work was within the Factories Act, yet the practice of shorter hours of work in the mechanics' shop had "crystalized into a contractual system" and so the Committee contented themselves in making no alterations in this section of the Cotton Mill Industry in Bombay. They approved of the continuation of the shorter hours of work (Report, sections 144-149, pages 65, 70). We therefore are not prepared to advise an increase in hours worked. We are of opinion that under improved conditions, and better supervision, the present 7½ hours' day would give as good results as 8 hours' day formerly.

Continuance of present hours recommended.

57. We ascertained that the weekly half-holiday that has become such a feature in presidency cities and in Delhi, is not welcome to the workers, except the clerical staff. We ourselves are much in favour of a weekend. It gives the men the chance to be continuously with their families, and longer opportunity for recuperation, and to attend to Trade Union and other activities. Men who have their families in the neighbouring village, can avail themselves of the weekend to visit them. In one of the mills at Cawnpore, namely the Lal Imli Woollen Mills, this practice prevails and is much appreciated. Wherever industrialism has developed, and the Trade Union movement has gathered momentum, the weekend holiday has come to be regarded as national institution. It is a definite index to peoples' rise in well-being. But we would not press for its adoption, if the men do not wish to take advantage of it.

Weekly half holiday not appreciated.

Lal Imli Woollen Mills' example.

58. With regard to the clerical staff, there was a universal demand that they should be permitted to get back to their old hours of work. That is, from 10 a.m. to 4 p.m. without a recess. It was since 1933 that they

Clerical demands for a shorter hours' day.

had been asked to attend office from 10 a.m. to 5 p.m. with half hour's break at 12.30 p.m. Government subsequently passed orders that the clerical and other staff should not cease work at 4.30 p.m., *vide* G. O. no. 349/VII—265(5)-1931, dated the 21st October, 1932.

Reasons for change.

59. The reason given for the change in hours was that the industrial side of the work would be held up, if the clerical establishment were not present during the same hours. The office staff stoutly maintained the point that it made no difference either to them or to the work, if they performed their duties, at a stretch, from 10 a.m. to 4 p.m. without a break. We are not inclined to take this view. We regard recess as necessary.

Recess necessary.

60. As a matter of fact, whatever may be said to the contrary, men in the Secretariat and other business houses, where no recess is sanctioned, do, as a matter of daily occurrence, break off for taking their tiffin, and a little rest. So what is done surrepticiously, should be recognized fairly and squarely. Recess is inevitable. It should therefore be accorded due place.

Great pressure in the afternoon.

61. From the point of view of work, although all the clerks, as well as the majority of the heads of departments, foremen and section-holders were of opinion that it would not suffer, the Superintendent, and other officers were of one mind that the work on the industrial side would be adversely affected, if the office were allowed to close down at 4 p.m. Indeed, one of the officers was of opinion that if the men came half an hour later, and went away half an hour later, that is from 10.30 a.m. to 5 p.m. it would suit the Press better. It is in the afternoon that the pressure of work is the greatest. Clerical assistance is needed most then. We ourselves agree that this is so. The Accounts section is the only one that would not be much affected. This section could go off earlier. We are certain that the closing of the office at 4 p.m., and of the industrial side at 4.30 p.m., is bound to affect, unfavourably, the industrial side as well. The Press is after all one organic whole. What happens to the one side is not without its influence upon the other.

Point of prestige.

Good example.

62. The real point in the minds of the office staff is a matter of prestige *viz-à-viz* the Secretariat and the Accountant-General's clerks. Since these offices close at 4 p.m., it is thought derogatory for the Press office to work half an hour longer. We comprehend the point of view, but we cannot agree with the attitude. False notions of prestige cannot be approved, and much less be sanctioned. Indeed, we trust that the good example set by the Government Press will lead the way to a movement for somewhat longer hours of work in some Government departments. Our national economy demands this.

Seven years rolled by.

Office hours to remain the same.

63. Besides, seven years have rolled by since change in office hours were introduced. We expect the clerical staff have by now become thoroughly atuned to these hours. We propose therefore that the present hours should be continued. That is the hours should remain from 10 a.m. to 4.30 p.m., with a recess of half an hour at 12.30 p.m. A six hours' day cannot, by any means, be regarded as excessive! Men in most professions would regard them as light.

In business houses and in the Railway offices clerical staff work from 10 a.m. to 5 p.m. They usually get a break of half an hour for tiffin. The Press is definitely a commercial concern. It is not a Secretariat. Its conditions of work, hours and other manner of procedure should approximate to those of commercial houses.

64. We may point out that the Lucknow Branch Press office itself works the usual hours, from 10 a.m. to 5 p.m. In actual fact, they work from 8 a.m. to 10 p.m. for about 10 months in the year! This is, of course, a practice which we heartily condemn. **Lucknow office.**

65. In regard to the hours of attendance of the Reading Room staff, it was stated by one witness that formerly they used to come at a later hour, namely, at 9 a.m. He wished that this hour should once again be the hour fixed for the Reading Room department. At any rate, he was wholly opposed to the idea of coming at the half-hour! The Reading department staff is counted on the industrial side. We would therefore not wish to make any distinction in the hours of attendance as against other industrial workers. **Reading Room department.**

66. It was stated in regard to the Reading Room staff, that whenever a set task was finished, that the persons concerned may be permitted to go. Similarly, it was stated in regard to the Despatch department that whenever they came earlier, and finished their work, they should be permitted to go back home. As a general rule, we cannot subscribe to this practice. However, in departments, and on days, when the Superintendent thinks he can let the individual or even a section of the department, say the Despatch department, close earlier, he should have the discretion to do so. Ordinarily, men should not be required to come earlier and stay later than the normal specified hours. The Press authorities must endeavour to protect their men from overstrain. Strict vigilance should be exercised about this matter. **Discretion of Superintendent.**

67. With regard to attendance on the clerical side and Reading Room, we found the record to be very satisfactory. This is commendable. **Clerical and Reading department attendance commendable.**

68. We would suggest that the clerical staff, whatever their pay, should have a special entrance. In most provincial Government Presses they enjoy this privilege. It would also, to some extent, relieve the pressure on the other gate. With so many gates, and a little rearrangement of the duties of the gatemen, it should not prove difficult for the Superintendent of the Press to arrange for separate gate for the clerical staff. **Special entrance for clerical staff.**

69. While on the subject of gates, we wish to state that the workers expressed, fairly unanimously, the need for more facilities. We desire that this should be done. The Press exit is not adequate for a Press of this large dimension. At least one more gate should be provided for this purpose. **More gate facilities for workers.**

70. We were glad to note that the men were not averse to being searched. They saw the need for it. The search would be more effective, if more exits were provided than exist at present. The provision of further facilities for gates may not prove to be a wholly useless expenditure. **Continuance of search.**

71. There has been great complaint from the industrial workers, both salaried and piece, with regard to attendance rules. We have compared our regulation with those in other provinces, and cannot say that ours are stricter. In fact, the grace period allowed for late attendance obtains only in Allahabad. The grace allowed is 10 minutes for time-hand and 15 minutes for piece- and task-workers. **Attendance rules.**

72. After due examination of practice elsewhere, and consideration of what was stated before us by the workers, we wish to modify the present system of daily admittance into the Press. We recommend that instead of the present practice of having one hour's interval between the two periods of admittance, the interval between them should be reduced to half an hour. That is to say, that instead of the two periods being at 8.30 a.m. and 9.30 a.m., the timings should now be 8.30 a.m. and 9 a.m. **Interval between two gates reduced.**

By this suggestion of ours, the men will not have to endure the hardship of being kept out of work for as long a time as one hour. This will be particularly beneficial to piece- and task-workers.

Reduction of
grace period.

73. We, however, deem it necessary, in the interest of efficiency, that the grace time of 10 minutes, which we may repeat, does not prevail in any other Government Press—whether Provincial or Central—should be reduced to 5 minutes.

Punctuality
essential.

74. The demand of the men to enter as they come, without having to wait for an hour at a time, cannot be accepted for two reasons. First, is the simple difficulty of having sufficient time-checkers to maintain the records. If a time-clock were installed, this difficulty would be overcome. But this would be an expensive proposition. The second, and more important fact is that work in modern industrial establishments is really not a one man operation. It is nearly all team-work. If the entire complement of workers is not present, it must inevitably affect the output of work as a whole. This would represent much wastage. Obviously, this would apply, with varying degrees, to different processes and operations in the various departments of the Press. None the less, for full efficiency and economy, it is very necessary, to have, from the commencement, the full complement of workers.

Team-work.

A strongly
entrenched idea.

75. There is a widespread and strongly entrenched idea, amongst all piece- and task-workers, in regard to matter of attendance that we cannot pass over, without some comment. Workers pleaded before us, with tenacious persistency that, whenever men happen to arrive after the 15 minutes' time allowed, they were kept out of the Press for one full hour, till the next gate hour came round. This they said was tantamount to double penalty imposed upon them: They were not only marked late on the one hand, but on the other, the piece-workers suffered in earnings. It was not easy for them to put in the same amount of work in the remaining hours. Thus they would ultimately suffer in their grade. While the task-workers were expected to give their full task, as usual, in the reduced hours of work left to them.

Erroneous
conception.

76. The Superintendent of the Press maintained the point of view that this was an erroneous conception. Occasionally, a man may suffer either by the mistake of the time-keeper, or section-holder. One such case, at least, was brought to our notice during our Enquiry, and is recorded in our Proceedings. Apart from such mistakes, the explanation given by the Superintendent is conclusive on this point. His explanation is that the late attendance registers are not usually taken into account, unless a man is a habitual late-comer. No late attendance fines are imposed. But, if a deduction is to be made, it is done so under the written orders of the Deputy Superintendent. In the case of a task-worker, no late attendance deduction of any kind is made, his outturn is reckoned by the number of days he is actually present. If he comes late, and gives a full day's outturn, he is credited for the full day's outturn. So that usually, he is paid a day's wages, without any kind of deduction, for, actually, a fewer number of hours than the normal. The same explanation, in essence, applies to the case of the piece-workers. The piece-workers' grade is determined by his output divided by the total number of hours, actually worked. There is, therefore, no double fining for ordinary late attendance.

Consideration for
good attendance.

77. While we admit that it is but the plain and obvious duty of men to attend work punctually, we would suggest that good and regular

attendance should be entered as a mark of merit in the record sheet of the worker. This should be taken into consideration when time for promotion is being considered.

78. Rules with regard to absenteeism are satisfactory. We propose no change. Only, with regard to men who go away to their villages, where postal arrangements are not of the best, we would recommend careful application of rules after judicious sifting.

Absenteeism and rural areas.

79. As we have said above, we are entirely in favour of working the plant and equipment intensively, as far as it is technically safe to do. This is the one outstanding means of achieving economy. In fact, with greater mechanization and more use of expensive plant, the more incumbent it will become to work it intensively. It is, therefore, that we are entirely in favour of the shift system. We approve of the shifts worked at the Allahabad Government Press. With increase of work, shift system would become inevitable. In time they should become well established. We must record that, generally there was satisfaction with the working of the shift system.

Shift system necessary.

80. The men on the morning and evening shifts, who alternate with each other weekly, had one common complaint. They desired to come an hour later in the morning that is to say at 7 a.m. instead of at 6 a.m. and wanted to get out an hour earlier, namely, at 9 p.m. instead of at 10 p.m. It was a matter of some surprise that they did not suggest any alterations for the middle-day hours, when the heat is intense in the summer months, and coming and going from work must be irksome indeed. We recognize the inconvenience of these shifts, particularly during certain seasons of the year. For those who live at great distances from the Press, it must be a matter of real hardship. For those men who are growing old, the strain must be considerable. But we cannot, we regret, agree to a reduction of hours of work in these shifts. Six and a half hours day is a luxury which we can ill afford at the present stage of our industrial development. Neither do we see that any specific advantage will be secured by moving the hours this or that way for either commencing or stopping work. Under the circumstances, the present are the best hours that can be selected. That is, the hours from 6 a.m. to 2 p.m. and from 2 p.m. to 10 p.m. with half an hour's break in each shift.

Common complaint.

Reduction of hours not possible.

81. We, however, recommend that all those men who are growing old, or are physically not fit, or live too great a distance from the Press, may be given the option to transfer themselves to the general shift, if that is feasible. We also trust that as soon as quarters are built, that the men of the morning and the evening shifts should be shown special consideration in their allocation.

Mitigation suggested.

The Lucknow shift system arrangements are dealt with in a separate chapter.

82. With regard to work on Sundays and recognized holidays, we feel that the letter as well as the spirit of the Factory Act should be strictly maintained. We believe that in no respect is the Factory Act more freely and frequently disregarded as in this regard. No private Press or other private industrial establishment could, with impunity, have infringed this provision of the Act. The position of the Branch Press at Lucknow, during the Legislative season, is even worse. The officers and men can hardly claim any time of day, and even of night, as their own. Sundays and holidays are all reduced to working days. We must record our strong dis-

Sunday and holiday work condemned.

approval of this procedure. If the Government themselves fail to observe the law, private concerns are bound to be tempted to follow their bad example.

Dislocation of family and social life a national injury.

83. The Chief Inspector of Factories in his communication to us has condemned the Government Press authorities on this account. We fully endorse his condemnation. While we recognize the exigencies of service, we are clearly of opinion that work on a Sunday, in particular, and on other holidays, can be avoided, by more careful planning. Workers have complained to us, bitterly, of the deprivation of their weekly day of rest and other holidays. We are fully in sympathy with them in this regard. The weekly day of rest is looked forward to, and planned for, for family engagements and other social, athletic and religious activities. These are keenly looked forward to and anticipated. All this is utterly dislocated because of unforeseen work. Occasional demand for work on the weekly day of rest is understandable. But frequent calls cannot be countenanced. Regularity, both of work, as well as of family functions, and other social and recreational activities, is a habit we urgently need to cultivate on a national scale. Interference with this practice will do more damage than we know. Some departments are so undermanned or are so placed, that they have constantly to come to work on Sunday. In the Vandyke and Litho sections for instance, one important witness told us that for practically half the Sundays of the year, they had to come to work. This is a preposterous situation. The weekly day of rest must be observed. Working efficiency depends much upon this. Industrial researches have established this fact beyond doubt.

Better planning essential.

84. Work from Government departments, the Secretariat, the Legislatures and the Bureau of Public Information must be better mapped out. It will be a reflection on their ability if this cannot be arranged. We understand that the Government Presses in other provinces, and in the Government of India in particular, do not work on the weekly day of rest. The Government Press authorities should show a more robust resistance to Government demands upon them. We have been witness to such rush demands in several instances. Our remarks apply with equal force to other gazetted holidays sanctioned for the Press.

Heavy overtime.

85. Overtime work is undoubtedly difficult to control. But the amazing part of the matter is that it is the weekly Gazette that is mainly the cause of overtime! Other provinces and the Government of India, too, have their weekly Gazettes. They all manage to keep their overtime within reasonable limits. We support the Government Press authorities on their insistence in receiving matter for the Gazette up to a certain time on a certain day of the week. Beyond this limit, they should be allowed to refuse demands for publication. This must be clearly recognized. We have great sympathy with the authorities of the Government Press. They are simply ordered to print large amounts of matter within the shortest possible time. Except matter relating to public safety or budget demands, work should not be forced upon the Press.

Source of economy.

86. We have no hesitation in stating that overtime work is a great cause of extra cost to the Government and ultimately to the taxpayer. The reducing of overtime work would be one of the major ways of effecting economy in the Press. This matter can hardly be over-emphasized. The figures for overtime payment for the past five years have been indicated elsewhere. They speak for themselves.

"No work hours"

87. It has been suggested that "no work hours" should be taken into account in determining grades. In other words, "no work hours" should

be deducted from the actual hours worked. This should be the method of determining the hourly grade rate. We understand that the normal stoppages of work, incidental in different processes and operations, is paid for already. Taking into account all these payments, we consider that the present system is not altogether unsatisfactory. We trust that with better adjustment of the cadre and regulation of work, the operatives will not have cause to complain in the future.

88. It has been urged upon us that overtime hours should be counted towards the length of service for retirement. We must say we were struck with the novelty of the suggestion. None the less, we cannot endorse the request. Overtime work, we hope, will become strictly limited in amount. If it remains or becomes a constant occurrence, then it will have to be considered whether, like other provincial Presses and the Government of India Central Press, hours of work should not be increased to 8 per day. Also, it must be argued that since overtime work is especially rewarded, it cannot receive a second award in being counted towards length of service. This would mean two-fold benefit. We do not wish to place undue premium on overtime work. Indeed our anxiety is, both from the point of view of the men and the Government, to reduce overtime to within strictest possible limits.

89. There is one peculiar type of overtime demand that was brought to our notice during our Enquiry and recorded in our Proceedings. This deserves mention. Overtime in this case, arises due to early closing for some special holiday or observant. Men are asked to come half an hour earlier than the usual hour 8.30 a.m. They proceed to work, straight on, without recess, till 2 p.m. then if some urgent work comes in, some men are detained. These men are not paid any overtime till they go beyond the 4.30 p.m. hour, the usual time for the closing of the Press. It is difficult to bring in this demand within the conditions governing overtime under the Indian Factories Act. Obviously it is hard upon men who are required to stay back, while the rest of the Press enjoys a holiday. They need some kind of compensation.

90. Much complaint was voiced due to insufficient time allowed in various departments and sections in the preparatory processes, or in "make-ready", or change of magazines and the like. All manner of stoppages occur through lack of material, type, or paper or break-down of machines, or other causes; inadequate or complete non-recompense for piece- or task-hands for the loss that takes place. Rules are provided for all such stoppages. We are, however, impressed with the category of stoppages recognized by the Government of India Press at Delhi, and recommended their adoption for the Government Press in the United Provinces.

91. We were every now and then referred to conditions in Russia. It is therefore necessary that we should make brief observation, in so far as we are capable of doing so, on the subject. There is a vast volume of literature in existence about Russia. Much of what has appeared, has taken on either the form of propaganda in favour of the communistic system or an anti-communistic attitude. Few have been able of bringing to the study of the question, a scientific and detached attitude of mind. But we think that it can hardly be denied that with reference to hours of work, at any rate, the objective facts are well beyond the region of dispute. In almost all the industries, inclusive of the printing industry, the Russian working day is of 7 hours' duration. This is what, in reality, we are actually working at the Government Press at Allahabad. Our attendance system

is different from the Russian. As indicated above, our hours of work are counted from the moment we enter the Time-Keeper's gate and not from the moment we sit down to our desk or work. In this way we lose 10 to 15 minutes. Similarly, our workers leave off work 10 to 15 minutes before the hooter is sounded for stopping work. In this way, roughly speaking, our staff is only putting in seven hours' work, the same as in Russia. In Russia hours are counted from the moment a worker mans his machine or his task, till the moment he comes off it. The Russian week on the other hand consists of five working days. They are thus putting in 35 hours of work per week. As against this their national holidays are few as against the many that we observe in this country.

It has also to be admitted that not only in the hours worked, but in several other directions and ways, the Russian worker is remarkably well cared for by the State. No fair-minded student of the subject can deny the clear advantages that are enjoyed by the Russian working classes as whole. Evidence seems to be fairly unanimous on this point.

On the other hand, it seems certain that the intensity with which the men and women have to work, and the severe military-like discipline to which they have to submit, and the other essential personal and collective inhibitions they have to endure, on vital matters cannot, with equal fairness, be denied. The entire economic, social and political structure of Russia is so different from that of our country, that we hesitate to enter into comparisons. None of us has had any first-hand knowledge of conditions as they actually obtain in Russia. So all the more we are reluctant to offer comments

CHAPTER III

WORKING CONDITIONS

92. Researches conducted by various Universities and Industrial Fatigue Research Boards and other Associations have scientifically confirmed the commonsense point of view that in order to secure good work, satisfactory working conditions must be provided. Apart from merely humanitarian consideration, it is economically profitable to do so.

Good work requires good conditions.

93. The working conditions at the Press are far from satisfactory. The observations of the Chairman at the very commencement of the Enquiry may well be cited. He stated: "The next matter that arrested my attention as I went through the Press, was the unsatisfactory conditions under which men, especially in some of the departments, perform their work. For instance, I was surprised to find no thermometers or temperature charts. I am certain in some departments particularly, the heat of the summer months must be excessive. Such conditions cannot possibly make for optimum production. While fans cannot be introduced in some departments, air conditioning should be considered. On the whole, I must frankly admit that I would class the Government Press conditions of work to be about equal to the average of the cotton mills in Cawnpore. They are streets behind the best mills in Cawnpore. Of course, the best in Cawnpore are amongst the best in India. But the Government Press should not be behind, but ahead of private concerns, in all such matters." Our subsequent visits to the Press have only confirmed us in the correctness of these observations. The evidence of the foremen, and the men from practically all sections of the Press, has been unanimous in complaining of the adverse circumstances and conditions under which they have to work. Our Proceedings are full of the complaints they have had to make. We have had the opportunity of visiting the Government of India Press at Delhi, and were greatly satisfied to see the conditions under which men work there. We, however, are not forgetful of the fact that the Delhi Press is located in an entirely new building, with up-to-date plant and mechanized equipment. It therefore cannot fairly be compared with the Press at Allahabad.

Working condition at the Press.

Universal complaint.

94. The Press here is of several decades standing. It is located in old style buildings. It has old plant. It has a great many additional departments that are not to be found at the Press at Delhi. It also has several hundred more men than at Delhi. These men, with their unhygienic habits, are not conducive to keep the premises spick and span. Some of us have had the opportunity of visiting the Presses, of other Provincial Governments. The Presses at Bengal, Madras and even at Patna compared very favourably with ours.

Older and larger Presses at Allahabad.

95. We have no doubt whatsoever that large and effective changes must be made in all departments of the Press. Some departments are in particularly bad way. For instance, the Bindery Department needs drastic alterations. The evidence of the foreman was both humorous as well as telling about the conditions prevalent in the Bindery. The Assistant Superintendent also had much to say about the condition in this department. The roofing in particular is deplorable. It is neither rain-proof nor dust-proof, nor heat nor cold-proof. It seems to be past repairs. The

Effective changes imperative.

Re-roofing of Bindery, Machine-room, and Foundry.

roof of the Bindery, the Machine-room and the Foundry need immediate renewal.

Such conditions should not be tolerated. Many men of the Bindery work in the verandahs, such is the state of congestion.

Additional accommodation for Die-stamping section.

96. The Die-stamping section is housed in a very coupled up and make-shift kind of a room. It really was an extension of the verandah. The condition of work here are thoroughly bad. We recommend that this section should be fittingly housed in a separate and properly constructed room attached to the Bindery department.

Obnoxious drain.

97. There is a drain underneath the present Die-stamping room, with an uncovered man-hole. This gives out obnoxious vapours, unpleasant and injurious for those who work there. Great complaint was made about this matter. We have found this to be justified. The Public Works Department should be required to re-level the drain and make a proper man-hole.

Machine-room congestion.

98. The machine-room looked packed. Everything seemed to be a tight fit. Revolving belts had to be dodged to get past. Space and light seem to be the first necessity here.

Cramped condition of Mechanical composition departments.

99. The mechanized composition department also appeared to be greatly cramped for room. In fact in the Mono-caster room there is hardly elbow room. Mention was made during the course of evidence of an operator having had his back scalded in this room, largely due to congestion.

Hand-composition department old fashioned.

100. The hand-composition department, while spacious, with high roofing, nevertheless gave the appearance of being a much out of date and old fashioned place. It looked anything but smart and well-kept.

Reading Room department reminiscent of Burmese Pagodas.

101. In the Reading department, the men were grouped round tables. They reminded one of a very congested classroom of schoolboys, compelled to do their task. They seemed to have their heads into each other's noses. There was considerable din and noise. It reminded one of the drone one hears of the Pungys at prayer at the Pagodas in Burma. How they could concentrate on their copies was a marvel. But such congestion is bad from every point of view, personal and otherwise.

Inadequacy of fans and lights.

Fans and lights too were inadequate in this department.

Stationery, Forms Store and Book Depot similar story.

102. The Stationery, Forms Store department and the Book Depot too were thoroughly congested. Ventilation, lack of light, paucity of fans were the outstanding need of these departments. The story is similar here also.

General re-arrangement and modernization.

103. We are convinced that the entire building and accommodation requires addition, expansion, re-arrangement and modernization.

First-rate work under adverse conditions.

The wonder is that under such conditions so much, and such first-rate work is turned out by the Press. Officers and men are to be congratulated. But this does not obviate the necessity of modernizing conditions.

Importance of adequate space.

104. Space, or elbow room, in a hot country like ours, is a very important factor in our industrial and commercial establishments. Economy of space and building is very necessary, but it can be overdone. From the point of view of the workers' health, adequate space is of first consequence. From aspects of efficiency and reduction of incidence of accidents, removal of congestion is very important. While it is not possible for us to carry out an examination, as to the carbonic acid content of the air in the various departments, and while we feel that the standard of space fixed by the

German Association of Industrial Physicians of 20 cubic yards per workman, is one too costly for us to follow, we yet feel that in all departments, care must be taken of this matter.

105. In the Reading department, in particular, great care must be taken. In fact, we suggest separate tables, of a proper design, for each pair of Reader and Copyholder, provided sufficient space is allowed between tables. We are not in favour of cubicles.

Separate tables for Readers and Copyholders.

106. In the mechanized composition department, in the Machine-room, and in the Bindery section, and in the Stationery, Forms Store and Book Depot more space is necessary.

More space needed in several departments.

107. For office work, or wherever clerical duties are required, we propose that the principle of one-man-one-table, of adequate size, with drawers, should be adopted. In the hot and rainy seasons, it must be particularly uncomfortable, to sit cheek-by-jowl with a fellow clerk. Uncomfortable conditions cannot be productive of good work.

Clerks to have separate tables.

108. While on this subject, we might mention that the clerical staff, as well as others, complained of the furniture supplied. Much complaint on this account has been recorded in our Proceedings. The furniture we saw has convinced us that the complaints are justified. Men's self-respect will be enhanced if suitable furniture is provided. It is bound also to rebound to their efficiency. We feel their demand for cane-seats instead wooden, or iron chairs, is reasonable. The chairs should be provided with arms. It must be borne in mind that a large slice of their working lives is spent sitting on these chairs. Search for comfort is no crime. Return will be secured in better and more contented work. In Delhi, and in all the new Presses at Calcutta and other places, these conveniences are well supplied.

Search for comfort no crime.

A large slice of their working lives.

109. Men of the hand-composition department have made a demand for seats. We are informed that all composing work, especially of Hindi, is better done standing than sitting. We accept the verdict of the experts in this matter.

Demand for seats by hand-composition.

We would, however, submit the following opinion of the German Industrial Hygiene Association on this point. They state, "Work executed standing usually demands greater effort than that effected in a sitting posture; in consequence, despite the fact that all operations cannot be effected sitting, all those concerned should devote their attention to ascertaining whether a great number of operations effected by workers standing, in accordance with tradition, cannot be completely or partially effected by sedentary workers."*

German Industrial Hygiene Association's opinion.

110. Light in any work, but in the printing industry in particular, is of the highest importance. On the whole, there was not too great a complaint on this score. In some departments, however, more light was demanded. In the Forms Store, and the Book Depot, paucity of light was complained of by men in particular. In the hand-composing section great demand was voiced for individual lighting. We are informed by our Secretary that individual lighting system for composing work is not regarded as desirable. Overhead lighting system, shadowless, is now the recognized method of providing artificial light. Our visits to various centres corroborated this fact. In Delhi, Madras and Calcutta the individual lighting system has been eliminated. Only in Patna, we found a system of individual adjustable lighting arrangement. We are inclined to follow the Bengal

Overhead lighting.

*Standard Code of Industrial Hygiene, I. L. O., Geneva, 1934.

and Delhi example. The matter may, however, be further examined, when lighting enlargements are sanctioned.

Supremacy of the lighting question.

111. We do not wish, in any way, to minimize the supremacy of this lighting question. We have already stated the vital importance we attach to this subject. The strain on this, the most delicate of human organs, the eye, is heavy in this industry. We desire that the very best of conditions should be provided for the men on this account.

American suggestion.

112. We might here refer to the suggestions made by the Illuminating Engineering Society of America, which have been accepted by the American Standard Association in this connexion. While suggesting approximate standards in terms of Max, they have suggested the following for the Printing Industries :*

Matrixing and casting, 120/80 Max.

Proofreading, lithography, etc., 150/100 Max.

Engraving, 1,000/25 Max.

How far American standards would suit our conditions, only careful experiments, conducted by experts, can determine.

Temperature control.

113. Temperature regulation in certain seasons of the year becomes very necessary in Allahabad. In the hot and rainy season, the need for artificial cooling arrangements becomes a serious need. While fans are provided in most departments, they are not in sufficient numbers. Placing the fans at greater height, and indenting for fans of wide and long blades, with greater air displacement capacity, would meet the difficulty of most departments. Fans for industrial and office establishments are on the market, and should be provided. In the hand-composing department, Reading Room, Office, Book Depot and Stationery department these should be provided. The number of fans needed would depend on the type bought and also on the reallocation of rooms.

Cooling arrangements.

114. In departments where fans cannot be introduced, for instance the Bindery, we suggest air-cooling plant. We understand that an inexpensive air cooling plant can be had for this purpose. If the Roorkee Branch of the Press is shifted to Allahabad, cooling arrangements will have to be further considered and provided without fail.

115. We would urge the placing of exhaust fans in all departments of the Press. Renewing of air is as essential for comfort and efficiency as regulating the temperature.

116. The demand for *khus-khus tatties* have been made. Complaint was made, as recorded in our Proceedings, that too few *khus-khus tatties* were provided, and that these were mostly for the benefit of the foremen and the section-holders. Allahabad heat is well known all over India. We recommend that till such time as more fans are not provided, and roofing conditions are not improved, or air-conditioning introduced, the expenditure on *khus-khus tatties* should be increased. The present expenditure is of about Rs.250 annually. We recommend that this amount should be increased. The sum so sanctioned should be spent exclusively for this purpose. We have to bear in mind that due to the transference of the Roorkee Press, greater facilities for cooling arrangements will have to be ensured.

Lack of coal supply.

117. In the winter months, the men complain of cold, especially the men of the morning and night shifts. The hand-composing men, including those on piece, complained of lack of supply of coal. We are of opinion

*Standard Code of Industrial Hygiene, 1934, page 28.

that this grievance should be satisfactorily met. After all, the spell of cold weather in Allahabad is really brief. The present provision for coal is Rs.10 per section per season. If this sum were increased, we do not think it will add much to the burden of the Press.

118. Ventilation generally was good, except in the Stationery, Forms Ventilation. Stores and Book Depot. In the hand-composing section, and the Embossing sections, while windows were provided, they remained mostly closed. The refreshing of air is very necessary as indicated above. Care must be taken that the renewal of air is adequate. Men themselves are most often to blame in this matter. Their co-operation can be sought, and stricter supervision maintained. But in certain sections of the Press, it is the structural difficulty that is the greatest hindrance to good ventilation. These must be altered.

119. Much work in the Printing Industry is dirty. There is the spilling of ink, and oil, but taken as a whole, it is far cleaner than most other other major industries. Yet we found the flooring, throughout the Press, in poor and unclean condition. Partly this is due to the fact that the flooring is old. But largely it is due to lack of cleansing and washing. We recommend that greater attention should be given to this matter. Unclean condition.

120. We are horrified to see the marks of, we regret to say, the fairly widespread habit of spitting. Everywhere in the rooms and corners, on the floor, and sides of the walls, we found the impressions of this obnoxious and dishygienic habit. With incidence of tuberculosis, such habit is a source of positive danger to the health of all workers in the Press. We may say that just as smoking is dangerous to the safety of stock of paper and other stores, so is spitting a source of danger to the workers. We have no hesitation in regarding this habit as a social crime. It deserves severe repression. We wish that it should be punished with at least equal severity as smoking. We would be even more drastic. But we bear with the social customs of our people. We recommend abundant supply of spittoons. Horrid habits of spitting.
Social crime.

121. We may be pardoned to refer to the remarkable achievement secured by Sir Harry Horsman, in his excellent Cotton Mills at Cawnpore. His entire mills, and particularly his spinning and weaving departments, and may it be stated, that even his latrines, are a model of cleanliness. They are as spick and span as a University laboratory or a well-conducted and well-managed hospital. No signs of spitting were visible anywhere, Sir Harry has rendered great service in inculcating in his men the hygienic habit of spitting in spittoons. The Harry Horsman habit should be universalized in our industrial establishment everywhere. The Harry Horsman habit.

122. The clerical staff complained of the smoke nuisance from the chimney. We are not sure that we can promulgate an Abatement of Smoke Nuisance Act. We are not too certain that it is as great a nuisance as complained of before us. Possibly, it is as well that the clerical staff may get a whiff of smoke now and then, to keep them in mind that they are part and parcel of an industrial establishment, and are not the Civil Secretariat, far removed from the din and bustle of machinery, and smoke and steam of the engine-room. Smoke nuisance.

123. With regard to sanitary services, there was widespread and serious complaint, especially with regard to the urinal and water-closet facilities. The complaints were almost bitter in nature. We were grieved to have to record such complaints. We are aware that the complaint of insufficiency of seats is inaccurate. Indeed, the Press authorities have actually provided more seats than required under the Factories Act. The Sanitary services.
Serious complaint.

**Hand service
greatest difficulty.** main difficulty is that there is pressure upon the latrines at certain periods of the day. This may suggest that the seats are insufficient. Also, it has to be frankly stated, that the men are often inconsiderate. They take inordinately long time, and thus keep their fellow workers from utilizing the latrine. But the greatest difficulty is of hand service. There are two sweepers, who are present all the hours during which the Press is working. We do not think the number of sweepers is enough. During pressure hours, especially in the afternoon period, service should be doubled. Number of sweepers employed should be increased. It will help to operate the latrines well, and expeditiously.

Flush system. 124. The Superintendent has discussed with us the question of the introduction of flush system. Municipal assistance is not to be counted upon. We are informed that the Press do not even receive constant water supply even during the hours they work. They have had to supply their own needs from their own resources. These are not of sufficient abundance, to serve for flushing the water-closets, and urinals. Besides this, there would have to be a scheme for drainage. This cannot be worked independently of the Municipality.

We are, however, certain that only an automatic flush system will solve this chronic difficulty about the water-closet facilities. Government must bring pressure on the Municipal authorities to work out a scheme for drainage and sewage disposal in this area.

**Septic tank not
feasible.** -- Septic tank arrangements, we fear, will not meet the needs of an institution of the dimensions of the Government Press. We would otherwise have recommended it for a partial trial.

We recommend, for the present, doubling of the sweepers on attendance during rush periods.

**Communal
latrines.** 125. Latrines, we understand, are rationed according to communities. The habits of communities it is stated, differ in this respect as well. We suppose we must, to some extent, respect social tradition.

**Separate latrines
for clerical staff.** 126. The clerical staff have demanded separate latrine arrangements. While we have no desire to add to further class or caste distinctions, we feel that under present state of affairs, it would be advantageous to provide the clerical staff with separate facilities. The Press has a very large clerical establishment. It may well provide them with separate sanitary service. We recommend the building or reservation of a block of latrines for their use.

**Centrally situated
urinals needed.** 127. It would be a matter of much satisfaction from the workers' and as well as from the management's point of view, if some urinals were provided nearer to the workshop, and more centrally situated than at present.

**Sanitary tone and
sense of cleanliness
Supply of
protective
uniforms.** 128. We are anxious to raise the sanitary tone and sense of cleanliness amongst the men. We are of opinion that some kind of aprons or uniforms should be supplied to men. Such demand from the men has been recorded in our Proceedings. Men in the Machine-room and other sections should be provided with protective uniforms. These may be supplied free or at nominal cost.

Washing facilities. 129. We also recommend that adequate and modern facilities for washing should be given to all men, but particularly to men in the hand-composing, mechanical composition, engraving and other sections, where they have to handle type and other material and liquids which may cause them disease. In the Bengal Press excellent arrangements for washing,

with supply of brushes and liquid soap are provided. These are greatly appreciated. Glazed tile troughs should be provided for washing purposes.

130. We believe that not much can be achieved in all these directions without the active support of the men themselves. Officers have heavy pressure of work. They cannot find time to supervise all matters closely. Workers' active co-operation is highly desirable. We recommend the formation of a Sanitary Squadron. Volunteers should be called from all departments of the Press. They should be instructed in their duties. These should consist in keeping a watch on cleanliness in the Press generally and in their department particularly. They should check spitting, and if necessary report. These men should be given armlets or distinctive badges to wear. They may be awarded certificates for good work and their services recorded in their service sheets. Or they may be given a small allowance.

131. With regard to drinking water, another prime necessity, complaint was made from certain departments that the vessels in which water was kept, were not sufficient, and often too old. Apparently this matter was not brought to the notice of the Superintendent. He would have readily met the demand. In Cawnpore, in some mills, free iced water is supplied to the workers. In the Tata Iron and Steel Works, Jamshedpur, free iced soda water is supplied, unlimitedly, in the blast furnaces, the Duplex plant and certain other departments. We are of opinion that the Press would do well to adopt the Tata Spray System of drinking water supply. This would help to keep it cool. Supply of cooled water, during hot months, would be thoroughly refreshing and would be a boon to the workers.

132. The clerical side have demanded an extra hand or *farash* for dusting up, and cleaning the office, Reading Room and other places. We must record our surprise that such provision was not already made for this purpose. We recommend the appointment of such an individual for performing these particular kinds of services.

133. The subject-matter of this chapter as applicable to the Lucknow Branch is considered in another section of this Report.

134. The men of the Watch and Ward, a solid, reliable and conscientious set of fellows, pleaded for special consideration about the provision of uniforms. Their demand is recorded in our Proceedings. They are much exposed at night to cold in winter, and to rains in the wet season. We feel their demand is a just one. Their work is of a responsible character. We recommend that they should be granted the same uniform supply as are given to the men of the Watch and Ward on the Railways.

CHAPTER IV

LEAVE AND HOLIDAYS

Need for leave.

135. Leave with pay, is being increasingly claimed by workers in all countries and India can be no exception. Climatic conditions, religious and social obligations are factors in life that have to be met. Man is not merely a machine. Even a machine cannot render optimum service without periodic pauses for rest and repairs. Intensive competitive conditions, increasing speed, exacting precision, concentration of work, growing regard for quality and developing responsibility, are demands in the industrial and commercial world of today that entail heavy toll on the mental and physical powers of employers and employed. The need for rest for purposes of recuperation alone is greater than even before. Happily, the necessity for this is being increasingly recognized by those in position of authority. In State departments and State industry in particular, as well as in private industry much is being done, of recent years, in this direction.

Leave rules fair except for certain categories.

136. We have examined the matter of leave for the Government Press employees with care. We are satisfied that the conditions regulating the grant of leave are, on the whole, fair and just. Except, however, in the case of certain categories of workers like sweepers, transport auxiliaries and Bindery and Pressroom bale lifters. In their case, we regret to note, that there is absolutely no kind of leave admissible. For these groups of workers we desire to make as ample provision in this respect as feasible.

Clerical staff.

137. For the clerical staff the Leave rules need no modification. Privilege Leave and Sick Leave, with right of accumulation, and Casual leave, is adequate. Their leave is governed by the Fundamental and Subsidiary Rules of the Provincial Government in the same manner as that enjoyed by the Secretariat staff.

Demand for overtime payment.

138. Their demand for overtime payment cannot be acceded. They already enjoy the right of casual leave. Nowhere is overtime payment made to those employees who enjoy casual leave. Conversely, no casual leave is granted to those who are entitled to earn overtime wages. This appears to be a fundamental and universal practice throughout the industrial and business world. While this may be so, we are not inclined to look upon, with any degree of satisfaction, on the prospect that men in offices should be made to stay on late hours, and be required to come to work on holidays and Sundays, without due consideration. Exigencies of work apart, strictest limits must be set to overtime. Attendance on holidays and on the weekly day of rest in particular, must be reduced to a minimum.

Leave in lieu of work on holidays.

139. Demand was made that if the clerical staff is required to attend work on gazetted holidays that they should be given equal number of days in lieu. We regard this demand as eminently fair. We therefore recommend that if the clerical staff are called upon to attend office on holidays, they must be given equal days' leave in lieu. We have, however, one provision to make. It is that such attendance on a holiday has been necessitated exclusively by an emergent demand, and has not been occasioned merely for the completion of arrears of work. Attendance on holidays for the purposes of overcatching accumulation of arrears of work, cannot entitle the workers to have holidays in lieu. We are desirous to make a clear distinction between

emergent work and accumulation of arrears of work. If they are called upon to work on a Sunday, they should be granted one day's leave in lieu.

140. For the industrial time or salaried hands too, the leave rules are satisfactory. Like the clerical staff, their leave is governed by the Fundamental and Subsidiary Rules of the Provincial Government. The one great complaint, however, was that on the industrial side no casual leave was allowed. This was regarded as a great grievance. We have considerable sympathy, with this demand. We recognize that incidental occurrences do take place, especially in India, where incidence of sickness and death is so terribly heavy. Where also due to social restrictions, women are not anything like so free to attend to ordinary domestic duties as women in western countries or in Japan, and so call upon men, for the performance of such duties especially of certain communities, is heavy indeed. It is to meet such demands for life that casual leave is claimed. The principal argument for the differentiation of treatment between the clerical and the industrial staff, is that the latter enjoys the right to earn overtime pay which the former do not. It is not easy to make a departure from this fundamental rule. We, however, trust that our leave recommendations, as a whole, will provide to the men the necessary opportunity to meet the various calls of family life satisfactory.

141. The demand of the piece-hands is that they should be accorded the same leave privileges as in Delhi. We insert below the Delhi and our leave conditions relating to a permanent and temporary piece industrial hand :

Our present leave rules

Length of service	Leave admissible
Less than 10 years ..	.. 10 days in each calendar year.
10 years but less than 20 years ..	.. 15 days in each calendar year.
20 years but less than 25 years ..	.. 23 days in each calendar year.
25 years and above ..	.. 31 days in each calendar year.

Delhi leave rules are

Less than 10 years ..	.. 16 days in each calendar year.
10 years but less than 15 years ..	.. 23 days in each calendar year.
15 years and above ..	.. 31 days in each calendar year.

Our recommendations are as follows :

Less than 5 years ..	.. 10 days.
5 years but less than 15 years ..	.. 15 days.
15 years and over ..	.. One month.

We are unable to accept the Delhi scale of holidays. We find that the Press at Delhi works greater number of hours in the year than ourselves. Our age adjustment in relation to leave is a distinct improvement even on Delhi in the earlier years of service.

142. We recognize the restriction of leave privileges enjoyed by temporary hands. We have recorded much complaint in this regard in our Proceedings. In view of our recommendation of reducing the temporary period of service to three years, we do not think that these leave restrictions would be regarded as severe. Temporary men cannot, of course, be placed upon the same footing as permanent employees. The leave enjoyed by temporary clerks and salaried industrial workers is governed by Fundamental Rules and are the same as enjoyed by the Secretariat staff of the same category.

The leave we recommend for the temporary piece-hands is the same as recommended for the permanent piece-hands except that they shall draw half rates of pay.

"Coolies" labour.

143. With regard to coolies and other workers dubbed as "contingencies"—a remarkably ingenious piece of Secretarial invention—there are no leave rules at all. Their pathetic complaint about this and other disabilities is recorded in our Proceedings. We do not need to labour the point that these coolies are men and therefore stand in need of the same treatment as others. They are definitely very much the under-dogs of the Indian Industrial army. A great many of these come from village homes, and need all the more time to get back to see their families. They have long hours of work, their wages are meagre, their living conditions are far from satisfactory, they are actually in more need of all such leave privileges than other workers. We accord to them the same leave benefits as are given to peons or to workers on the industrial side. They are also to obtain the same medical leave concessions.

Recommended Casual, privileges, medical leave.

Public holidays.

144. With regard to wholly closed holidays and partially closed holidays, or holidays given on communal basis or on "Turns", much was said before us in evidence by the workers and their representatives. While we fully appreciate these demands, we cannot but strongly stress our view on the matter. India is a poor, indeed one of the poorest, if not the poorest country in the world. If we are at all anxious to improve the lot of our people, then whatever we may do by transference of wealth from one section of the community to the other by way of taxation and other devices, we cannot fundamentally, and permanently improve their position, without securing greater productivity. We, therefore, have to work more intensively, as well as greater number of days in the year than we do at present. Western nations and Japan, with their high level of education, technical excellence, marvellous organization, up-to-date and high power equipment, do not enjoy anything like so many holidays as we indulge in India. Excesses of leisure is luxury of a reprehensible type. Our nation is least fitted to indulge in this. We need more production. We need more and better food, clothes and as well as to educate our growing masses. We can do so only by modernizing our agriculture, industry and commerce, and by working longer hours and more number of days and more intensively than other nations.

Our view.

Need for more number of days and more intensive work.

145. We find, for instance, that in Japan, and some other leading European countries, in the printing industry, as well as in other industries, they work longer hours per day, with double or treble shifts, and for more number of days in the year than in India. In Japan for example, the Press workers have to put in nine hours' work a day. Their presses are equipped with the most up-to-date machinery. They enjoy only two holidays in a month against our four. Their other national holidays are few. In England, apart from Sunday and the weekly half-holiday, the other national holidays enjoyed are six in the year. We readily admit one profound difference as between England and Japan on one hand, and India on the other. This is that besides the climatic factor, the population of the former countries is thoroughly homogeneous, while ours is not. Inevitably, therefore, due to differences of religion, more holidays have to be granted than might have been the case. Nevertheless, we are of opinion that more work is absolutely necessary. We desire to give to each individual, and indeed to each community, all the facilities possible in the way of holidays. But, it is our deep concern to see that the Press as a whole, works for as many days in the year as possible. This is the one major way of reducing cost and securing economy. With large and expensive buildings, costly plant and machinery, large stocks of raw material, high-paid staff and large number of well-paid workers, we must work the Press, as such, for as many hours in the day.

by double or multiple shift systems, and as many days in the week, and as many weeks in the year as we can possibly manage to arrange, paying due regard to other demands. In this way, and this way only, shall we be able to achieve economy. Then we shall be able to meet the increases of costs proposed by our various recommendations.

146. We have indicated elsewhere that we regard the Press as an industrial establishment. While we are not required to compete with private industry, we are yet obliged to operate the Press at as low cost as possible. We owe it to the taxpayer, to do so. He after all is the ultimate payer, and he is no millionaire. We must therefore approximate to conditions of private, competitive industry. Nowhere is it more necessary to do so than in this respect of the more intensive utilization of plant and equipment. We recall to mind that the Cawnpore Labour Enquiry Committee recommended 310 days as the maximum number of days in which the cotton and woollen mills could work. We are not prepared to go so far. The Government Press after all, is not strained anything like to the same pressure of competitive forces. We would therefore state that the Government Press, as an entire unit, should work not less than 300 days in the year. We are aware of the fact that in Delhi the Central Government Press works 290 days only. But we cannot overlook the fact that they work 8 hours per day to our 7½ hours. In the year it makes a difference of 70 hours or 9 days more. That is to say that the Press at Delhi in reality works 299 days in the year. So the fact that Delhi only works 290 days and we shall work 300 days, is only an apparent advantage for the workers. With the belief we hold for more work, we are confident that our recommendation is fair both for the workers as well as the Government, which ultimately means the taxpayer.

Approximation to competitive conditions.

Cawnpore Labour Enquiry Committee.

On the other hand, we would desire to protect the individuals of the various communities in the enjoyment of all their essential religious holidays.

147. The demand of the workers as recorded in our Proceedings were briefly as follows :

Employees' demands.

In the first instance they desired that the Press should remain closed for the gazetted holidays of every community, instead of only for the men of the particular community whose festival it happened to be. For instance, if the holiday happened to be an Ash Wednesday, meant only for Christians, it should be observed by everybody else, Hindu and Muslim. In this manner the Press instead of remaining closed for 18 days, would remain closed for 39 days, a reduction of 21 whole working days. The overhead cost alone of such a procedure would be heavy indeed.

Communities to share each other's holidays.

Secondly, they demanded the addition of further holidays.

Thirdly, they demanded that the 18 additional holidays enjoyed by the clerical side over and above what was given to the industrial workers, and were now obtained on what is known as "on turn", should be converted into complete holidays. This would thus make the total of closed holidays for the clerical staff up to 52 days.

Clerical demands.

The industrial staff, on salaried basis, were united with their clerical brethren in all these demands. Only the piece-workers were disinclined to have these added to the present list of holidays unless, of course, they were paid for these days.

148. As we have stated above that, we cannot, for reasons already given, accede to their request. Indeed we may go out of our way to state that all Government establishments, Secretarial, Educational, Executive and others should work the largest number of days in the year that they can

Other Government departments should work more number of days.

manage to do, without over-stepping the limits of efficiency. What we have indicated about the Press, applies with some modification, to them also. The taxpayer is entitled to get his money's worth from all the institutions of the State for which he foots the bill. The Government Presses alone should not be compelled to work the largest number of days.

149. Our suggestion with regard to communal holidays is, that they should be reduced without unduly upsetting the balance of days allotted to each community, and without curtailing or eliminating any important religious festivals.

Holidays
recommended for
deletion.

The following holidays we recommend for abolition are the following :

Makr-ki-Sankrant	..	..	..	..	1 day.
Duldul ..	..	..	..	..	1 day.
Ash Wednesday	..	..	..	..	1 day.
Id-ul-Fitr	..	..	..	..	1 day.
Easter Saturday	..	..	..	..	1 day.
Basant Panchmi	..	..	..	..	1 day.
School Feast	..	..	..	..	1 day.
Christmas holidays	..	..	..	..	3 days.

It is necessary to point out that the abovementioned holidays are not all whole establishment holiday. Some of these will mean the curtailment of whole establishment holidays, while others will mean the abolition of the festivals mentioned above and enjoyed exclusively by certain communities only.

According to this recommendation the whole establishment holidays that will be abolished will be as follows :

Empire Day	..	..	..	..	1 day.
*Easter Saturday	..	..	..	..	1 day.
Christmas holidays..	..	..	..	..	3 days.
				Total	5 days.

The entire establishment holidays will therefore be reduced from 18 days at present to 13 days.

The entire Press therefore will be able to work for 300 days.

Community-wise, all will enjoy the same number of holidays. The number of days that each community will still have will be as follows :

Hindus	..	..	Whole establishment 13 days + 3 non-Muslim + 2 Muslim = 18 days.
Muslims	..	..	Whole establishment 13 days + 5 Muslim = 18 days.
Christians	..	..	Whole establishment 13 days + 3 non-Muslim + 2 Christians = 18 days.

We have to add that should a gazetted holiday fall on a Sunday, then a holiday in lieu is not to be granted, unless otherwise ordered by Government.

Clerical turn
holiday maintained.

We do not propose to curtail the "Turn" holidays as at present enjoyed by the clerical establishment. Naturally, it is to be understood that there will be no "Turn" holidays on days that we have proposed should be abolished.

*Christians may avail Easter Saturday in lieu of School Feast holiday which is one of their exclusive holidays.

CHAPTER V

WAGES PROBLEM

150. Under the well-developed economic order from the individualistic, competitive, capitalistic system to the collective, State-planned, fascist or communistic, the problem of remuneration will remain a question for constant consideration and adjustment. Indeed, even under the barter, economy, where exchange is governed by force of custom, the prevalent market conditions of demand and supply do have their effect in the determination of the rate of exchange between commodities and commodities, and commodities and service. The truth is that the physical environment, as well as the psychological structure of society is of such composition and character that all economic goods, inclusive of labour power, will, ultimately, be priced by the force of demand and supply prevalent at any given time. Essence of the wages problem.

151. The supreme distinction, however, between services and commodities is that the labourer himself cannot be regarded as a mere commodity. The worker is, in the final analysis, the founder of the family. On his wages depend, largely, the nurture and well-being of the family. It is fundamentally upon the standard of living and tone of the family that the strength and stability of the entire social structure of a nation depends. Workers' means and end

The term "Worker" is, of course, used comprehensively, inclusive of "brain-worker" and the "hand-worker". Hand-worker and brain-worker.

152. On the other hand, it would be idle to pretend that the demand-side for labour can be ignored. Indeed in most instances, it is the dominating factor in the labour market. It is the productivity and efficiency of labour that ultimately will determine the wages rate, in any given category of occupation. In fact, it will finally fix the wage-rate for the period in question. The upper limit of the wage-rate, cannot for any length of time deviate from this point. Under abnormal or special circumstances, they may continue to do so for some considerable time, but not indefinitely. Even force of legislation will not accomplish this, unless the undertakings is subsidized by the State. The importance of the demand-side, the upper limit.

153. It is, however, the lower limit in which we are particularly interested. This is obviously the supply-side of labour. The vital importance of this aspect of the question for the welfare of the nation at large cannot be minimized. It has to be admitted that, apart from the theoretical assumptions of supply and demand, and the higgling and bargaining of the market, labour has been exploited down the ages. Labour has been slow moving, unorganized, and unlightened. It has been, it must be acknowledged with truth, apart from special historic instances, remarkably forbearing and long suffering. There has been the heavy weight of inertia, or force of social friction, that has prevented the wages-rate to fluctuate readily, to changing circumstances. Custom and tradition have dominated the reward for labour for centuries. The upward rise has been slow and painful. Labour has been unequally matched in the deal. It has more often than not come out second best, and a poor second at that. Vital importance of the supply-side, the lower limit.

154. The above picture, of course, is no longer true of the present-day industrial situation. In most lands Trade Unions and Workers' Association have grown to be well-disciplined, well-instructed and well-developed organizations, capable of bargaining successfully with employers. Indeed, Life-line limit.

if anything, the pendulum has swung rapidly of recent years to the other side. It is the employers, and *entrepreneurs* that are now in a venerable position.

Equity in
distribution.

155. With clearer perception of the situation, and by aid of closer economic analysis, public opinion, the world over, is ready to implement equity in the matter of income distribution. The lower limit is being safeguarded in almost all countries. We may call it the life-line limit. The tendency to secure this has gathered great momentum, particularly since the Great War. Minimum Wage Legislation has been put upon the Statute Books of several nations. Suitable machinery has been instituted to fix this, from time to time, in particular occupations from place to place. This is especially true in regard to unorganized industries.

Security of standard
of living.

156. Of course, it must not be forgotten that these countries are rich and powerful. They are economically well advanced. They are highly efficient. They have built up their present position over decades, if not centuries of effort. It would not be possible, nor available, with our prevalent conditions, to import all the protective labour legislation of these countries at one stroke. Rome, undoubtedly, was not built in a day. We must build our wealth-producing capacity. This is fundamental to all schemes of economic and social betterment. The increase in the population, the "cloud-burst of babies", adding to labour, is a factor that needs profound consideration. None the less, we have to make a beginning. The Government, above all, has to give the lead in this, as in other matters, to private concerns and corporations.

"Cloud-burst of
babies".

Cost of Living
Enquiry.

157. In a separate brochure, an Enquiry into the Cost of Living of Press and non-Press workers at Allahabad, 1938, is given the result of an investigation conducted with the consent of the Government. The cost of living of various categories and classes of people drawing wages and salaries, ranging from Rs.6 to Rs.75 per month, was enquired into under the direction of our Chairman. It is requested that this Enquiry into the Family Budgets be studied with care in connexion with this Report. Much of what is suggested here is based on the ascertained facts revealed in that Enquiry. Briefly stated, the position, as discovered by our investigators, was that few families, below the monthly income of Rs.40, were free from debt. That the food budgets of the first three groups were insufficient in quantity and unsatisfactory in quality. That due to unemployment and other factors, the burden on the principal bread-winner was increasing appreciably. That while house rent was an important item of expenditure, the houses of the first three groups were sub-normal order. The vital municipal services in several localities were either altogether absent, or very poorly supplied. But that on the other hand, the major causes of indebtedness were social and religious observances. The Banking Enquiry Committee in the various provinces have also arrived at the same conclusion. Illness, however, was also a serious factor adding to the insolvency of the workers' position. The need of the various categories of families of the first three groups were being inadequately met. The situation was of a nature to cause concern.

From the above we are convinced that we need to protect the lower wage limit of adult male worker. Indeed, we are of opinion that the wages rate of all those receiving less than Rs.40 per month, need enhancement.

Unlike European countries, all adult male workers in our country are married, and even when not married, due to the persistence of the joint-family sentiment amongst all communities they have to shoulder the

responsibility of various dependent relatives. This fact is clearly borne out by the Cost of Living Enquiry. We are satisfied that wages of the rates of say Rs.7 to Rs.8 per month, for adult male labourers, is merely subsistence wage, much less a living wage, in our urban centres. Such wage-earners of necessity must either get into debt, as our enquiries show that they do or live subsidized by their village patrimony or by other family assistance. They live below the subsistence level. The consequence of such sub-normal living is weakening bodily resistance power and rapidly deteriorating skill and efficiency.

158. We, therefore, recommend a minimum wage for adult male labourer. No worker, skilled or unskilled, should receive a wage rate less than Rs.15 per month.

Min'mum wage.

159. We are not unmindful of the fact that the Cawnpore Labour Enquiry Committee have suggested a similar figure for adult labour in the Cotton and Woollen Industry in that city. It is the general notion that the cost of living in Cawnpore is higher, and therefore this figure would be unjust for Allahabad. Our investigation shows that Rs.15 per mensem would be subsistence wages even in Allahabad. Items of expenditure that enter into the budgets of men in this income group, are almost identical with those in Cawnpore. Except the house rent, the ordinary articles of food and wear are actually cheaper in Cawnpore than at Allahabad. Rents definitely are higher in Cawnpore for similar accommodations. But the margin of difference is not so great as to warrant a reduction in the suggested figure. In Lucknow the cost of living is not less than in Allahabad, and may even be greater than in Cawnpore.

Reference to Cawnpore.

160. Furthermore, we have to recognize that we are prescribing the figure of Rs.15 per mensem for Government establishment and not for private industry. Government has not to secure its market in competition with rival concerns within the Province or outside it. It enjoys a protected and privileged position. Government have an obligation above that of private *entrepreneurs*. They must see that such wages are paid as would make existence economically solvent for the lowest paid categories of workers. This distinction between a Government Press and private Presses cannot be too strongly and too clearly emphasized.

Important distinction between Government Press and private Presses.

161. A figure that may be justifiable to impose upon a Government establishment as a minimum wage rate may not be possible for private industry to bear. The financial basis of many private Presses are extremely precarious and slender. To impose upon them an equal minimum wage rate would not be justified. The question would need to be carefully examined and sifted before any action could be proposed. Amongst all industrial nations, the minimum wages have to have some reference to what is known in the literature of the subject, as "What the trade can bear". This principle has to be respected. Unless it is decided to aid or subsidize the industry in question. To raise the wage rate artificially would lead to serious difficulties, especially where private industry is concerned. We, however, hope that private printing establishments will recognize and accede to the workers their demands for a fair wage rates for a fair day's work. Improvement of working conditions should be a matter of their own pride and self-respect.

What trade can bear

162. But even in Government concern the burden to the taxpayer has indeed to be taken into consideration. We are not forgetful of the fact that

Economy of high wages.

Government costs of operation should not be out of all proportion to that of private concerns. The common fallacy, however, should be avoided. Higher wages do not, necessarily, mean higher cost per unit of matter produced. In fact, the reverse is to be expected. With higher wage rate, better class of workers are attracted. With skilled control, and more efficient plant, the output should be larger in proportion to unit of capital and labour invested, than in private industry. The world over employers are beginning to recognize and appreciate what is known as the "economy of high wages". The individual wage rate may be high, but the total wages-bill, in terms of unit of output is low. In this lies the superiority of better-paid, better-conducted and better-equipped concerns. The consumer benefits by the ultimate lowering of prices of commodities supplied. Similarly would be the benefit accruing to the taxpayer, by more and better work being turned out at the Government Press for the service of the State.

Incremental system of payments.

163. Apart from advocating the acceptance of the principle of the minimum wage, we are also anxious to formulate the principle of the incremental system of wages, as against the fixed wage system. We wish to amalgamate the incremental system with the efficiency-bar principle. We suggest that the regulation of salaries on this principle should be adopted throughout the Press, both on the clerical and industrial sides. Where wages are paid on the time method, we desire the adoption of this same principle. Piece-and task-wages will be treated separately.

Fixed-wage system opposed.

As indicated above, we are opposed to a fixed-wage system. We desire to introduce some kind of inducement for workers to look forward to as better remuneration as they gain in experience and technical efficiency in the course of their service. The fixed-wage system keeps no such hope alive. While it is true that increments will succeed each other as the years of service advance, yet they would not be secured automatically, irrespective of conduct and quality of work of the recipient concerned. The Superintendent should always have the authority to stop, or even demote, an individual guilty of neglect or other reprehensible cause, after due and adequate enquiry. Incremental rates thus will have stimulating effect on man's efficiency. The psychological play of this principle cannot be under-rated. The fixed-wages system has almost a deadening effect. We were much impressed during the course of our Enquiry, how greatly the men decried being fixed to a given pay for years on end, in many cases with no rise at all. Record of such expression of opinion abound in our Proceedings. We feel that the incremental principle of wages regulation is both sound and equitable. On the one hand, as men advance in life, their need and obligations increase, while on the other hand, their efficiency also develops, thus incremental wage-rate can be sustained up to a point, automatically.

Efficiency bar.

164. We are, however, equally clear that increments cannot be secured indefinitely by everybody. Efficiency bars have to be interposed. Obviously, contrary to the bulk of opinion expressed before us by the workers, and set down in our Proceedings, we cannot subscribe to mere seniority in the admittance of men to the efficiency grades. We are perfectly clear in our minds that admittance to efficiency grades must be determined by selection. Merit, and not mere length of service, must be the decisive factor. The Superintendent must be the ultimate judge of this. Where possible, suitable tests should be evolved and applied. But the record of the candidate must also be taken into consideration in the final selection, As stated

elsewhere, in cases of grievances in this regard the workers should enjoy the right of appeal to due authority.

165. The question of acting allowances was raised during our Enquiry. **Acting allowances.** It was stated that these allowances were not determined according to any rule, but were awarded according to the discretion of the Superintendent. Several instances were cited and are recorded in our Proceedings. While we have no desire to fetter the discretion of the Superintendent, we are of opinion that all such allowances should be governed, as far as possible, by some common principle. Officers and men who act in the place of a higher graded person, should receive an acting allowance. If they are in the same income grade, they may not be given an acting allowance. For in this case, they are doing the same kind of work, with the difference that, the person on whose behalf they are temporarily working, received the higher pay in virtue of his seniority.

166. Another matter that appeared to be a grievance was that when men were made permanent they were often obliged to accept a starting salary much lower than what they were actually receiving in their temporary position. Some men had therefore actually refused to be made permanent. This very fact indicates the unfairness of this kind of a deal. **Permanency should not be secured at cost of pay.** Permanency should not be awarded at such great pecuniary sacrifice. Our recommendation is that wherever men are made permanent, and are naturally regarded as new entrants in that service, they should at least be allowed to draw the same rate of pay as they were drawing in the temporary position. This appears to be but fair.

167. Much complaint was made about "Idle time pay" by piece- and "Idle time". task-workers. Their demand as recorded on our Proceedings is that they should be given the same pay as they were accustomed to draw when fully occupied. Their contention is that they are bound to attend the Press and are liable to be called up at any time to undertake their duties. Thus they are in the sense whole-time Government servants. They are, therefore, entitled to whole-time pay, whether partially or wholly occupied. This is an argument which is bound to be regarded as cogent and forceful. It is also maintained by them that having fixed a given income, any great drop, due to no work or little work, was bound to cause profound alteration in their mode of life of themselves and their families and dependants. Uncertain and fluctuating incomes would greatly affect their welfare. For instance, the schooling of their children would be jeopardized by wide fluctuation of income. We keenly appreciate the force of this argument as well. But we are inclined to regard the first argument as the more logical and therefore more effective.

168. One solution would be to abolish piece or task work system of remuneration. **One solution considered.** The entire establishment might be placed on time-scales of pay. When questioned about this proposal, the piece-workers did not show much enthusiasm for it. They, however, indicated their assent in its favour, provided the salaries of each group were fixed at the minimum of their grade. We ourselves have no inclination to suggest the abolition of the piece- or the task-system. Indeed, we are of opinion that justly fixed piece- or task-rates system is conducive to efficiency of output and as well as of increased income to the workers.

169. It may be stated that such "Idle time" payment as was actually **Guaranteed minimum wage.** paid by the Bengal and the Government of India Presses has been completely

stopped since 1925. At no time did the Government of these Provinces promise to pay idle time wages to its piece-workers. On the contrary, we find that except for the United Provinces, no other province, not even Central Government, give any kind of idle time allowance to their piece-workers. A guaranteed minimum wage is paid to piece-workers which is not paid anywhere else. The authorities of the Government Press, Allahabad, have therefore shown greater consideration for their piece-workers in this regard than elsewhere. We feel that this consideration of theirs, has not received the acknowledgment it deserve from certain quarters. Indeed the workers maintain that the guaranteed minimum wage is really of little meaning. For the half rate of each grade which is what is guaranteed is soon earned by men, within say 10 to 12 days. If they should remain idle for the rest of the month, they get no kind of compensation for those idle days.

" Piece is Piece. "

170. We cannot, obviously, suggest the grant of the maximum rate of the grade as idle time payment, as demanded by the men. Indeed, we believe the Allahabad practice is as unusual as it is considerate. Strictly speaking, piece-system should not carry any payment when no work is being turned out. In industries where piece-methods of payment prevail, no wages are paid for idle time. Piece as they say is Piece. We believe the present guarantee on the whole is satisfactory. The incidence of idle work is not so heavy during the entire course of the year as we may be led to believe. The drop in earnings is neither so great nor so continuous as we may suppose. The average annual earnings do not fluctuate so greatly. Monthly or seasonal earnings may so fluctuate. But such fluctuation is incidental to the printing trade, as to so many other industries. The various suggestions that we have made for better regulation of work, and more careful fixation of cadre, we hope will greatly minimize the incidence of idle time.

Mitigation of idle time.

Certain stoppages to be paid for.

171. With regard to stoppages, as for instance break-down of machinery, lack of material, untimely arrival of foremen, or other causes, beyond the control of the operator, should be paid for at a recognized rate. For such stoppages a worker should not be penalized. Complaint was made before us that these stoppages inflict double burden on the men. These complaints have been duly recorded in our Proceedings. In the first instance, it was stated that the men lost earnings directly, and in the second place the drop in earnings affected their grading at the end of the year. This is a matter that is naturally keenly felt by the piece- and task-operators. We were, however, assured by the Superintendent as to the second point that, idle time was allowed for, and the worker's grade was not affected at the end of the year. We are satisfied about this.

The weekly day of rest.

172. With regard to the subject of Sunday and holiday work pay, we are of opinion that the weekly day of rest for the worker should be strenuously safeguarded. We believe this is the intention of this piece legislation which has stood upon our Statute Books for the past four decades and over. Elsewhere, we have stressed the necessity and the reason for securing the observances of the weekly day of rest.

Double pay.

We realize, however, the exigencies of work. Work on Sunday or on holidays, with the best of planning, cannot always be avoided. We should suggest that work on the weekly day of rest shall be made as prohibitory as possible. We therefore recommend that Sunday work should be paid at double rates of pay. It is by making such work thoroughly expensive that

we desire to win, for all concerned in the Press, the security of the enjoyment of the weekly holiday.

For work on other holidays, we recommend 50 per cent. enhancement of the usual rates of pay.

173. With regard to the question of overtime, we are of opinion that the rates fixed are reasonable. Men made no particular complaint about these. What they stated was that merely money payment was not sufficient for overtime work. They demanded provision for food as well. Often they are kept back unexpectedly. They, therefore, could not provide themselves with food and refreshments. Several witnesses also stated that even if time were given to them to return home for food, some lived at such distances that it was impossible for them to go and return in time. The condition of affairs about workers in Lucknow can hardly be too strongly condemned. In our chapter on the Press at Lucknow, the situation is more fully stated. Others held the view that, even for the time the men took to go to their homes and in returning, payment should be made for this also. We have stated elsewhere that overtime is not very desirable. It causes, undoubtedly, all the inconveniences and hardship voiced by the men in their evidence before the Committee. It also entails heavy cost to Government. Overtime.

174. We are certain that the inconvenience about food must be considerable. We also realize that on empty stomach, or otherwise improperly fed, men cannot, at least, after some time, continue to put forth their best work. Yet, we cannot endorse the practice followed in other private Presses of supplying food. Private Presses in Allahabad, or Lucknow, even the largest of them are but small in comparison with the Government Press. Frequency of overtime is never so great as at the Government Press. The composition of the different communities is more homogenous in private Presses than is the case at Government Press. So, for these and other reasons, it would clearly not be feasible to recommend the provision of food either in lieu of, or besides the payment of overtime pay. We can only strongly urge the strictest limitation of overtime work as a remedy for this complaint. Food difficulty.

We have, elsewhere, recommended the provision of a canteen or tea-shop by contractors. This would help to mitigate somewhat the food difficulty. Canteen.

We are also suggesting quarters for staff, indeed we are making an urgent demand on this behalf for the workers at the Lucknow Branch Press. This would go a long way to meet the difficulties consequent on overtime work. Quarters.

175. Complaint was voiced that overtime, when earned, was much delayed in being paid. We recognize the difficulty entailed in making calculations and preparing the books with due care. We would, however, state that overtime payment should be made in the month succeeding to the one in which it has been earned. Inordinate delay is not conducive to efficiency or to contentment. Delayed payment.

176. All foremen and overseers represented, as indicated in our Proceedings, that they were not satisfied with the system of fixed overtime allowance that was given to them. Their grievance was two-fold. One, that very frequently, if not invariably, men working under their command, draw overtime pay much in excess to what they earned. This difference in income, it was stated, definitely affected their status and their prestige. The Fixed overtime allowance.

second grievance was that their fixed allowance was determined by the preceding year's overtime work. If, therefore, a foreman, or the section holder or the Head Reader, was vigilant and careful, he stood to lose as against one who was slack or less conscientious. It therefore placed a premium on slackness.

Superintendent's arguments.

177. The Superintendent stated that if the foremen and section-holders and the Head Reader were paid overtime according to usual methods, the tendency would be to create overtime work, since it was a great deal within their power to do so. He cited that this was actually the case, before "fixed overtime" allowance was introduced. With regard to the annual fixation of the allowance, he used a contrary reason, and stated that the system did not place a premium on slackness as suggested by the foremen in their evidence. His contention was that much of overtime work was beyond the control of the foremen and others. It was determined by other circumstances.

"Keymen".

178. Be this as it may, we feel that the overtime allowance, fixed for the foremen and others, is meagre. It must be maintained that in all industrial enterprise, the foremen and section-holders are the keymen. They, are, as it were, the non-commissioned officers of the industrial army. On their ability, vigilance and loyalty, depends, very largely, on the efficiency, the discipline, and the tone of the establishment. We take this opportunity to record that we were duly impressed by most of the foremen, section-holders, Head Reader, and others of similar rank, at the Government Presses at the various places in the Province. They appeared to be men of tried capacity, due honesty and marked loyalty. They should receive adequate allowance. Their duties are both heavy and responsible.

Confidential work.

179. A demand was made for the grant of special allowance for all those officers and foremen and men who worked on confidential work. We find that no such grant is made in other provinces, or even at the Government of India Press for doing such work. In fact, we may state it that the reasons why wages and rates of pay at the Government Press are higher than those in private concerns, is partly due to the recognition of the fact that Government work entails much confidential matter. Men were engaged in the confidential room, even when they remain idle. We do not think that an extra allowance for confidential work is justified.

Allowance for Foreman, Government House work.

180. There was one foreman who desired to be given an allowance for the work he did when His Excellency the Governor stayed in Allahabad. Men under him received overtime. His hours are long and he has to do important jobs. We are inclined to recommend an allowance. This applies to the Job section.

181. Keeping in view the various principles we have enunciated, we propose the scales of remuneration for the acceptance of Government as given in our chapter on Cadre.

CHAPTER VI

CADRE

182. The subject of this chapter, namely, the strength of the staff is of great importance. Our particular attention has been invited to it by our Terms of Reference.

183. The superior staff of the Central and Branch Presses consists of one Superintendent, one Deputy Superintendent and one Assistant Superintendent at the Central Press; one Assistant Superintendent-in-charge of the Lucknow Branch Press and one Assistant Superintendent-in-charge of the Roorkee Press. There is also an Assistant-in-charge of the Naini Jail Branch Press. The subordinate staff consists of a Head Assistant (Printing) and a Head Assistant (Stationery) and the following clerical and industrial staff:

(July, 1939)

	Perma- nent	Tempo- rary
Clerical	67	127
Office menials	60	260
Industrial staff (salaried)	219	647
Industrial staff (piece-workers)	54	149
Total	400	1,183

184. The proportion of the temporary staff to the permanent staff is unduly large. To a certain extent temporary staff has to be engaged in an industrial concern like the Government Press where the work is likely to fluctuate, but the large proportion of temporary employees not only in the industrial but in the clerical section would seem to show that the permanent staff has not been adjusted to the requirements of the Press. It is recognized that at certain times there might be such a rush of work in the Press that whatever staff may have been fixed on a permanent basis it might prove inadequate. The strength, however, cannot be determined by the staff required to cope with the work in the rush season. We have, therefore, given due consideration to the fact that the permanent staff should be of such strength as to be employed fully for normal work throughout the year. Allowance should, of course, be made for persons absent on sick leave or otherwise and there should also be a small margin for an occasional rush. But if work at certain periods increases beyond what the normal permanent staff can cope with, we have suggested that such work as can in the discretion of the Superintendent be sent to the private Presses be so dealt with. We have also suggested that a considerable amount of this rush work can be avoided if the departments of Government and the heads of departments take good care that work which is of a normal nature is sent when it is due and not unduly delayed in the Secretariat or departmental offices. With this care which is expected of any prudent man, and more so from Government servants, we believe that the reasons for entertainment of a large number of temporary employees for any considerable period would not arise once the cadre has been properly determined.

Proportion of temporary to permanent cadre.

Fixing of permanent staff.

Certain difficulties. 185. In fixing the strength of the staff required in the various sections of the industrial side as well as of the clerical side there are certain difficulties which we are unable to ignore. We have already stated that the proportion of the temporary staff to the permanent is unduly large. A large percentage of the temporary staff has been in continuous service for a very long period. Whatever our recommendations as regards the actual needs of the Press may be, one cannot get away from the fact that it would cause undue hardship to temporary men with considerable length of service to their credit, if they are now discharged. The distribution of the temporary employees according to the length of their service is given in the following table :

(September, 1938)

Length of service of temporary employees.	Length of service		Number of employees
	Service over 30 years	Service between 25—30 years	
	20
	20
	84
	140
	203
	128
	21
	32
	56
	158
	190+13
	Total	.. .. .	1,052+13

Redeeming feature. 186. There is, however, one redeeming feature. Persons who have put in more than five years' as temporary service are only 595 while those who have put in over three years' service are 648. As we have recognized the principle that no person should be confirmed in a permanent post till he has at least put in three years' satisfactory service on probation, persons who have put in over three years' service should not, as far as possible, be discharged. We realize that this may not be the proper consideration for determining the strength of the cadre. At the same time we feel that if the cadre of the Press had been revised at frequent intervals or say once in five years, as we are suggesting for the future, the present position would not have arisen. While the work in the Press continued to increase during the last decade or so, the increase in the permanent strength was nil or nominal. Another difficulty which has to be faced is that, if our recommendations regarding the shifting of the Roorkee and the Naini Jail Branch Presses and of mechanization generally at a rapid pace are accepted, considerable adjustment in the staff required for the Press would be necessary. Where such mechanization would lead to throwing out of a large number of temporary employees, for example, in the Bindery section, it would be inexpedient as well as unnecessarily expensive if the strength of the permanent staff is fixed for the present requirements. In such cases we have proposed a large proportion of the staff to be continued on the temporary basis till the needs after mechanization are capable of being ascertained. If our recommendations regarding the transfer of Roorkee and Naini Presses and of increased mechanization cannot be accepted or are accepted in a modified form, it will be necessary to readjust the permanent and temporary staff in certain sections.

Principles to be observed in the solution of the question.

187. Before taking up the question of staff required for individual sections there are certain general principles which we would like to recommend to be observed in making the existing temporary staff permanent in the posts which are at present on a temporary basis and which we recommend to be made permanent. These principles are common to most of the sections

and it is, therefore, considered advisable to state them as apart from the question of fixation of cadre :

(a) Except in the class of cases mentioned in subsequent sub-clauses temporary men of one section should ordinarily be brought on the permanent strength in their own section. Consideration by section.

(b) Where the number of temporary men in any one section is so large that they cannot all be absorbed in that section the extra men should, as far as possible, be absorbed in other sections for which they are fit and in which there would still be vacancies in the permanent staff of that section. Possible absorption in other sections.

(c) Temporary employees with more than three years' service to their credit can be confirmed with immediate effect they are brought on to the permanent list, but those with less than three years' service—if they can be absorbed in the permanent cadre—should continue on probation, till they have completed three years. In both the cases, however, the Superintendent will have discretion to discharge any person if his work during temporary employment has not been satisfactory. Less than three years' service.

(d) On account of the increase which we are proposing in the permanent cadre the number of posts in the higher grades of various sections is also proposed to be increased. When being appointed on the lowest grade in the permanent post the initial pay of a temporary employee should be fixed at a stage in the permanent scale at not less than the pay he was drawing as a temporary employee, but for being brought on to a higher grade his claims, *vis-à-vis* the claims of permanent employees in the lower grades, should be judged by the length of service (including temporary) with due consideration for efficiency and fitness for promotion. Higher grade.

(e) In certain sections as mechanization proceeds it may be necessary not only to discharge the temporary men but to abolish some of the permanent posts as well. The reduction should, as far as possible, be gradual as older men retire. Permanent men not due for retirement in such sections should be absorbed in vacancies in other sections and similar treatment accorded to temporary men who have put in more than three years' service. Mechanization.

188. We will now proceed to make our recommendations regarding the permanent strength of staff required for various sections of the Press. For facility of reference we have included the recommendation in the form of a statement which gives the strength of existing and our proposed permanent and temporary staff. It also gives the post-1931 revised scales of pay of the permanent staff and the scales of pay proposed by us. In the succeeding paragraphs we give notes regarding any variations in staff where an explanation has been considered necessary. Our recommendations.

Superior Supervision Staff

(i) We have suggested the abolition of the Assistant Superintendent-in-charge, Roorkee Press and the Assistant-in-charge, Naini Jail Branch Press, if these two Presses are transferred to Central Press, Allahabad.

Industrial Section Subordinate Staff

(ii) Salaried compositors

We do not consider any reduction in the total (permanent and temporary) strength possible. In fact when more machines are introduced, it may be necessary to increase the number as these men are engaged as correctors.

(iii) *Piece-compositors*

As hand composition is gradually replaced by mechanical composition, the total strength will have to be considerably decreased. Instead, however, the number of salaried compositors and Lino and Mono operators will have to be increased. There is an immediate possibility of reduction in the total strength and this can be done without loss of efficiency. We would recommend that men with less than three years' temporary service should be retrenched immediately. Of the rest, first permanent and then temporary men should be absorbed as salaried compositors as posts fall vacant. Any permanent or temporary posts falling vacant should not be filled but abolished. Till this can be effected we propose no change in the strength of permanent and temporary staff with the exception that three men out of temporary staff have been included by us in the cadre of proof arrangers and eight in the cadre of Mono caster attendants.

(iv) *Mono operators (all piece)*

There are ten machines (including three recently ordered) and for two shift work 20 operators are necessary. As all machines are not always working we suggest for the present a strength of 18 permanent and 2 temporary—the latter acting as training and leave reserve also.

We will add that the number of Mono machines is likely to increase as they are more suitable for both tabular and solid work, as well as for Hindi and Urdu composition, than Lino machines. It will be necessary to increase two operators per machine working double shift.

(NOTE.—For each machine working double shift approximately the following staff is needed :

2 operators.

2 casters.

12 salaried compositors for correction. This number is capable of reduction when better qualified men are available.

Each such machine displaces 24 piece-compositors thus affecting a net reduction of eight men.)

(v) *Lino operators (piece)*

There are six machines and for double shift we recommend eleven permanent and one temporary.

(vi) *Distributors and type-suppliers (semi-skilled)*

The total strength will have to be reduced. Some men so reduced can be absorbed as caster attendants or as salaried compositors. The number may also be reduced by not filling temporary and permanent posts as they fall vacant. But a certain number will continue to be required for Urdu composition. For the present we have recommended the existing strength to be continued as 40 permanent and 42 temporary (remaining one post being transferred to metal men).

(vii) *Galley-keepers*

We recommend the abolition of both posts and instead creation of a post of Supervisor, Distributing section, in the I grade of compositors. One of the present galley-keepers can be absorbed in the post and with the retirement of one man the other post can also be abolished.

(viii) *Galley proof pressman*

We have proposed ten permanent men and two temporary. The rest can be absorbed in the increase proposed for stone-hands and any left over should be discharged.

(ix) *Mono mechanics*

The increase in staff is necessary as one set of mechanics is required for Lucknow Branch.

(x) *Mono caster attendants*

For 12 machines including three that have been ordered working at double shift, 24 men are necessary and we have proposed 18 permanent and 6 temporary. The increase should be met by corresponding reduction in the number of piece-compositors.

(xi) *Lino mechanics*

There are no Lino mechanics. We propose that there should be one permanent post.

(xii) *Metal man (labourer)*

There is at present one temporary post. Three permanent posts are required, one for Mono and one for Lino machines at Central Press and one for Lucknow. The increase should be met by a corresponding decrease in distributors.

(xiii) *Letterpress machine men (power) and assistants (including auxiliaries)*

There are the following machines in the Press and the number of men required for each type is given below :

Type of machine	Number	Number of machine-men	Number of assistants and auxiliaries
1. Large Flat bed machine	21	21	18
2. Platen (including Government House Press) ..	8	8	
3. Heilberg Platen automatic	6	3	
4. Rotary machines	4	4	
Total	39	36	37

(xiv) *Letterpress handpress men*

The total strength will gradually be reduced as handpresses are replaced by power machines. The reduction can be made by leaving vacancies in permanent and temporary posts unfilled and abolishing them. For the present we recommend the existing position should continue. The temporary posts should be gradually reduced as suggested.

(xv) *Letterpress assistants (inkmen and paper boys)*

Our remarks regarding letterpress handpress men apply here also.

[NOTE.—(iv) and (xv). There are 26 handpresses and each press requires one pressman and two assistants.]

(xvi) *Proposed pay*

If Roorkee Press is transferred Rs.100—5—159. (To be designated as Lithographic Supervisor.)

If not transferred .. Rs.100—3½—135. (Same as revised scale at present.)

There is one permanent post and beyond the change we have proposed if Roorkee Press is transferred to Allahabad no other recommendation is made.

*(xvii) *Salaried binders*

The number is liable to considerable reduction if and when folding machines, envelope-making machines and more numbering machines are

supplied. We have recommended that for the present the existing position may continue and the number can be readjusted as mechanization proceeds.

(xviii) *Supervisors (composing)*

The reason for proposing an increase of two temporary posts is that one section-holder is needed immediately at the Lucknow Branch Press due to the increase in work of mechanical composing and another at the Central Press for the Hindustani composing section where double shift is a necessity.

(xix) *Supervisor, letterpress machines*

We have proposed that one temporary post should be abolished.

(xx) *Litho Supervisor, Machine foreman and assistant foremen*

At present there is a post of Process-worker and one post of foreman. If Roorkee Press is not transferred, there is no necessity of a change. If our recommendation regarding Roorkee is, however, accepted, we recommend that a post of an assistant foreman may be added. In this connexion our remarks against Process-worker may also be seen.

(xxi) *Bindery supervisors*

We have proposed one permanent post in grade I and one permanent post in grade II. If Bindery section is mechanized, as we have suggested elsewhere, then there should be four permanent posts in grade III, otherwise there should be two posts in grade III and two temporary posts in grade IV.

(xxii) *Roller caster and attendant*

We recommend that the post be made permanent and one post of attendant added.

(xxiii) *Paper wetter*

One permanent post may be created.

(xxiv) *Engine driver, fireman and oiler*

We have elsewhere suggested that electric power should replace the present arrangement; we would keep these men as temporary, as their posts may be abolished if our recommendation for electric power is accepted.

(xxv) *Mechanical Supervisor (Typefoundry foreman)*

There is at present one permanent post and beyond changing its designation and scale of pay we suggest no change. He will be in charge of typefoundry, carpentry, smithy and rubber stamp depot.

(xxvi) *Electrical mechanic and labourer*

As we have suggested elsewhere, electric power replaces the power at present in use, the number of mechanics will have to be increased.

Clerical Establishment

(xxvii) *Other clerks*

We have suggested one post in Rs.125--7--160 for the Forms Store-keeper if our recommendation regarding transfer of Naini Branch Press is accepted.

Tabular statement.

189. Our recommendations regarding strength of staff in the different sections of the Press, and the rates of wages and salaries are given in Appendix 7. The statement has been reduced to a tabular form for sake of convenience and also for easy comparison with revised rates that have been in force since 1931.

CHAPTER VII

DEDUCTIONS AND ALLOWANCES

190. From the nature of the pleadings of the men and their representatives it came very near to the establishment of the proposition that no kind of fines or deductions or other punishment should be inflicted upon the workers. The idea was put forward that men themselves had satisfactory notions of duty and discipline. If men did wrong acts occasionally, it was but to be expected and condoned. Deliberately machines were not broken. Neither did men, it was pleaded, fail to put in necessary amount of work into their jobs. Nor were they unreasonably unruly or obstreperous.

Plea for total abolition of fines and punishment.

191. We believe that the vast bulk of the men do desire to give a full day's return for a full day's pay. We are also of the opinion that, generally, men are civil and obedient and are amenable to discipline. Indeed, we desire to put it on record that in spite of much ferment everywhere in the Province, and even in Allahabad, and particularly amongst Press workers, the men of the Government Press have shown remarkable measure of discipline and good sense. The tone of the Press is healthy and sound. We would commend them for their high sense of loyalty and public duty. We are fully aware that they have many grievances, some of them entirely just, and so their behaviour is all the more praiseworthy. But, equally, we would record our approbation of the tact and treatment of the authorities of the Press in the handling and the management of a large and heterogeneous body of employees.

Remarkable measure of discipline and good sense.

Approbation of tact and treatment of Press authorities.

192. While we are of opinion that the vast bulk of the men are sound, and have due sense of duty, we are yet convinced that provision for punishment and other disciplinary action is absolutely necessary. In certain countries, industrial indiscipline or other irregular behaviour, is punishable by shootings or banishment to concentration camps. We, however, have no desire to go to such lengths.

Provision of disciplinary action necessary.

193. The matter of fines is rigidly controlled by the Payment of Wages Act of 1936. We are of opinion that this has not proved to be a well thought-out piece of legislation. Its consequences have not been happy in any centre in India. It has been of doubtful value. Neither the employers nor the employees have felt satisfied either with the provisions of the Act on the one hand, or its consequences on the other. But since this is an all-India matter, we refrain from making any further comments.

Payment of Wages Act of doubtful value.

194. We desire, once again, to repeat the contention, so tenaciously stated before us by the men, that when fines are imposed they are calculated at the maximum of their grade, and when they are granted any allowances, these are calculated at the minimum of their grade. We are reasonably assured by the Superintendent that this is an entirely erroneous conception. Fines and allowances are made at one and the same rate of calculation. We are happy to note this. We maintain that this is but equitable.

Workers' contention and Superintendent's explanation.

195. With regard to late attendance, much complaint has been recorded in our Proceedings, especially from the industrial side. There was practically no complaint on this account from the clerical staff. We have examined this matter elsewhere. We are not prepared to accept the proposals put before us from the workers' side. Their proposal was that if late attendance fell short of $7\frac{1}{2}$ hours in the month, these hours should be excused. If this suggestion were adopted, it would mean that men could afford to keep away

Late attendance.

from work for one day in each month, or twelve days in the year. This would mean substantial loss to the Press. Our Press, it must be recognized, is working only 7½ hours per day, as against the 8 hours' day at Delhi and other provincial capitals. We are therefore not inclined to modify our rules in this matter.

Warnings.

Superintendent's discretion and workers' right of appeal.

196. The Superintendent should continue to exercise all necessary authority for the maintenance of discipline and efficient work, and should have the freedom to take action justified by circumstances. The workers should retain undiminished their present right of appeal. We regard these as sufficient and adequate.

Cause of punishment.

197. The employees, on the other hand, must be informed, if possible, in writing, of the cause of punishment.

Record sheet.

198. A record sheet must be maintained for each worker. Temporary workers of more than six months' duration should also have their record maintained.

CHAPTER VIII

PENSIONS AND PROVIDENT FUND

199. Our Term of Reference rightly draw our attention to the matter of Provident Fund benefit. The modern tendency has been in most civilized nations to provide for the old age of men and women whose income fall below a given annual level. In great many private industrial concerns, and particularly in State establishments, the provision for an old age pension benefit or a Provident Fund Scheme is usually to be found, whether on a contributory or non-contributory basis. The Trade Unions themselves, in foreign countries, have made provision, in one shape or another, for the old age of their members or for their dependants. They do a great deal in this direction for their members. Our Trade Unions may well follow their example.

Old age pension scheme.

200. There can be no greater slur on a nation than the lack of provision for its old men and women. Men and women who have rendered good service during their years of strength and usefulness, need particular consideration in their old age. In India, in the entire absence of old age pension schemes and lack of work-houses, the provision for old age for employees is eminently desirable. We cannot over-emphasize this. This should become incumbent upon all employers, large or small.

Need in India.

201. Apart from the universal application of such a principle in trade and industry as a whole, we are of opinion that the provision, when made, should be adequate. Sums of money as represented by amounts of Rs.4 and Rs.5 are insufficient, even for the lower paid workers. The fact of the universality of marriage has already been mentioned. The inevitability of dependants, as for example widows and orphans, lack of suitable occupation for women, who in other countries assist in the family income, are some of the social circumstances in India that affect, adversely, every strata of society, rich or poor. So even in old age, and in retirement, most men have to support other than themselves and their wives. The growing incidence of unemployment, in all sections of the community, has greatly aggravated the situation. Therefore the amount provided by way of pension should be adequate. We are happy to state that the Government of these Provinces has been the first to appreciate the seriousness of the situation. In a recent order the Government has substantially raised the monthly pension rate and has introduced a Provident Fund for its employees' benefit. We are, however, of opinion that no Government Press retired permanent worker, in future, should receive a sum less than Rs.10 per month as pension.

Adequate sum necessary.

Government appreciation of the need.

202. We are of the opinion that all permanent men who have put in not less than ten years, of approved service, and have not adopted the choice of the Contributory Provident Fund scheme, should be granted proportionate pension on retirement. We understand that Government have already accepted our proposal in principle, but they have left the option of selecting either the Contributory Provident Fund benefits or Pension benefits, limited to a maximum of Rs.25 per month only to those temporary employees who have put in more than 15 years of service. We have, of course, already stated elsewhere that the period of their temporary service, if unbroken, should be counted towards their pensions claim,

Over ten years' service men to be given proportionate pension.

Contributory Provident Fund.

203. We are of opinion that all those men, who have rendered less than ten years' service, should be placed upon a Contributory Provident Fund basis. We prefer a Provident Fund to a Pension for obvious reasons.

Basic idea.

The basic idea of a pension is really a means of support not only for the individual himself but also for his wife and family. When a person dies, the pension ceases. The family thus is left unprovided. The Provident Fund on the other hand, surmounts this difficulty, provided it is commenced from the early period of a worker's service. The rate of contribution both from the employer and employee should be of sufficient amount.

Pension for inferior or lower division employees.

204. While we are convinced of the merits of the Provident Fund over the Pension system, we are forced, much against our wishes, to state that all "inferior" employees—we would much prefer to term them "LOWER DIVISION" servants—should be granted a pension. The reasons for our decision are the practical difficulties involved in maintaining the registers for a large number of persons in this group. The pension system is also more readily understood by men of this category than a Provident Fund scheme.

Compassionate grant.

205. But with this recommendation for grant of pensions, we would couple the continuance of the compassionate grant for wife or other dependants, should the worker die before he has retired, or soon after, provided his dependants are in straitened circumstances.

Sliding scale system of contribution.

206. We are of opinion that the rate of contribution from Government should diminish while that of the employee should increase, with increase in pay, after a certain point. After that point is reached, the rate of contribution from Government should be equal to that of the employee for certain range of income. The third part should be a scale that the contribution from the Government slides on a declining scale and the employee increases on an ascending scale.

Usual rules to apply.

207. The usual rules governing Provident Fund system are naturally to be followed and observed in this case also. That is, men would have the right to get an annual statement of their Provident Fund account. They would be entitled to draw from it for certain specified reasons, on stated conditions. That on dismissal, or resignation the conditions governing Government contribution would be carefully indicated and the like.

Railway practice not recommended.

208. We must refer to the demand made by the men, namely, that along with Provident Fund, they should be paid a gratuity on retirement as on the Railways. We cannot recommend any such payment for the simple reason that the two services are not comparable. Indeed, our Provident Fund scheme, if accepted by Government, would be far superior to that provided even by the Central Government for its employees in the Postal Department. In the Postal Department, the Government make no contribution towards the Provident Fund. A fixed interest rate, on the money accumulated, to the credit of the employee alone, is paid.

CHAPTER IX

POWER SUPPLY

209. At present the Government Press uses both steam and electric Power resources. power. A 30 h.p. steam engine (with one 28 b.p.h. oil engine as a standby) is supplying power mostly for printing machines, while electric power is being purchased from the United Provinces Electric Supply Co., Ltd., for some of the printing machines and all the composing machines. Steam power is at present costing something like Rs.7,000 per annum inclusive of the staff on the two engines while electric power is costing a little over Rs.24,000 per annum, based in each case on the last year's running.

210. This question was taken up towards the concluding stage of our Enquiry and correspondence with the Electric Supply Company has not yet reached the stage of finality owing to the fact that the local office of the Company are dependent upon their head office for all important communications. We, therefore, decide to submit all the data available at present to a local electrical expert, Mr. Durgā Prasad Varma, B.Sc., Electrical Engineer of the Leader Press, Allahabad. He has been kind enough, at the request of one of the colleagues on the Committee, Mr. Vishwanath Prasad, to give us a valuable note on the subject embodying his conclusions. This note is printed as Appendix 3 of our Report. We have considered this note and although it is difficult for us as members of the Committee, to pronounce a definite opinion on it with confidence, we certainly consider that the scope of economy offered by substituting steam power by electric power, either in bulk or partially, is substantial. Besides, two other points to be borne in mind are: (1) the present steam and oil engines are very old and will have to go sooner or later and (2) we are recommending additional mechanization of production necessitating a greater use of electric power. There is also an undoubted tendency in all big printing plants to have separate motors for separate machines so that in the long run in a few years' time complete change to electric power will become inevitable.

Further use of electric power.

211. Mr. Varma anticipates a saving of Rs.1,800 per annum if without any other change the steam plant alone is scrapped in favour of electric power from the Supply Company on the basis of their existing ordinary schedules without any new arrangement of H. T. bulk supply. In case of the larger question of H. T. bulk supply he anticipates an additional saving of Rs.2,750 per annum plus a number of other advantages and further likely economies.

Mr. Varma's note.

212. We would, therefore, recommend that Government will be well advised in appointing a small committee of four consisting of the Superintendent, Government Press; one nominee of the Chief Electric Inspector to Government; one nominee of the United Provinces Electric Supply Co., Ltd., and Mr. Durgā Prasad Varma, the author of the note referred to above; to go into this question with Mr. Varma's note as the basis of discussion. We have already requested the Superintendent, Government Press, to forward a copy of Mr. Varma's note to the Electric Supply Company so that their opinion may be available to Government, who may be able to decide what action to take.

Small committee recommended.

213. In our opinion the suggested change will become imperative a few years hence and is probably desirable now. The small capital cost involved need not be a deterrent factor, provided the suggested scheme is ultimately

paying, as we believe it is likely to be. One of the important local Presses running two daily newspapers has found such a change both desirable and economical by a slight readjustment of their work in spite of their running two daily newspapers, they have been able to reduce their maximum kw. load substantially and thereby effect a considerable saving. If a daily newspaper Press can adjust its work to save the maximum kw. load and thereby its power cost, it should be possible for the Government Press also to distribute work in a manner admitting of similar reduction of maximum kw. load and thereby economize its power cost substantially. When we visited Lucknow, the *Pioneer* Press in the new building proposed to go in for H. T. bulk supply as they will find it economical. The committee suggested by us should be able to go into this matter thoroughly and advise Government authoritatively.

214. The steam engine plant in the Government Press, Allahabad, is utilized for driving 18 printing machines. There is also an oil engine, which is also run at times when the steam plant is out of action.

CHAPTER X

RAW MATERIAL, STORES AND STATIONERY

215. Our Terms of Reference invites our special attention to the ways and means by which we may be able to reduce cost of production at the Press. We believe that in the suggestions we have to offer in our chapters on Power Supply, Machinery Rationalization, Book Depot, Forms, *Gazette* and Paper consumption; and in this chapter substantial economies would be possible. In fact we hold the hope that good deal of the burden imposed by our other suggestions will be met by these measures of economies recommended.

Measures of economy.

216. All stores, paper and stationery purchased are arranged for in collaboration with the Director of Industries. This department draws up the specifications and schedules of requirements. These are issued by the Stores Department who call for tenders to be furnished on a specified time and date. The samples are delivered at Allahabad where they are tested and after comparison with the tenders for price and quality recommendations are made. The Assistant Director of Stores later inspects the samples and although occasionally there is a difference of opinion, generally speaking the advice of this Department is accepted. One drawback about this procedure is the time spent in dealing with the tenders in two offices situated in different cities. It adds anything from a fortnight to a month to arrange purchases. In view, however, of the advantages of centralized purchase, there is perhaps no way out and the procedure has to continue. This Department is already following the policy of giving preference to Indian goods as far as possible. Whether there should be a provincial preference for United Provinces tenders, was a question considered by us. We are unanimously of the opinion that such preference should only be given when all other factors are equal. Otherwise the practice of acceptance of the lowest tender should continue. Government purchase stores not only for the Government Press, but for other departments also, and the policy must be a uniform one. We believe the policy pursued is what we have laid down above.

Method of purchase of stores and stationery.

Centralization of purchase.

217. The present arrangement for storage of raw materials leaves much to be desired. The Head Assistant, Stationery, bitterly complained before us that the store rooms were dark. Better lighting was urgently needed and that certain sections of the store rooms were damp. We also recall here the complaint of the Bindery foreman that in inclement weather both men and material suffered much. In our view accommodation for work rooms so badly needed, would be available by removing raw material stores from its present building into a new building which will remove all these complaints and obviate the waste and damage now caused. There is ample space for a building of say 50 feet wide by 100 feet long in close proximity of the present store at a cost of about Rs.15,000. So long as this building is weather- and fire-proof, it will serve the purpose of storing paper, stationery, books, etc. This would be cheaper than building accommodation for the extension of work rooms. It would also help to relieve the congestion of the form store as the present area occupied by handpresses would be vacated by moving the presses to a part of the building now occupied by the Bindery. There would be an additional advantage in this by having the presses more closely under the control of the foreman. In the construction of the proposed store room one or two important points may be borne in

Unsuitable store rooms.

Recommendation for increase of storing accommodation.

Covered platform
for purpose of
loading and
unloading.

Insurance against
risk of fire.

Testing facilities,
scientific testing of
materials.

mind. The store room should be practically air-tight and entirely damp-proof and well-lighted, to guard paper and other raw material against decay. Steel racks at a height of some inches from the ground will provide room for the movement of air and the deposit of dust which otherwise will settle in edges of paper. But a very important necessity is the provision for a covered platform for loading and unloading, of the height of the motor lorry allowing in the centre for sufficient slope for the lorry to go up and come down when necessary. This would not only facilitate loading and unloading and make it easier for the men to handle heavy goods, but save time and labour also and because of its being covered loading and unloading could be done in rainy season under more comfortable conditions without any risk of damage to goods. This store should, in particular, be insured against risk of fire.

218. Recently Government introduced mechanical test of paper and appointed a suitable candidate with experience of the Central Stationery Office for the purpose. It is, therefore, now carried out much satisfactorily than under the old crude methods of hand comparison and test, to make sure that supplies of paper were in all respects exact replicas of the samples submitted. For obvious reasons the old test could neither be very accurate nor exhaustive. The present method is much more satisfactory and accurate resulting in much closer scientific check and the consequent reduction of unsatisfactory supplies. The Head of this department complained before us that the duty of paper and stationery testing as well as that of supervision of raw material and petty plant stores were added to his duties subsequent to his appointment. His grievance was that the terms of advertisement were not clear and did not indicate paper testing duties. We have since seen the terms of the advertisement and do not consider his grievance to be well-founded. His grievance, however, about his designation and status stands on a different footing. His claim that his duties were primarily of an executive nature and that he dealt directly with the Superintendent, and therefore, deserves gazetted designation on a commensurate remuneration, we commend to the sympathetic consideration of the Government.

CHAPTER XI

MACHINERY

219. All machinery is purchased under the Stores Purchase Rules, these being applicable to all departments. In practice being a specialized technical department, the advice and opinion of Superintendent has to be given full weight to in the selection of machinery and so far, his selection has been naturally accepted by the Stores Purchase Department. Whenever possible, machinery is purchased in India after obtaining tenders from Indian firms and the Director General of Stores in London. If the English and foreign price is decidedly more favourable, the indents are sent abroad for compliance, other purchases are made in India. We have no changes to suggest in the procedure which seems to be quite suitable for as long as manufacture of machinery is not undertaken in India on a large scale. Procedure of purchase.

220. Machinery is bought from two heads—from Revenue (new expenditure) and from the Depreciation Fund. The first is only budgeted for after the proposals for new expenditure are approved by Government; the second is budgeted for annually under the head of replacement of machinery. It is necessary to get the sanction of Government to the purchase of the specific items to be replaced.

221. The amount spent on replacement we find to be considerably less than the amount of depreciation credited to the fund with the result that the fund is steadily rising, although more could be spent usefully on replacement. The continued increase of the fund is welcome but not at the cost of the needs of the Press. Our impression, however, seems to be that sometimes full note has not been taken of the urgent requirements of the Press. Where new expenditure from Revenue is required, but only the Depreciation Fund has to be drawn upon for "replacement" more liberality is called for on the part of Government and its advisers than has so far been forthcoming. Economy in replacement can never pay. The divergence of opinion between the Superintendent's interpretation of replacement and that of Government's Audit advisers, has caused much hindrance to efficiency. We understand that after protracted correspondence Government accepted the Audit Department's interpretation. We hope for the sake of efficient working of the Government Press that this decision does not represent the last word on the subject, and that Government would be open to reconsider the matter. In our opinion it could be possible to use the Depreciation Fund for the purchase of composing machines, as undoubtedly composing machines replace hand-composition and type-founding both of which contribute to the fund. If the fund shows substantial balances to the credit of these departments, we see no reason why expenditure from this fund should be grudged for the purpose of composing machines such as Monotype, after all what matters is the substance of replacement and not the literal form. It is not as if composing were a new process not within the functions of the Press, as would be photogravure for instance. But mechanical composition is merely a modernization and rationalization of an old process. In any commercial or industrial establishment such an interpretation as Government have accepted would, in our view, be unthinkable and we would earnestly impress upon them that the sooner they treat the Government Press more as a commercial and industrial undertaking and less as a department of Government, the better for all concerned. Depreciation fund dispute.
Change of point of view recommended.

The Audit authorities may consider that replacement should be confined to the same kind of machinery or item of plant, allowing possibly for a limited amount of modernization but not to the extent that would make the fund of real service and utility. But this certainly is not the way to treat the urgent requirements of a commercial and industrial undertaking. Government will be well- advised to treat the Government Central Press hereafter as an industrial concern and look at it from an angle of vision different from that of purely administrative departments. In this connexion Government might like to consider in what manner replacement of old by modern machinery is being made in the Central Telegraph and Telephone Departments, and whether the same system cannot be adopted in the Government Press.

Rate of
depreciation.

222. The depreciation allowed on machinery is 8 per cent. while it varies in respect of other things from a minimum of 4 to a maximum of 12 per cent. We consider this to be adequate but we would suggest a slight reduction of rate of depreciation on machinery to $7\frac{1}{2}$ per cent. This depreciation is allowed for on the reduction and not on the original value. But practices are prevalent in private Presses. Unquestionably of the two methods the sounder one is to allow depreciation on original value. In the Government Press, however, machinery according to our impression, is usually long-lived and carefully used and if depreciation were to be allowed on the original value, the bulk of the plant will be written off in about 13 years, while the average life of the machinery in the Government Central Press is much longer. We, therefore, recommend continuance of the existing practice. Of breakage and wear and tear of printing and other plant no abnormal circumstances have come to our notice. Monotype composing machines are the only item where according to one responsible witness, breakage and wear and tear has been unusual. But the reason for this is the difficulty experienced in recruiting sufficiently trained and competent men at the start when raw and inexperienced apprentices had to be recruited from other departments. Some of them who proved to be utterly unsuitable have been sent away and those that remain are proving and will further improve in course of time, so that there is no reason to suppose that this will continue in future also.

Foundry
department.

223. But for the increase in the work of the Vernacular department owing to the Legislative Proceedings the Foundry department would have become practically superfluous with our recommendation for increasing mechanization for composing plant. In English entirely and in Hindi to a lesser extent addition to mechanical composing plant can obviate the necessity of maintaining the type foundries. There are, however, no composing machines for Urdu and besides it will take a good few years of hand composing in English and Hindi to be replaced by mechanical composition almost completely. The Foundry department has, therefore, to be maintained. We understand that two type-casters very recently added and that all requirements of the Press are being normally met except during periods of sudden rush some time ago when some shortage of material was experienced. The Press, however, now seems to have adjusted itself to that level of work and so no difficulty is now being experienced.

CHAPTER XII

RATIONALIZATION (MECHANIZATION)

224. In pursuit of our search for economies as demanded by our Terms of Reference it is necessary for us to examine the possibilities that lie in Rationalization. Fortunately for us there has been no opposition in principle to the processes of further rationalization of production in the Government Central Press. On the other hand responsible witnesses have borne ample testimony to the utility of increased mechanization, though the fear of consequent unemployment has chilled the enthusiasm of some witnesses. For instance, a responsible witness said before us, "An economy may be effected by having all bookwork done at the Central Press on Lino and Mono machines and not by the hand composing department as at present. This will require more Mono and Lino machines and Ludlow for job and forms work. But as these system, if introduced, will throw a very large number of employees out of employment, I would not advocate such a course." Barring the introduction of a Ludlow machine the other system referred to have already been introduced here and have given ample proof of their undoubted utility as proved all over the world. Complaints against mechanical composition did come to our notice but they did not touch the merits of the system but only faulty selection of staff, for which there are certain extenuating circumstances in the initial stages, which need not be taken to be permanent features. We are of opinion that to give up rationalization for fear of likely unemployment for a temporary period is not the correct approach to the problem and the witness quoted above himself cleared his position in his oral evidence. There is no need to be so afraid of temporary unemployment as to continue a wasteful and out-of-date system of production. What is required is that while scrapping old systems, the fullest consideration should be made for the men likely to be thrown out and we do hope that our proposals at various places will bear ample testimony to this anxiety of ours to do justice to them. In addition to the demand for better printing, there is an even keener demand for expedition. The work must not only be done better but in less and less time. This is impossible to ensure unless out-of-date processes of production are discarded without loss of much time. "Since the inauguration of the new constitution in these provinces" said another responsible witness, "the demand for *More* printing in *Less* time has become the order of the day." (*Italics* ours. We entirely agree. *More* printing in *Less* time is impossible to ensure without recourse to extensive rationalization. As this witness further pointed out to us, Government have during the past few years done much to ensure rationalization by sanctioning the purchase of more materials and up-to-date machinery. But much more remains to be done yet. Whether they, too, were deterred by the fear of likely unemployment or only lack of funds we cannot tell. We are convinced that the pace of mechanization has not been adequate and there is need to accelerate the pace in three major directions:

- (1) Binding,
- (2) Mechanical Composition, and
- (3) Printing.

Bindery is the most backward department of the Press and requires more or less radical overhauling while mechanical composition and printing only need

No opposition to
mechanization.

strengthening by the purchase of further composing machines, and the virtual scrapping of handpresses.

Binding

225. We are not giving a complete list with estimates for the further mechanization of the Bindery, but the Superintendent may be expected to do this after calling for estimates and quotations which we had no time to do, in case Government express general agreement with our suggestions.

The following are a few suggestions regarding mechanization in the Binding department :

(1) There are about 59 folders doing old jobs of folding work. These can be replaced by 6 to 7 folding machines with two boys to each machine. This will reduce the staff of folders by about 46 to 48 men. The work will be more efficient, clean and fast.

(2) A lot of overtime hours are wasted in cutting books. We were told by the foreman, that three cutting machines are engaged the whole day to cut out books the three sides being trimmed on these machines. This work is also carried on during overtime hours to cope with the work. If two or three side-trimmers are installed the cutting of books will be faster and the loss in overtime hours reduced.

(3) All job on which numbering is done by hand must be so arranged that this work is complete while the printing is being done. The expense of machines for numbering while printing is small, and a large staff of numberers could be reduced. More of such machines should be installed and those that exist replaced by newer ones if their service is not all right.

(4) Envelope making by hand is a very slow process. All envelopes must be cut by suitable dies, a complete range of which should be purchased including one press.

Composing.

226. Government work has increased enormously during the last two years and the production of printing is delayed by shortage of loose type owing to the delay in the return of the proofs sent to the different departments.

There are several advantages in setting matter by composing machines. The advantages of machine composing are obvious :

(1) The work is done faster and there is no need to distribute the printed type, for which a large staff is engaged.

(2) New type is always cast and this saves a lot of make-ready time on presses, and also produces first-rate jobs.

(3) There is no need to buy or wait for sorts or types that run short.

(4) Many Government publications are reprinted. Monotype set matter can be stored in the shape of paper rolls and recast whenever necessary. There will be no necessity to keep type locked up.

(5) There will be an enormous saving in floor space that is occupied by hand compositors and distributors.

(6) There will be a saving in type renewal charges.

We must not, however, be understood to recommend increased mechanical composition on grounds of economy as on grounds of increased efficiency, time-saving and superior turnout. We recommend the purchase of eight Monotype machines and one Ludlow machine for form work. The Monos and Ludlows are in our view essential and should be purchased with as little

delay as possible. We estimate roughly that eight Mono machines will displace about 100 men and cost about a lakh and a half of rupees with full equipment.

227. In regard to printing we have the following to say :

Printing.

(1) Handpresses are in use in the Government Press for a very long time. This type of press is an obsolete article and should not be allowed to work any further, at least to the extent that it is in use.

(2) It damages new type by exerting uneven pressure on the forms.

(3) The whole process of printing is extremely slow.

(4) Three men are needed to work on each handpress, while lesser number of men are needed to do the same class of work on a modern press. Much of the work, if not all for which they are used, can easily be done on new, modern cylinder hand machines.

There are numerous makes of such machines in the market on which one man can work and produce four to five times more work and a better and cleaner product. The Superintendent may be requested to submit proposals and estimates.

228. We do not think it is necessary to look beyond five years. The situation can be reviewed thereafter by the Superintendent. Meanwhile if this programme can be gone through, the position will, in our view, have greatly improved and further mechanization not completed by then can proceed on the same lines. In the Government of India Press at New Delhi all English composition is done by machines. The same should be the case here not only in English but in Hindi too. The day for mechanical composition in Urdu has not yet come, but it is not very distant we believe.

Review after five years.

229. The men likely to be thrown out of employment as a result of our proposals being given effect to will approximately be as follows :

Consequential unemployment.

Bindery : about 100 persons.

Composing : 100 to 125 persons.

Printing : about 30 persons.

We have taken care to fix five-yearly programme for the following reasons :

(1) It may not be possible for Government to provide all the finance in one year.

(2) It is possible that European rearmament may involve delay in effecting deliveries of increased initial cost.

(3) The five years will give sufficient scope for gradual absorption of men likely to be thrown out of employment in consequence of rationalization.

But what will happen to such men as cannot be absorbed at all? We have given the matter our most sympathetic consideration and come to the conclusion that where the Superintendent is unable to absorb such man either for want of a post or because the man is unable to accept the offered post, either because of low salary or because the work is not congenial to him,

(1) those with over ten years' service be given proportionate pension ;

(2) those with over three years but less than full ten years' service be given gratuity of a month's wage per year of completed service ;

(3) those with less than three years be discharged without gratuity, but be given preference in filling future vacancies when they arise if they remain unemployed until then.

A certain amount of risk is involved in all classes of employment including even Government service, and we do not think we can reasonably recommend gratuity for men with less than three years' of completed service to their credit.

Minor directions.

230. There will be several minor directions in which there will be room for further mechanization. For instance, it is our impression that there is considerable scope for further mechanization of internal transport and lifting and shifting within the Press, to reduce manual labour and damage to material. Big bulky bales and reels of paper are still lifted by manual labour and a number of coolies have to be assembled before a job like this can be undertaken. The Government Central Press requires travelling adjustable trollies, hoists, elevating trucks and pulley blocks. We do not suggest any exact numbers. The Superintendent may be expected to make detailed proposals. It is also our impression that fire extinguishing arrangements are inadequate and require strengthening.

A few more calculating machines will also be a useful addition to the office.

CHAPTER XIII

TRANSPORT

231. We have definite suggestions to offer in regard to the manner and **Saving possible.** the method of meeting the need for transport at the Press which we are confident would result in worth while savings.

232. The Government Press has to transport about 3,000 tons load annually.

Previously, there were several bullock-carts kept by the Press, assisted **Advent of lorry.** by outside contractors when occasion demanded. In 1927 a motor lorry was purchased to replace the bullock-carts.

The traffic handled is of various kinds. The one lorry is expected to run to Naini as well as to Allahabad Junction station for all kinds of jobs. The creation of the Stationery Office, in November, 1931, has added still further to the volume of traffic. We are not therefore, surprised that it has come out in evidence that the one lorry is inadequate for loading and unloading and handling the entire traffic of the Government Press.

233. Although the despatcher was unable to give us an exact idea of the **Demurrage.** demurrage incurred by the Government Press every year, we have since ascertained from the Superintendent that this amounts to the considerable sum of Rs.3,700 as average per annum. Although there may be some other causes for it, such as the late arrival of receipts, due to the negligence of our own despatcher, or the absence of facilities on the part of the Railway, we are satisfied that the principal reason is the absence of another lorry and the shortage of coolies.

234. We have, therefore, no hesitation in recommending the addition **Another lorry.** of another lorry to the existing one. This is urgently required. This will bring down the demurrage expenditure substantially, if not altogether eliminate it.

235. A strict watch is required to be kept on the amounts of demurrage **Monthly scrutiny.** incurred. It seems to be advisable that in future, after another lorry has been added, that the despatcher should bring, every month, to the special notice of the Superintendent, all cases of demurrage incurred with his explanations.

236. We are conscious of the fact that in another chapter of our Report, **Real economy.** we have considered the possibilities of scrapping the present steam and oil engines, with the result, that if electric power alone is used in the Government Press, the necessity for the import of coal will disappear. There will be corresponding relief from the carrying of this load for the present lorry. But, even this relief will not be sufficient enough to obviate the necessity of another lorry. If this is purchased and maintained, it will mean real economy in the long run by effecting substantial savings of demurrage charges, though, certainly, adding to the present transport cost. We are further aware of the fact that the need for the transport in the Government Press is not constant throughout the year. But as arrangements for temporary hiring of lorries to meet additional rush are not, in our view, likely to be satisfactory nor even quite economical, we have recommended the outright purchase and maintenance of a new lorry.

Contract system.

237. One thing, however, is possible, viz., the placing of our entire transport traffic in the hands of a contractor, who may himself be required to maintain at his expense one or more lorries as required. It was not possible to call in evidence from local or outside transport firms as to the rates at which they would be prepared to take up this contract. The inquiry may, however, be made either by correspondence or by the calling of tenders after the submission of our Report. This inquiry can be made on two different terms, viz. on a purely labour contract basis, at a per ton or per maund rate for the carriage of goods to and from the Government Press per trip or per mile as may be considered feasible, it being understood that the lorries will be provided by Government and the contractor will be expected only to run and maintain them and to provide his labour. Or it can be made on the footing of the contractor also providing not only the labour, but also the lorries for transport, as in the case of the Royal Mail. It will then be found out which of the two systems would suit Government better and prove more economical.

Retention of lorry.

238. There is, however, one consideration to be borne in mind, viz. on the adoption of the contract system, the existing coolies and the driver are likely to be thrown out of employment, for the new contractor if one were appointed, may or may not like to take up the existing staff. We are, therefore, of opinion that unless the difference in cost between these two systems of working is substantial, Government may continue with the existing system by adding one more lorry which is urgently required. In any case, we are of opinion that the Press should retain one lorry, with its crew of driver, cleaner and coolies. To depend wholly on contractors would not be expedient.

Overtime.

239. Men working in this department, including the coolies and the driver have represented to us that they have to put in irregular and long hours of work. The complaint is well founded. But at the same time it also appears that their work is not constant and continuous. For hours together they may have no work at all, and yet they may have to stay long hours away from their homes, even though not actually engaged in work. This problem of long and irregular hours has to be faced. We would recommend that the driver as well as the coolies should receive overtime like other industrial workers for work in excess of a day of more than 10 hours. We are conscious that our working day for industrial workers consists only of 7½ hours. In view, however, of the fact that work in this department is not and cannot be expected to be of a continuous nature, therefore we have recommended overtime payment after 10 hours' day.

Sunday leave.

240. We are of opinion that if through exigencies of service, the transport department men have to be called up for work on a Sunday, they are to be given a day's leave in lieu.

241. Two other demands placed by the workers of this department before us, apart from the complaint of late working hours, one was for supply of uniforms and the other for availability of leave. In this connexion we find, on enquiry, that only peons, and under the provisions of the "Factories Act", certain oilers and moochies who have to attend to belting, are in receipt of uniforms.

Provision of uniforms.

242. We are of opinion that uniforms should also be provided to the driver, cleaners and coolies of the transport department. These men are constantly exposed to all kinds of weather and need protection. The items

composing the uniforms should be adequate, and the period of renewal reasonable. Winter and hot weather requirements should be borne in mind when determining this matter.

243. The question of leave, however, is different. In our opinion, the grant of leave here can cost Government more loss than in other departments, where leave means only loss of production, for here leave, unless carefully regulated, may mean much loss in the shape of demurrage. But leave they must have. Government must make arrangements for a leave reserve in this department by adding to the number of men which is advisable on other grounds also. At present leave has been refused to the men on a technical audit objection that they are paid from "contingencies" and not from "establishment". We are glad the Superintendent has already written to Government supporting their plea for their transfer from Contingencies to Establishment. We are clearly of the opinion that it is both reasonable and fair that this should be done. Leave.

244. There are other problems connected with transport at the Government Press. Lack of Railway facilities has been pointed out to us. In fact, the despatcher told us that Railway facilities for loading and unloading wagons were extremely poor. He further pointed out to us that there was no shelter provided either for the goods or for the men. Insufficient railway facilities.

245. These problems can satisfactorily be overcome if the Government Press had a siding of its own, in which case ample shelter could be provided both for men and goods. A special siding will require both land and money. Whether it will in the long run be sufficiently economical, with the existing volume of traffic to be handled, though convenient it will always be, remains to be examined in consultation with the Railway authorities. If a special siding is constructed somewhere near the Hastings Road end of the station, this is likely to prove paying in view of the very substantial saving effected on transport mileage. But whether the Railway will be willing to give the land in this neighbourhood on a moderate rental and requisite special facilities, are matters to be gone into with the Railway in future. We have, therefore, no available data before us on which to pronounce our definite opinion. We suggest that correspondence with the Railway be further pursued on the subject in consultation with one of our colleagues, Mr. Vishwanath Prasad, who has taken keen interest in this matter and inspected various sites. Special siding.

246. As a way out for the time being, this colleague of ours, suggested correspondence with the Railway authorities to enquire whether they had any objection to the use by the Government Press of what are known as the Military and Mill sidings. The Railway have replied saying that they would be glad to consider the question, when an agreement has been reached with either party. Correspondence with the Military and Mill authorities has therefore been started at our request. The Military siding is a very spacious siding, and we understand that it is not in very extensive use either. It is, therefore, our belief that if they gave the permission asked for, their work would not be hampered in any way. But with a view to assure this, an undertaking might be given that in the event of such a situation arising, the work of Military authorities will have priority, and on such occasion the Government Press would be content with handling its own traffic on the usual siding available to the general public at the end of the Leader Road. Should the Military siding be available for use, in view of the undoubted economy and convenience afforded to the Government Press, the Government may well choose to offer to construct a small covered shed on the siding at their Military siding.

cost for the convenience of the men as well as the greater safety of the goods handled against inclement weather, wind and rain. No doubt the shed would be, when constructed, available for use by the Military authorities also. But this is only fair in view of the Military authorities permitting the Government Press to share the use of their siding. The Military siding is situated comparatively nearer the Government Press, and the use of it, if practicable, would apart from convenience be conducive to slight lowering of the transport cost by shortening the distance covered. We have received reply from the Military authorities and suggest further negotiation.

247. The ideal arrangement, both from the point of view of economy and convenience, of course, will be a siding of our own somewhere in the neighbourhood of the Divisional Superintendent's Office or the Railway Institute or thereabouts, if further enquiries prove it to be worthwhile from all points of view.

Mill siding.

248. The Mill siding, if available at all, has not equal advantages. The railway line has to be crossed to reach it. The cabin gate will be a source of trouble and delay, as it remains frequently closed and there is no spacious platform like that of the Military siding.

Other work.

249. It has been represented to us by some of the men in this department, that often transport coolies have to attend to work in other departments. They desire that this practice should stop. We are unable to lay down any hard-and-fast rule like this, in view, particularly, of the fact that work in this department is somewhat seasonal and not at all constant. There are periods of rush, as well as slack months and the economy of the Press as a whole must be the only governing consideration.

CHAPTER XIV

BOOK DEPOT

250. In further search for economies we have important suggestions to offer, which we trust will yield considerable savings by preventing wastage.

251. The Book Depot deals with printed publications of the Provincial Print order. Government such as *Gazette*, Civil Lists, Law Reports, Annual Departmental Reports, Educational Curricula, etc. This department is responsible for fixing the number of copies to be printed, unless Government or the head of the department responsible for the preparation of the publication, issue specific orders at the time of sending the manuscript for printing. Whether the orders for printing a specific number of copies of a particular publication are issued by the department concerned or the Book Depot authorities, we cannot emphasize enough the value of past experience of the sale of similar publications being carefully taken into account as is being already done.

252. The present procedure is to take into account first the number Estimate. of copies required for the standing distribution list, and then to add to it some more copies for sale, rounding the figure to the nearest 50. It is in the estimation of this number that past experience is helpful and if it is a publication that has been stocked in the past, the average annual sales are taken into account and consulted when fixing the quantity of the edition to be printed. This applies to *Gazettes*, Law Reports, and is done prior to printing the first number of each volume to ensure that complete volumes are available in stock. When the stocks of Manuals and other publications in frequent demand are running low, the Government or department concerned is sent a copy with a request to bring it up-to-date or give orders for its reprinting. Similarly lists are sent to Government annually showing the issues and stocks of Manuals for the preceding 12 months to enable the various administrative departments to take action for replenishment if they consider it necessary.

253. There are standing rules for weeding which have been approved Weeding. by the Government under which stocks are checked frequently and lists prepared. For certain publications in excess of requirements Government sanction has to be obtained for weeding. In other cases the lists have to be circulated to certain officers and institutions to ascertain if they require copies, before weeding is done. In other cases (small in number) the Superintendent himself is authorized to sanction weeding.

It may perhaps be said that judged from the point of view of private publishing firms, the weeding lists are disproportionate and in some cases even large. But having regard to the fact that these publications are usually cold and dry, Government publications being of little interest to the average man in the street, excepting the politician or the research student, we are of opinion that the quantities weeded out are by no means excessive. There are, however, accumulations of not a few publications over a long period of years showing little sales year by year. These call for immediate attention.

254. It is uncertain when Government or a department may require Stocking. copies of publications. So they have to be stocked anyhow. In this connexion we would suggest an examination of the possibility of departments concerned indenting for a few copies of overstocked publications and stocking them in the departmental libraries for their own future use, relieving

the Book Depot of the burden of keeping unnecessarily large stock which is ever growing with increase in the number of publications with a most uncertain prospect of demand which even in the best of circumstances is not expected to be substantial. Or, if it is desired that the surplus stock in any event should remain with the Book Depot only, the department concerned may inform it at least of the approximate number of a certain publication which the department is likely to require for its future use, so that copies in excess of the limited number to be required by the department concerned may be weeded out.

Reduction of price.

255. There is even a better way of reducing these stocks. It has come to our knowledge that to reduce the number of Law Reports in stock proposals were made to Government which would have the effect of reducing the price of copies after a certain number of years have elapsed. No orders, to our knowledge, have yet been received. But it appears to us that the proposals are not unsound and it is a common and wholesome commercial practice to have clearance sales at specified periods with a view to reducing stocks which have become unremunerative to maintain. We, therefore, not only support these proposals for Law Reports, but even advocate their extension to publications other than Law Reports which have remained unsold for a period of ten years or so. This will correspond to the sales of what are known as "remainders" among private publishing firms.

Advertisement.

256. We have taken note of the fact that demand for Government publications in view of their contents cannot naturally find a large market. This is obvious enough. And if sufficient stock remains undisposed of at the end of a certain number of years, there is nothing to be surprised at, the more so as Government do nothing to stimulate the already limited demand for their publications. The present age is an age of publicity, and no one is satisfied merely with entering to an existing demand. Every progressive salesman goes forward to stimulate more and more demand for his goods, while, therefore, it is only once in a while that it falls to the lot of a Government publication to prove the best seller of the year, as was the good fortune of the Simon Commission Report, it is nevertheless possible as well as desirable to stimulate further the small existing demand for Government publications by advertisement. The only means of doing this is publicity. The Central Publication Branch of the Government of India are doing this, not only through their own publications, but also, through the newspapers. Every important newspaper of the country receives a small annual appropriation for the publicity of Central Government publications. As this practice has continued for a large number of years, we naturally infer that the Central Government has found this publicity paying. This will naturally cost something. But enquiries from the Central Publication Branch proves beyond doubt that Press publicity has stimulated demand, we would advise adoption of the same course by the Provincial Government.

Small expenditure recommended.

257. At least one local Government also is, to our knowledge, following the practice of advertising its publications in the leading papers of its province. This is the Bengal Government. It has been following this practice for a number of years. Enquiries may also be made from them about the success or failure of press publicity in stimulating sales in view of the fact that this Government has been following this system for a number of years. The total appropriation for press publicity cannot, of course, be as large as that of the Central Government. To begin with we would suggest a small appropriation of say a minimum of Rs.1,000 per annum to a maximum of Rs.2,500. This may be tried for a period of three years to

begin with and then subsequent continuance or discontinuance of this appropriation should depend on the success or failure of the experiment in the light of sales effected during this period.

258. Yet another, if less efficacious method of publicity, is also available at comparatively speaking very little cost to Government. There is the *Gazette* where a page or two may be taken up for this. Besides, in most Government publications, if not all, the last two pages of the cover are usually blank and contain no reading matter. We would advise that suitable advertisements of publications of more or less the same or allied subjects may be inserted in these pages for publication. This will mean only a little cost in composing. If the Government so choose they can also offer this space to the general public for advertising. We are not confident that this will yield any substantial revenue, but we do know that the Central Government have been able to let out space in their publications through a sales advertising agent. We have no idea of the terms on which they have been able to do so. The terms and conditions on which they have been able to do so may, therefore, be obtained and examined for adoption if prospects seem sufficiently attractive and worthwhile. We will illustrate this by an example. Take for instance the Annual Report of the Agricultural Department. It is most probable that if the attention of firms handling agricultural machinery, implements and fertilizers is drawn to the availability of space in this report, they might feel interested in buying some of it for pushing their sales in these Provinces. Then there is the Public Health Report where advertisements relating to sanitary fittings, filters and books on the subject, etc. may find suitable place. Apart from yielding a little revenue, this will add to the utility of the reports also. The Stores Purchase Department can supply lists of firms for each department, for soliciting their custom. The Public Information periodicals have even greater possibilities in view of their large circulations.

Utilization of
Government
publications.

259. The Central Government not only advertise their new publications, but they even advertise their weed-lists, giving libraries and institutions the option of obtaining publications mentioned in the weeding lists for mere payment of postage. This does not bring any money to the Government, but the cost having already been incurred, it certainly furnishes the Government an indirect return for the expenditure incurred, in the shape of increased public knowledge. After all, that is the principal objective of the Government in bringing out its publications. They do not bring them out primarily for sales. Annual Departmental Reports have to be published anyhow, whether or not they sell. We feel, therefore, that the practice of advertising the weeding list of the Central Publication Branch is well worth adoption by the Provincial Government, because an opportunity is furnished, at the time of weeding, to the general public more particularly to certain recognized public institutions, universities and libraries to obtain them for payment of mere postage, after every chance of sales has disappeared.

Central
Government
practice.

With regard to the location of the Book Depot we have no change to suggest. Nor have we to offer any fresh suggestions about the system of costing its publications, nor about the maintenance of stocks and accounts which are checked and audited annually for report to Government.

260. We desire, in particular, to draw attention of the Government to the fact that owing to the late despatch of the indents, printing had in many cases to be done in anticipation of indents from different departments, with a view to avoiding delay in execution of the indents when they actually come. But this results in waste due to over-stocking which could be

Indents to be
made in time.

eliminated entirely if indents were sent in time. This matter calls for the urgent attention of the Government and the issue of strict instructions to all departments to place their indents in good time with a view to avoiding this wholly unnecessary waste of overstocking.

Advertisement rates.

261. In paragraph 10 of the Terms of Reference, we have been especially asked to express our opinion on the charges and rates of advertisements being charged in the *United Provinces Gazette*. There is no mention therein about the rates of the Civil List and the Indian Law Report Series. We consider this to be a mere omission and proceed on the assumption that Government want our opinion about all the three. In the preceding paragraphs of this chapter we have suggested the acceptance of advertisements for all other publications of the Government, especially the Public Information Series and the departmental reports. In examining the rates and making suggestions for their fixation in future we shall include the rates for these publications also on the assumption that Government will approve our suggestion. In case they do not approve the acceptance of advertisements for publications other than of a periodical nature such as the Law Reports, the Civil List and the *Gazette*, our suggestions need not, of course, be given effect to. The rates being formerly charged for printing advertisements in the *United Provinces Gazette*, the Indian Law Reports and the Civil List are printed at page 26 of the booklet* headed Scale of Charges in force from 1st June, 1936. Criticism of the old rates made in the old Legislative Council resulted in the amendment of the rates for publication of court notices in the *United Provinces Gazette* under orders of Government conveyed by Mr. Kharegat, Secretary to Government, in his letter, dated the 6th May, 1938. Under these orders a reduction was effected for the publication of a notice in the *United Provinces Gazette* under the Encumbered Estates Act from a minimum of Rs.30 for a notice not exceeding one page. We agree that the reduction effected was in many cases necessary. The question, however, is of no practical value at present as the period of filing applications under the Encumbered Estates Act is over and no more applications can be filed. For the future we are concerned only with the rates for other court notices such as insolvency petitions which were previously being charged at line rates after publication. We approve of their now being charged for at an average rate of Rs.8 per notice as proposed by the High Court. Government have substantially reduced the rates for court notices payable to private-owned newspapers in English, Hindi and Urdu. They have, however, not touched the rates for publication of court notices in the *Gazette*. It may be said that Government are probably waiting for our Report, but the reduction in the case of private-owned newspapers was effected a few months earlier than the appointment of our Committee. We are not prepared to advise any radical reduction in the case of the rate for publication of court notices in the *Gazette*, the more so as the effect of our recommendations is likely to be a substantial increase in Government's expenditure on the Press. Under such circumstances a recommendation for the reduction of Government's main source of revenue from the *Gazette* does not commend itself to us. If, however, Government can afford a small reduction to the level of private English newspapers, we shall be only too happy. This will also make their policy about advertisement rates of court notices in the private-owned newspapers and the Government *Gazette* uniform and consistent. But this must only be done if and when Government think they can afford the sacrifice. We must, however, warn Government not to expect any increase in the volume of court notice advertising as a consequence of the reductions they may be pleased to make, because the bulk of this advertising is obligatory under

Reduction for encumbered estates notices.

New average rate approved.

Radical reduction not advisable.

statutory provisions and is not subject to normal commercial factors as general newspaper advertising is.

261A. We have elsewhere in this chapter suggested the throwing open of the Public Information Series and departmental reports and other Governmental publications to private advertisements and to make special efforts to canvass them through a sole advertising agent. Government will naturally expect us to suggest rates in the event of this suggestion being acceptable to Government. We suggest the following scales for them :

	Rs.
Demy or Royal Octavo size, full page	1
Demy or Royal Octavo size, half page	8
Demy or Royal Octavo size, quarter page	5
For foolscap size, full page	20
For foolscap size, half page	12
For foolscap size, quarter page	7½

These rates should be applicable up to editions of 2,500 copies, and in case of series announcements be subject to suitable rebates. In the event of larger editions the rates will have to be more or less proportionately adjusted at the discretion of the Superintendent. If the latter feels it necessary to seek advice, this can be readily had from the managers of the *Leader*, the *Pioneer* and the *National Herald*. A statement is given in our appendices summarizing the rates that are already being charged by the various Provincial Governments up to the time of the writing of the Report. There are some minor changes in existing rates and practices which we would suggest before closing this chapter. In the case of Law Reports Series where advertisers supply their own printed pages for inclusion in the Indian Law Report suitable reduction should be made in our opinion. We should also like to suggest that both in the case of periodical or non-periodical publications extra charge should be made for special positions such as front covers, inside covers, etc.

CHAPTER XV

FORMS AND THE GAZETTE AND CONSUMPTION OF PRINTING PAPER

262. Following in our search for economies as enjoined upon us by our Terms of Reference we recommend measures in this chapter which we believe will yield large results.

Paper as chief raw material.

Sub-committee appointed to examine forms and the consumption of paper.

263. The biggest item in the consumption of raw materials is of course printing paper and in view of the fact that the consumption of printing paper, the industry's chief raw material, on an average during the last three years comes to about four lakhs and a half, we appointed a sub-committee to examine the forms and the consumption of paper. The sub-committee consisted of Messrs. Mohan Lal Nehru and Vishwanath Prasad. Soon after their appointment they discovered that the task allotted to them was a stupendous one, almost beyond the capacity, in their opinion, of a sub-committee such as theirs. They were surprised to learn that the number of different kinds of forms printed in the Government Press exceeds 9,000. They then thought that if they confined their enquiry only to forms printed in excess of 5,000, perhaps the scope of enquiry might be manageable. But even on this limited footing the number of forms to be examined runs to thousands. In the end they regretfully decided to examine about 20 stray forms selected at random, with the aid of the Stationery staff who provided them with samples of these forms, the samples of paper used and the cost per pound of paper used, to find out if a more detailed enquiry by a whole-time staff was, in their opinion, likely to lead to economy. The sub-committee after examining these forms is definitely of opinion that there is undoubted scope for economy in the following directions: (1) change of size of form where possible, (2) reduction of width of columns, (3) reduction in weight of paper used, (4) change in quality of paper, (5) uniformity in size to facilitate printing in one operation where desirable and possible without increasing the cost of paper, and lastly (6) reduction of white space. Provided departmental co-operation is forthcoming, they anticipate substantial economy.

Points to be considered for effecting substantial economy.

Suggestion for the appointment of a whole-time special officer and assistants.

264. These suggestions, however, take into account only the limited point of view of a printer. It is possible that there is something to be said against suggestions from the departmental point of view. We have, therefore, considered this matter carefully, and we are of opinion that this problem should be referred for enquiry to a special officer, who with the assistance of two clerks will, in our view, require anything from six months to a year, working on a whole-time basis, to do justice to it. The suggested special officer's enquiry, however, will be fruitless unless he receives full departmental co-operation by the departments whose forms are under his scrutiny. For this purpose we would suggest that while the special officer is examining these forms there should be associated with him for the time being either a senior ministerial hand of that department or one of the inspectors of offices. The co-opted inspector or departmental ministerial hand will be able to give the special officer the departmental point of view, while the special officer will be able to apprise him of the likely economy which might result from the printer's point of view. Mutual discussion will, we hope, enable them to come to some agreement. But if this be not possible, Government will have definite material before them on which to pronounce

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their own opinion. As regards the special officer himself, he may be either one of the officers of the Government Press, if Government can spare one or he may be a private printing expert. If Government are unable to spare an officer of their own, our sub-committee suggests the name of Pandit Krishna Prasad Dar of the Allahabad Law Journal Press, Mr. H. K. Ghosh of the Indian Press and Mr. C. W. Boyle of the Mission Press. Government may select any one of them.

265. The question of economy in use of paper has from time to time engaged the attention of vigilant Superintendents who have often made suggestions with a view to economize the consumption of paper in the course of their usual routine of business. But we understand that those have mostly fallen flat and have been usually unacceptable to the departments concerned. It is for this reason that we have suggested the association of departmental representatives from the very commencement of the proposed enquiry so that the two points of view may be thoroughly sifted by both parties and an agreement reached where possible, or in its absence be ultimately adjudicated upon by Government. Apart from the forms, there are the book, pamphlets and periodical publications like the *Gazette*, the Civil List and the Public Information Series. All these too should be within the scope of the special officer's enquiry suggested by us above from the point of view of economy in consumption of paper and production cost. In respect particularly of the *Gazette*, it was suggested to us in evidence that it be composed in brier (8-point) as against the existing 11-point to economize production cost. We do not regard the *Gazette* as a popular newspaper. It is a work of reference read by a few as a record of Government's orders and resolutions. As such 8-point should do. This will mean a saving of about 3/11 inch in space and consequential economies in paper and printing. A more economical size demy quarto has also been suggested, but whether Government would agree to sacrifice the existing uniformity in the size of all Provincial and Central Governments' *Gazettes* in the interest of economy is for them to say. We attach a special note on the subject of the size of Government *Gazette* and the likely economy to result from it, in our appendices. We are indebted to Pandit Krishna Prasad Dar of the Allahabad Law Journal Press for this note and thank him for it.

Recommendation for the association with the special officer of departmental representative.

Suggestion for reduction in the type size of *Gazette*.

266. With regard to the printing of forms, apart from the question of economy of raw material, viz., paper, we understand that some forms, for instance, those of the Land Records Department and the Court of Wards are not being printed at the Government Press, but are entrusted to private Presses by the departments concerned. It is not our purpose to suggest a competition between the Government and private Presses, which by its very nature is neither feasible nor desirable. But it did come to our notice in the course of the enquiry that Col. Crighton was of opinion that provided the sizes suited his rotaries he could now print the revenue forms more economically than the private Press in view of the fact that he now had at his disposal fast printing rotaries specially designed for the quick turnout of form work. His opinion was that probably this work could be turned out now at half the existing cost incurred by Government. We are of opinion that this is theoretically possible in view of the fact that the Government Press possesses specially built plant for the purpose and that the revenue forms involve very long runs. The Court of Wards forms, on the other hand, are not forms of long runs and we do not consider it possible that they could be economically printed at the Government Press. In fact it has been abundantly borne out by evidence on record that in case of book-work which

Possible economy in the printing of patwarl forms if printed by the Government Press.

mainly consists of short runs, the cost of the Government Press is at least double that of the private Presses. As for example, read the answers* to three questions of Mr. Vishwanath Prasad on Encumbered Estates Notices and to those of Pandit Mohan Lal Nehru on the cost of Law Reports. But the revenue or patwari forms as they are called are mostly forms of long runs and their case is quite different. Without prejudice, therefore, to the existing contracts which Government may have entered into, we suggest that when the renewal of the existing contracts for these forms again comes up before Government, the Government Press should be consulted in good time and asked to give definite quotations for the said work and if their cost is substantially cheaper the work be transferred to them after due notice to the private Presses concerned. In fact we can even go to the extent that if the work can now be turned out at a substantially lower cost, even the purchase of a special plant, if the existing plant be not adequate enough to cope with this work of printing one to two crores of patwari forms annually, will not be an uneconomic proposition.

* Appendix 4,

CHAPTER XVI

REGULATION OF WORK

267. Nothing impressed us more than the manner in which the Press accepted, and executed, work that was thrust upon it at the eleventh hour, indeed, it is literally possible to say it, at the stroke of the twelfth hour. Sitting in the Superintendent's room, time and again, we have overheard telephonic orders from Lucknow, demanding the inclusion of fresh matter either in the *Gazette*, or the printing of a ministerial speech, or the publication of some document, or Bill or matter for the Public Information or some other department. Messengers have been despatched with important matter, which had to be printed without delay. This usually seems to happen either on Fridays or Saturdays, so that Sunday work has to be performed. The condition of affairs, if anything, is worse in Lucknow Branch Press during Assembly Sessions.

Remarkable efficiency in coping with rush and twelfth-hour work.

268. There is another great irregularity. This arises from Government departments, failing to send in time, their indents for forms or other requisites. Not only are indents sent late, but they are sent in partially or in instalments. So either the Press works in anticipation, and frequently may commit mistakes, and thereby involve heavy expense. Or it may not be able to have one continuous run of the same type of work.

Another great irregularity.

269. It may be indicated here that officers and heads of departments should be informed, before indenting, the amount in stock of the forms or other publications they need. This would obviate their indenting beyond their requirements.

Information of stocks to be provided.

270. It is not necessary to emphasize, sharply, that all irregular, sudden and late calls for print orders, seriously jeopardize the smooth running of the Press. They are also the one single major cause of very heavy expense. Rush and unexpected work is indeed to be reckoned with Government administration. The Press must be organized, internally, to meet such sudden demands—peak or rush season operations must be known. The volume of work to be coped with must be appropriately anticipated. Beyond this, to call upon the Press to execute rush orders of the kind indicated above, is unreasonable and thoroughly uneconomical. It upsets the routine of work and dislocates all operations seriously, causing heavy waste.

Irregularity and rush work cause of heavy loss.

271. We are convinced that one avenue of securing substantial economy is the strict control in the reception and exaction of such work. This is the one, and an important way of saving the taxpayers' money. Secretarial delays, or Government after-thought, or departmental last-minute inspiration to insert new matter, are too costly.

Important source of economy.

272. We should, for instance, draw attention to the way in which work has been sent for printing by the Public Information Bureau. This has frequently entailed much overtime work at heavy cost to Government. Numerous examples can be given, but we wish to be content by citing only two. The first one was a 72-page pamphlet printed in vernacular, the Urdu version of which ran up to an edition of 100,000. Requisition was received in the Press on 27th February, 1939, of supply of copies by 3rd March, 1939. Copies were supplied in time, printed, bound in covers and packed in bales of 500 copies. On account of the time-limit and unusually large edition, three nights' continuous overtime work had to be resorted

Public Information Bureau.

to besides the normal day, 6 days' work. In addition to this the help of a local firm had to be taken in preparing blocks which charged a special high rate for urgent work. - The blocks alone cost this Press Rs.730 and the total cost paid (excluding overtime to the Press operatives) amounted to Rs.6,459. The other is also a pamphlet of one lakh edition. Order received in Press on 28th March, 1939, afternoon and copies supplied on the following day, necessitating a whole night's overtime working.

Weekly Gazette.

273. We have already drawn attention to the manner in which material for publication in the *Gazette* is sent in, almost invariably, much after the time for inclusion of such matter has expired. This causes enhancement of cost.

Post Office complaints.

274. Great inconvenience has been caused to the postal authorities who have to keep up late hours merely for the reception and despatch of the *Gazette* received from the Press. The Superintendent has drawn our attention to repeated complaints made about this matter by the Postal authorities, and recently by the Postmaster General himself.

Overtime payment for the past five years has been of the following magnitude :

	Rs.	a.
1934-35	10,139	4
1935-36	11,526	14
1936-37	21,728	8
1937-38	32,953	0
1938-39	30,824	1

Matter for weekly Gazette must be sent in time.

275. Probably it may be correct to say, that 60 per cent. of overtime payment is due to fresh matter that has to be put into the weekly *Government Gazette* at the last minute. We cannot too strongly condemn this practice. We surmise that it is fast growing into a habit. The Province cannot foot the bill for such lack of foresight on the part of certain departments of Government. The Terms of Reference have laid upon us the heavy obligation of suggesting ways and means of reducing costs. In several of our chapters this has been our main concern. In this chapter too we have endeavoured to show how large savings can be secured by the Press, especially with more forethought and careful planning work by the Secretariat and the other departments of Government. We, therefore, recommend, with all the emphasis that we can command, that the rules and regulations about sending in matter for *Government Gazette* publication, must be strictly and severely adhered to throughout. We are confident that this one step will lead to substantial economy in the Press. We have learnt with great satisfaction that such strict observance of inclusion of matter in the weekly *Government Gazette* is rigidly exercised by the Central Government and the Bengal Government. We express the hope that it should not be beyond the abilities and the capacity of Government of these Provinces to do likewise.

Neglect of duty.

276. With regard to the other type of work sent in by Government departments, we have no hesitation in stating that it is serious neglect of duty if routine orders of indent for forms and other documents cannot be sent in due schedule time. We realize that Government officials are heavy worked to keep watch over such matters of detail. These are routine documents. Orders must follow almost automatically. There is no question but that the Press can make substantial economies, if work can be put through in a continuous and unbroken run, than when the same matter has to be printed at several intervals. We regard this as another vital way of securing economy.

277. Another factor that makes for increases of costs for which the poor taxpayer has to pay, is the widespread habit of the members of the Upper and Lower Houses to insert fresh, and much additional matter, in their speeches when sent to them for authors' corrections. We have seen some remarkable samples of this kind of practice. We are in no two minds upon this point. The insertion of new matter in authors' corrections must not be permitted and printed.

Members of Legislatures' costly ways.

Inclusion of fresh matter.

278. We, therefore, suggest that typed copies of the members' speeches should first be sent to them for approval as laid down in the Rules. These should be then passed through an Editing section, as in Delhi. Matter then only should be sent to the Press as final copy for printing. We are confident that such procedure would result in considerable saving.

Suggestion for economy. Editing section.

279. We are also of opinion that it facilitates the work of the Press if speeches are delivered in words and idioms of the same language. Homogeneity of language and expression is not only a mark of excellence of literary merit, but would also represent economy in costs of printing. In other words, phrases or expressions that are used should be printed in the same language in which the main text of the speech is delivered. For instance, if the speech has been delivered in Hindi or Urdu, and an English word or expression has been employed, then the word or expression used, should be printed as far as possible in either Hindi or Urdu as the case may be, instead of being printed in roman characters. Such common type of printing will be convenient to manipulate and would also save time and money.

Homogeneity of language.

280. Another cause of increase of costs is the great delay that occurs in the return of proofs or in receiving orders to print from authors. Much matter is thus locked up. We understand that this amounts to several thousands of pounds of type material. It is locked up for weeks together, even months and in certain cases over a year. This holds up work seriously. We recognize that Ministers, officials, heads of departments, Members of Legislatures are busy men, and cannot always be expected to be prompt. But it is our duty to point out that such delays are a source of serious inconvenience to the Press and of expense to the Government itself.

Delay in return of proofs adds to cost.

We recommend that matter should be printed off and type released for other work.

281. If the above suggestions are carried through, and we expect that the Government, the Secretariat and the other departments of administration will be anxious to co-operate, not only will it result in the enhancement of the efficiency of the Press, but would also lead to great economy. Indeed, as we have stated above that reduction of overtime work is one single major measure of economy that can be effected with more rigid control all round.

Co-operation of Government Secretariat.

282. We have some suggestions to offer with regard to work of the Legislatures in particular, which, if adopted, would also be cause of much convenience as well as of saving of cost to Government. We indicated these specifically in our chapter on the Lucknow Branch Press.

Suggestions with regard to work from the Legislatures at Lucknow.

CHAPTER XVII

PRIVATE PRESSES

Claim of private Presses.

283. There is no doubt that it is the business of the State to aid and encourage private enterprise. Private Presses therefore have a claim on Government support and patronage. We are of opinion that certain type of work, of a non-confidential nature, should be given to private Presses on a competitive basis. We suggest below the maintenance of an Approved List of Private Presses.

Government Press indispensable. Confidential work inherent in the process of administration.

284. That Government should have their own Presses is not seriously controverted by anybody. Much confidential work has to be carried out, even, by the most democratic of Governments. It is inherent in the process of administration, irrespective of the ideology which may be the philosophy of its being. For such purpose alone a Government Press would have to be maintained. Indeed, the world over this is the practice. In India also the Central, and all the other Provincial Governments possess their own Presses. In modern forms of Government, the Press is an indispensable adjunct of State machinery. With changes in the character and complexion of our Government, the need for the continuance, and, even the expansion of the Press seems inevitable. The question of the abolition, or even the reduction of the Government Press seems therefore to be merely academic.

Dictum of administration.

Apart from the volume of confidential work, there is much work that Government must have the means to put through, as and when demanded. It would not be expedient to rely on private Presses for the execution of such type of work. Government must enjoy considerable degree of self-sufficiency in this matter. It is the dictum of administration that its machinery must function continuously, without fear or threat of cessation. For this purpose the Government must maintain a Press.

Taxpayers' point of view.

285. The taxpayer, undoubtedly, can demand that the Government Press does not become an undue burden. The rates charged on the one hand, and the conditions of service, wages of employees on the other, should not be too far out, below, or above, the best in the market. Efficiency and economy, within reason, is what the taxpayer has the right to expect from the Government Press.

Wages and conditions in private Presses.

286. We regret that we had not sufficient material before us to compare satisfactorily the nature of rates of wages prevalent in private Presses for different grades and types of work. In respect to conditions also we could not make comparison. But apart from particular instances, we can only surmise that the rates of wages in the Government Press and general conditions are far superior to those to be found in most private Presses.

Installation of costly plant.

287. A great deal of Government printing work is of routine nature, demanding very considerable output. For instance, many forms are of this type. They are demanded in their thousands annually. It is proved beyond doubt, that such work can best and most economically be executed with up-to-date, costly and high capacity plant and machinery. This kind of equipment cannot be installed by many private Presses. Only a few can arrange such heavy capital expense. If they secured such work, then under conditions of restricted competition, they would soon exercise monopolistic control, and hold the Government, at critical juncture, to rates dictated by the situation.

Monopoly of conditions.

We understand that this has been the experience of some Governments in India.

288. The Government, on the other hand, is capable of installing such plant and equipment. With the certainty of work, and its great volume, it can execute it economically, and at the same time enjoy a security and continuity of operation. Indeed all Government Presses including our own Presses, have large sums of money invested in them. It would not be economical to reduce or dismantle these unnecessarily. With costly and high capacity plant, trained staff, operators, and personnel, they are the most suitable units to carry out certain types of printing. In fact if the amount of work is reduced, without reduction of staff or of plant, it would add to Government cost of maintaining the Press. Indeed increase of work up to a point is essential to secure economy. This is fundamental. Work must be added to and not taken away.

Capacity and economy of Government owned Press.

289. Besides this, we are of opinion, that while we should search for economy, and have the printed work of the Government accomplished at lowest rates possible, we cannot, at the same time, permit it to be performed at private Presses under any kind of conditions or at any rates of wages. We are of mind that if work is to be given out to private Presses, apart from the condition of punctual delivery, quality and the like, conditions of work and rates of wages must also be specified. In order to secure work, tenders are cut down to low points, and usually at the expense of wage costs. Government cannot be party to this process of labour exploitation.

Maintenance of standards of conditions and wages.

290. On the other hand, private printing concerns have the right to expect that the Government Press does not, unnecessarily, encroach upon the printing market. It should not attract away business from them. Nor, on the other hand, should it lay down conditions of work, and set a standard of wages which would be beyond financial resource of the private Presses. We believe that the majority of the Presses have slender financial means. In fact we would wish to put it down, in clearest possible terms, that the conditions and wages that we have recommended for the Government Presses employees, can by no means be regarded as applicable to private Presses. The conditions of their economy are governed by an entirely different set of circumstances. We have not had occasion to examine private Presses. But it is plain enough that the basic conditions of private Presses and a Government Press are fundamentally different. The economy of private Presses is conditioned by force of competition, while that of a Government Press is not. There is no parity, whatsoever, between private Presses and a Press owned by the State.

No parity between Government and private Presses.

291. But if all these matters can be reasonably safeguarded, we believe it will be to the mutual benefit of all, if certain type of work were given out to private Presses, on competitive rates. It would be well if the Government Press also competed. The costs of operation in the Government Press must remain comparable to those in private Presses, within some range.

Competition necessary.

The kind of work that could be given, is first and foremost of a non-confidential type, which may come in rush seasons. If the Government Press cannot undertake it, the work should be placed with private Presses.

Distribution of non-confidential rush work.

Of course it will have to be put down as a governing condition, that there would be an approved list of Presses maintained by the Superintendent having regard to wages and conditions. The list should receive the sanction of Government.

Approved list of Presses.

**Government
should retain
most of its own
business.**

292. But, however, it must be stated that as long as Government have a well-equipped, well-manned and large-scale Press, it must retain to itself all the business it gets. The more it turns out, the less costly will be each unit of operation. It must carry on so far as it can be arranged, maximum load continuously. Distribution of work outside cannot bring this about, unless we reduced the dimension of the Press.

**Private Presses
other
fields.**

293. It may also be stated that with growing literacy, expanding industry and trade, private Presses must look forward mainly to private demand for printing as their field of work. We anticipate steady increase in this direction.

CHAPTER XVIII

JAIL PRESSES

294. With regard to the problem of the Jail Presses, we have given the entire matter our most anxious thought and have examined the question from all aspects possible.

295. At the outset we would wish to express our indebtedness to the Jail authorities, Major P. N. Bhandari, I.M.S., Superintendent, and Mr. J. Gardner, the Jailer, for giving us the benefit of their long and mature experience in dealing with prisoners. Their evidence, as recorded in our Proceedings, was of great value to us. Valuable assistance from Jail authorities.

We also had the advantage of discussing the entire matter with Lt.-Col. Haji Salamat Ullah, M.C., M.B., D.T.M., F.R.C.P.I., F.R.F.P.S., I.M.S., Inspector General of Prisons. His collaboration proved very helpful.

296. The Committee visited the Naini Jail on two separate occasions in the company of Col. D. W. Crighton, our able Secretary. Much time was spent in examining in detail the work done and in talking to the prisoners and in interrogating the Press authorities deputed in the Jail Press Branch. Visits to Naini Jail.

297. With regard to the Prison Press, as distinguished from the Government Branch Press, which is operated by the Jail authorities themselves, we have no hesitation in saying that, both from the point of view of efficiency, as well as economy, it should be amalgamated, forthwith, with the Government Branch Press in the Jail. Prison Press at Naini Jail.

298. With regard to the matter of training and efficiency there is no question that in the Government Branch Press, located in the Jail, the quality of instruction and supervision is of superior order than that imparted in the Prison Press. The machinery also, used in the Prison Press, is of much more antiquated pattern than that used in the Government Branch Press.

299. The abolition of the Prison Press would release the space now occupied by it, as well as by its Forms Store Department, for other crafts and industries more suited to the prisoners than printing.

The foreman of the Prison Press, who has already completed more than 30 years' of service, could either be pensioned off, or employed for some period of time, in the Government Central Press. The clerk in the Press is a jail employee. He could be readily employed in ordinary jail duties.

300. We have studied the question of printing as a regular recognized Jail industry. With regard to its educational value, we are of no two opinions that it is practically nil. The average age at which prisoners come to jail is such that it is not physically or mentally possible for them to acquire a new industry. Besides, the Printing Trade is totally unrelated to their previous occupations. The vast majority of prisoners, naturally, come from the agricultural classes. Except for very rare instances indeed, they have no inclinations or desire to forsake their traditional occupations. The fact that now only habituals will be lodged in the Naini Central Jail will add considerably to the difficulty of obtaining employment for them in private Presses after release. Owners would be most reluctant to have amongst their workers hardened criminals. In our judgment it would be better for the prisoners themselves, if other types of industries, more directly related to field crafts and village arts were concentrated upon in jails and printing. Unsuitability of printing as Jail industry.
Field crafts and village arts.

In other
Provinces.

301. We have taken pains to secure information on this point from other provinces. We learn from Patna, Alipore, and Madras that very few of the convicts who have worked at printing at the jail, ever sought employment as Press-workers or set up as private printers when they returned to ordinary civil life. The preference given by convicts to Press work, over other jail arts and crafts, is because it is regarded as lighter and more comfortable form of occupation in the jail. They do not solicit it with the object of working at it, when released.

Printing as
educative value for
juvenile prisoners.

302. The educative value of the printing industry for juvenile or young prisoners cannot be gainsaid. They would undoubtedly profit by it. But the question does not arise in regard to Naini Jail. The matter may well be mooted when schemes for education and training of juvenile prisoners is being considered for the Juvenile Jail at Lucknow.

Educated
prisoners.

303. Educated prisoners would, probably profit more by taking up printing. The numbers, and their duration of stay also, however, would be very uncertain factors. Therefore, it is a matter not worthwhile for immediate consideration.

Unemployment
amongst printers.

304. We have also to take into consideration the fact that there is a growing amount of unemployment amongst the educated, law-abiding citizens, pointedly brought out by the Sapru Committee Report. There is also much unemployment of the workers of the printing industry itself. We, therefore, do not think it advisable to restrict these obvious avenues of employment for these sections of the community, by forcing it upon prisoners in the jail, who have no affinity for it either as past occupation or preference for it for future employment.

305. Whatever may have been the historical reasons for the inception of printing as one of the jail industries—which we understand started about half a century ago—we are clear that its educational, and subsequently, its occupational value is practically nil.

Economic grounds.

306. It is, therefore, on economic grounds exclusively, as apart from jail tradition, that we have to test the proposition of the continuation of printing as a Jail industry.

Convict labour
not cheap.

Admittedly, convict labour, at its present rate of remuneration, is ostensibly, very much cheaper than the more highly paid labour outside the jail. But, one cannot merely take the matter of the absolute wages paid to convict labour and free labour, as the only factor involved in comparison. The test of comparison would be exclusively on output and quality of work done in the Jail Press and that done in the Central Press; it is admitted that jail tasks are not of the same amount and of the same quality, as that produced by free labour at the Central Press.

Out-of-date
machinery.

307. Undoubtedly, in fairness, it must be stated that a part of the reason for the low output and poor quality of work turned out at the Government Branch Press at Naini Central Jail is to be attributed to defective and old-fashioned machinery.

Installation of
costly plant
inadvisable in
jail.

On the other hand it would not be feasible, under present conditions, to instal modern, costly, and high-powered machinery at the Naini Jail. Obviously, for housing new plant adequately, it would be necessary to substantially reconstruct the present buildings. This would involve considerable capital expense. We do not feel justified in recommending this step to Government.

Electric power.

308. Furthermore, in order to operate modern type of printing machines, it would be necessary to instal electric power. At present there is no such provision. If such a supply were envisaged, and the rate of supply as cheap as

that available in Allahabad itself, the proposition would undoubtedly somewhat alter.

309. Again, it is doubtful whether the type of convict labour available in the jail would be of the required efficiency for the manning of these intricate and costly machines. It is a well-known fact that mishandling of costly machines leads to breakage and rapid wear and tear. This, ultimately, would add considerably to the cost of production. Even in the Alipore Jail, rotary machines installed and worked by electric power are operated by trained mechanics other than by convict labour. **Mishandling.**

310. Finally, it cannot be gainsaid that for long-run operations power-driven machinery, especially if run by electricity, is more economical than hand-operated machines. For short runs, such as below 10,000 impressions, convict labour might prove cheap. We understand however that the great bulk of forms work carried out at the Jail Press is of a large dimension. **Long-run operations.**

311. Furthermore, we have to recognize that there is considerable addition to costs by way of cartage of paper and other raw materials, backwards and forwards, between the Press at Allahabad and that at Naini. **Cost of transport.**

312. The division of the Forms office, one located at Allahabad, and the other at Naini, also seems unnecessary and uneconomic. It is, therefore, that we are led irresistibly to the conclusion that all printing work must be centralized and conducted at the Government Central Press, Allahabad. **Centralization at Allahabad.**

313. We are convinced that all printing operations, now conducted at Naini, should be transferred and be concentrated under the one unit of the Government Central Press, Allahabad, and conducted directly under the supervision of the Superintendent of the Press and his officers.

314. We understand that it would be possible to erect inexpensive buildings for the purpose of a store at Allahabad, either for forms or stationery, and to utilize the present buildings, vacated by these departments, for the purposes of the Production department of the Press. This scheme would be undoubtedly less expensive, in capital costs, than it would be to erect a new series of buildings in Naini itself. **New forms and stationery buildings.**

The supervisory staff at the Naini Jail could be easily absorbed at Allahabad. A few of these would shortly be retiring.

315. With regard to plant and machinery at Naini, it would not be worthwhile reinstalling it at Allahabad. It is very much out of date. Much of it could easily be disposed off by auction sale. In fact, we would suggest that as some of the old machines would be of historic value, that these may be given to the Municipal Museum as a gift. These, we are certain, would be readily and gratefully accepted. A few machines are over a hundred years old and are still serving! **Gift to Allahabad Museum.**

Some of the machines could be utilized in the proposed School of Printing. **Some to be given to School of Printing.**

CHAPTER XIX

ROORKEE PHOTO-LITHO PRESS

316. The Committee visited the Government Photo-Litho Press at Roorkee and had the opportunity of examining things and interrogating the staff for themselves. With regard to buildings, we were supremely satisfied. Such well-ventilated, well-lighted and spacious conditions of work are not available either at Lucknow or at Allahabad.

Buildings highly satisfactory.

317. The climatic factor too favour that the Photo-Litho Press should continue at Roorkee. The unique climatic conditions cannot be underrated. The type of work carried on is of a very specialized character. It stands out quite apart by itself, from the operations conducted by the Government Central Press.

Favourable climate.

318. We were also greatly impressed by the fact that a very large proportion of the supervisory staff, operators and the workers are inhabitants of Roorkee, and its neighbouring villages. They have, for generations, looked up to this Press as an important and secure source of employment. Indeed, the Press is the only major industry for the employment and livelihood of the inhabitants of that region, a consideration having its own significance.

Press the only major industry of the region.

319. The knowledge that such ideal conditions for work would not be available either at Lucknow or at Allahabad, makes us hesitate much to make our decision, with regard to the removal of the Press, certain and clear. We may also state that the Roorkee Engineering College authorities would be greatly satisfied if the Press were not removed from the College. It serves them in various ways, in particular in the printing of their examination question papers.

Roorkee Engineering College authorities appreciation of the Press.

320. It is also to be reckoned that the building vacated by the Press, which provides excellent accommodation, may not be otherwise utilized. This would undoubtedly represent much public loss. This is a factor which cannot be overlooked by us. It is therefore entirely on the basis of economy that we are led to recommend the removal of the Press from Roorkee.

Grounds of economy.

321. In the first instance there would be a definite reduction in staff. The post of the Assistant Superintendent, three clerks, six industrial workers and six menials will be abolished. Altogether, the saving may be estimated to approximately Rs.10,220 annually, namely :

Reduction in staff.

					Rs.
Pay of Assistant Superintendent	..	..	..	..	6,600
Pay of six clerks	..	..	..	..	1,200
Pay of industrial workers and menials	..	..	..	..	1,920
Freight	..	..	..	..	600
				Total	∴ 10,220

In addition to these, there will be a small saving on charges on account of depreciation on buildings, electricity, and sanitary services. Similar charges will arise either in Allahabad or in Lucknow, but to a lesser degree.

Against all this, of course, is the capital cost of new buildings, and compensatory allowances to the Roorkee men will have to be reckoned.

322. If it is decided to remove the Press from Roorkee we recommend that it should be to Allahabad rather than to Lucknow, for the following reasons:

Removal recommended to Allahabad.

(a) Its amalgamation with the Vandyke section in Allahabad will permit of more economic and expedient use of machines and skilled labour through mutual exchange between the two sections than it would be otherwise possible, as the class of work and processes applied in both the sections are more or less the same. The Central Press being equipped with more up-to-date machines and operatives is bound to result in an increase in efficiency and consequent higher output of work with maximum of economy.

(b) Proximity to Publishing Depot will save all expenses on freightage, etc. expended at present on transmission and stocking of publications produced by the present Roorkee section. It will also accrue saving on postage on departmental correspondence and transmission of charging files between head office and Branch Press. The same would not be possible if removed to Lucknow.

Similar saving will be possible in respect of the Store Depot. At present all important raw materials and other store are held at the Central Store Depot and supplied to the Branch Press on indents. The raw materials used by Roorkee are of special nature and therefore require special method in stocking which is only available at the Central Store Depot at Allahabad. Therefore, apart from expenses on duplicate store-keeping and freightage there will be a saving on clerical labour as well.

Moreover the fact that personal supervision by the Superintendent goes a long way to create economy and increase efficiency cannot altogether be overlooked.

(c) The cost of living being cheaper at Allahabad than in Lucknow the question of increase in wages or granting house-rent allowances to the workers will not form itself a problem.

(d) The very few important and urgent Lithographic work which are given out to the private Presses in Lucknow and not sent to Allahabad on grounds of urgency could be sent to Allahabad without appreciable loss of time as transmission is effected only at night when no work is done ordinarily.

323. With respect to the staff, we have to say that those who choose to come to Allahabad, should be given a special Allahabad allowance. A compensatory allowance is only equitable for the change in habitation that they will practically be compelled to adopt. Such allowances have usually been granted in similar circumstances in the past in these Provinces.

Compensation allowance to staff.

We have to bear in mind that great majority of these workers at Roorkee live in their own houses. Item of house-rent will be an additional burden on their budgets that they will have to incur on their transference from Roorkee to Allahabad.

Additional burden of house-rent.

324. Members of staff who desire to retire should be treated with due consideration. Temporary hands of over three years' duration should receive the same benefits as men of the permanent establishment.

Concession for retirement.

CHAPTER XX

LUCKNOW BRANCH PRESS

Lucknow assumed in report much as Allahabad.

325. It is hardly necessary for us to state that all that we have mentioned in other parts of this Report applies, in a general way, to the sections of the Press at Lucknow and Roorkee as much as it does to the Central Government Press at Allahabad.

"Camp Press" 1921.

326. We understand that it was in 1921 that a "Camp Press" was installed at Lucknow with the gradual shift of Government from Allahabad to Lucknow. Some men and machines were removed for the purpose from Allahabad. The men who were thus transferred to Lucknow, were given a house allowance. The Camp Press remained in charge of a Senior Reader.

Created a Branch Press in 1927.

327. In 1927, the "Camp Press" was elevated to the status of a Branch Press. The house allowance paid to Allahabad men was stopped in consequence. A house allowance had also been given to Lucknow men, for reasons that have not been made plain to us. This also was stopped. The men transferred from Allahabad were placed on a footing of equality with men who had been recruited in Lucknow. The Press was enlarged by increase of men and machinery. It was also placed under the charge of an officer of the rank of Assistant Superintendent.

An old soda water factory.

328. The days of miracles have not yet ceased to be! For lo! in order to house this new Government Branch Press, an old soda water factory was converted into a printing Press! The Committee have visited the present buildings. We were duly impressed with the heavy, thick walls, more meant to resist a siege than to meet the needs of a modern printing Press. The ceiling of the main central room was of good height. Light was adequate. Sufficient fans too were supplied.

Modern design machine-room needed.

329. But for the rest, we do not consider the accommodation either suitable or sufficient. Immediate expansion of building for installation of new machinery is necessary. Already the place is greatly cramped. A machine-room, constructed on latest design, is urgently needed.

Store-room.

330. A room for the storage of stationery, other raw material and stores is indispensable. The present way of storing valuable paper cannot either be safe or economical. Damage from damp or destruction from white-ants is imminent. Proper storage facilities are urgently needed.

Office.

331. Adequate room for the office is required. A Readers' room should also be provided. The make-shift kind of a *bundobust* is not at all desirable. The Branch Press has important and urgent work to attend to, especially when the Assembly or the Council are holding their sessions. The office and the Reading department should be given sufficient and suitable place to carry on their duties.

Road required.

332. While on this aspect of the question, we may state that there is no proper approach to the Press. Lorries and other vehicles cannot reach it directly in such fashion as to deliver and receive goods conveniently. This adds to labour, loss of time, and damage to material. We recommend that a *pucca* road be built with direct access to the Press. There should be a special entrance, with a shed or a portico, where trucks or lorries could load or unload, with convenience and safety.

333. The outstanding grievance of the entire staff was the prolonged hours they had to work, with no fixity of shifts. Every person made bitter complaint about this matter. The usual shifts were as follows : Erratic nature of shifts.

General shift—8 a.m. to 4 p.m.

Evening shift—4 p.m. to 12 midnight.

Night shift—7 p.m. to 3 a.m.

During Assembly days, and periods of rush work from the Secretariat the shifts were changed daily. Men, when they left home, could never be certain as to when they would return. The shifts were so frequently, and so suddenly, changed to meet the rush of work. They could get no, or little time between shifts to get back home for rest or refreshment. Sometimes men have thus gone on for twenty-four hours on end! At other times, men had barely reached home, when they received calls that they must get back to work. The officer-in-charge has told us that he could call no time his own. We have never heard of such a method of doing work! Shifts are only apparently fixed. In reality they are not. Men come off from one shift, when they are informed that they are to work on another shift to start after some interval. Their needs must wait. Most of the men live at greater distances from their homes than the men at Allahabad. It is impossible for them to get to their homes, and return in time for the next shift. There is no provision for rest or for refreshment at the Press itself. The entire business is absolutely erratic. We have no hesitation in condemning it in the severest possible terms. It should not be tolerated any longer. Such announcement and change of shift is contrary to the Factory Act. No private Press could behave so with impunity and get away with it as it were. Shifts should be fixed and altered according to Act. Shifts to be duly fixed.

334. The root cause of such erratic nature and extreme irregularity of shifts at the Branch Press is the work that emanates from the Legislatures and the Secretariat. For instance, we understand that the Agenda for the next day's sitting of the Assembly is handed in to the Press, frequently, as late as 10 o'clock at night. Work has to be pushed through by the Press to be in time for the next day Assembly meeting. Amendments too, are sent in long after the fixed time, and have to be printed by the Press as best as it can. The Assembly alone is not to blame in creating such irregular and erratic work for the Press. The Secretariat too is largely responsible. Matter for printing is allowed to accumulate at the Secretariat, and then is pushed on to the Press for urgent delivery. Hectic orders are sent, and the Press is put to it to produce the printed work in time. Men must therefore be impressed into working, at all odd hours of day and night, irrespective of all considerations. We realize that sometimes such work and such pressure is inevitable. But, the unusual should not become the usual, the infrequent the frequent. With a little more care much of such work could be sent in due time. We are given to understand that the work is allowed to accumulate till the end of the week, and is demanded for delivery the following Monday. This implies that the Press frequently has to work on a Sunday. Or work is suddenly unloaded on the Press just before the commencement of a holiday. It is demanded on the day the Secretariat re-opens. This means that the men have to work throughout the holidays. A great deal of work thus sent to the Press can be better timed. The root cause.

335. Apart from planning out work more smoothly and scientifically, Quarters. which we have indicated elsewhere, and apart from refusing to put on shifts just whenever it is thought necessary to do so, it would add greatly to the

convenience of the Press and of better service to the Government, if sufficient, and suitable quarters were built for the Press workers at Lucknow. Even now Government quarters are occupied by clerks, peons and chowkidars belonging either to the Public Works Department or the Secretariat, whose duties do not require them to be present at night or other odd hours. Some of these quarters could readily be shared with the Press supervisors, clerks and operatives. It is more imperative from the Government point of view, that these men should live close at hand. We recommend that this matter of sharing quarters available should be examined together with the Public Works Department authorities.

Land available.

336. There is enough space available in the immediate neighbourhood of the Press, both for the extension of the Press itself, and for the construction of quarters for the staff. We would place this demand at the forefront. The need here is far greater and more urgent than at Allahabad. Rents in Lucknow are distinctly higher than at Allahabad. Houses within the paying capacity of the Press workers are situated at greater distance from the Press. The call on men to attend to work at all hours of day and night are so frequent that the urgency of meeting the demand for quarters is so obvious that it hardly needs further emphasis.

337. What has been stated about rent in general should apply to workers in Lucknow as well.

Rent-free house for officer-in-charge.

338. In regard to the officer-in-charge, namely, the Assistant Superintendent, since his work is heavy and of great importance, entailing constant presence, we recommend that he should be provided accommodation free of rent.

339. For the work that has to be carried out at Lucknow we are of the opinion that there is insufficiency of supervisory staff. The Assistant Superintendent has heavy office work and other matters to attend to often requiring his presence at the Secretariat and Assembly office. He often has to make immediate decisions on his own authority without reference to the Superintendent. His responsibilities are heavy and serious. We have speculated whether this officer should not be of the rank of a Deputy Superintendent. We have no doubt that within a few years this will have to be done. Whenever it is thought fit to put this post under the charge of a Deputy Superintendent, it is the Senior Deputy that should be posted there.

340. At least one selection grade supervisor is required for this Press. It is not necessary to impress or reiterate the vital importance of the work performed at this Press. It would also be necessary to add to the assistant section-holders, by at least two men. Work, men and machinery have increased at the Branch Press. It is incumbent that the supervisory staff should also be adequately increased. With more machinery to be installed in the future, supervision would be still more important.

Impositors.

341. We understand there is only one impositor. He has had to work very long hours. We are of opinion that with the shifts that are being worked at this Press there should be at least two men for this work.

342. The number of machine assistants is insufficient. There should be one assistant to each machineman.

Readers.

343. Readers too are not sufficient for the work they have to undertake. Hindi and Urdu side of the department needs increase. There is only one Hindi reader and copyholder and one Urdu.

344. For this office the staff is inadequate. The office hours are longer than what they are at Allahabad. The clerical staff has to come from 10 a.m. to 5 p.m. We were informed that for about nine months in the year they came at about 8 a.m. and remained till 10 p.m. We cannot but regard such hours as absolutely amazing, to say the least. The office staff have to endure these long hours for reasons mentioned above. We understand that besides attending to normal clerical duties, the clerks have to do the work of time-keepers and take the attendance of the workers. They have also to look to the distribution of paper and other raw material. Besides, they have to go backwards and forwards between the Secretariat and the Press, to look through the proof and get matter expedited. They have constantly to answer the telephone when the Assistant Superintendent is not in his office. Dak work has also become heavy. If the clerical staff have to attend office for three-fourths of the year, from about 8 a.m. to 10 p.m. it is clear indication that the staff needs strengthening both in numbers and in grade. We recommend that a Grade I clerk must be posted to this office. Besides him there should be three clerks.

Clerical staff
increase warranted.

345. It must be added that together with the other staff, the clerk should also be provided with quarters.

346. It was suggested that a small dispensary with a whole-time compounder should be provided for the Press, and a visiting doctor. We endorse this suggestion.

Dispensary and
visiting doctor.

347. The present dining rooms for Hindus and Muslims are too small and are entirely bare. We are little surprised that they remain unused. Lights and fans should be provided. Tables and benches at least should be provided. The place must be made attractive.

Dining room.

348. Proper washing arrangements should be made.

349. Another need of the workers is some kind of shelter for their bicycles. At present their cycles remain in the sun and rain. This damages them greatly. This is a loss to the men. A suitable bicycle-shed should be provided.

Bicycle-shed.

350. As we have stated in the beginning of this chapter that all our observations and recommendations in general should apply equally to Lucknow as to Allahabad. The staff have mentioned it to us that being at the Branch Press they are often forgotten and over-looked.

Neglected by Head
Office and Union.

351. We were sorry to learn that the men have ceased to be members of the Government Press Employees' Association. They stated that they were neglected by the Union people at Allahabad.

352. Some important measures of economy were suggested to us for which we are grateful.

One of these is that it should not be necessary to reprint questions and amendments daily for the Legislatures. Sometimes as many as 932 questions were printed daily on the 'Agenda' paper. This causes heavy waste. After all within an hour for question time, it cannot be possible to cover more than a certain number. We suggest that not more than 200 questions—or any other number suggested by experience—should be printed for each day's Agenda. Similarly with the amendments. The suggestion is that these should be printed separately from the Agenda, in book form. Additional amendments could be printed as these were admitted by the Speaker. This procedure would save much expense to Government.

Sources of
economy.

questions and
amendments in
Assembly.

Dak box.

353. Another important measure of economy indicated was that the dak box from Allahabad should be utilized to send only mail and urgent matter. For instance, it was not necessary to send forms, paper and other material by the dak box. All this could be sent by goods train. This would lead to substantial savings.

Government
House Press.

354. The Government House Press, as its name implies, is attached to the Government House Office and is housed in the Government House premises. It does all small jobs of immediate and urgent nature that emanate from His Excellency's Office. It is under the direct supervision of the Head Assistant-in-charge of the Office of the Military Secretary to the Governor.

There are five workers who constitute the staff of the Government House Press. The staff is made up of two compositors, the senior of whom performs the duties of section-holder, one distributor, one pressman, and one coolie. There are two units of this Press each consisting of one treadle platen machine, and a few cases of types, mostly jobbing types as plant and equipment and each is housed in one of the Government Houses at Naini Tal and Lucknow. The plants and equipment are stationary. Only the staff move to and from between the two Presses along with the Governor's personal staff.

CHAPTER XXI

SYSTEM OF ACCOUNTS

355. We have taken no direct evidence on this question. But in the course of the enquiry as well as in consequence of the talks and consultation some of us have had with some of the officers of the Press, the necessity for certain changes in the system of accounts has become apparent and we propose to refer to them in the following observations.

Necessity of change in system of accounts.

356. The present system of accounts prevalent in the Department of Printing and Stationery was introduced many years ago by the Government of India with the aim of having uniform system throughout the country. In 1923 a conference of Superintendents, under the chairmanship of the Controller of Printing of the Government of India was held at Delhi to revise the system. The conference had the advice of the Auditor General and the Commissioner of Press Accounts, as obviously any system had to get the sanction of the Audit Department, the more so as the audit was then conducted by the Commissioner of Press Accounts throughout India and not by local auditors as now.

Uniform system throughout India.

357. Since then, as was natural, some Presses have gradually departed from the system then laid down. The Bengal Government Press, notably, have adopted the system of Master Printers' Federation of Great Britain. Another provincial Government Press has also deviated from the system and yet another Government Press appears probably to be contemplating a change. The question for consideration before us, therefore, is whether we should also effect any change, and if so, to what extent now or in the future.

Divergences.

358. The present system is satisfactory in so far that it differentiates between productive and non-productive costs and allocates all costs to their proper heads. It provides for the inclusion of all legitimate charges including interest on capital, outlay on buildings, depreciation, leave and pensionary charges as well as such direct charges as wages incurred and materials consumed. The defects of the system are that unlike systems in use in commercial firms, it makes no provision for a balance sheet or profit and loss account. All that is required is that the expenditure and book charges should balance the value of work done for the various departments using the Press, in Statement I and II respectively of the annual report. This is achieved by adding to or deducting from the value of work done, the percentage of difference between the total of the basic rates charged during the course of the year and the shortage under or the excess over the total charges disclosed at the end of the year. These percentages are adjusted to the total value of work done for each department and not to individual jobs. This is not objectionable in the case of those departments entitled to free printing. But in the case of chargeable work it is obviously not possible to make adjustments many months after bills have been paid. It is essential, therefore, that the basic rates should be as close to the estimated actual cost as experience dictates. But this is a matter of no small difficulty owing to the fluctuations in the volume of work done in different years. For example, though the overhead cost will remain practically stationary from year to year, and the expenditure on salaried staffs shows little change, the outturn through lack of orders may fall short of expectations with the result that the total value of the work done at the basic

Present system.

rates will be much below the cost. This amount be ascertained until several months after the close of the financial year when the annual accounts are being prepared. The percentages added will balance the accounts for that year. But the information therefrom derived is not available for some months of the year and if applied there is no certainty that the conditions governing the quantity of work will not materially change or that the new basic rate will work out any more accurately. Thus the uncertainty is perpetuated from year to year.

Another defect.

359. Another great defect of the present system is that the whole responsibility for obtaining funds is that of the Superintendent, though he has hardly any control over the quantity of work he may be required to produce. Departments entitled to free printing are thus at liberty to make any demand at any time they like without having in any way to justify the expenditure. Thus if the activities of a department are suddenly expanded making more demands on the Press or a new department is created the burden is borne by the printing budget, not by the budget of the department demanding the work. Instances of this, within recent years, are the decision to reopen Settlement operations, the enormous development of the Publicity Department, the creation of offices for Sugarcane and Rural Development and the demand of the Legislatures to print practically all work in three scripts, Roman, Hindi and Urdu. The Superintendent rarely has any advance information about such developments. The first information is usually indents for work and however intelligent the Superintendent's anticipations may be, he cannot foresee them in their entirety when preparing his budget estimates. It is unreasonable to expect him to do so.

360. Naturally, therefore, it seldom happens that the Press estimates agree with the actual expenditure particularly in recent times of stress and pressure of work and even during the course of the financial year it is difficult to estimate accurately the probable demands on which to base supplementary demands in time for submission to Government within the due date. Obviously he cannot enumerate every job that has affected his expenditure and his reply can only be in vague and general terms. But while such is the picture for the non-paying departments, it is worth noticing that in the case of commercial departments as for example the Irrigation Department who have to pay for their work, greater care is exercised in the use of printed matter and the cost of it is carefully scrutinized to such an extent that complaint is often made that Government Press rates are higher than those of private Presses. No qualms of this kind disturb the non-paying departments. They do not have to find the money or explain the necessity of their work. The Superintendent is there to shoulder the responsibility vicariously and they go on dumping work on him as and when they choose. Vicarious responsibility can lead neither to efficiency nor to economy. In a recent case relating to the Publicity Department that came to our notice we find that because of the shortness of time given to the Press by the department for a print order of a very substantial quantity, a local Press had to be paid nearly a thousand rupees for making blocks, a charge which could have been wholly avoided if there were enough time at the disposal of the Superintendent to have the copy written by hand for printing on the litho-stone, and we were all the more surprised to hear from a member of our Committee, who is also a member of the Legislature, that after incurring all this expenditure all these leaflets printed in thousands at such a short notice and such heavy cost were lying in their thousands unopened at destination. Vicarious system can lead to no other result.

**Vicarious
responsibility.**

361. What then is the way out? Let each and every department whether paying or non-paying be responsible and accountable for its own printing budget. We strongly feel that it is clearly necessary to introduce this system in which each department of Government should be responsible for obtaining funds through its own budget and be debited by the Press for the cost of the work that is done for it. Further the Press should be authorized to charge extra for urgent work done at very short notice, involving overtime, or late and irregular receipt of instructions. Let this extra charge be separately shown under a new head in the annual report, so that Government can call for explanations from departments concerned where this charge mostly occurs. These changes, if we rightly foresee the result of their adoption, as we hope we do, would most probably result in greater economy in the use of printed matter and stabilize the demand on the Press to enable the Superintendent to fix the basic rates more accurately than is possible at present and also result in more timely placing of indents and orders. They would also go a long way to correlate income with expenditure and show whether the cost of the Press is being fully recovered. Way out.

362. Another defect of the present system is that in one sense it leads nowhere and does not provide a means for checking whether the value of work done corresponds with the expenditure incurred as a whole. It does not provide conclusive information about the financial condition of the Press and its working. It is not quite possible to say that the value of work supplied free plus the income derived from chargeable work shows a credit or debit balance over the expenditure. Statement I of the annual report is divided into two parts, income and expenditure. But the one has no relation to the other and is in no sense a profit and loss account. Unless one is thoroughly conversant with the methods of accounting it is not possible to say therefrom what are the results of the year's working and the figures convey little to the layman. Without going into the question of commercializing the accounts immediately to the extent of preparing a profit and loss account on commercial lines, which practice is not yet prevalent in any other Government Press, as an interim measure, we do advocate two changes :

(1) Each department be made responsible for its own printing budget as mentioned above, and be debited by the Press for all the work done, and

(2) a liberal appropriation when demanded from the Depreciation Fund be made without much recourse to readaptism as we have advocated in another chapter.

363. For this last purpose we suggest that the name of the Depreciation Fund be changed to Renewal and Replacement Fund and any consequential changes in audit will of course have to be carried out.

364. It is not our purpose to suggest that the Finance Department or the Legislature should not be able to exercise control over extravagance or waste. But at the same time the requirements of the Press must not be sacrificed for the exigencies of the budget which are in turn governed by the vagaries of the monsoon and the numberless varying causes contributing to the leanness or prosperity of provincial finances. The finances of the Press should be more or less independent of such non-financial factors. We should be happy to think if ultimately the accounts could be fully commercialized providing an adequate answer to the question whether the value of work done does or does not correspond to the expenditure incurred and a profit and loss account prepared on a commercial basis. It is not only enough to see that a certain amount of money has been actually spent as at present. Commercialization of accounts.

We must also be able to see that it yields a proportionate result. In our opinion it will conduce both to economy and efficiency if the Press is to be judged by industrial standard and compared with private enterprises after the accounting system is fully placed on an entire commercial footing. We recognize, however, that this full commercialization may be a revolutionary change and take some time to work out, probably may even need the help of expert advisers, either a very small committee or temporary special officers, and require better and more qualified staff. But such a system would be more informative to the Government and the public and make comparisons possible on a sounder basis. The interest of both economy and efficiency will have been fully served if profit and loss basis is introduced in accounts.

Lowest
production cost.

365. It must not be understood that we say this to criticize the present administration. After all they are bound by the system laid down and it must be said to their credit that their production cost compares very favourably with similar institutions not only at the Centre but in the provinces also. Except Central Provinces and Berar their production cost is probably the lowest in the country. (See statement furnished in reply to the question no. 82, printed at page 129, Appendix A-1.) But equally when compared to private Presses this production cost is and will be naturally high owing to the substantial difference in wages and conditions of work. There ought, however, to be some limit to this difference compared to the cost of better class private printing Presses, and in the interest of the taxpayer an attempt should be made to find some means to correlate the two and maintain a constant check like the expense ratio of Insurance companies by comparison on a more comparable basis than is at present possible.

Accountancy
trained men
necessary.

366. Lastly we have been struck by the absence of qualified men in the department. We do not criticize either the department or its personnel, who having regard to their qualifications have done very well indeed, but it is undeniable that they are unqualified and we, therefore, advocate recruitment of at least 2 or 3 B. Com.'s every year who will not be creatures of routine, but intelligently follow accounting principles and assist in bringing about further changes that may be found to be necessary. For the same reason and for want of evidence on the subject we have not thought it necessary to go into the respective merits of costing systems, e.g. the system of British Master Printers' Federation or one or more of the American systems of costing. These can be examined later with better and more qualified staff and more expert advice and with experience of the limited commercialization, which we have advocated above, as urgently necessary and in every way desirable. Government will lose nothing thereby. Their budget will not increase by a single pie. On the other hand there may be substantial saving and the responsibility for waste and ruinous delay or negligence will at once be located.

CHAPTER XXII

WELFARE

367. Ever since the last Great War, much attention has been devoted to the question of Welfare. It is fully recognized that the rendering of such service is conducive to better work. The urge, however, to such service has been essentially humanitarian. Sanction for its continuance has been obtained on scientific grounds, both physiological as well as psychological. Its worthwhileness has been confirmed on grounds of improved efficiency, better tone, and resulting economy. No arguments are necessary at this time of day, to plead for the provision of welfare amenities.

368. A universal demand expressed before us in course of Enquiry was the provision of a dining hall. Men at present have no particular place to take their food. They sit about anywhere. We recommend the construction of a dining hall, with separate sections for vegetarians and non-vegetarians. The hall should be spacious, well served with lights and fans, benches and tables, with coloured cement tops, easily washable, should be provided. Pantries for washing up, and a small kitchen, with effective smoke arrangement, and fly-proof doors and windows should be attached, where tea and tiffin preparation could be cooked. The skylight of the dining hall should also be fly-proof.

369. We trust it may be permissible to suggest that the dining hall recently constructed at Holland Hall at the University, Allahabad, may serve as a model with obvious and necessary adjustments.

370. Adjoining the kitchen may be built a small hall well lighted and with fans, to act as a kind of sitting and recreation room. It ought to be such where men can sit at ease, and rest and read. This block of buildings should be surrounded with a small garden or shrubbery, to keep it cool and attractive.

371. The whole area, with dining hall and the recreation room, should be the pride of the Press. Its location may be at the site of the present wrestling pit. This would be sufficiently away from the Press. It would give the man a sense of being away from their place of work, and give consequent relief. The building should not cost more than Rs.10,000.

372. The contract for the supply of food, for the various communities, could be given out to any of the caterers and sweetmeat-makers that abound in this city. Or the workers themselves may organize a Co-operative Stores Department, as suggested elsewhere, and run the restaurant as well. The Co-operative Stores may have a counter inside and dining hall for display and sales of goods, or they may have a special room built for the purpose.

373. There should be a Dining Hall Committee, duly elected, from various departments of the Press. This would manage affairs. The Superintendent or his nominee would be *ex officio* President, with right of veto.

374. In matter of recreation, wrestling and sport, the Government Central Press have enjoyed a fine reputation throughout Allahabad, and even in the Province. In Cricket, in particular, they stand high. As for wrestling they have rendered yeoman services. The officers and men of the Press deserve warm appreciation from all lovers of sport for all they have done on behalf of the athletic life of the city and beyond.

Active Government financial help recommended.

375. We trust such fine traditions will be maintained. We hope that even greater encouragement will be given in future. Other employers, elsewhere spend substantial sums for such purposes. The Government Central Press should also definitely set apart some sum of money for these objects. It is a matter of much regret that Government have not spent even a single anna on these necessary and wholesome activities. We recommend that a sum of Rs.1,000 be budgeted for sports and recreational purposes. Steps should be taken that a large body of men should participate in games. It will help to keep men happy and healthy. It will tone up the Press in every way. In all foreign countries very great deal of attention is given to such matters.

Reservation of triangular field.

376. In this connexion we wish to make a recommendation. We desire that the triangular piece of ground in front of the Government Central Press should be acquired for the Press as a recreational field. If acquisition for some reason is not feasible, then in any case, this area of land should never be utilized for building purposes, except for erecting a small club room or pavilion. Indeed, we suggest that a small pavilion should be constructed for the use of the Press men.

Pavillon to be constructed.

Wrestling.

377. Wrestling—the queen of Indian games—has a great place in the sporting capabilities of the Press. We sincerely trust these will not be allowed to die down.

Dramatic club.

378. We would wish to draw the attention of the Press to the possibilities of instituting a dramatic club. We are certain much dramatic talent and artistic gift lie hidden amongst the large body of men at the Press.

Committee of management.

379. The Press should make grants-in-aid. There should be a Committee of Management, on the elective principles, with some powers of nomination with the Superintendent of the Press. He should be the *ex officio* President and have the right to veto.

Co-operative Credit Society.

380. As we have noted elsewhere, the Co-operative Credit Society of the Press has been rendering valuable services to the men. It was started by Colonel D. W. Crighton on 1st July, 1927, with 477 shareholders in the first year. It has at present 964 members. Its working capital in cash and Government security amounts to Rs.36,218. It has been charging 1½ pies to the rupee per month as interest rate. Its dividends have usually been between Re.0-6-3 and Re.0-6-6 per share of Rs.5 each. It is in a sound condition. It has been suggested to us that there should be reservation of seats for one or two workmen on the Executive Committee. We understand that usually all places, so far, are occupied by officers, foremen and section-holders. We commend to the Executive Committee of the Co-operative Society the consideration of this matter. Should they approve of the matter, they should pass a by-law and accordingly amend the constitution. We are of opinion that the change will be a set in the right direction.

Reservation of place for workmen on Executive Committee.

Co-operative stores.

381. We have hinted at other places, to new considerations which the Press authorities and the Co-operative Society may well consider seriously.

The first idea is of embarking upon a Co-operative Stores. Co-operative Stores, if honestly and wisely run, will be of very great help indeed. In Japan and the West, the Co-operative Stores movement has played a prominent part in the uplift and economic betterment of the working and the middle classes. Much is possible.

Housing scheme.

382. The next possibility is that of a Housing Scheme on co-operative lines. But we are not too sanguine about this for the present. About

(91)

two-thirds of the Press employees own their own houses. Under these circumstances, scope for a Co-operative Housing Schemes cannot be very great. However, it is a matter that may be kept in mind.

383. Welfare activities can be of little value unless there is the active participation of the workers themselves. We have commended the elective principle in all committees of management. We commend these projects with confidence for reception by officers and men.

**Matter
commended to
officers and
men.**

CHAPTER XXIII

MEDICAL PROVISION

**Inadequate
medical provision.**

384. Great deal of complaint has been recorded in our Proceedings about the matter of medical facilities.

We have seen the dispensary. We are not sure that we are satisfied with its location on the top floor. We believe it would be better, if some quiet and suitable corner could be found for it on the ground floor. It would thus be more accessible to workers, and would save them from the fatigue and the inconvenience of going up and downstairs.

**Dispensary first-
aid station.**

The dispensary is not meant to treat major ailments. It is a kind of first-aid station. For the purpose it is meant, it is well supplied with the routine type of medicines. It has an operation table for emergency cases.

**Part-time Police
Doctor.**

385. The Medical Officer who attends is of the Sub-Assistant Surgeon's grade. He is, at the moment, the Police Doctor. He comes daily from the Police Lines, after he has completed his round of duties in the Police Lines Hospital. His time of arrival is about noon or afternoon. He regards his Press duties as extraneous and an unwelcome addition. We are inclined to take the same view.

Unwise economy.

Recently, as a measure of economy, his Press attendance allowance (honorarium) has been deducted. This allowance was Rs.25 only. In addition to this he drew a conveyance allowance of Rs.15 a month. Naturally, he has lost the little interest he had in his work. We cannot say that we regard this economy as a wise and desirable one.

He gets a conveyance allowance. This too is inadequate. This allowance is of Rs.15 per month only.

**Press Medical
Officer.**

386. After careful examination of the entire question, we are of the opinion that the Press is large enough and important enough, to have its own Medical Officer. He may divide his time with other Secretariat Offices here in the vicinity, or give part-time to some other dispensary at Rajapur, or some other near neighbourhood. But he should, principally, be regarded as the Press Doctor. Men are also not satisfied with the arrangements at the Colvin Hospital or other Municipal dispensaries. They have to wait about and waste a great deal of their time. A good proportion of late attendance, of which we heard a great deal in our evidence, was attributed to this cause. A Press Doctor would obviate all this trouble.

**Systematic medical
care essential
especially for
lead-poisoning.**

387. We are also confident that by such an arrangement of a Press Doctor, a more systematic, thorough and regular examination of the men generally, and those working in departments and processes where they are liable to lead-poisoning particularly, could be undertaken. At present due care is not given to this matter. At the Bengal Press, rigorous examination is carried out every six months, for this purpose. The men at Allahabad have a sense of fear that they are being slowly lead-poisoned. However untenable and unscientific this notion may be, but this fear, that many of them are actually the victims of this horrible disease, is widespread and is strongly entrenched in their minds. Very often, the very notion that men imagine that they are victims of certain diseases, wroughts greater havoc than possibly the ailment itself. In any case, the Government Press

employees are nourishing this idea of being gradually lead-poisoned. It is neither good for the men nor for the Press authorities that they should have this deep-seated sense of suffering working within their minds, consciously or sub-consciously. The situation has to be admitted. It has to be met. We propose to meet it by recommending the appointment of a Press Doctor. The argument, that there has never been a case of lead-poisoning will not meet the point. We may suggest that other private Presses may send their employees to the Government Press Hospital for carrying out lead-poisoning tests. They may pay a small fee for this.

388. The men have complained bitterly of the spread of tuberculosis amongst them. The dispensary registers do not support this contention of theirs. This, however, is no criterion to go by. For, usually the men go elsewhere for treatment. There is no doubt that this fell disease is spreading in our urban population as a whole. Amongst the members of certain communities its incidence is heavy. But it cannot, by any means, be associated as a disease peculiar to the printing industry. Tuberculosis not incidental to printing.

We have made very special enquiries about this matter. We find that neither at Delhi, Patna, Bengal nor Madras is tuberculosis regarded as incidental to printing. The presence, however, of a Press Doctor would be helpful to keep a watch on men with regard to this disease as well.

389. Greater care would also have to be given to eye-testing. Eye-deterioration could be checked in time, if there was regular and periodic examination. This will be possible under our proposals. Serious and special cases could be passed on to the Allahabad Eye Hospital, which deservedly enjoys a high reputation. Care of eye.

390. Men have mentioned the difficulty in getting a medical certificate for sick leave, and return from sick leave. They have complained of its cost. The Press Doctor would be useful in this direction; though we do not anticipate appreciation of this point by the men generally. In some Cawnpore Mills where full-time doctors, nurses and compounders were appointed and medicines freely supplied, at much cost, the men failed to appreciate these benefits. But, lack of appreciation, is no reason for ceasing to act in a manner which is truly beneficial. Medical certificates.

391. So far the Superintendent has readily accepted even prescriptions as enough evidence of men's sickness. Consideration could not be more accommodatingly exercised.

We desire that the dispensary should be well-equipped and should be well-supplied with medicines. We suggest that a few beds may also be provided. Such provision would be a great boon. If a small hospital, especially equipped for lead-poisoning detection or treatment, were provided, it would be a matter of distinction for the Government Press at Allahabad. We would suggest that the hospital and even the dispensary, should be located near the wrestling-pit site, on the Elgin Road, and facing the Parade Ground. Here it would be detached from the rest of the Press. It would enjoy the necessary quiet and repose so needful for the sick and the suffering. Hospital proposed.

392. We wish to mention here that some one Maternity Welfare Centre, at Allahabad, should be selected and regarded as special for the women-folk of the Government Press employees. It is well recognized that the mere expense of motherhood, coupled with that of infant care, with incidence of high child mortality is a potent cause of acute distress of the wage-earning class. It would be a matter of much satisfaction if provision Maternity welfare.

indicated above could be supplied. The problem of locality would undoubtedly present some difficulty.

**Staff entitled to
medical service.**

393. Some officers and men did not realize that as Government servants they were entitled to the free services of Government Medical Officers. This fact should be made widely known to all the staff.

**Lucknow Branch
Press.**

394. The medical facilities for the workers at the Branch Press Lucknow, are treated in a separate chapter.

CHAPTER XXIV

HOUSING

395. It was a matter of great regret for us to learn that except for a few *durwans*, peons, and the Superintendent of the Press, the Government provided no housing facilities for its employees. However, we find that except for the Government Security Printing Press, Nasik, and the Central Government Press, New Delhi, the other Provincial Governments, too, do not meet this need. The Bengal, Madras, Patna, and Bombay Governments do not provide any housing facilities, except for some officers; *durwans* and a few others. At Nasik and New Delhi they built houses for the staff, because none otherwise were available.

Absence of housing facilities.

396. We have given this subject due thought. We find that a large majority of Government Press employees at Allahabad own their own houses. Others, who live in rented houses, would not readily leave them. They do not desire to be separated from the rest of their relatives and co-religionists. Neither do they wish to experience difficulties regarding shopping and bazar facilities. They may be induced to live in Government quarters, provided they were charged no rent, or not more than 5 per cent. of their wages. We would invite reference to the Family Budget Enquiry regarding the Press and non-Press Workers at Allahabad, on this matter.

No great demand.

397. The vast majority of the workers reside within 3 to 4 miles distance of the Press. This is not an unusual distance. Considerable bulk of workers in other industrial centres live at this and even greater distance from their places of work. We cannot, therefore, say that we regard this as a particular hardship of the employees of the Government Central Press. We admit that there are some who come from longer distances, but their numbers are small.

Distances not great.

398. We have scanned the map of Allahabad and can find no suitable land available, near enough to the Press, for building quarters for the staff. The triangular field in front of the Press has been suggested. We are entirely opposed to the utilization of this land for building purposes, either for the employees of the Press or for anybody else. We are strongly of the opinion that this land should be reserved, and used, for recreation purposes only. In fact, elsewhere, we have made a recommendation that the proper authorities should be approached to give over this area to the Press authorities for their recreational purposes.

Suitable site.

There are two parade grounds adjacent to the Press. If a portion of one of these could be earmarked for the building of Press quarters, it would be the ideal solution of this question. Government may investigate whether this is not within the range of possibilities in the near future.

The other building space available is to the west of the Muir Road, between it and Circular and Napier Roads. Other available land is far removed from the Press and, therefore, not suitable.

399. The present officials of the Improvement Trust are keen to assist in any housing scheme that may be determined upon. In collaboration with them, some solution is not beyond grasp, with reasonable time. We believe some old bungalows, with large compound areas, which these days are so usually ill-kept and are an eye-sore, might be acquired and blocks of houses of suitable type constructed. These would be within easy reach of the Press.

Improvement Trust.

- Type of houses.** 400. Types of houses, for various grades of officers, foremen, clerical staff, operators and workers could be built. At Cawnpore various settlements have been built and occupied with satisfaction. MacRobert-gunj new type of houses, built by the British India Corporation or by the Cawnpore Improvement Trust, could be taken as models, or the quarters built for the Central Government Press, New Delhi.
- Small beginning.** 401. We are of opinion that a small beginning in this direction may be made. In the first instance quarters for about 10 to 15 per cent. of the staff should be built. Further action should depend upon experience gained.
- Question of rents.** 402. We are of opinion that peons, chowkidars, gatemmen, sweepers and coolies, and men of the engine-room should be given free quarters.
- Quarters for the auxiliaries.** There are a considerable number of coolies, particularly those who work in the loading and unloading of the lorry. They have long and very irregular hours of work. We are of opinion that the men of the transport department including the driver, cleaner, and coolies should all be provided with free quarters also.
- Superintendent's house.** 403. With regard to the Superintendent's house, we recommend that the old practice of a free house should be continued. He has a heavy charge and has to be on call at all times.
- House for Deputy Superintendent.** 404. We also recommend that the Deputy Superintendent should be provided with free quarters. He is directly responsible for the workshop here. His presence is needed at all times. Suitable houses at reasonable rents are not procurable near the Press. Quarters are very necessary. He should be supplied these free of rent.
- Percentage of salaries.** 405. For the rest, 5 per cent. of the salary should be charged as rent for those getting up to Rs.60 per month, and 10 per cent. for those who draw more than Rs.60 per month.
- Married quarters.** 406. We were informed, as recorded in our Proceedings, that *durwans* and peons who are given quarters are not permitted to have their families with them. We understand that most of the men of the Watch and Ward are from outside Allahabad. We see no reason why these men, if they so wish, should not bring their wives and families, to stay with them. Married quarters, for the Watch and Ward men and peons should be the first call on any moneys sanctioned for housing purposes.
- Sanitary and other services.** 407. Water and sanitary service should be supplied free, in so far as there are common latrine arrangements and common taps. Latrines should be constructed on the flush system. No hand service should be allowed.
- Electricity and water supply in the houses, as apart from the roads and compound, should be charged from the tenants.
- These quarters are to be occupied by workers only and their near relatives. When workmen retire or cease to be employed, they are to vacate the quarters.
- Allocation of quarters.** 408. Allocation of quarters should be by the discretion of the Superintendent, determined by the needs of workers, by seniority, or priority of application or old age, illness or other causes.
- Estate Committee.** 409. For purposes of management and control and orderly living, there should be an Estate Committee elected from the various classes of occupiers, under the Presidentship of the Superintendent. This committee should meet from time to time to discuss and arrange affairs. The Superintendent may delegate his powers either to the Deputy Superintendent or the Assistant Superintendent.

410. The state of affairs with regard to housing needs at Lucknow are very great indeed. Suitable houses, within the means of the workers, are not available in the neighbourhood of the Press. Men are living scattered about all over Lucknow, in remote corners of the city. Rents are distinctly higher than they are at Allahabad. The conditions of service, due to Assembly work, are so peculiar and so erratic that men are put to very considerable inconveniences in not having quarters. We have no hesitation whatsoever in recommending immediate construction of suitable quarters for the staff at Lucknow. We, however, refer again in a separate chapter to the problem relating to Lucknow.

Conditions at Lucknow.

CHAPTER XXV

SOCIAL INSURANCE

Costs of
industrialization.

411. Having embarked upon industrialization, we have to face the consequences, and meet the costs of incidental evils that attend upon its adoption. Compensation, for instance, must be provided for against accidents, sickness, unemployment and old age. These occurrences jeopardize, and, frequently, completely cripple the welfare of large bodies of workmen and their families. The standard of living of not only the present, but much more of the next generation of workers, is seriously impaired. The nurture and education of the children and young people is seriously handicapped. The old joint family system cannot be called upon to shoulder these exigencies of modern stresses of life any more.

New social
structures.

New social structures have to be erected to replace the old. These can better bear the strain of new economic and social changes of life. For instance, the individual or even the family, unaided, cannot sustain the damage and deterioration caused by the evil of unemployment or under-employment. The fight against these economic evils is too unequal for the individual or even the joint family to engage in isolation.

"The right to
live and the right
to work."

412. The situation is so chronic that it calls for the combined forces of society as a whole. It is the supreme duty of the State to take all necessary measures to safeguard the standards of living of its citizens. At no point is the need for such help greater and more necessary than in old age, sickness and during periods of unemployment. The slogans, "the right to live" and "the right to work," preached about a hundred years ago, by Louis Blanc, have come to stay. The conscience of humanity has at last quickened to appreciate the change that has come over our social and economic environment. All nations have realized this basic need. They have passed several measures to protect the standards of life of their working-classes. India cannot lag behind.

All-India
concern.

413. We are alive to the point that these are matters of all-India concern. We gather that the Central as well as Provincial Governments are giving thought to these problems.

Study of the
problem.

414. We suggest that the Provincial Government should embark upon the study, if not the legislation, of social insurance in these directions. Schemes of old age pensions, sickness benefit and unemployment insurance are social laws that need promulgation for the economic security of life.

Survey necessary.

We realize clearly that no action can be taken before a careful survey of the files. Statistical data should be collected and examined. After careful study schemes of social insurance should be prepared and promulgated.

Old age, sickness
and
unemployment.

415. We would, in the first instance, examine incidence of old age, sickness and unemployment amongst Government employees—industrial, clerical. If necessary, others too could be included in this study. Careful appraisal of the fact of old age, the nature, duration and extent of sickness and unemployment would be essential. Conditions of the scheme could then be determined.

Contributory
basis.

416. We are of opinion that the schemes should be worked on a contributory basis. Exemption limits, if necessary, could also be determined.

417. If private employers should wish to join the scheme, they should be permitted to do so. It is a known fact that larger the numbers of people covered by an insurance scheme, the greater is the economy of operation. **Private employers.**

418. The question of benefits, their nature, duration and application, **Benefits.** would have to be carefully considered.

419. All these matters need careful study and formulation. The brief study made of the circumstances of Press and non-Press workers at Allahabad, in connexion with our Enquiry, already indicates the urgent examination of these matters. We recommend the appointment of a body that could take the study of the question in hand. **Small committee recommended.**

CHAPTER XXVI

TRADE UNION

Government
Presses
Employees'
Union.

420. There has been a Press Employees' Union since 1928. It has been reorganized since 1932, as the Government Presses Employees' Association.

The membership is 985 out of a total of 1,400 employees.

Foremen and section-holders are not members. Evidently they would not be welcomed. This is not unusual.

The clerical side is also represented. But is not in sufficient strength.

Officers
non-workmen.

421. The President, Vice-President and Assistant Secretary are non-workers.

The men.

422. Without any disparagement to anybody, we hope the day is not far off when most of the officers of the Union will be from amongst the actual workers. It would give the Association a sense of concreteness, which it at present lacks. In other countries it is not the outsiders that hold the commanding positions. In fact, if they are members of the Trade Union they cannot become officers. Non-workers have rendered laudable services to the cause of Indian Labour. In Indian Trade Union history their record will be mentioned with appreciation. Trade Union leadership must pass into the hands of the actual workers. This is its due. As indicated elsewhere, we found some of the spokesmen of the workers from amongst themselves to be men of marked ability possessing thorough knowledge of their work and problems. At the same time they were much imbued with a wholesome sense of duty. We see no reason why more of them should not hold high office in their Union. All officials, except the Assistant Secretary, are rendering honorary services.

Collection- of
subscriptions.

423. We were not able to get at the books of the Union. The monthly subscription is at the rate of one pice per rupee. The collections are usually in arrears. The demands that subscriptions should be collected through the agency of the Press office cannot be endorsed. Ahmedabad is the classic example in India, where Union collections were made through the agency of the employer. But it is an unusual practice and is unsound from the Trade Union point of view. Even in Ahmedabad it has now been given up. The Union collects its own subscriptions itself.

No friendly
benefit
activities.

424. As far as one can see, the Union carries no kind of friendly benefit activities on behalf of its members. No attempt is being made to do anything for the education, general or technical, or even the welfare activities of the children of the members.

425. A demand was made that some ground or rooms be allotted to the Union within the Press precincts, and permission be given for holding Union meetings. We cannot see our way to accept this suggestion.

Meetings not
possible in Press.

We were told by the President of the Union that such facilities were accorded by the Postal department to their members. We have received information from the Postmaster General of these Provinces about this matter. In this connexion he states: "The holding of Union meetings on department premises is generally not objected to, but no room is allocated for use as office of the Union."

We feel that the members in a Postal Union are far smaller than what they are at the Press at Allahabad. For this reason as well, we are not prepared to follow the example set by the Post Office in allowing meetings to be held on the premises.

426. It is healthier and more robust and conducive to the building up of the self-respect of the Union itself to have its separate buildings and premises. The Union should stimulate pride enough amongst its members to enlist their support for such a scheme. Should own premises.

427. We wish to place it on record that we are of opinion that for the just and smooth conduct of the Press, and for the matter of that of any industrial establishment, a Trade Union is an asset. The workers have a point of view and an approach to problems that is not easily apprehended by the management, no matter how sympathetic and paternal they may be. The Union can, if well-conducted, and well-acquainted with technicalities of the trade, achieve much in the harmonious conduct of work. Harmony in industry, we have repeated so frequently, is of vital concern to the State, the industry, to the country and to the men themselves. A well-led, well-acquainted, well-disciplined Trade Union would be a valuable help in this direction. Everything should be done to encourage the work of such workers' Union.

428. We feel that no worker or employee should be prevented or penalized for participation in Union activities. Security of service, other rights and privileges of such Union workers must be rigidly and strictly safeguarded. No victimization should be tolerated. Such active workers are not necessarily agitators. It has been our experience that quite often it is the clever, as well as the industrious, worker who also proves to be the best spokesman of his fellow workers. Such men should be respected and shown every consideration. This will add to sense of self-respect of the men. This will inevitably add to better sense of discipline. Able and right-minded managers cannot but welcome such collaboration. No victimization.

429. We are not oblivious of the fact that occasionally it is a rotter who commands a credulous audience and creates great mischief. Such men should be dealt with appropriately. On the other hand, if Trade Union officials know their business, and are concerned to help rather than to hinder, to lead rather than to be led, they will add to the building up of a healthy and responsible tradition of co-operation between management and workers. This is vital for the good of the country. Harmony, and not class hatred, should be the objective of both the employers and the employees. Harmony not class hatred.

430. It was suggested that the Government Presses Employees' Union should be allowed to join the Local Press Workers' Union. We are not inclined to dismember the unity and the solidarity of the workers. But we feel that for administrative reasons, as well as for purposes of security generally, all Government workers should be kept outside the organization of the workers in private industry and trade. There is a fundamental Government Rule to this effect. First and foremost, the conditions of employment, rates of wages, provisions for various kinds of benefits, channels for redress of grievances, security of service, and other matters appertaining to workers in Government industrial establishments, are so different as compared to those that are prevalent in private industry, that there is not the same need for workers' tactics. Secondly, the obligation of the State workers, to keep the machinery of Government in constant action, is so important that no laxity can be permitted. The collapse of the community would otherwise be threatened. The service of the State must be carried on ceaselessly.

We believe that the majority of workers in the Government Press itself do recognize this important distinction. They realize that heavy responsibility rests upon them. They own this sacrifice of their right for the good of the State and the good of the community. This condition is basic. It is therefore that wages and conditions in State concerns are, and must be, superior to those that obtain in similar private establishments.

Good of community greater than good of a section.

Railway example not applicable.

Over 75 per cent. of the railways in the country are State owned. This in itself places the railways in a category by themselves. The Government Press is on the other hand but one unit in the whole of the printing industry. Besides certain conventions have been built up between the workers' organization, the Indian Railway Federation, and the Railway Board for mutual consultation so that the two cases are not comparable. We cannot accede to the request that the Government Press Workers' Union should be given permission to join Unions of private concern. The Government Press is an important and a vital public utility industry. A prolonged break-down of the Government Press would seriously affect the efficiency of the administration.

431. We are of the opinion that the Union officials should be allowed ready access to the Superintendent or other authorities of the Press. We feel that communications from them should be attended to with due courtesy and promptitude. Naturally, the same return of courtesy is to be expected from the Union. We maintain that when workers have failed to secure the adjustment of their grievances, individually or collectively, through departmental channels, that they should then enjoy the unfettered right to have the matter represented by their accredited Trade Union officials.

432. We are not able to accede to the request put forward that the Union officials should have freedom of ingress and egress to the Press and its various sections. We do not believe that would either be necessary nor would it be desirable. The Superintendent may, however, allow permission of entrance of a Union official to any section of the Press as deemed necessary by him.

433. It goes without saying that employees cannot engage in, or have freedom of access to, departments other than their own, while on duty. They naturally cannot have access or utilize records, or matter therein contained, without the previous sanction of the Superintendent.

434. Union officials have requested that certain books should be supplied to them free of cost. If there is nothing confidential about such documents, we recommend that these be supplied to the Union officials on request, free of cost.

Works committee second best.

435. The Works Committee proposition has occupied our attention. We are aware that it is in existence in the Central Press at Delhi and at the Bengal Government Press. We are not, however, impressed with its need where there is a strong Trade Union in existence. Such a body would be needed where the bulk of the workers were outside of the Union.

We are anxious, as we have stated above, to build up a strong and well established Trade Union organization. We are, therefore, not in favour of recommending the institution of Works Committee. We regard it as second best. However, this is not to imply that, in future, should the situation so develop that it would not be outside the power of the Press authorities to organize Works Committee.

In some other Provinces there are Press Workers' Union recognized by Government, but these too are exclusively confined to Government Press Employees only.

CHAPTER XXVII

SCHOOL OF PRINTING

436. Our Terms of Reference invited our attention to the question of training in Printing. During the course of our Enquiry, we were greatly impressed by the need for a School of Printing in these Provinces. Nowhere is systematic training imparted for the learning of this important and highly technical occupation. Individual private Presses and an institution or so do give certain amount of opportunity to young men who desire to take up this trade. But, in most cases, the so-called apprentices are left to "pick up" the processes as best they can themselves. In very few instances, is any particular attention or instruction given to these learners. The State, too, has no institution or school where training in printing and allied trades is given. Need for School of Printing.

437. We are convinced that, apart from the needs of Government itself, there is going to be keen and increasing demand in these Provinces for printed matter. All types and descriptions of printing work, too numerous for enumeration, will shortly arise. With growth of literacy, and development of trade and industry, this happily is inevitable. If this demand is to be adequately and cheaply met, one of the essential factors which will help to make this possible will be the supply of properly trained men for the printing industry, in all its various branches. A trained body of men is an essential element in promoting efficiency and reducing costs in all industries. In the printing industry this applies with greater emphasis. With greater mechanization, use of costlier plant and high grade equipment, thorough training of operators and supervisory staff is an indispensable necessity. Proper utilization of plant, its longevity and efficiency cannot otherwise be secured. The present haphazard methods of training cannot any longer be regarded as adequate; indeed they stand condemned. The irresistible conclusion is for the creation of a well-planned and well-staffed School of Printing. Haphazard methods of training stand condemned.

438. We are, therefore convinced that the State will be rendering great service to these Provinces at large, if it organized and established, a well-equipped and well-staffed School of Printing. For most other arts and crafts the State has such training institutions. There can be no reason why this important industry should go unserved with such facilities. Government Training Schools and Colleges for Agriculture, Carpentry, Metalware, Textiles and Leather Trades have rendered great service. We are confident that a School of Printing would fill a keenly felt need. Government obligation.

439. We may here refer to the Note on the subject of a School of Printing prepared for our benefit by the Secretary to the Committee, Colonel D. W. Crighton. The entire problem has been ably and comprehensively discussed by him in this Note. Col. D. W. Crighton's note.

"Briefly, the aim of the School would be to train efficient workmen in the various processes giving them a sound training in one particular branch, be it type composition, machining, binding or lithography, with a useful knowledge of complementary processes. From these craftsmen will emerge the foremen and managers, for whom after the School has been in existence for two or three years, classes in estimating, costing, and other subjects can

*See Appendix 5.

be started. The next aim would be to weld the training into a balanced relationship of theory and practice" (*Quotation from COL. CRIGHTON'S NOTE*).

Location of the School.

440. We have next to consider the location of the School. After reviewing the advantages of various possible centres, we are of the opinion that Allahabad would prove to be the most satisfactory. It has the largest number of Presses and Press workers of any city in these Provinces. In fact, printing and publishing is one of the major industries of this city. There is already a fair amount of tradition and knowledge with regard to this occupation available at Allahabad. These will readily profit by the opening of such a school at Allahabad.

Site at Allahabad.

441. As to its actual site in Allahabad itself, it could either be in close proximity to the Government Central Press or in the immediate neighbourhood of the Government Carpentry School. There are advantages in locating it alongside the Government Central Press. These advantages would consist in the close supervision and instruction by the Superintendent of the Press and its staff as well as the ease with which students could obtain workshop and practical instruction in the various sections of the Press itself. There is much to be said for this arrangement.

Polytechnical training.

442. On the other hand, there are general educational advantages if the School of Printing were located near the Government Carpentry School. For the trend in occupational instruction is to effect a certain amount of co-ordination in learning other crafts and trades. Polytechnical training is regarded as basis to a specialized training in any one trade or occupation, for this purpose, the advantage of locating the proposed School in the neighbourhood of the Carpentry School are distinctly superior to those of locating it near the Government Central Press.

Common Principal assisted by specialized staff.

443. A common Principal to the School of Carpentry, Printing and other industries that it may later be considered desirable to include, could be appointed. He would be assisted by a fully qualified officer of the rank of the Assistant Superintendent of the Government Central Press, as principal instructor in that industry.

New Buildings.

444. It is clear that wherever it is decided to erect the School, either at the Government Central Press or near the Carpentry School, completely new buildings, adequate for the purpose, will have to be constructed. The construction of the building and its equipment with a major part of plant and machinery would be the chief item of non-recurring costs as given.

Eighth standard minimum qualification.

445. With regard to educational qualifications for admission to the proposed School, various views were expressed before us. The consensus of opinion was that the eighth standard, or its equivalent, for European and National schools, should be accepted as sufficient for mechanical composition the best educational qualification which students who have passed the Matriculation standard. In exceptional cases the Principal will have the authority to exempt a student from this qualification.

Admission by examination.

446. Selection should be by an admission examination to be held by the Principal of the School. The examination should consist of a test, both written and oral.

Age. Reservation for sons of printers.

447. The age of candidates should not be less than 15 years. Up to 50 per cent. of the admission should be of sons of persons in the printing industry, whether of the Government Press or any other Press.

448. We may here state quite clearly and frankly that we should not place any bar, should any woman candidates apply, for admission to the School. In other countries women take a considerable share in the printing industry. Women candidates to be admitted.

449. Suitable fees should be levied. The fees may be from Rs.3 to Rs.8 per month. In the first two or three years, the fees should be low, but in the last two years higher rates should be charged. Fees.

450. A fair supply of freeships or scholarships should be provided for deserving and poor students. Scholarships.

451. There should be an Advisory Board to consist of proprietors and managers of Presses throughout the Province. Educationalists and others interested in printing, like Newspaper owners, Editors and other Publishers, should also find a place on the Board. Nominees from the Legislature should also be placed in the Board. Advisory Board to be nominated.

452. The Committee shall be nominated by the Minister-in-charge.

453. The Course should be a five years' course. Five years' course.

454. We are confident that, with the establishment of the proposed School of Printing, the Government would have equipped these Provinces substantially in waging war against illiteracy, and providing powerfully for helping the cause of the advancement of learning and culture amongst the people. Means of waging war against illiteracy.

455. We take this opportunity to express our thanks for the opportunity we had of conferring about this proposal, with several Proprietors or Managers of important private Presses in the Provinces. They were thoroughly convinced that it was highly desirable that the Government should start and organize a School of Printing. They were not inclined to leave the matter to any private institution or society. Help acknowledged

456. We herewith give an outline of the staff required and the cost involved in the proposed School. We also indicate the recurring and non-recurring expenses that will be involved if our scheme is accepted. Cost involved.

There will be one Chief Instructor whose qualification should not be less than that for an Assistant Superintendent of the Government Press and should therefore possess knowledge of various processes of printing and, in addition, he should be qualified to impart that knowledge lucidly. He should have a real love and enthusiasm for his job, keeping himself fully informed of new processes and methods being tried out in various parts of the world, and reception of new ideas. He should be able to instil respect and discipline among his students. Staff.

In addition, there will be assistant instructors, one for composing and machining, one for book-binding and another for lithography. These assistant instructors should be of the status of foremen and should be men with educational and technical qualifications possessing years of practical experience. They must also be receptive to new ideas.

Apart from the cost of buildings, which would depend on whether the School should be incorporated with the Government Carpentry School or be a separate entity the non-recurring expenditure may be put at—

	Rs.	Non-recurring expenditure.
Cost of building		
Cost of composing room equipment—		
Cases composing frames, etc.	5,000	
Machine room equipment—		
Platen machine, one	4,800	
Flatbed machine, one	8,000	

	Rs.	Rs.
Motor, one	200	
Erection and other charges	500	
Bindery equipment—		
Block Press	3,000	
Brass types	}	
Handpower cutting machine, etc.	}	
Lithographic press—Beds for plates, etc.	3,000	
Tables, chairs, cupboards, etc.	1,000	
Total	<u>25,000</u>	
Recurring charges—		
One instructor, Rs. 200—10—230, average Rs. 260 by 12	3,120	
Two assistant instructors, Rs. 50—2/3—75, average Rs. 65 by 12 by 2	1,650	
One assistant instructor, Rs. 35—1/8—50, average 46-4 by 12	555	
Contingencies, including servants, current, consumable stores	1,200	
Total	<u>6,525</u>	
Stipends, debitable to the Government Press—		
First Year—		
12-8 by 20 by 12	3,000	
Second Year—		
12-8 by 20 by 12	3,000	
15 by 20 by 12	3,600	6,600
Third year—		
12-8 by 20 by 12	3,000	
15 by 20 by 12	3,600	
17-8 by 20 by 12	4,200	10,800
Fourth and subsequent years—		
12-8 by 20 by 12	3,000	
15 by 20 by 12	3,600	
17-8 by 20 by 12	4,200	
20 by 14 by 12	3,360	14,160

CHAPTER XXVIII

SUMMARY OF RECOMMENDATIONS

It remains for us to state, briefly, our principal recommendations. It is not necessary for us to indicate our reasons. These have been argued in the body of the Report.

The recommendations are given chapterwise.

CHAPTER I—SYSTEM OF RECRUITMENT AND PROMOTION

We emphasize that the efficiency and the permanent economy of the Press depends upon the quality of its personnel. Officers and men selected should be well above the average.

Our recommendations are :

(1) That all clerks should be Matriculates at least.

(2) That all those selected for the Reading department should be Intermediate passed or possess equivalent European School or other academic qualifications.

(3) That all men selected for the Hand-composing department should have passed the eighth standard examination or its equivalent.

(4) That all men appointed as mechanical composition operators should be Intermediate passed, and should have had hand-composition experience.

(5) That all clerical appointments should be made through the Public Service Commission. The Superintendent of the Government Press should assist the Commission in the matter of assessing candidates.

(6) That all industrial appointments should be made by the Superintendent, assisted by his officers.

(7) That all candidates, whether for the clerical or the industrial side, should pass a medical test.

(8) That other things being equal, preference in making appointments should be shown to sons and near relatives of Government Press employees.

(9) That after a period of three years' probation if apprentices have proved efficient, and there are vacancies, they should be made permanent. This is to apply to the clerical staff as well.

(10) That present employees who have worked for over 10 years and cannot be made permanent, for one reason or another, should be discharged, with suitable compensation.

(11) That promotion should be governed by merit.

Seniority should be given due weight. The Superintendent is to have the power of promotion or demotion. The workers are to continue to enjoy the right of appeal.

(12) That vacancies should be filled in by men from within the Press. If suitable candidates are not available, the post should be filled in from recruits from outside the Press.

(13) That a Record Sheet should be maintained for each permanent worker in the Press.

(14) That rush work, unless it is of confidential nature, should be given out to private Presses. Men employed on rush period work should be discharged when work is completed.

(15) That women candidates should be allowed to apply, and if found suitable, should be appointed.

(16) That a departmental review of cadre should be made every five years.

CHAPTER II—HOURS OF WORK

Punctual and intensive work, with due recess, regulation of shift and of overtime work is endorsed.

We recommend :

(17) That there should be no change in the working hours of the clerical or industrial staff. But that if much overtime is experienced then a full 8 hours' day should be adopted.

(18) That there should be a separate entrance for the clerical staff.

(19) That more gate facilities should be provided for the industrial staff.

(20) That the hours interval between the two gates should be reduced. The two gates should be one at 8.30 a.m. and the other at 9 a.m.

(21) That grace time should be reduced to 5 minutes, instead of being of 10 minutes as at present.

(22) That the present attendance rules are fair and equitable.

(23) That men who are physically feeble or old should be allowed to change into the general shift from the morning and afternoon shifts, if they so wish, and if it is possible to accommodate them.

(24) That except for abnormal reasons, work on weekly day of rest and holidays should not be performed.

(25) That overtime should be energetically curtailed.

(26) That "No work hours" should be deducted when fixing grades.

(27) That "Make ready" time should be fixed adequately for various operations.

CHAPTER III—WORKING CONDITIONS

Good conditions make for good work, is our thesis.

We recommend :

(28) That extensive modernization of several departments should be taken in hand without delay. Particular attention is drawn in this regard to the Bindery, the Die-stamping, the Machine-room, Forms Store and Stationery departments.

(29) That more fans, air-exhaust arrangements, air-conditioning and *khush-khush tattis* should be provided. This matter is all the more emphasized since we are advocating the removal of the Photo-Litho Press from Roorkee to Allahabad.

(30) That lighting conditions should be improved where indicated.

(31) That separate tables or desks should be provided to a pair of Reader and copyholder and clerks.

That they should be provided with cane seat chairs, with arms.

(32) That the clerical and the Reading department should be provided with a *farash*.

(33) That more spittoons should be provided.

- (34) That flush system for sanitary service should be introduced. In the meanwhile the number of sweepers should be increased.
- (35) That the clerks should be allocated separate latrines.
- (36) That some urinals, centrally located, should be provided.
- (37) That washing facilities should be provided.
- (38) That uniforms should be provided for the Watch and Ward department.
- (39) That protective uniforms should be provided in certain other departments.
- (40) That a sanitary squadron should be organized.

CHAPTER IV—LEAVE AND HOLIDAYS

Demand for leave with pay is being made more and more in most countries and is being recognized as a just claim. It is being accorded in many private industries.

We recommend :

- (41) That the staff when called upon to work on a Sunday should be given leave in lieu for a day. The same should be for other holidays.
- (42) That the leave rules for the piece-workers should be liberalized as indicated by us.
- (43) That all "coolie" labour should be placed to Establishment and should be accorded the same privilege as peons and others in that category.

CHAPTER V—THE WAGES PROBLEM

We indicate the importance of the Wage question and endeavour to establish the principle of the Minimum wage. We also argue for the recognition of an incremental system of salary regulation, with efficiency bars.

We recommend :

- (44) That the principle of Minimum wage should be recognized, and that Rs.15 per month be given to an adult male worker.
- (45) That the uncontrolled stoppage of work should be paid for at recognized rates.
- (46) That Sunday work should be paid for at double rates.
That work on other holidays should be paid at 50 per cent. of the normal rates.
- (47) That overtime earnings should be paid to the workers by the month succeeding the one in which they earn them.
- (48) That special overtime allowance should be granted to foreman who looks after Government House work, when His Excellency the Governor visits Allahabad.

CHAPTER VI—CADRE

The question of number of officers and men and their wages are discussed in this chapter. As the matter is of great detail, we suggest that our recommendations should be read in that chapter itself.

CHAPTER VII—DEDUCTIONS AND ALLOWANCES

Allowances and Deductions are discussed in this chapter.

Our recommendations are :

- (49) The fines should be deducted and allowances be given at the one and the same rate, except otherwise stated.

(50) That a Record Sheet for each worker should be kept.

(51) That workers should continue to enjoy the right of appeal as at present.

CHAPTER VIII—PENSIONS AND PROVIDENT FUND

The necessity of providing for the old age and retirement of workers is indicated in this chapter.

We recommend :

(52) That no pension should be of less than Rs.10 per mensem.

(53) That all those who have put in less than 10 years' service should be required to contribute to a provident fund scheme.

(54) That all those who have put in more than 10 years' service and cannot be made permanent or have to be retired, should be given a proportionate pension.

(55) That all those who have put in more than three years' but less than 10 years' service should be given a retiring gratuity on retrenchment.

(56) That all those who are regarded as "inferior" servants—preferably to be called "Lower division" servants—should be granted a pension.

CHAPTER IX—POWER SUPPLY

We suggest greater use of electricity.

We recommend :

(57) That a small expert committee should be appointed to probe into this matter further.

CHAPTER X—RAW MATERIAL, STORES AND STATIONERY

We examined the present system of purchase and recommend its continuance in spite of one great disadvantage.

We recommend :

(58) That in view of the advantages of centralized purchase the present system should continue.

(59) That preference to United Provinces tenderers be given only where all other factors are equal.

(60) That the raw materials store be removed from its present habitation into a newly constructed building which will remove existing complaints.

(61) That the new store-room be air-tight, damp-proof and well-lighted.

(62) That a covered platform, to facilitate loading and unloading in inclement weather, be constructed.

(63) That the store should be insured against fire.

CHAPTER XI—MACHINERY

We survey the method of purchase and approve of it.

Our main recommendation is about the depreciation fund.

(64) That the depreciation fund rule should be modified as in the Telegraph and Postal departments.

(65) That the rate of depreciation should be reduced from 8 to 7½ per cent.

CHAPTER XII—RATIONALIZATION

We recognize the need for rationalization and devise a scheme for its introduction in the Press.

We recommend :

(66) That extensive mechanization of the Bindery, Composing and Printing departments be undertaken.

(67) That a five years' programme be laid down for the purchase of suitable machinery for all these departments.

(68) That workers thrown out of employment by mechanization be suitably dealt with in accordance with the detailed proposals we make.

(69) That internal transport within the Press be mechanized and suitable lifting and stocking machinery be installed.

A few calculating machines be purchased for the office.

CHAPTER XIII—TRANSPORT

We study the need of transport facilities for the Press and recommend :

(70) That one lorry should be retained with its complement of crew.

(71) The tenders should be invited from contractors but if not found economical or otherwise convenient, another lorry should be added to the Press.

(72) That the demurrage account should be scrutinized every month.

(73) That overtime should be granted after 10 hours' day's work.

(74) That a day's leave should be given for Sunday work.

(75) That the lorry crew should be counted on the industrial side and should be given all the privileges regarding leave and other matters as are given to other industrial salaried hands.

(76) That protective uniforms should be given to the driver, the cleaner and the complement of transport auxiliaries.

(77) That the question of a special Press-siding should be further considered by a special small committee.

CHAPTER XIV—BOOK DEPOT

We suggest several ways of achieving economy and other improvements.

We recommend :

(78) That careful estimate for printing orders should be prepared by the departments.

(79) That a weeding list should be prepared and circulated amongst various institutions and departments indicated.

(80) That these should be advertised and price reduced for sale.

CHAPTER XV—FORMS, GAZETTE AND THE CONSUMPTION OF PRINTING PAPER

We indicate possible ways of economy, and suggest an enquiry by a special officer, official or non-official :

(81) That the enquiry be undertaken in collaboration with a departmental representative with a view to secure agreement of the department to the proposed changes.

(82) That the enquiry should also extend to the Gazette, the Civil List, the Public Information Series and other periodical publications.

(83) That before tenders are again called for the printing of patwari forms, the Government Press be asked to give the quotations also, and if there are prospects of substantial economy additional plant be purchased if existing plant unsuitable or insufficient.

CHAPTER XVI—REGULATION OF WORK

We attach great importance to this chapter. We suggest several methods for securing economy.

We recommend :

(84) That the departments should be supplied with up-to-date information about their stocks with the Press, before issuing orders.

(85) That matter for the weekly Gazette should be sent by due date. No matter should be included after that time, except for emergency reasons.

(86) That all matter for printing, like forms and other items, should be sent in at due time.

(87) That an Editing department should be organized for preparing matter from the Legislatures for final printing by the Press, the same as is done in Delhi.

(88) That delay in return of proofs, or other extra cost should be charged to departments concerned.

CHAPTER XVII—PRIVATE PRESSES

We argue that while private Presses must chiefly look to the ordinary market for work, they are yet entitled to some consideration from Government. All rush work, as well as some other work, of non-confidential nature should be given out to them.

We recommend :

(89) That an approved list of private Presses should be maintained by the Superintendent to whom rush or other work could be given on occasions.

(90) That our recommendations regarding wages and conditions cannot indiscriminately be imposed upon private Presses.

CHAPTER XVIII—JAIL PRESSES

We review the matter carefully and arrive at the conclusion that except for juvenile prisoners, printing is unsuitable as a Jail industry. We also come to the conclusion that modern printing operations cannot be carried out by convict labour, and the old methods are too costly.

We recommend :

(91) That the Jail Presses should be abolished and be brought over to the Central Press at Allahabad, with consequential recommendations.

CHAPTER XIX—ROORKEE PRESS

We greatly appreciate the climatic factor at Roorkee and its excellent accommodation at the Thomason Engineering College. But for reasons of economy we recommend :

(92) That the Photo-Litho Press at Roorkee should be removed to Allahabad.

CHAPTER XX—LUCKNOW PRESS

We are duly impressed with the importance of the Branch Press at Lucknow and make recommendation for modernizing it in every direction in order to make it more efficient to serve the Secretariat and the Legislatures. We visualize a time when an officer of the rank of the Deputy Superintendent should be posted in charge of the Press at Lucknow.

We recommend :

(93) That substantial extensions should be made, and the Press modernized, in manner suggested.

(94) That the shifts should be fixed, and should not be altered from day to day.

(95) That immediate steps should be taken to provide quarters for the staff.

(96) That the Assistant Superintendent should be provided with a free house. That our suggestions for rent charges should be applied equally to Lucknow as to Allahabad.

(97) That there should be appropriate strength of the staff and additions be made in several departments.

(98) That a small dispensary with a visiting doctor should be provided.

(99) That several items of Welfare should be introduced, for instance more spacious dining hall, bicycle shed and the like.

(100) That there should be a proper approach to the Press, especially for big lorries, and shelter for loading and unloading.

(101) That substantial economies should be possible by way of limiting the number of Questions to be printed on the Agenda of the Assembly everyday, and by printing the Amendments in a separate booklet, and by using the Dak box exclusively for urgent dispatch work.

CHARGES XXI—SYSTEM OF ACCOUNTS

We analysed the present system and suggest that the accounts be commercialized :

(102) Each and every department whether paying or non-paying be responsible and accountable for its own printing budget and be debited by the Press for all the work done.

(103) The Press should be authorized to charge extra for urgent work done at short notice and debit the department concerned.

(104) A liberal appropriation when demanded from the depreciation fund be made without much recourse to red-tapeism and the name of the Depreciation Fund be changed to Renewal and Replacement Fund.

CHAPTER XXII—WELFARE

We acknowledge the fact that recreative facilities are conducive to good work.

We recommend :

(105) That a dining hall with a recreation room should be erected.

(106) That the triangular plot in front of the Press should be leased to the Press for use as sports field.

(107) That a financial grant should be made by the Press towards athletic and other activities.

(108) That a seat for an elected worker should be reserved upon the Executive Committee of the Co-operative Society.

(109) That an attempt should be made to start a Co-operative Stores.

CHAPTER XXIII—MEDICAL PROVISION

The need of good health is recognized and protection from certain diseases is emphasized.

We recommend :

(110) That a Press Medical Officer should be appointed.

(111) That systematic test for lead-poisoning should be carried out and facilities be given to private Presses to take advantage of these provisions. Eye-test and other suggestions are proposed.

(112) That a small hospital should be located at place indicated.

(113) That a Maternity Centre especially directed to attend to Press workers' wives and children should be arranged.

CHAPTER XXIV—HOUSING

We recognize the importance of housing, but did not discover any particular keenness on the part of the workers for a Housing Scheme. But for the Lucknow Branch Press we make very special recommendations for staff quarters.

We recommend :

(114) That a small beginning towards housing should be made.

(115) That with regard to rent several employees, who have peculiar duties to perform should be provided with free quarters, but that others, who draw a salary up to Rs.60 per mensem, be charged 5 per cent., and those drawing more than Rs.60 be charged 10 per cent. of their salaries as rent.

(116) That the Superintendent should be provided with free quarters, as hitherto, and the Deputy Superintendent as well.

CHAPTER XXV—SOCIAL INSURANCE

We point out the vital need for protecting the economic security of the employees, and make the recommendations :

(117) That a small committee should be appointed to make a survey and offer suggestions for instituting a scheme of Social Insurance against old age, sickness and unemployment.

CHAPTER XXVI—TRADE UNION

We value the importance of a well-led, well-disciplined and well-informed Trade Union.

We recommend :

(118) That workers should enjoy the right of representation, by their officials in serious matters, after first attempting the usual methods of redress.

CHAPTER XXVII—SCHOOL OF PRINTING

We emphasize the need of a proper training in printing and allied arts and recognize the obligation of Government to institute a School of Printing.

We recommend :

(119) That the School should be located in Allahabad either near the Central Press or at the Carpentry School.

(120) That the syllabus, staff, machinery, period of training, fees, scholarship, should be according to the suggestions made by us.

APPENDIX I

GOVERNMENT PRESSES ENQUIRY COMMITTEE, UNITED PROVINCES

QUESTIONNAIRE FOR GOVERNMENT AND PRIVATE PRINTING PRESSES

(Wherever a permanent, temporary, and/or day labour staff is employed the details with regard to wages and conditions of service of each may please be furnished separately; also, in the case of Government Presses, new scales of wages should be shown separately from old scales; where space does not permit for giving full details they may be written on separate sheets of paper and attached to this form.)

1. Is the firm a limited or private company or owned by a family or individual?				
2. If owned by a family or individual does a member of the family or the proprietor act as manager? ...				
3. If the manager is a member of the family or the proprietor, does he draw a fixed salary, bonus, allowance, and/or other remuneration, and, if so, what are they monthly?				
4. In the case of a company or where the family or proprietor does not manage the business how many managers or executive officers are there and their salaries and other remuneration?				
(a) General Manager				
(b) Assistant Managers				
(c) Works Managers				
(d) Assistant Works Managers				
(e) Officers in charge of clerical establishments...				
5. Are any of these on a time-scale of pay or a definite progressive scale? If so, give details and state if there is any efficiency bar at any stage of the scale.				
6. What are the numbers employed, and the minimum, maximum, and average rates of pay of—	No. employed	Minimum wage	Maximum wage	Average wage
(a) Senior clerks				
(b) Junior clerks				
(c) Dispatchers and packers				
(d) Office servants (peons, daftaries, etc.) ...				
(e) Watch and Ward (chaukidars and gatemen)...				
(f) other servants (sweepers, etc.)				
7. Are any of these on a time-scale of pay or on a definite progressive scale? If so give details and state if there is any efficiency bar at any stage of the scale?				
8. What are the numbers employed and the minimum, maximum and average rates of pay of—	No. employed	Minimum wage	Maximum wage	Average wage
(a) Composing supervisors				
(b) Letter-press printing machine supervisors ...				
(c) Lithographic supervisors				
(d) Bindery supervisors				
(e) Other supervisors				

9. Are any of these on a time-scale of pay or on a definite progressive scale? If so give details and state if there is any efficiency bar at any stage of the scale?...

10. What is the number of sections in each department and the average number of workers under the charge of each supervisor in—

- (a) Composing department
- (b) Letter-press printing machine department
- (c) Bindery department
- (d) Lithographic department
- (e) Stereo and type-foundry
- (f) Other departments (give the names of departments in detail)

11. How many machines are installed in each department?

(a) Composing—

- Linotype or Intertype
- Monotype keyboards
- Monotype casters

(b) Letter-press printing—

- Flatbeds
- Platens
- Rotaries
- Hand presses

(c) Lithographic printing—

- Flatbeds
- Power presses
- Hand presses
- Direct rotaries
- Offset rotaries

(d) Bindery and warehouse—

- Sewing machines
- Wire stitching machines
- Folding machines
- Ruling machines :
 - pen ruling
 - disc ruling
- Perforating machines
- Paper cutting machines

Board cutting machines				
Finishers' blocking presses				
Die-stamping presses				
Copper-plate presses				
Other miscellaneous machines				
(e) Stereo and type-foundry—						
Type-casting machines				
Rule and lead casting machines				
Matrix beating machines				
Matrix mangles or presses				
Casting boxes				
Bowlers or saw trimmers				
Routers				
(f) Other departments			
12. Are the duties of supervisors confined to actual supervision and clerical work or are they required to assist in actual operations, such as to compose type, work on machines, etc.?			
13. Are any clerks employed to assist supervisors in maintaining time and work registers, etc.? If so, how many are employed and what are their minimum, maximum and average pay (these should not be included in the office clerical staff)?			
14. What are the numbers employed, and what are the minimum, maximum, and average wages of the following kinds of industrial workers on fixed pay?						
(a) Hand compositors				
(b) Linotype or Intertype operators				
(c) Monotype operators				
(d) Monotype caster attendants				
(e) Distributors				
(f) Impositors				
(g) Stone hands, galley proof press-men and other composing auxiliaries.				
(h) Readers				
(i) Copyholders				
(j) Letter-press machinemen				
(k) „ hand pressmen				
(l) „ labourers				
(m) „ inkmen and paperboys				
(n) Lithographic machinemen				
			No. employed	Minimum wage	Maximum wage	Average wage

	No. employed	Minimum wage	Maximum wage	Average wage
(o) Lithographic pressmen				
(p) „ machine labourers				
(q) „ inkmen and paperboys				
(r) „ draughtsmen				
(s) „ writers				
(t) Bookbinders (pakka binding)				
(u) „ (kachcha binding)				
(v) Paste boys, sewers, folders, gatherers, etc....				
(w) Die-stampers				
(x) Copper-plate printers				
(y) Workers on wire-stitching and book-sewing machines				
(z) Paper rulers				
(aa) Paper cutting machinemen				
(bb) Stereotypers				
(cc) Type-casters				
(dd) Type-rubbers				
(ee) Engine driver				
(ff) Engine room labourers, oilers, etc.				
(gg) Linotype mechanics				
(hh) Monotype mechanics				
(ii) Electrical mechanics				
(jj) Electric labourers				
(kk) Fitters				
(ll) Blacksmiths				
(mm) Carpenters				
(nn) Labourers in all industrial departments				
(oo) Any other class of workers (give details and nature of work)				

15. Are any of the above paid a basic wage with bonus for additional outturn or deductions made for failure to perform an allotted task? If so, give details.

16. Are any of the above industrial workers on time-scales of pay or on definite progressive scale? If so, is there any efficiency bar at any stage of the scale? ...

24. What are the methods employed of recruiting and who is authorized to recruit labour? If methods of recruiting clerical and industrial labour vary, give details of variations

25. If one subordinate to the General Manager is empowered to recruit labour is it by recommendation or selection and what system is there of supervising such recruitment?

26. What are the minimum educational qualifications required for employment on the clerical staff?...

27. What are the minimum educational and technical qualifications required for the various kinds of industrial labour?

28. Are any examinations held for promotion to higher grades? If so, give details

29. What security of employment is explicitly guaranteed to clerical staff and industrial workers

30. What is the length of notice to which clerical staff is entitled (a) on termination of service, and (b) what is the length of notice they must give on desiring to resign from service?

31. What is the length of notice to which industrial staff is entitled (a) on termination of service, and (b) what is the length of notice they must give on desiring to resign from service?

32. What are the normal working hours of clerical staff?

33. What rest period is given to the clerical staff?...

34. Is overtime paid to members of the clerical staff? If so, what are the conditions?

35. What are the normal working hours of the industrial staff?

36. Are any industrial workers employed in shift system? If so, how many shifts are there and what are the hours?

37. If deviation is made from the statutory amounts laid down in the Factories Act, 1934, for overtime payments, what are they?

38. Specify fully the nature and amount of leave on full, fractional, and/or no pay to which members of the clerical staff are entitled

39. Specify fully the nature and amount of leave on full, fractional, and/or no pay to which office and other inferior servants such as peons, watch and ward, sweepers, etc., are entitled

40. Specify fully the amount of leave on full, fractional, and/or no pay to which the industrial employees on fixed pay are entitled

41. Specify fully the amount of leave on full, fractional, and/or no pay to which the industrial piece-workers are entitled

42. What holidays with full and/or fractional pay are granted throughout the year to members of the clerical staff?

43. What holidays are given "by turn" to members of the clerical staff?

44. What holidays with full and/or fractional pay are granted throughout the year to industrial employees on fixed pay?

45. What holidays with full and/or fractional pay are granted to industrial piece-workers?

46. If holidays to piece-workers are paid for, how are the rates of remuneration decided? Give rules.

47. If an industrial worker is employed on a holiday is he paid overtime plus his day's wages or given a day in lieu?

48. If a holiday falls on a Sunday is the preceding or following working day given in lieu?

49. Are any members of the clerical and/or industrial staffs entitled to pensions after a certain number of years' work or at a certain age? If so, attach the rules or give full particulars governing the grant of such pensions and show the amounts payable.

50. Are any members of the clerical and/or industrial staffs granted pensions or gratuities as a matter of grace? If so, give details of pensions already in force.

51. Have the members of the clerical and/or industrial staffs a provident fund to which they are compulsorily required to contribute? If so, are the members granted pensions in addition?

52. Have the clerical and/or industrial staffs a provident fund to which they may contribute voluntarily? If so, are the members granted pensions in addition?

53. If there is either a compulsory or voluntary provident fund, attach a copy of the rules governing the fund or give full particulars showing the amounts to be contributed by the staff and by the employers, how deposits may be withdrawn, and the security given to contributors.

54. What system of free medical attendance is granted to the employees?

55. Is there a dispensary attached to the factory or is any arrangement made with a private dispensary or hospital to provide the employees with free medicines?... ..

56. What is the incidence of tuberculosis or other respiratory diseases among your employees?

57. What is the incidence of lead poisoning among your employees?

58. What proportion of your clerical and industrial workers wear spectacles?

59. What is the percentage of absenteeism among (a) the clerical staff; (a) the industrial workers?

60. Have you any method of controlling absenteeism or have you any suggestion to offer by which it may be controlled?

61. What forms of welfare work, such as housing, canteens, rest rooms, recreation, co-operative societies, etc. among the employees are supported financially, and to what extent, by the employers?

62. What provision for drinking water and washing facilities exist in your factory apart from the public supply? Is the public water-supply available during all normal working hours?

63. Are you in favour of a system of apprenticeship for all classes of industrial workers? If so what educational qualifications should be insisted on for the various operations?

64. What should be the minimum age limit for apprentices?

65. How many years should the apprenticeship last?

66. Would you be prepared to train apprentices if the system is advocated by you?

67. What remuneration do you consider would be suitable for apprentices?

68. Do you consider apprentices should pay premium for enlistment for training?

69. Do you favour the system of unpaid apprentices?

70. Do you approve of the establishment of technical classes for the printing trade and, if established, in which city or cities of the United Provinces should they be situated?

71. Which branches of the printing trade do you consider should be taught?

72. What do you consider should be the length of the courses?

73. Which system do you consider would be preferable: a whole-time training at a technical school; or half-time training in a technical school and half-time practical training in a Press?

74. Would you be prepared to train students on the lines laid down by the head of a technical school if half-time workshop training was adopted?

75. What educational qualifications should be insisted on for students?

76. What should be the minimum age limit for students?

77. Do you consider students should be paid stipends? If so, at what rate?

78. Do you consider Presses training students under half-time system should recoup the school or pay the students at fixed rates?

79. Would you be prepared to support the institution of technical classes by donation, award of prize, or presentation of plant?

80. What form of trade union or similar organization exists among your employees? Have they applied for and obtained recognition from you? If not, what is the objection to recognition?

81. Have you a costing system on lines similar to that of the Printers' Federation of Great Britain or other standard system by which the actual cost of each operation is charged. If it varies from the Federation system give a brief résumé of how productive and non-productive charges are covered and give also some specimens of the rates based on actual costs

82. Specimen samples of various kinds of work are attached. Please give estimates for the various operations or inclusive rates according to your standard charges for the quantities, etc., detailed on each sample.

Extract from Appendix A-1 (referred to on page 88)

Q. 82—Specimen samples of various kinds of works are attached. Please give estimate for the various operations or inclusive rates according to your standard charges for the quantities, etc., detailed on each sample.

District	Reply no.	Total cost	No. of copies and pages	Remarks
<i>Dispensary Form no. 8</i>				
Rs. a. p.				
DELHI	47	1,150 0 0	9,000,000, pages 2.	
BENGAL	82	1,525 3 3	Ditto.	
BIHAR	76			
CENTRAL PROVINCES AND BERAR.	89	541 6 6	9,000,000	
MADRAS	92	1,570 12 8	9,000,000	*Refer to note under.
UNITED PROVINCES.	100	511 5 4	9,000,000	
<i>Indian Law Reports, Allahabad Series</i>				
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CENTRAL PROVINCES AND BERAR.	89	43 9 3	Ditto.	†Refer to note below.
MADRAS	92	242 7 5	Ditto.	
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MADRAS	92	1,167 11 0	Ditto.	
UNITED PROVINCES.	100	1,245 0 0	Ditto.	

*NOTE—Except in the case of lithographic samples, the estimates in respect of other items have been worked out.

†NOTE—Central Provinces figures are not reliable. This contains obvious mistakes. The Superintendent, Government Printing, Central Provinces and Berar, has been asked to verify his figures.

District	Reply no.	Total cost	No. of copies and pages	Remarks
<i>Treasury no. 229</i>				
DELHI	47	Rs. a. p. 20 0 0	200 copies.	
BENGAL	82	13 10 8	Ditto.	
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CENTRAL PROVINCES AND BERAR.	89	3 3 1	Ditto.	
MADRAS	92	6 11 7	Ditto.	
UNITED PROVINCES.	100	8 14 0	Ditto.	
<i>Treasury no. 255</i>				
DELHI	47	65 0 0	11,000 copies.	
BENGAL	82	73 12 1	Ditto.	
BIHAR	76	43 4 9	Ditto.	
CENTRAL PROVINCES AND BERAR.	89	12 3 1	Ditto.	
MADRAS	92	41 0 11	Ditto.	
UNITED PROVINCES.	100	37 13 0	Ditto.	
<i>Supplementary Rent-Rate Report</i>				
DELHI	47	285 0 0	73 copies, 52 pages.	
BENGAL	82	413 2 1	Ditto.	
BIHAR	76	314 10 0	Ditto.	
CENTRAL PROVINCES AND BERAR.	89	169 14 5	Ditto.	
MADRAS	92	266 13 9	Ditto.	
UNITED PROVINCES.	100	296 0 0	Ditto.	
<i>Capital Case</i>				
DELHI	47	135 0 0	15 copies, 36 pages.	
BENGAL	82	236 3 4	Ditto.	
BIHAR	76	155 3 7	Ditto.	
CENTRAL PROVINCES AND BERAR.	89	77 14 5	Ditto.	
MADRAS	92	79 11 6	Ditto.	
UNITED PROVINCES.	100	134 5 6	Ditto.	

District	Reply no.	Total cost	No. of copies and pages	Remarks
<i>Police Form 266</i>				
Rs. a. p.				
DELHI ..	47	2,025 0 0	22,000 books, 200 leaves each.	
BENGAL ..	82	4,744 6 10	Ditto.	
BIHAR ..	76	..	Ditto.	
CENTRAL PROVINCES AND BERRAR.	89	1,680 1 6	Ditto.	
MADRAS ..	92	2,553 14 9	Ditto.	
UNITED PROVINCES.	100	1,736 0 0	Ditto.	
<i>M A C Form 46/100</i>				
DELHI ..	47	1,050 0 0	5,000 books, 100 leaves each.	
BENGAL ..	82	1,365 9 3	Ditto.	
BIHAR ..	76	..	Ditto.	
CENTRAL PROVINCES AND BERRAR.	89	399 9 4	Ditto.	
MADRAS ..	92	2,978 10 5	Ditto.	
UNITED PROVINCES.	100	1,144 6 0	Ditto.	
<i>Police Form 217</i>				
DELHI ..	47	1,850 0 0	14,000 books, 200 leaves each.	
BENGAL ..	82	4,530 10 2	Ditto.	
BIHAR ..	76	..	Ditto.	
CENTRAL PROVINCES AND BERRAR.	89	1,320 0 2	Ditto.	
MADRAS ..	92	2,300 14 0	Ditto.	
UNITED PROVINCES.	100	1,336 11 0	Ditto.	
<i>Form Fard Tuda Surhadajat</i>				
DELHI ..	47	20 0 0	4,000 copies.	
BENGAL ..	82	30 10 6	Ditto.	
BIHAR ..	76	..	Ditto.	
CENTRAL PROVINCES AND BERRAR.	89	..	Ditto.	
MADRAS ..	92	..	Ditto.	
UNITED PROVINCES.	100	14 6 0	Ditto.	

District	Reply no.	Total cost	No. of copies and pages	Remarks
<i>B. E. Form no. 73/55</i>				
		<i>Rs. a. p.</i>		
DELHI ..	47	35 0 0	7,000 copies.	
BENGAL ..	82	47 6 1	Ditto.	
BIHAR ..	76	.. ..	..
CENTRAL PROVINCES AND BERAR.	89	.. ..	..	Not worked out from this job onwards as they are the kind not done in this Press.
MADRAS ..	92	.. ..	..
UNITED PROVINCES.	100	28 15 0	..	
<i>Board of Revenue form no. 101/82</i>				
DELHI ..	47	3,800 0 0	29,000 books, 200 leaves each.	
BENGAL ..	82	7,049 13 1	Ditto.	
BIHAR ..	76	.. ..	Ditto.	
CENTRAL PROVINCES AND BERAR.	89	2,739 9 3	Ditto.	
MADRAS ..	92	5,730 15 9	Ditto.	
UNITED PROVINCES.	100	3,281 0 0	Ditto.	
<i>Rural Development Programme</i>				
DELHI ..	47	.. ..	2,000 copies, 72 pages	No litho section.
BENGAL ..	82	449 14 1	Ditto.	
BIHAR ..	76	.. ..	Ditto.	
CENTRAL PROVINCES AND BERAR.	89	.. ..	Ditto.	
MADRAS ..	92	17 14 3	Ditto	.. Only binding charges.
UNITED PROVINCES.	100	246 0 0	Ditto.	
<i>Land Records Manual, Oudh</i>				
DELHI ..	47	.. ..	7,390 copies, 151 pages and 1 cover.	No litho section.
BENGAL ..	82	2,360 2 11	Ditto.	
BIHAR ..	76	.. ..	Ditto.	
CENTRAL PROVINCES AND BERAR.	89	.. ..	Ditto.	
MADRAS ..	92	979 9 4	Ditto	.. Binding charge only.
UNITED PROVINCES.	100	1,805 11 10	Ditto.	

District	Reply no.	Total cost	No. of copies and pages	Remarks
<i>Table of Physical Exercise</i>				
		Rs. a. p.		
DELHI	47	..	4,000 copies, 195 pages and 1 cover.	No litho section.
BENGAL	82	1,709 5 2	Ditto.	
BIHAR	76	..	Ditto.	
CENTRAL PROVINCES AND BERAR.	89	..	Ditto.	
MADRAS	92	88 5 10	Ditto.	Binding charge only.
UNITED PROVINCES.	100	902 15 6	Ditto.	
<i>Bhaskari</i>				
DELHI	47	..	300 books, 399 pages.	No litho section.
BENGAL	82	1,703 14 2	Ditto.	
BIHAR	76	1,229 7 7	Ditto.	
CENTRAL PROVINCES AND BERAR.	89	476 5 6	Ditto.	
MADRAS	92	1,744 13 2	Ditto.	
UNITED PROVINCES.	100	1,178 10 0	Ditto.	

QUESTION 82—ABSTRACT

Item no.	Delhi	Bengal	Bihar	Central Provinces and Berar*	Madras	United Provinces
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
1	1,150 0 0	1,525 3 3	..	541 6 6	1,570 0 0	511 5 4
2	280 0 0	405 4 8	259 1 8	43 9 3	242 7 5	264 7 0
3	1,485 0 0	1,549 4 2	1,723 5 1	256 5 6	1,167 11 0	1,245 0 0
4	20 0 0	13 10 8	10 5 9	3 3 1	8 11 7	8 14 0
5	65 0 0	73 12 1	43 4 9	12 3 1	41 0 11	37 13 0
6	285 0 0	413 2 1	314 10 0	169 14 5	266 13 9	296 0 0
7	135 0 0	236 3 4	155 3 7	77 14 5	79 11 6	134 5 6
8	2,025 0 0	4,744 6 10	..	1,680 1 6	2,553 14 0	1,736 0 0
9	1,050 0 0	1,365 9 3	..	399 9 4	2,978 10 5	1,144 6 0
10	1,850 0 0	4,530 10 2	..	1,320 0 2	2,300 14 0	1,336 11 0
11	20 0 0	30 10 6	..	..	..	14 6 0
12	35 0 0	47 6 1	..	..	..	28 15 0
13	3,800 0 0	7,049 13 1	..	2,739 9 3	5,730 15 9	3,281 0 0
14	..	449 14 1	..	..	..	246 0 0
15	..	2,360 2 11	..	..	..	1,805 11 10
16	..	1,709 5 2	..	..	..	902 15 0
17	..	1,703 14 2	1,229 7 7	478 5 6	1,744 13 2	1,178 10 0

* Figures from Central Provinces and Berar contain obvious mistakes and have been referred back to the Superintendent of that Press.

APPENDIX 2

List of all Temporary Hands who have been Discharged and Dismissed
from 1st April, 1934 to 31st March, 1939

Number	Designation	Reasons
1	Binder ..	He has been given one month's notice of discharge for irregular attendance from 17th September, 1934. O.B. 148, dated the 20th September, 1934.
2	Motor driver ..	He has been given 15 days' notice for discharge from 16th October, 1934, for gross carelessness resulting in destruction of tyres. O.B. 180, dated the 11th December, 1934.
3	Sweeper ..	Dismissed from service from 25th October, 1934, for disobedience of orders. O.B. 159, dated the 29th October, 1934.
4	Galley proof pressman.	Dismissed for smoking in the Press work room in the presence of petrol and setting the Press on fire. He is not to be re-employed. O.B. 178, dated the 11th December, 1934.
5	Sweeper ..	Summarily dismissed for absenting himself and for gross insubordination from 14th February, 1935. He is not to be re-employed. O.B. 107, dated the 14th February, 1935.
6	Binder ..	He has been given 15 days' notice as unsuitable from 14th February, 1935. O.B. 198, dated the 16th February, 1935.
7	Sweeper ..	Dismissed for irregular attendance as disobedience of orders from 18th February, 1935. O.B. 205, dated the 22nd March, 1935.
8	Binder ..	Dismissed summarily for attempting to cheat in the matter of his attendance. O.B. 686, dated the 2nd January, 1936.
9	Counter clerk ..	He has been given 15 days' notice from 30th April, 1936. O.B. 733, dated the 19th May, 1936.
10	Clerk ..	He has been given one month's notice of discharge as he is not considered suitable from 1st June, 1936. O.B. 738, dated the 2nd June, 1936.
11	Mono-caster ..	He has been given 15 days' notice of dismissal from 2nd June, 1936, owing to his habitual disobedience of orders and refusal to remain in overtime. O.B. 739, dated the 6th June, 1936.
12	Urdu compositor ..	He has been given 15 days' notice of discharge from 31st August, 1937. O.B. 914, dated the 9th June, 1937, for habitual bad attendance.
13	Bindery coolie ..	Dismissed for attempting to steal hessian and offering bribe to the chaukidar when caught. O. B. 1004, dated the 25th February, 1938.
14	Machineman ..	He has been given 15 days' notice of discharge from 26th February, 1938. His work is not satisfactory. O.B. 1005, dated the 25th February, 1938.
15	Distributor ..	He has been given 15 days' notice of termination of service from 8th April, 1938, as he is unserviceable for further employment. O.B. 2, dated the 5th May, 1938.
16	Distributor ..	He has been given 15 days' notice of discharge as he was all along since his appointment kept up bad record of attendance. O. B. 35, dated the 2nd September, 1938.
17	Sweeper (Roorkee)	He has been discharged. O.B. 65, dated the 17th December, 1938, for habitual bad work and insubordination.
18	Compositor ..	Summarily dismissed from 12th March, 1939, for attempting theft of 14lb. of type and other metal on the evening of 21st March, 1939. O.B., dated the 22nd March, 1939.

APPENDIX 3

A note on Consumption of Electric Current in the Government Central Press, Allahabad, by Babu Durga Prasad Varma, B.Sc., Electrical Engineer, the Leader Press, Allahabad.

On the basis of the following data, supplied me by Colonel D. W. Crighton :

H.P. of the engine	.. .. .	= 30 h.p.
Effective load	.. .. .	= 25 h.p.
Average number of hours each printing machine is worked	.. .. .	= 10
Average days when the machines are worked	.. .. .	= 6 days in the week.

Salaries :

Engine driver	=Rs. 66 per mensem	} say Rs. 125 per mensem.
Fireman	.. .. .	=Rs. 22	.. .. .
Oilman	.. .. .	=Rs. 18	.. .. .
Coolie	.. .. .	=Rs. 15	.. .. .

Cost of fuel :

Steam plant	.. .. .	= Rs. 4,654.
Oil engine plant	.. .. .	= Rs. 477.

The H.P. hour in the hour = $25 \times 10 \times 6 \times 52$.

$$\text{hence K.W.H.} = \frac{25 \times 10 \times 6 \times 52 \times 746}{1000} = 58,188 \text{ units.}$$

Salaries for the year (Assuming 8 hours working) =Rs. 125 × 12 = Rs. 1,500.

Overtime since the working has been assumed to be 10 hours a day = Rs. 375.

So the total cost of the use of 58,188 units =Rs. 4,654 + 477 + 1,500 + 375 = Rs. 7,006, say Rs. 7,000.

(a) The Government Press is having power from the U. P. Electric Supply Co., Allahabad, according to scale "A" i.e. Rs.6 per month per horse-power installed plus 0·8 annas per unit for the current consumption in units.

From the calculations given above, we find that 58,188 units of electricity would be required for the work done by the steam engine and oil engine plants. For the change over to electric drive of the 18 printing machines, at present driven by the steam plant, 18 electric motors will be required.

The cost of 18 motors at (say) Rs.250 each =Rs.4,500. Including the cost of erection, wiring, etc. we take Rs.5,000 as capital investment.

From this cost, the cost of the existing plants should be deducted. But to be on the safe side and to meet with other incidental charges we assume the two engines to have no value, as they have run for over 30 years.

Interest and depreciation on the new electrical plant at 1 per cent. per annum amounts to Rs.500.

Running cost (electrical) for 1 year—

Fixed charges for 25 H.P. installed =Rs. 6 × 25 × 12 = Rs. 1,800.

Current consumption for 58,188 units at 0·8 annas per unit =58,188 × 0·8/16 =Rs. 2,909.

Total =Rs. 1,800 + 2,909 + 500 =Rs. 5,309, say Rs. 5,300.

In the case of electrical drive, no extra staff being necessary for the maintenance and running, this amount comes to nothing. The existing staff for the maintenance of other electrical plants in the Press, should be enough to maintain this additional plant as well.

From the above we find that the same work which was being done at a cost of Rs.7,000 per year, can be managed at a cost of Rs.5,200 only giving clear saving of Rs.1,800 per year which will more than repay the cost of capital expenditure in three years.

With the saving of Rs.1,800 per year, besides efficient running, availability of more floor space, saving in power in driving unnecessary length of countershafting, and clearer atmosphere free from coal dust, smoke, etc., in the Press, it is advisable to have the steam plant replaced by electrical plants. Moreover, the steam plant is so old that sooner or later, it will have to be replaced, then why not just now, as suggested with the saving. This change should be possible immediately, even before the question of bulk supply is taken up.

Now we proceed with the examination of the H. T. bulk supply at the rates offered by the United Provinces Electric Supply Co., Ltd., Allahabad, in their letters nos. SCA/520/9679 and 9627, dated 14th and 20th March, 1939, respectively.

The present cost of working of the Press with reference to the electricity bills and the expenditure on the steam and oil engine plants

	Units	Rs.
Running cost of the oil engines and steam plant including salaries . .	58,188	7,000
Lights and fans	44,135	9,741
Power	1,78,444	14,557
Total : 58,188 + 44,135 + 1,78,444 units for 7,000 + 9,741 + 14,557 Rs., i.e., 2,80,767 units for Rs. 31,298 ; say Rs. 31,300.		

Maximum demand as suggested by the Resident Engineer, Power House, is 80 kw. to this we add another 20 kw. for the new load brought in by the change-over of the steam plant, thus the maximum demand comes to 100 kw.

Expenditure under the new H. T. Rates—

	Rs.
Fixed charges for 100 kw. at Rs. 100 per kw. maximum demand . .	10,000
(58,188 + 1,78,444) = 236,632 units at 0.375 annas per unit . . =	5,546
Light and fans 1 per cent. of total unit = 2,807 units at 0.375 annas per unit =	66
Balance of lighting and fan consumption 44,135 - 2,807 = 41,328 units at .375 annas per unit	9,685
Total units 280,767 for Rs. 25,297 say, Rs. 25,300.	

A capital expenditure of approximately Rs.25,000 (on a liberal basis) will be necessary for the purchase and installation of H. T. switchgear, transformers, convertors and the motors to replace the steam plant. The interest and depreciation on Rs.25,000 at 10 per cent. per annum will be Rs.2,500.

The conversion losses due to convertor and transformer will amount to Rs.850 per annum approximately.

With the H. T. bulk supply it will be necessary to have two attendants in the switchboard room, if two shifts are to be worked, otherwise one will do. This will be in addition to the electrical staff already working.

The salary of the two attendants at Rs.25 per month will amount to Rs.600 in the year. So the total expenditure for 280,767 units will amount to 25,300 + 2,500 + 850 + 600 = 29,250 rupees.

Giving a total saving of Rs.31,300 - 29,250 = Rs.2,050 per year. To these figures of saving Rs.700 referred to in letter no. SCA/520/320/9827 of 20th March, 1939, from the Resident Engineer, U. P. Electric Supply Co., Ltd., Allahabad, will be added giving a total saving of Rs.2,750.

per year in case of complete change-over to H. T. Bulk Supply. In addition there is likelihood of further substantial savings as indicated below :

When A. C. supply is available, the new motors can be installed to operate on A. C. which will reduce the initial cost, A. C. motors being cheaper than D. C. motors, A. C. motors give more satisfactory service and less trouble than D. C. motors. This will mean further saving.

In the lighting bill also a considerable saving can be effected by introducing mercury-vapour lamps, which operate on A. C. only, and the illumination cost is much less than in the case of ordinary bulbs. Wattage required per c.p. being much less than in the cost of ordinary filament bulbs.

A perusal of the lighting and fans bill shows that for a workshop it is too high. Generally the units consumed for this should be 1 per cent. of the units consumed for power. The rate under this head is very high and if a saving can be effected by the introduction of the latest improvement in lighting, i.e. mercury-vapour lamps, it will be worthwhile.

If the maximum demand figure can be lower than 100 kw. it will mean a saving of Rs.100 per kw. per annum. By a study of the details of the working of the Press a suitable maximum demand figure can be arrived at. And by suitable adjustments of the working of the Press, if necessary by dividing the work in two or more shifts, and taking care that at no time the maximum demand figure exceeds the predetermined value, considerable saving can be effected. For instance if the Press can be worked at 80 kw. maximum demand instead of 100 kw. a net saving of Rs.2,000 in fixed charges can be made, over and above the figures shown above.

APPENDIX 4

(a) A note on the reduction of the size of the "Gazette" to effect economy in its production, by Krishna Prasad Dar

The United Provinces Government Gazette published weekly is at present printed on 20 lb. double foolscap paper and set up in 11-point Monotype (solid) and in 8-point for tabular matter. The average number of pages per week is 286, which comes to about 59 formes. 1,400 copies are printed, allowing for wastage, torn sheets and short count, 1½ reams of paper is used for each forme, 88 reams of paper are needed per week or 4,576 reams of paper are needed for one year. Now if the printing of the Gazette is done in a good and legible 9-point type of a narrow set, such as "Bodoni Book" for solid matter with 7-point type for tabular matter, there will be a saving of 2/11ths or 18 per cent. of solid printed matter and ⅓ lb. or 12½ of tabular matter.

That is besides the reduction of the cost of composing and printing those formes, there will be a saving of so much paper which will not be used.

The size of the Gazette can easily be reduced to demy quarto size by allowing lesser margin between columns and increasing the width of the columns, and also using lesser space between paragraphs heading and sub-headings. Many sub-headings can be set to run in the beginning of the first line of the paragraph in a different type of the same fount.

The present weight of the paper of the Gazette is 20 lb. double foolscap. For an equivalent substance 18 lb. demy would match it, but good printing can also be done on 16 lb. demy paper.

By reducing the bulk by 4 lb. to the ream there will be a saving of nearly Re.0-18-0 per ream. The total number of reams used is about 4,576. Thus a saving of Rs.3,718 can be effected by using 16 lb. paper of demy size, besides the saving of the price of paper not used owing to the reduction in the size of the type.

There can also be a lot of economy in the table of composition by not using large space for sample showing of forms, such as :

		*		*		

What is meant is that instead of allowing 3 or 4 inches of white space marked * it is just necessary to show ½" of space only without any way altering the form as they are only specimens and no large space is required to be shown

Questions

1. What is the rate per page at which you had Encumbered Estate notices composed and printed in private Presses?
2. What is your composing and printing cost per page (including overheads) for the portion of this work done in the Central Press?
3. If there has been a saving, what is the approximate total during the last two years?

Answers

1. The rates per page paid to private Presses for printing Encumbered Estate notices varied according to the number of copies printed, namely,—

	Solid	Half tabular	Full tabular
	Rs. a.	Rs. a.	Rs. a.
From 754 to 1,260 copies	1 14	2 6	2 14
From 1,264 to 1,700 „	2 0	2 8	3 0
From 1,704 copies	2 2	2 10	3 2

The average on the number of pages printed was Rs.2-7-5.

2. The cost per page at Government Press rates for composition and printing over all classes of composition was Rs.5-3.
3. The total number of pages printed by private Presses was 57,454 and the saving comparing the difference between private Press rates and Government rates was Rs.1,57,100.

(b) Statement showing scale of Advertisement Charges of various Provinces in their publications

Head Province	No. of insertions	Law Reports			Civil List			Gazette				Other publications		
		Full page	Half page	Quarter page	Full page	Half page	Quarter page	One page	Three-fourth page	One-half page	One-fourth page			
Government of Bengal.	1	Rs. 20	Rs. 14	Rs. 9	Rs. 55	Rs. 35	Rs. 25	45 or 4 annas per line per issue plus 25 per cent. for special position.				Rs. 4 con. Rs. 6 casual per single column inch per insertion.		
Do. ..	2	..	..	..	100	60	40	..	..	..	..	..
Do. ..	3	55	36	24	..	..	..	..	..	..	..	..
Do. ..	6	100	68	45	..	..	..	..	..	..	..	..
Do. ..	9	145	96	64	..	..	..	..	..	..	..	..
Do. ..	12	180	120	80	..	..	..	..	..	..	..	..
Bombay ..	1	20	14	9	(1) (Rs.18-9 cover) (Rs.12-6 inside) ..			20	..	12	7			
Do. ..	2	..	..	..	(2) (27 13/8 cover)			Repetition at 50 per cent. discount. Tabular 50 per cent. extra.				At these rates the advertisers will have the option of changing their advertisements in each issue.	
Do. ..	3	55	36	24	..	..	..	..	..	..	..	..
Do. ..	6	100	68	45	..	..	..	..	..	..	..	..
Do. ..	9	145	96	64	..	..	..	..	..	..	..	..
Do. ..	12	180	120	80	..	..	..	..	..	..	..	..
United Provinces.	1	20	14	9	15	8	5	40 30 20 .. or 6 annas per line to a maximum of Rs.20.						
Do. ..	..	..	..	..	22 1/2	14	9	..	..	..	..	..
Do. ..	3	55	36	24	30	20	12 1/2	..	..	..	..	..
Do. ..	6	100	68	45	..	..	..	..	..	..	..	..
Do. ..	9	145	96	64	..	..	..	..	..	..	..	..
Do. ..	12	180	120	80	..	..	..	..	..	..	..	..
Behar	Advertisements are not published in any of these publications.						20	or 4 annas per line single column per insertion.

APPENDIX 5

Note on the Institution of a School to provide Technical Education in the Printing Industry, by Col. D. W. Crighton, O.B.E.

IN May, 1922, the *Pioneer* printed a leader suggesting the institution of a school for printers as the Government of India had just then announced their intention of sending three young men to England to undergo a course of instruction. Being interested in the subject, and having a desire to see such a school founded, I wrote to Mr. Mackenzie, Director of Public Instruction, expressing my opinion regarding the lines on which such a school might be started. He replied stating that technical education was not within his purview, but considered my views deserved to be put before the Minister of Education and Industries and also the Director of Industries, which he did.

Mr. Heard, the Principal of the School of Arts and Crafts, was asked by the Director of Industries to discuss the proposals in Allahabad, and he, after the discussion, commented on the scheme. He was in sympathy with the aims, but was of opinion that the financial obligations of starting such a school at Allahabad were insuperable and thought the object could be achieved by instituting printing classes in the existing School of Arts and Crafts at Lucknow. On this opinion the Director of Industries declared he was unable to do anything in the matter.

In August, 1926, the Manager of the Indian Press, Allahabad, asked Government assistance to provide technical training in the photogravure process and my opinion was invited by the Director of Industries as to the feasibility of the scheme. As the proposals had some very undesirable features, and as I was of opinion that the improvement of typographic and lithographic printing in general was a more urgent need than that of a highly skilled process for which there was an extremely limited field, I expressed my disapproval of it and took the opportunity to revive the question of a Government school for general printing subjects. The Director of Industries decided to put my letter and proposals before the Board of Industries and asked me to attend. I was single-handed at the time and unable to go, therefore an officer of the Industries Department came and discussed the scheme. The scheme was sent to Government who apparently found it either too expensive or the time unpropitious, as nothing further was heard about it.

On the publication of the Report of the United Provinces Unemployment Committee, presided over by Sir Tej Bahadur Sapru early in 1936, views and recommendations were invited by Government and the opportunity was again taken to reopen the question of a printing school. Government asked for fuller particulars and the Officer on Special Duty came to Allahabad and discussed matters relating to the financial aspect. Nothing further has been heard about the decision made, but Government have recently requested that the scheme should be revived.

Before outlining a scheme it may be advisable to consider the scope and aims.

The facilities that exist in India for training in the printing industry are very meagre. A school for part-time students is conducted in Madras and students prepared for the City and Guilds examination, and recently a school was started in the Bombay Presidency, but what progress it has made

I am unable to say. Several private presses take apprentices with the idea of giving them instruction, and one school in Allahabad runs a Press in which apprentices are given a certain amount of training. The apprentices in these cases are not bound to remain for any definite period, they are usually unpaid, some indeed pay premiums, and the training is more or less haphazard through the absence of trained teachers and the want of a regular curriculum.

Following the example of the Government of India, some Provincial Governments have granted scholarships to a limited number of young men to proceed to England for training at the London School of Printing and similar institutions, and other young men have gone at their own expense. The object they have had in view is to man the officer posts in Government Presses. I have no wish to disparage the value of that training as it must necessarily broaden the outlook and the knowledge of those who receive it. It should also, though not necessarily, make them much more competent than those who have not had that good fortune. At the same time I believe it can be greatly over-rated. It should not be overlooked that the training is exactly similar to that being imparted to thousands of apprentices and young journeymen in evening classes in the same institutions year after year, the only difference being that it is compressed into a two-years' all-day course, instead of being spread over four or five years of evening classes. Yet those thousands of students, while they may be aspiring some day to sit at a foreman's desk, perhaps become an assistant works manager, or even to become a manager, are primarily interested in making themselves efficient craftsmen in layout, display work, mechanical composition, machinery, binding, costing, or other subjects. There is much more in efficient management than mere proficiency at a particular process or combination of processes.

In my opinion, therefore the first aim of a school of printing should be to train efficient workmen in the various processes, giving them a sound training in one particular branch, be it type composition, machining, binding or lithography, with a useful knowledge of complementary processes. From these craftsmen will emerge the foremen and managers, for whom, after the school has been in existence for two or three years, classes in estimating, costing, and other subjects can be started.

The next aim should be to weld the training into a balanced relationship of theory and practice. For this purpose I do not think any city is better suited than Allahabad. Not only are the workrooms of the Government Press available, but there are several Presses equipped with modern machines where experience can be gained should the Presses care to co-operate by arranging for suitable youths to attend the classes. This pre-supposes that there would be a separate institution as a school where the theory and elementary practice would be taught, and another institution where the theory and elementary practice would be developed under actual workshop industrial conditions. To confine the training entirely to instruction and elementary practice in a scholastic institution would divorce it from the realities of commercial and industrial life where production on competitive and economical lines governed by time and cost factors play an important part. The tendency of such an institution would be to produce fine printing without consideration of whether or not the time spent on it was justified, whether or not it had definite utility value. On the other hand the institutional training should not have a solely commercial bias with the idea of making the school self-supporting. Not only would this antagonize private press owners and deprive the school of their support, but as instructional and experimental work must be unhampered by a too rigid regard for cost sheets and overhead charges, if

it is to be progressive and successful, so its product cannot always have a profitable monetary value. Indeed I should go as far as say that, just as no technical school in Great Britain makes a penny from the work of the students, here, too, the product of the school should not compete with private enterprise and should be confined to the production of specimens for school display and use.

By linking up the theory and elementary practice of the school with an industrial plant such as the Government Press, the commercial value of the training can be realized. By spending part of the time at the school and part in the Government Press, the students would be able to put into practice, under less ideal conditions, the methods and principles they have been taught in the school. The value of their work would be measured by the standards of commercialism and they would have to produce work from the materials and with the plant that they might ordinarily expect to find in a modern private press. In the Government Press the produce of the students would be absorbed into the production of the Press as a whole and be credited to Government in the same way as the outturn of ordinary workers. Thus Government would obtain a return for part of their outlay, though not, of course, sufficient to make the scheme actually self-supporting.

In case it is considered that both the theoretical and practical training should be given in the Government Press without any special arrangements so that the scheme could be entirely self-supporting, I would remark that such a proposal is not feasible. The time of the officers is already fully engaged in their duties of running the Press and none could be deputed to give that individual instruction to students so essential in any scheme of training. Lectures, discussions, and desk work would normally find a place in any curriculum and these could not be given amid the turmoil and commotion of an industrial establishment. Nor would it be proper to saddle the expenditure of the Government Press with the pay of instructors, cost of plant, etc. required for purely instructional purposes.

Turning now to details, there are two courses open with regard to accommodation. In European countries and in the United States the activities of technical institutions are rarely confined to one industry—strictly speaking they are polytechnics. There appears to be no reason why the same system should not be followed here. The present Government Carpentry School could thus be turned into a polytechnic by the addition of printing classes, and, if necessary, classes in other local industries. This would have the advantage of concentrating control into the hands of a principal whose interests would be more administrative and educational than those of an instructor in a particular subject. It would also eventually result in savings to have all kinds of classes concentrated in one centre, rather than have a number of schools spread about the city under various authorities.

The alternative to incorporation of the classes in a polytechnic would be the erection of a suitable building close to the Government Press. Ample ground is available for building within the precincts of the Press. The size of the building would necessarily depend on the number and sizes of the classes to be taught, keeping in mind, room for expansion and growth. Assuming the classes were confined to composing, machinery, binding, and lithography the minimum requirements would be a hall of from 1,200 to 1,500 square feet of floor space, a small office room for the instructor, a larger room for lectures and drawing, and a dark room, altogether approximately 2,000—2,250 square feet floor space. The building should be substantial (to

withstand the vibration of machinery), well lighted and ventilated, simple in design.

If the school is erected in close proximity to the Government Press the administrative control should devolve upon the Superintendent, as it might prove inconvenient to have two different authorities exercising control over adjacent buildings and persons engaged in the same industry. This, however, might cause friction with the Director of Industries, who is responsible for the industrial education, and is another reason why the school should be part of a polytechnic.

The actual instruction under either scheme would be imparted by instructors who are specialists in their particular subject and consequently such an instructor would be necessary for the printing classes. The qualifications for an instructor in printing should not be less than that for an Assistant Superintendent of the Government Press as regards knowledge of the various processes, and, in addition, he should be qualified to impart that knowledge lucidly. He should have a real love and enthusiasm for his job, keeping himself fully informed of new processes and methods being tried out in various parts of the world, and receptive of new ideas. He should have a real interest in his students, while at the same time instilling respect and discipline. For such a man the salary should be not less than that of an Assistant Superintendent, namely, Rs.200—10—280.

In addition, assistant instructors would be required for various processes, their number depending on the expansion of the classes and the numbers attending. For a commencement one assistant instructor should be engaged for composing and machining, one for book-binding, and one for lithography. These assistant instructors should be of the status of foremen and should be men with educational and technical qualifications. They, also, must be receptive to new ideas, because it would be their duty to see that the teaching of the instructor is adhered to strictly. For some time they, in fact, would be students, and unless they were receptive to new methods and responsive to the aims of the instructor much of the instruction would be wasted and the old practices be continued. The pay of the composing and lithographic assistant instructors may be put at Rs.50—2/8—75; that of the bindery assistant instructor at Rs.35—1/8—50. After the first year a drawing master should be added, and here incorporation with the Carpentry School would be of definite value, as this post could be a part-time one between the two parties. The reason for having a drawing master is that in display composition, advertisements, poster work, etc., a knowledge of lettering, design, proportion, and symmetry are essential to produce good quality work and all display compositors and lithographic writers should have a rudimentary knowledge of these subjects.

The students should have passed the High School examination, and should not be older than 18 years of age on entry. Exception may be made in a strictly limited number of cases of those who have passed the eighth class and who show signs of turning out to be intelligent craftsmen. Applicants of higher educational qualifications would, of course, be welcome, since these are likely to attain to superior posts and to benefit more from the training, but for these the age-limit would have to be modified.

The number of students would have to be restricted for some time until the success of the scheme was assured, and to commence with I consider eight in the typographic class, six in the book-binding, and six in the lithographic class each year would be ample. For a four-years' course in typography and lithography and a three-years' course in book-binding this would

eventually mean 74 students each year under training. Assuming that the training was divided between theoretical study in a school and practical work in the Government Press (as all my proposals herein assume) one batch of students would attend for a week at the school and another batch at the Press, thus only 37 students would be studying in the school at one time.

To encourage the students and to attract the right quality, I am of opinion that they should be paid stipends on a progressive scale, which I would place at Rs.12-8, Rs.15, Rs.17-8 and Rs.20 per mensem for those in the typographic and lithographic classes; and at Rs.12-8, Rs.15, Rs.17-8 for the book-binding class. In return, the students should be required to sign an agreement to stay the full period of training or be liable to some penalty. The cost of these stipends should be borne by the Government Press in the form of wages, the reason being that from not later than the second year the students should be producing work which would otherwise cost the amounts specified. This part would be at least self-supporting and the whole charge would be an equitable division between industrial education and printing.

The curricula for the classes should be on the lines of those for the London City and Guilds examinations. Thus compositors, for example, would be taught facts relating to the sizes and manufacture of type, the desirability for good spacing and whiting-out, imposition and making of margins, design and the various styles of display, selection of type for specific purposes, lettering, making layouts, casting up of copy and composition, reading and the correction of proofs. Later in their fourth year, some of them could be taught the mechanism and operation of either the linotype or monotype composing machines; while, in common with senior students of lithographic classes, others suitable for selection for executive posts could be taught the principles of costing and matters affecting management.

There but remains to consider equipment for the school. This should be on modern lines, even if not extensive. At the same time it should not be so modern that the students would not meet similar equipment in a good class, but not too modern, private press. For the composing room a sum of Rs.5,000 would be required to provide a selection of body and display type, proofing press, frames, cases, and other material. For the machine-room a platen machine with self-feeding attachment at a cost of Rs.4,800, a flatbed machine at a cost of Rs.8,000, and a motor at Rs.200; for the bindery a blocking press, brass type, small hand-power cutting machine, and other incidental plant at a cost of Rs.3,000; and a lithographic press, bed for plates, etc., at a cost of Rs.3,000 would be the principal items of initial expenditure. Adding Rs.1,000 for tables, chairs, cupboards, and other small items the total of Rs.25,000 would cover equipment. At a later date a lithographic machine, with motor, at Rs.11,500 would be necessary. For a linotype and monotype machine it might be possible to get special terms from the respective companies on the grounds that they are for instructional purposes, but these would not be necessary until the school is well under weigh.

Apart from the cost of a building, which would depend on whether the school should be incorporated with the Carpentry School or be a separate entity, the non-recurring expenditure may be put at Rs.25,000 for the first year and Rs.11,500 for the second.

Recurring expenditure may be put at—

	Rs.
One instructor, Rs. 200—10—280, average Rs. 260 × 12 ..	3,120
Two assistant instructors, Rs. 50—2/8—75, average Rs. 65-12 × 12 × 2	1,650
One assistant instructor, Rs. 35—1/8—50, average Rs. 46-4 × 12 ..	555
Contingencies including servants, current, consumable stores ..	1,200
Total ..	<u>6,525</u>
Salaries, debitable to the Government Press—	
First year—	
12-8 × 20 × 12	3,000
	Rs.
Second year—	
12-8 × 20 × 12	3,000
15 × 20 × 20	3,600
	<u>6,600</u>
Third year—	
12-8 × 20 × 12	3,000
15 × 20 × 12	3,600
17-8 × 20 × 12	4,200
	<u>10,800</u>
Fourth and subsequent years	
12-8 × 20 × 12	3,000
15 × 20 × 12	3,600
17-8 × 20 × 12	4,200
20 × 14 × 12	3,600
	<u>14,160</u>

APPENDIX 6

(1) Note by Pandit Mohan Lal Nehru

Subject to the remarks made below I agree with the report of the majority of my colleagues.

Government
Press an
Industrial concern.

The Government Press, as is admitted by the majority of my colleagues, is an industrial concern and should therefore, be governed by the rules governing industrial concerns, the most important of which is that it must live within its income, as I understand the Bengal Government Press is doing. I have also reason to believe that in America the Government Press pays, not only its way but also, some profits to the Government. In India, too, I submit, that the industry being run by the Government does not entitle it to live beyond its means. On the contrary all Government industrial concerns should be so managed that besides meeting their expenses they should give some profits to the Government and some relief to the tax-payer whose money is invested therein. As stated by the majority of my colleagues in chapter on recruitment, the Government industrial concerns must conform to business principles in the conduct of their affairs. If this could be done I, for one, would not object to the Government taking over all existing industrial concerns and run them, as well as the new ones it may start, itself.

Run at a loss.

It is a matter of great regret that these wholesome principles were ignored during the last many decades and the Government Press has always run at tremendous loss to Government. This fact is, however, not admitted by the officials of the Trade Union, who are in no mood to understand it or anything else in connexion with the industry, and consequently by the men. The fault, perhaps, is not wholly theirs. No Balance Sheet or Profit and Loss Account, showing the state of affairs of the Press is prepared and the men, even if they are inclined to do so, are unable to find the profit or loss in its working. The President of the Union told us that he did not know how the accounts stood but he was sure that the Government Press was making huge profits. The reason seems to me to be this. As each job is received it goes to the Press and after passing through the departments concerned the actual cost is calculated and the Government is debited with the same. This cost is often three times that of private Presses. Take for example the paper books printed for the High Court in Civil and Criminal cases. Civil Appeals are printed in private Presses and the charges are paid directly by the High Court. The charges so paid are Re.1-10 per printed page. The Criminal Appeals are printed by the Government Press and the Government is debited with Rs.5-4 more or less per page for the same as it represents the actual cost at the Press. The men naturally think that the amount of Rs.3-2 charged in excess of the private Presses represents the amount of profit to the Government. They conveniently forget that the high salaries paid to them as also to their officers swell the printing cost. The example given is not the only one of its kind. Higher cost may be justified to a certain extent for a certain class of work but not in every case nor to this extent.

What is a living
wage.

I admit that the workers should be given a living wage. But to decide what living wage at Allahabad is one need not look to the wages paid at London or New York or Leningrad, or Bombay or even at Cawnpore. Living wage of an industrial worker anywhere in the world cannot be dissociated

from the economic condition of the people as a whole. It is common knowledge that private daily wage earners get between 4 to 6 annas for a day's hard work and domestic servants somewhere between 8 to 12 rupees per month. Even those who shout the loudest for increase in wages do not pay more not because they do not wish to do so but because they cannot afford it. If this small amount is sufficient living wage for a class of workers, whose work is harder than that of the Press workers and who do not enjoy a day's holiday as a matter of right throughout the length and breadth of their services why should it not be sufficient living wage for that class of workers who enjoy leaves of at least three different kinds and get the benefit of provident fund or pension and have facilities for treatment in case of illness? It should not be forgotten that the average national *per capita* income in India is about Rs.60 per annum while in the United States it is about 500 dollars or 1,500 rupees. In England the national *per capita* income is said to be ten times that of India. Mr. N. M. Joshi, a well-known labour leader, tells us that the average salary of an American worker is 7 times that of an Indian worker. Thus an Indian worker is certainly at an advantage. For no industrial worker in this country gets a salary which is less than the average *per capita* income in India whereas in England or America he seldom gets the same. In any case the men working in better class of private Presses at Allahabad belong to the same class as the men at the Government Press. They are in no way inferior to those who have had the good fortune of getting into the Government service and in some cases they are decidedly superior. But the salaries they get are almost half of the Government Press men. The private Presses have to live within their income and have no tax-payer to keep them alive and cannot pay high salaries. In spite of paying lower salaries some of the private Presses are dragging a hand-to-mouth existence and must close down if demands for increase are encouraged in every case. By closing down of private Presses a large number of men will be thrown out of employment. I submit it is the duty of the Government to save this disaster.

It is our misfortune that our rulers have so far not been able to provide Balanced diet. balanced diet for all their subjects as all civilized Governments, I am told, are doing. I hope the present Government will see that all its citizens get the necessaries of life and are able to live in comfort but, I submit, this cannot be done by paying one class of workers more than the nature of the work demands at the expense of the still poorer people who are thereby starved to death.

Some of the Government Press workers, while being examined before Indebtedness. us, stated that they exhausted their salaries before the month was out and they took loans from the Co-operative Society which they repaid on pay day. This process was repeated month after month and will continue whatever the salary. This surely does not amount to loan but is taking the salary in advance. While being examined by the investigators appointed by the Chairman some of them disclosed their being in debt but this was not shown to have been taken for ordinary household expenses. It is not the salary but our social customs which are the cause of indebtedness wherever it exists. I know of some low paid men and women who are carrying on money-lending business on a small scale. I also know of a man of the tenant class getting a salary of Rs.11 per month supporting some of his dependants and paying land revenue on behalf of his cousins who in return do not even give him a share in the produce of his own holding. I do not mean to say that such people live in comfort but I do maintain that high salaries cannot be justified under the present circumstances, that is so long as the men themselves

do not produce more work. My experience is that the more the salary the more is the complaint about its insufficiency. Even high paid officers of the Government have been known to complain about their salaries being below the subsisting level. There is nothing new about it. As observed by a famous queen of France "content never travels with fortune".

Russian analogy.

It is said that in Russia they paid high salaries to all workers and some such thing is required to be done here. The working conditions in Russia according to all accounts are certainly better than other countries of the world but the salaries are not more than the average *per capita* income. The better conditions too have been brought about by the men themselves by producing more and more work. The men there are encouraged to produce more and more work in the same working hours and when they do it the Government recognizes their merit and gives them medals or rewards or advancement in their position. Plenty of such instances are to be found in a recent book written by Shri Rahul Sankritayana, a well known scholar and a confirmed socialist. I will mention only two of them here. The first is that of a girl of 16 who was put in charge of 2 looms at first and within three years took upon herself to work 6 looms and worked them successfully. She worked the usual 7 hours (p. 219). In the other case a coal-miner whose duty it was to dig 7 tons of coal with four other men in 7 hours dug on the 30th August, 1935, with the same number of men in the same working hours 102 tons (p.). Their services were recognized and they have been made members of the Russian Parliament. Who can resist the demand of persons like those mentioned above? But no demand can be acceded to where they demand more salaries and reduction in the working hours which as they stand are less than working hours in England or America and even in India.

Salaries in Russia.

However good the conditions of work in Russia may be salaries of workers are high only in name. A British journalist who has made enquiries recently (vide *National Herald*, dated the 11th July, 1939) tells us that the average monthly salary of a worker in Russia is 285 roubles or £ 13. But look to his expenditure. A pair of shoes costs him 150 roubles; a coat or a dress 500 to 700 roubles; butter at 10 s. a pound; potatoes 3 s. a pound; a cabbage 5 s. and a small loaf 1 s. 6 d.; and these have to be purchased from the Government shops where they have to wait in queues sometimes for hours together. So what the Government gives by one hand it takes away by another. In India the worker is not prevented from buying in the open market and while a Russian worker gets a seer of potatoes for 6 s. the Indian worker can get a maund for the same amount.

Exploitation.

It was argued that the payment of low salaries amounts to exploitation of labour. I admit that in certain cases it may be so but not always. If the business is making huge profits and is not paying due share to the labourer who helps in making the same it is exploitation. I understand that when certain jute mills in Bengal made huge profits for years together and declared fat dividends they did not give due share of the same to their labourers. Similarly the Bundi Cement made so much profits that in course of a few years their capital was raised to several times the amount subscribed. These may be cases of exploitation. But where the employer and the employed work hard together and the amount of profits is nil or nominal payment of low salaries will not only not be exploitation but will be a boon to worker who will otherwise starve in these days of unemployment. Where business is not giving any profits or giving only a nominal one low salaries are surely preferable to no salaries.

In view of what I have said above I am of opinion that the salaries being paid to the officers and men at the Allahabad Government Press are more than the nature of the work demands. I am not against giving high salaries if the men turn out work in proportion to the amount paid. But I cannot encourage men in reducing the amount of work. I go further and say that if the amount of work that the men do remains what it is I would suggest lowering the present salaries from top to bottom except in case of men getting Rs.12 or less. At the present market rate no Press can exist if it pays a large number of its clerks Rs.125 each, compositors 50, binders 30 or 25 or supervisors at the rate suggested. Private Presses doing efficient work cannot afford to pay their managers Rs.200 or more the amount suggested to be paid to proof-readers. Even the Government pays its teachers M.A.'s L.T.'s at the rate of Rs.70 or thereabouts and they are surely better qualified than the proof-readers of the Government Press. Most of the binders at the Government Press are doing folding work which if done by casual labour can be done at 3 annas per thousand. One binder can fold 2,000 sheets only. Paying him one rupee a day means a loss of 10 annas per man to Government per day. Compositor's case is similar. A good compositor can compose 2 foolscap pages in a day and do the necessary corrections. Each page contains 4,500 ens. Superior class of private Presses pay for such a page 6 annas. In piece-rates the Government pays at 12 annas a page. Time-hands do not turn out that amount of work and yet it is proposed to pay Rs.2 per day to many a time-hand and reduce the number of piece-hands and convert them into time-hands. It is also proposed to start a distributor's salary at Rs.10-8. It takes over a year to learn the distributor's work and till then the Government is to pay Rs.10-8 for learning work. Private Presses do not ordinarily pay anything for learning work and begin the distributor's salary at Rs.6 or Rs.7. This is not the way to carry on business and our Government if it aspires to start national industries cannot carry the same on at this rate.

Present salaries too high.

The men at the Government Press are in the habit of enjoying high salaries and these I am afraid cannot be cut down by one stroke of the pen so far as the men working at present are concerned. But care should be taken that for future entrants the same mistake is not repeated. Even the Superintendent's salary should not go over Rs.500 and the deputy's Rs.300 or thereabout. I cannot subscribe to the view that honest hard-working men will not be available at these salaries. An honest man is above temptation whatever the salary. But if the Government is pleased to increase the salaries no matter what the amount of work produced I accept the recommendation made by my colleagues about wages.

Reduction not possible.

The men in the Press are supposed to work $7\frac{1}{2}$ hours. But somehow the practice has grown of allowing them 10 minutes of grace for coming in. One would have thought that these 10 minutes are meant for exceptional cases and on exceptional occasions. But the practice is and we have seen it for ourselves, that the men wait at the gate till the 10 minutes are about to expire and then walk in. There is a long way from the gate to their desk and large compounds to loiter about and they take nearly 20 minutes more to reach their desks. So the first half hour is wasted, of course by time-hands only. Another practice is growing up whereby some of the Muslim time-hands utilize 10 to 15 minutes for saying their prayers after the recess period is over. We are informed that a number of time-hands begin to make preparations to go home a quarter of an hour or so before the whistle goes. These practices have to be stopped if economy is to be effected and the men are to be made to work conscientiously. In fact the practice of saying their

Working hours.

prayers at the expense of the Government which is fast growing up and will become common when piece-hands are converted into time-hands should be put down before it is too late. Otherwise what is to prevent the Hindus from saying or making a show of saying their prayers in working hours?

Preference.

To the Government all citizens are alike whether it is able to find work for them or not. It should do nothing to show that it favours a certain class. To reserve certain seats in a public printing school which is maintained at the tax-payer's expense, for relations of some of the fortunate persons who have been able to find work or to give them preference in service, I submit, is not just. I would therefore not reserve any seat for anybody's son or relative but would give equal opportunity to all.

Dining halls.

Maintaining dining halls for the different communities in this caste-ridden country does not appeal to me.

Economy.

Suggestions have been made in our report for reduction in weight of certain paper and reducing the size of the type to economize expenditure. I would further suggest a way of reducing our printing bill. As the men at present doing work on Criminal Appeals and other losing jobs like the Indian Law Reports, Civil Lists, Manual of Government Orders and Acts of Legislature retire, their places be not filled up but these and other similar jobs should be printed at private Presses. The Government Press should be reserved for confidential work and proceedings of Legislature and such work as requires printing by Rotary Machines and pulls run up to thousands. I would not suggest giving any work to outside Presses till the present men do not retire or are utilized elsewhere. But where the work in the Press is so heavy that it cannot be done without engaging extra labour I would recommend its being given to private Presses instead of engaging labour on contract system which is likely to give rise to some other kind of agitation.

Leave.

Overtime payment is admissible in cases where casual leave is not allowed and therefore in cases where casual leave is allowed overtime payment is not to be given. Those hands who are entitled to casual leave may be called upon to work extra hours or called on days which are observed as general holidays. Giving them a day in exchange is in a way giving them overtime payment.

Holidays.

Holidays are allowed for a definite purpose and not simply to give a day off to workers who already enjoy too many holidays. Why should a worker be given a holiday on Monday if the festival for which he was given an off-day falls on Sunday? Suppose Chehlum falls on a Sunday. Necessary ceremonies must be gone through on that day and there will be nothing to do on Monday. Or if a Hindu must take his bath in the Ganges on say Shivkuti day which falls on Sunday he cannot postpone it for Monday. I would not therefore recommend any day in lieu of a holiday which falls on Sunday.

I also agree with what Mr. Vishwanath Prasad says in his Note.

(2) A note on the Report of the Government Presses Enquiry Committee, by
Pandit Vishwanath Prasad, Member

THERE is one point in our recommendations about which I wish to append a small note. I have not differed on the question of fixation of a minimum wage from the majority of my colleagues on principle, because the general objections applicable to such a course in the case of private industry do not apply in the case of a Government Press. In private industry it is unfair on the part of the State to fix a minimum wage unless it can also fix a minimum rate for the product of the industry. If the State can lay down for instance, a minimum rate of says Rs.20 per average forme printed matter for composing and printing, no private printer will in my opinion grudge a minimum wage of Rs.15 per month. But when the State cannot secure that rate to the Press owner and leaves him at the mercy of forces of competition to obtain the best he can for himself it is only fair that it should not interfere at the other end with his cost of production. The Government Press, however, is not open to forces of competition and the objection on principle to the fixation of a minimum wage does not in my opinion apply to it. I have, therefore, supported the proposition in agreement with my other colleagues. I, however, differ from them in proposing to apply the principle to all adult workers without exception. In my opinion only adult *skilled* workers should be entitled to the minimum monthly wage of Rs.15 and not the semi-skilled and unskilled. This distinction is too important to be ignored. In the case of private industry all *skilled* workers even cannot command a minimum wage of Rs.15 at Allahabad, much less in smaller towns. Many of them do get more, even substantially more. But that depends on their merit and the prevailing market rate. In my opinion the fixation of a minimum wage of Rs.15 for the semi-skilled and the unskilled worker will be not only unwarranted generosity at the expense of the tax-payer who maintains the Government Press, but even unfair to the skilled worker, who must be placed on a higher level in comparison to the semi-skilled and unskilled worker. "Take Ser Bhaji Take Ser Khaja" is not in my opinion the right policy.

(3) A note on the Report of the Government Presses Enquiry Committee, by
Mr. Harihar Nath Shastri, M.L.C.

As recorded in most of the recommendations, a great measure of agreement has been achieved among members of the Committee. When the draft Report was originally taken up for consideration it so appeared that differences would be acute on many points but it is gratifying to note that most of the points of difference have been composed or adjusted, due to the tactful handling of the situation by the Chairman and the accommodating spirit shown by members. There are however, certain points, on which it has not been possible for me to see eye to eye with my other colleagues, thus necessitating a Note of Dissent on my part. The points on which my suggestions differ from other members of the Committee are set forth in the following note :

Wages and Cadre

The question of Wages and Cadre has been most complicated and difficult one that the Committee has had to tackle. Personally speaking, I was inclined to agree substantially with the demands put forward by the Union. The same, however, looked impossible of acceptance by other members of the Committee. After a great deal of discussion and close examination of the various aspects of the question, a midway has been found out, which is incorporated in this Report. There are however just a few points where I must have my say. The maximum limit of pay in case of salaried compositors as finally suggested by the Committee is Rs.45. To me it looks rather low and I would suggest that it should be raised to Rs.50. There is a suggestion that piece-compositors should be transferred to machine composing as machanization proceeds. While accepting the proposition I desire it to be made clear that when the change is brought about the grade of piece-compositors would in no way be affected. I would also recommend that the present practice of revision of grade of piece-workers every now and then must be put a stop to and the grade should be permanently fixed.

With regard to the question of Cadre, there are certain observations that I would like to make. In the first place the number of persons recommended for higher grades is much smaller as compared to lower grades, with the result that a large number of workers would be deprived of reaching the highest grade within their service period. I have made a comparison with other departments of the Government as also with other industrial concerns owned by the State and I find that the gulf is nowhere so wide as in this case. I would strongly urge that both in cases of industrial and clerical staff the number of hands in higher grades should be substantially increased over and above the recommendations of the Committee and that under no circumstances should the number in a higher grade be less than 70 per cent. of the next lower grade.

Another point of grave concern and anxiety is the future of the Bindery section as foreshadowed in the Report of the Committee. The Report on the point is vague as it does not give a clear idea of the approximate number of men who will be displaced in various categories of the Bindery department as a result of machanization and the number of men who will be absorbed under the rationalization scheme. Moreover, the position of uncertainty must not be allowed to hang indefinitely. A maximum period of two years is quite

enough for achieving mechanization and if during that period mechanization is not completed, the temporary staff must be automatically put on the permanent list.

Recruitment and Promotion

I agree with most of the recommendations in the chapter. But there are two points on which I think it necessary to follow a different line.

It is suggested that for the future new industrial hands should be kept as temporary for three years. A three years' period is inordinately a long one and I request that this should be reduced to two years as in the case of clerks. Even a temporary worker when discharged on grounds of unfitness should have a right of appeal.

The other point I want to refer to is regarding promotion. The majority of my colleagues are of opinion that the Superintendent should be the sole judge in matters of promotions which should be decided not only on the basis of seniority but of merits as well, which should be the principal consideration. Experience goes a long way in making a man capable for a job and I feel the general presumption should be that the senior-most man would be best suited for promotion. I do not rule out the possibility of exceptions when a senior man may be unfit for a job. Such exceptional circumstances have to be safeguarded, if efficiency is to be maintained. My suggestion is that in matters of promotion, seniority of service should be the sole criterion. But if the Superintendent thinks that a particular man, due to this past record, is unfit for promotion he should after assigning reasons in writing, supersede the senior-most man in favour of the next junior man. Of course the superseded man should have the right of appeal to proper authority if he so chooses. This system has an elasticity which while preventing inefficient persons from being promoted, maintains seniority as the sole criterion in matters of promotions. This also does away with the possibility of any doubts and suspicions in the minds of workers regarding undue supersessions as a result of favouritism, about which several complaints have been brought to the notice of the Committee. I do feel that if the present practice persists and the staff begins to feel that there is favouritism or any other evil rampant, the whole atmosphere gets vitiated which is not conducive either to good industrial relations or to the efficient working of the industry.

Leave and Holidays

There is general agreement on this part of the Report except on two points, i.e. the question of casual leave and holidays. Majority of my colleagues, while realizing the necessity of casual leave, do not recommend the same. It is argued that casual leave should not be granted to workers, because they are entitled to payment for overtime work. It is deemed as an unusual principle that those who get overtime payment are not entitled to casual leave. I submit that there is no such universal rule. I understand that in railways both overtime payment as well as casual leave are enjoyed by workers. The necessity of casual leave arises from the exigencies of human life and the payment or non-payment of overtime wages has no relation to it. The necessity of casual leave should be judged on its own merits. Occasions do arise, especially in the lives of the people in our country who have to live in the most unhygienic and unsatisfactory surroundings, when illness or other causes of accidental nature prevents a worker from joining work. It is unreasonable not to make provision for occasions beyond human control. I am, therefore, definitely of opinion that a week's casual leave with pay should be granted to workers in the Government Press.

Another point of difference is about leave privileges of temporary staff. The majority has recommended only half pay during leave period to the temporary staff. The suggestion may result in a little economy but does not appear to be just and reasonable. The temporary hands are the people who get the lowest amount of wages. As such they need their full pay during leave periods more than any others. I am therefore of opinion that the temporary staff should have the same leave privileges as permanent hands and should draw their pay also on the same basis, while on leave.

Another matter of importance where I differ from the majority of my colleagues is the question of holidays. It is recommended that there should be 13 whole establishment holidays and 5 sectional holidays, so that every employee would get 18 holidays as against 25 which he has so far been enjoying. In the first place I am opposed to the retention of communal holidays. Holidays on communal basis break that sense of unity and harmony, which workers otherwise ought to feel and which is so necessary in the interest of the country. Communal holidays are bound to encourage separatist tendencies. The necessity of doing away with communal holidays, therefore, cannot be doubted. I, therefore, suggest that the system of sectional or communal holidays must be abolished.

A reasonable number of holidays must be fixed up which should be given to all workers irrespective of cast or creed. I think that the practice of the Government of India Press in Calcutta and Delhi provides a suitable basis, which can and should be followed here as well. There the practice is to allow local and gazetted holidays up to the maximum of 42 days in the year. I suggest that similar rules should be laid down for the Government Press in the United Provinces. It has been argued in support of reduction of the number of holidays, that in the United Provinces, the Government Press works only for $7\frac{1}{2}$ hours, whereas in the Government of India Press, work is done for 8 hours. This argument does not carry any weight. The reduction of working hours, within certain limits does not necessarily result in reduction of output as its consequence. Experience in several major industries—particularly the textile industry where the working hours have been reduced by one hour, is a clear proof of the assumption that greater efficiency can be achieved in shorter working hours. The difference of half an hour is essentially such as can be made up by more efficient production and I think the management should aim at that.

Reference in the majority Report about Japan and other European countries, where far less number of holidays are given is not at all convincing. In the first place our climatic conditions are entirely different necessitating more rest. Besides the standard of education and living in those countries is so high that even on working days the worker can enjoy social evenings after work. In India the day-to-day life, the housing conditions and other conditions of work are so bad that life outside working hours becomes monotonous. It is only on holidays when the workers are able to go to their villages or get an opportunity for participating in social life. Holidays are a very important element in the life of an Indian worker, which enables him to make life more tolerable and worth living. Any attempt, therefore, towards the reduction of their number of holidays cannot meet my approval.

In view of the circumstances narrated above, I think that the basis of holidays as suggested by me is reasonable and should be accepted by the Government.

Trade Union

I differ from the views expressed by majority of the Committee regarding relation of the Government Press Employees' Association with the local Press Workers' Union. The isolation of the Government Press Employees' Association from the rest of the working class organizations is, in my opinion, wrong in principle. The employees of industrial establishments under Government control cannot be treated on the same footing as other Government servants. The former should be classed along with industrial workers irrespective of any consideration of management or control. State employees in industrial concerns do enjoy full freedom of association and affiliation with outside organizations, in our country as also abroad. Even Government Presses in certain cases have got such freedom. The employees of the Central Provinces and Berar Government Press are free to join the General Press Workers' Union. I also understand that the Bombay Government Press Employees' Association is affiliated to the All-India Trade Union Congress. The instance of State Railways employees has been cited, even in the main Report that supports my view point. A distinction is however sought to be drawn between railways and printing Presses but that is not at all convincing. It has been argued that State Railway Unions, being 75 per cent. of the total strength of the Railwaymen's Federation, dominate there and influence the policy of the Federation and as such their association with the Railway's Federation does not matter. This argument loses all its force when we find that the State-managed Railway Employees' Unions not only form part of the Railwaymen's Federation but they are also affiliated to the All-India Trade Union Congress, where they are much smaller in number. From the point of view of public utility railways have undoubtedly got greater importance inasmuch as their dislocation can be a greater cause of hardship to the community than a Government Press. The case of the Government Press employees therefore should stand more favourably as compared to railway workers in the matter.

Besides, the mere fact of a Government Press being a State concern should not deprive its employees from freedom of association with organizations having the same objective. There are industries which though they are not directly under State control have got much greater public utility as even recognized by the law of the land. For instance there are waterworks, scavenging and electric supply concerns where the right of strikes and lock-outs are subject to certain restrictions imposed by law. But there too the unfettered right of the employees to seek affiliation with other organizations like the All-India Trade Union Congress is not questioned.

The consideration of national or public utility, therefore do not seem to be involved in permitting Government Press Employees' Union to join other organizations.

There are various problem that affect as much the industrial employees of a State concern as to other industrial workers. For instance there is the question of labour legislation. All labour laws so far enacted apply to both the categories. There are and may be other legislative measures contemplated in which the whole of the working class may be required to express their views after full deliberation and consultations. I should see no reason why Government employees should be ignored or kept out in such consultations. The Government has already recognized the necessity of such joint consultations by giving the Government Press employees the right of electing a member for the United Provinces Legislative Assembly together with other

workers. It will be inconsistent with that policy not to permit these employees to be in the same organization with other workers in order to advise their representatives regarding the legislative tasks coming from time to time.

The International Labour Conference at Geneva has also on no occasion made such a distinction in industrial concerns on the mere basis of their being State-managed or otherwise. Rights and privileges of workers in a particular industry are and should be determined irrespective of any such consideration.

I am therefore definitely of opinion that the Government Presses Employees' Association should be permitted to join the local Press workers' Union and the All-India Trade Union Congress.

Pensions and Provident Fund

I am in general agreement with the recommendations of the Committee on the question of pensions and provident fund. I also endorse the view that contribution from the Government should diminish, while that of the employees should increase with increase of pay. This however requires further amplification, as the recommendations of the Committee on this point are vague and indefinite. In the first place while admitting that contribution from the employees should increase with increase of pay, I am definitely of opinion that the increase in contribution from employees should under no circumstances exceed the share of the Government. To be more definite, in case of employees drawing over Rs.50, contribution from both the parties should be equal and the minimum amount should be one anna to a rupee in each case. But it should be optional for employees to contribute more than the minima if they so choose, subject to the maximum limit of 2 annas per rupee and an equivalent amount should be contributed by the Government. In case of employees drawing Rs.50 or less, 3 pies per rupee should be deducted from the employees and the Government should pay double the amount, i.e. Re.0-1-6 per rupee.

Private Presses

I am in substantial agreement with the recommendations of the Committee on the subject. I cannot, however, see eye to eye with certain observations of the Committee regarding working conditions in private Presses. I fail to appreciate why the conditions and wages that have been recommended for Government employees cannot be applied to private Presses. Slender financial conditions of any private Press can be no ground for lower—in the standard of wages and conditions of employment below the standard achieved by the Government Press. If there are any such Presses that cannot maintain a standard they have no claim to exist. They would die their natural death and give rise to more economically sound concerns. If conditions in private Presses are worse as compared to Government Press, that will not only adversely affect their employees but at the same time they are bound to adversely react on the Government Presses' employees. I therefore feel that there should be no appreciable difference between conditions of work and wages in the Government Press and other private Presses and that employees in Private Presses should legitimately aim at achieving the same standard for them as recommended in this Report.

(4) Note by Mr. Lal Bahadur Shastri, M.L.A., Member, Government Presses Enquiry Committee

I HAD no desire to write a separate note as we were all satisfied with the manner in which the Chairman of our Committee conducted its proceedings. He made every effort to produce an unanimous Report and it is only but proper to acknowledge that the members too, though holding different views showed a spirit of accommodation. If even then, I write a separate note, it is only to emphasize some points that are incorporated in the Report and also to make my position clear regarding others raised in it and in the notes of some members.

Now I shall deal with the following points :

1. *Recruitment*

In this connexion I want to emphasize that seniority should be the main criterion for promotion. There is great heart-burning and a good deal of dissatisfaction among the workers on account of non-observance of this principle on occasions. If the Superintendent thinks that the senior man is not competent for the job the best course in such contingencies will be to introduce system of tests and those who fare better should be promoted. It is hardly necessary to mention here that in any case of promotion the first opportunity should be given to the persons of the departments concerned. Selection may be made from other departments, only when no man is fit or available from the particular department in which there is a vacancy for promotion.

2. *Cadre*

The work of the Head Assistant, Printing, is very heavy. He has at least ten branches of this department consisting of about 160 hands, to look after. His work is daily increasing. It is worth considering if an assistant to help should be appointed. There is another point as well. In the Stationery department there is no assistant. Testing of stationery and paper is also one of the duties of the person in charge of the department. It is a technical job, specially the testing of paper. If the Head Assistant, Stationery, goes on leave there is no one to do this kind of work. There is a likelihood of the Press incurring heavy loss if the papers are not tested in a particular period. Paper of inferior quality can be supplied at such occasions. The work of testing goes on throughout the year and is specially heavy during tender time. The competition in tenders is daily growing and the number of tenderers is increasing. High or bad tenders may be accepted if the Head Assistant, Stationery, goes on leave, or falls ill during the tender period. It is therefore essential that either an Assistant be given to the head of this department or if there is a fear of the expenditure increasing a man of that department should be trained in this particular work in order to carry on the work during the absence of the head of the department. This is necessary in the interest of the Stationery Depot as well as for efficiency of work.

Designation

There are no fixed designations in the industrial and clerical departments. There is no post like that of despatcher and accountant, etc. in the

latter. Similarly in the former ruling machinemen, die-stampers, and examiners are all termed as binders. Similar is the position in other departments. There ought to be separate designations for employees doing different nature of work.

3. *Leave and Holidays*

As regards casual leave I entirely agree with the remarks made by Shri Haribarnath Shastri in his note. I also agree with him that half pay of the temporary staff should not be deducted when they are on leave.

As regards communal holidays, I think no member of the Committee differed on the guiding principle. I also strongly feel that there should only be common holidays and no communal holidays, as far as possible. I have added the words "as far as possible" simply because there are certain practical difficulties.

4. *Wages Problem*

I strongly support the fixation of minimum salary at Rs.15 for every adult working in the Press. I hope no exception will be made in this regard in the case of any adult working in any big or small department.

Regarding the maximum salary of the compositors we had practically agreed to put it at Rs.50. Later, the matter was reconsidered and a majority of members were in favour of fixing it at Rs.45. They did so keeping in view the advantages of moderation in such matters. But I submit that the maximum should not be reduced to any sum below Rs.50. I feel that even a compositor has also a right to expect a reasonable maximum salary before his retirement. To me the figure of Rs.50 does not appear to be unreasonable.

As regards the scale that we have fixed for the future there is one more point worth considering. In fixing the scale of a particular member of the staff, according to our new recommendations, it is essential that due regard should be paid to the length of his service. In other words previous service rendered by an employee on a particular scale lower than that now fixed by us should be taken into consideration in the new arrangements. This principle has been accepted by Government in the case of inferior Government servants. I hope that the same principle will be observed in the case of all the employees of the Government Press as well. I am given to understand that this is already decided but still I have written the above for the sake of emphasizing the point.

I do not agree in principle that some difference should be maintained in the scale of pay between a Hindi, Urdu and English compositor. The work of Hindi and Urdu compositors is in no way less arduous than an English compositor, and there is no reason why any difference should be observed. Such differentiation should not be made in the Government Press as the analogy of private Presses cannot hold good. I would, therefore, urge the abolition of this distinction in the Government Press.

5. *Pension and Provident Fund*

I agree that the workers should have the option of contributing up to a maximum of 2 annas for the provident fund, but I do not consider it feasible that Government should make a distinction in its contribution between one worker and another. It must have a fixed rate on a fixed uniform basis. Any differentiation is bound to create dissatisfaction among the workers. The Government's contribution should, therefore, remain unaltered even though

a worker contributes more than an anna per rupee. But it is desirable that in the case of those getting less than Rs.50 the Government's contribution to the provident fund should be greater than the workers'. The Committee has accepted the principle, but its recommendations are not definite. I would put the Government's contribution in such cases at two-thirds and the workers' at one-third.

The proviso added to the paragraph on compassionate grant, that the grant should be made to dependants in straitened circumstances only, is likely to lead to abuse. Who is to decide as to what are straitened circumstances and whether the particular dependants is so circumstanced? I therefore suggest that the compassionate grant should be unconditional to dependants of workers who die before retirement or soon after retirement.

6. *Trade Union*

I am in wholehearted agreement with Shri Hariharnath Shastri on the principle of it, but I differ from him only in this respect that our Trade Union movement has not attained its full growth, and unless the movement has fully developed it will not be wise to allow the Government Press Workers' Union to associate itself with other independent bodies. The reasons advanced in the body of the Report in this connexion appear to me reasonable, but I also think that the time is not far off when we will have to allow the Government Press Workers' Union to join hands with other Unions of the country. Personally I should welcome that day.

I may here suggest one thing more. The Government should consider the proposal of allowing the Government Press Workers' Union to affiliate itself to the All-India Trade Union Congress. This body represents all the important industries and their Unions. Whether the Government Press Workers' Union can also be represented on it, is a matter worth considering for the Government.

7. *Private Presses*

I can very well understand that it is difficult to put private Presses on the same footing as the Government Press. The resources of the State are always greater than the private employer. But it will be unfair to suppress the fact that the condition of most private Presses in our Provinces is very unsatisfactory. I am therefore strongly of opinion that there should not be a wide gap between the wage and conditions prevailing in the Government Press and those in the private Presses. They should try to improve their condition. It will not be bad if some of the private Presses die down in these circumstances.

I have nothing more to say except that I am in general agreement with all other points dealt with in the Report. It is just possible that there may be some difference in the manner of putting things and the emphasis on one point or another.

The Committee has taken a long time to submit its report. But it has utilized this period in the best possible manner and every detail of the working of the Government Press has been considered fully and the recommendations made cannot be said to be in any way unsatisfactory from the point of view of workers.

Our recommendations are bound to increase the existing expenditure on the Government Press. Though it is difficult to calculate the increased cost, yet on a rough estimate it would not be far beside the mark to put it at one

lakh. The Government may find some difficulty in meeting the increased cost but I am sure the increments made in wages and facilities given in other respects are reasonable and the Government need not be deterred from accepting the recommendations.

The Committee has also suggested a number of reforms which if given effect to will go a long way towards reducing the present expenditure. Taking this aspect into consideration I think that the increased burden will not be as heavy as it would have been otherwise.

APPENDIX 7

Statement showing the Existing and the Proposed Cadre

Item number	Designation	Existing staff		Post for the permanent staff prior to 1931 and after 1931 revised scale			Average cost of existing permanent staff		Proposed staff		Scale of pay of proposed staff		Average cost of proposed staff (permanent and temporary)	
		(a) Permanent	(b) Temporary	(a) No. of posts	(b) Existing scale	(c) Existing new scale	(a) Average of scale	(b) Total cost	(a) Permanent	(b) Temporary	(a) No. of posts	(b) Scale of pay	(a) Average of scale	(b) Total cost (permanent and temporary)
1	2	3		4			5		6		7		8	
	<i>Gazetted Staff</i>				Rs.	Rs.	Rs.	Rs.				Rs.	Rs.	Rs.
1	Superintendent	1	..	1	..	600—25—750	675	8,100	1	..	1	600—20—700— —25—750	671.4	8,057
2	Deputy Superintendent ..	1	..	1	..	300—20—500	400	4,800	1	..	1	280—10—360— 20—400—25— 500	366	4,392
3	Assistant Superintendents ..	3	..	1	250—20—750	..	500	6,000	..	..	..	..	..	..
				2	..	200—10—280	240	5,760	2	..	2	200—10—280	240	5,760
4	Assistant-in-charge, Naini Jail Branch Press.	1	..	1	..	150—5—175	162.5	1,950						
								26,610						18,209

APPENDIX 7—(continued)

Item number	Designation	Existing staff		Post for the permanent staff prior to 1931 and after 1931 revised scale			Average cost of existing permanent staff		Proposed staff		Scale of pay of proposed staff		Average cost of proposed staff (permanent and temporary)				
		(a) Permanent	(b) Temporary	(a) No. of posts	(b) Existing scale	(c) Existing new scale	(a) Average of scale	(b) Total cost	(a) Permanent	(b) Temporary	(a) No. of posts	(b) Scale of pay	(a) Average of scale	(b) Total cost (permanent and temporary)			
1	2	3		4			5		6		7		8				
					Rs.	Rs.	Rs.	Rs.				Rs.	Rs.	Rs.			
<i>Clerical Establishment</i>																	
1	Head Assistant (Printing) ..	1	..	1	..	175-10-275	225	2,700	}	2	..	2	160-5-200-10-250	197.3	4,735		
	Head Assistant (Stationery) ..	1	..	1	..	150-10-250	200	2,400									
2	Press Treasurer ..	1	..	1	140-4-160	..	150	1,800		1	..	1	125-7-160	142.5	1,710		
3	Store Keeper (Stationery) ..	1	..	1	..	75-5-100	87.5	1,050		1	..	1	70-4-90-5-125	96	1,152		
4	Other Clerks ..	63	128	1	160	..	160	1,920	}	158	33	1	125-7-160	142.5	1,710		
				1	110-6-140	..	125	1,500						5	90-5-125	107.5	6,450
				1	125	..	125	1,500						12	70-4-90	80	11,520
				1	40-5-65	..	52.5	630						20	55-3-70	62.5	15,000
				1	40	..	40	480						40	40-3-55	47.5	22,800
				1	100-5-125	..	112.5	1,350						80	30-2-40	} 35	47,460
				1	100	..	100	1,200						33	30-2-40		
				5	..	75-5-100	87.5	5,250						Tempy.			
				6	..	50-4-70	60	4,320									
				21	..	35-3-50	42.5	10,710									
				24	..	25-2-35	30	8,640									
								45,450						1,12,537			

1	Motor Driver	1	1	..	1	25-1-30-1-35	29.2	350	
2	Motor Cleaner	1	1	..	1	15-1-20	17.5	210	
<i>Inferior servants</i>															
3	Peons	..	21	3	1	Revised from the 1st April, 1939, vide G. O. No. G.I.172X-276-D, dated 1st April, 1939.	16-1-19	17.5	210	20+4 = 24	5	15-1-18	16.5	990	
					10+1		15-1-18	16.5	2,178						
					8		12-1/2-14	13	1,248						
					1		11-1/2-14	12.5	150						
					1		17-1-20	18.5	222						
					1		16-1-19	17.5	210						
4	Office Jamadar	..	1	1	1	12-1/2-14	13	156	1	..	1	10-1/2-14	12	2,736	
5	Dafti	..	1	1	1	17-1-20	18.5	222	1	..	1	18-1-25	21.5	258	
6	Dafti Assistant	..	1	1	1	16-1-19	17.5	210	1	..	1	15-1-20	17.5	210	
					1	12-1/2-14	13	156	1	..	1	15 yrs. at Rs.10 18 .. at Rs.15 21 .. at Rs.15 -1-18.	16.5	198	
7	Gate Jamadar	..	1	..	1	..	15	15	190	1	..	1	15-1-22	18.5	222
8	Chaukidars and Gatemen	..	9	2	4	12	..	12	576	11	9+2	15-1-20	17.5	2,310	
	Chaukidars	..	..	..	5	..	12	12	720			
9	Lamp bearer	..	1	..	1	10-8	..	10.5	126	25	25	15-1-18	16.5	4,950	
10	Counters and Packers	..	25	..	3	16	..	16	576						
					1	14	..	14	188						
					3	13	..	13	468						
					2	12	..	12	288						
					7	..	12-1-15	13.5	1,134						
					3	..	14	14	504						
					3	..	13	13	468						
					3	..	12	12	432						
11	Callboys	13	13	..	13	10-1-14	12	1,872
12	Coolies	26	26	..	26	15-1-18	16.5	5,148
13	Bhistis	4	4	..	4	10-1-14	12	576
14	Sweeper Jamadar	1
15	Sweepers	9	10	..	10	10-1-14	12	1,440
													10,014	21,470	

APPENDIX 7—(continued)

Item number	Designation	Existing staff		Post for the permanent staff prior to 1931 and after 1931 revised scale			Average cost of existing permanent staff		Proposed staff		Scale of pay of proposed staff		Average cost of proposed staff (permanent and temporary)	
		(a) Permanent	(b) Temporary	(a) No. of posts	(b) Existing old scale	(c) Existing new scale	(a) Average of scale	(b) Total cost	(a) Permanent	(b) Temporary	(a) No. of posts	(b) Scale of pay	(a) Average of scale	(b) Total cost (permanent and temporary)
1	2	3		4			5		6		7		8	
					Rs.	Rs.	Rs.	Rs.				Rs.	Rs.	Rs.
1	Compositors (Salaried)	63	159	10	50	..	50	6,000	175	47	125	30-1½-45	37.5	22,500
				5	44	..	44	2,640						
				7	38/8	..	38.5	3,234						
				8	33	..	33	3,168						
				8	31	..	31	2,976						
				8	27/8	..	27.5	2,640						
				4	24	..	24	1,152						
				2	22	..	22	528						
				2	20	..	20	480						
				3	..	25-1½-40	32.5	1,170						
				5	..	17½-1-20-1-25	20.4	1,224						
				1	..	15-½-17½	16.25	195			47 temporary.	18-1-30	24	49,536
2	Compositors (Piece)	50	73	50	50	62				
3	Mono operators (Piece)	1	12	1	18	2				
4	Line operators (Piece)	3	9	3	11	1				
5	Impositors	7	4	1	25	..	25	300	10	1	11	18-½-25	21.5	2,838
				5	21	..	21	1,260						
				1	18	..	18	216						

6	Distributors and type suppliers ..	6	77	2	15/8	..	15-5	372	40	40	80	15 yrs. at Rs. 10	16-75	16,080			
				1	11/8	..	11-5	138							18 yrs. at Rs. 15	(Average of substantive scales).	
				2	18	..	18	632							(or at confirmation which ever is later).		
				1	..	10- $\frac{1}{2}$ -15	12-5	150							21 years at Rs. 15-8, onwards - $\frac{1}{2}$ -15 (biennial).		
7	Galley Keepers ..	2	..	2	38/8	..	38-5	924									
8	Proof Arrangers ..	1	1	1	38/8	..	38-5	462	5	..	5	20- $\frac{1}{2}$ -22 $\frac{1}{2}$ -1-27 $\frac{1}{2}$	23-1	1,386			
9	Forme Keepers ..	2	..	1	33	..	33	396	2	..	2	20- $\frac{1}{2}$ -22 $\frac{1}{2}$ -1-27 $\frac{1}{2}$	23-1	554			
				1	..	20- $\frac{1}{2}$ -22 $\frac{1}{2}$ -1-27 $\frac{1}{2}$	23-1	277									
10	Head Line Keepers ..	1	..	1	..	15- $\frac{1}{2}$ -20	17-5	210	1	..	1	18- $\frac{1}{2}$ -22 $\frac{1}{2}$ -1-27 $\frac{1}{2}$	22-6	271			
11	Galley Proof Pressmen ..	6	19	1	13/8	..	13-5	162	10	2	12	15- $\frac{1}{2}$ -20	17-5	2,520			
				5	..	12- $\frac{1}{2}$ -15	13-5	810									
12	Stone-hands ..	..	3	..	..	..	..	..	12	2	14	15- $\frac{1}{2}$ -20	17-5	2,940
13	Mono Mechanics ..	..	2	..	..	..	..	..	4	..	3	50-2-70-2 $\frac{1}{2}$ -85	67-7	812
														30-1 $\frac{1}{2}$ -40	37-5	1,350	
14	Mono Caster attendants ..	..	18	..	..	..	..	..	18	6	24	16- $\frac{1}{2}$ -20-1-30	21-8	6,278
15	Lino Mechanic ..	..	..	..	..	..	..	..	1	..	1	30-2-50-2 $\frac{1}{2}$ -65	46-6	559
16	Lino barmen ..	..	2	..	..	..	..	..	2	..	2	15- $\frac{1}{2}$ -20	17-5	420
17	Metalmen (Labourer) ..	..	1	..	..	..	..	..	3	..	3	15- $\frac{1}{2}$ -20	17-5	630
18	Letter-press Machinemen (Power) ..	9	27	2	55	..	55	1,320	31	5	24	30-1-40-2-50	38-3	3,672			
				2	60	..	50	1,200									
				1	44	..	44	528							20-1-30	25	8,400
				2	38/8	..	38-5	924									
				2	27/8	..	27-5	660				20-1-30					
											4	(temporary).					

APPENDIX 7—(continued)

Item number	Designation	Existing staff		Post for the permanent staff prior to 1931 and after 1931 revised scale			Average cost of existing permanent staff		Proposed staff		Scale of pay of proposed staff		Average cost of proposed staff (permanent and temporary)		
		(a) Permanent	(b) Temporary	(a) No. of posts	(b) Existing old scale	(c) Existing new scale	(a) Average of scale	(b) Total cost	(a) Permanent	(b) Temporary	(a) No. of posts	(b) Scale of pay	(a) Average of scale	(b) Total cost (permanent and temporary)	
1	2	3		4			5		6		7		8		
					Rs.	Rs.	Rs.	Rs.				Rs.	Rs.	Rs.	
19	Letter-press machine assistants (including auxiliaries).	..	34	30	7	37	15½—18 (biennial).	16.75	7,437	
20	Letter-press hand-pressmen	9	17	3	21	..	21	756	}	9	17	26	16—20	18	5,616
				3	19	..	19	684							
				1	18	..	18	216							
				2	15/8	..	15.5	372							
21	Letter-press assistants (inkmen and paper boys).	7	42	1	18	..	18	216	}	7	42	49	15½—18 (biennial).	16.75	9,849
				1	14/8	..	14.5	174							
				2	13/8	..	13.5	324							
				3	..	10½—15	12.75	459							
22	Process worker	1	..	1	115—8—155	..	135	1,220							
23	Draughtmen	8	11	1	100—4—120	..	110	1,320	}	17	2	1	70—4—90	80	960
				1	88	..	88	1,056							
				2	..	50—2½—75	62.5	1,500							
				1	50—4—70	..	60	720							
				2	38/8	..	38.5	924							
				1	..	27½—1—32½—1½—40	33.1	397							
												2 temporary.	30—1—40	35	840

24	Negative-plate preparers	..	2	..	1	70-3-85	..	77.5	930	}	2	..	}	1	40-2-60 (1st grade).	50	600	
					1	44	..	44	528						1	30-1-40 (2nd grade).	35	420
25	Litho Writers	7	}	6	1	}	1	25-1-30	27.5	330	
														6	18-1-20-1-25	21.3	1,533	
26	Litho Machipemen	2	3	2	..	27 $\frac{1}{2}$ -1-32 $\frac{1}{2}$ - 1 $\frac{1}{2}$ -40	33.1	794	}	5	..	}	3	25-1-35	30	1,080
													2		35-1-40-2- 50	42.5	1,020	
27	Litho Pressmen and Auxiliaries	..	3	4	1	18	..	18	216	}	6	1	7	20-1-25	22.5	1,890		
					1	21	..	21	252									
					1	15/8	..	15.5	186									
28	Plate Grainers	..	2	9	1	..	12-1-15	13.5	162	}	6	3	9	15 $\frac{1}{2}$ -1-18	16.75	1,809		
					1	15/8	..	15.5	186									
					1	15/8	..	15.5	186									
29	Binders (Salaried)	..	22	182	1	..	22 $\frac{1}{2}$ -1-25- 1-30	26	312	}	150	54	64 temporary.	6	25-1-30	27.5	1,980	
					1	..	15-1-20	17.5	210									
					4	..	10 $\frac{1}{2}$ -1-15	12.75	604									
					1	26	..	26	312									
					1	25	..	25	300									
					1	24	..	24	288									
					3	18	..	18	648									
					1	15/8	..	15.5	186									
					6	14/8	..	14.5	1,044									
					3	13/8	..	13.5	486									
30	Binders (Piece)	21	}	18	3	}	1	90-5-130	110	1,320	
31	Supervisors (Composing)	..	15	6	1	120-7-155	..	137.5	1,650									
					1	100-4-120	..	110	1,320	}	21	2	4	1	90-5-130 (first grade).	110	1,320	
					5	70-4-90	..	80	4,800									
					2	50-4-70	..	60	1,440									
					1	66	..	66	792									
					1	50	..	50	600									
					3	37 $\frac{1}{2}$ -2 $\frac{1}{2}$ -50	..	43.75	1,575									
					1	33	..	33	396									
					14	35-2 $\frac{1}{2}$ -55	..	45	8,640									

APPENDIX 7—(concluded)

Item number	Designation	Existing staff		Post for the permanent staff prior to 1931 and after 1931 revised scale			Average cost of existing permanent staff		Proposed staff		Scale of pay of proposed staff		Average cost of proposed staff (permanent and temporary)						
		(a) Permanent	(b) Temporary	(a) No. of posts	(b) Existing old scale	(c) Existing new scale	(a) Average of scale	(b) Total cost	(a) Permanent	(b) Temporary	(a) No. of posts	(b) Scale of pay	(a) Average of scale	(b) Total cost (permanent and temporary)					
1	2	3		4			5		6		7		8						
					Rs.	Rs.	Rs.	Rs.				Rs.	Rs.	Rs.					
32	Supervisors (Letter-Press Machines).	3	2	1	120-7-155	..	137.5	1,650	}	4	..	1	90-5-130	110	1,320				
				1	24	..	24	288							1	55-3-70	62.5	750	
				1	..	50-2-70	60	720							2	35-2½-55	45	1,080	
33	*Supervisor (Distributing section) ..	..	..	..	..	..	..	..	1	..	1	30-1½-45-2½	40	480
34	Supervisors (Litho and Machine Foremen).	1+1	..	1	115-8-155	(See item 22 on the Statement)	}	3	..	1	100-5-160	125	1,500				
				1	..	50-2½-75	62.5	750							1	70-4-90	80	980	
				1							1	55-3-70	62.5	750	
35	Supervisors (Bindery)	4	2	1	155	..	155	1,860	}	6	2	1	90-5-130	110	1,320			
					1	50-4-70	..	60	720							1	55-3-70	62.5	750
					1	22	..	22	264							1	55-3-70	62.5	750
					1	..	17½-1-20	18.75	225							4	35-2½-55	45	2,160
36	Roller Caster Attendant	..	..	1	..	..	..	..	2	..	2	20-1-25	22.5	540
37	Paper wetter	..	1	..	1	19	..	19	228	1	..	1	10-1-14	12+2	168				
38	Bindery Counters and Packers	..	6	2	1	18	..	18	216	}	8	..	+ Rs.2 allowance.						
					1	16/8	..	16.5	198							8	15½-1-18 (biennial).	16.75	1,608
					2	13/8	..	13.5	324										
					2	..	10½-1-15	12.75	306										
39	Bindery men (labourers)	..	..	19	..	..	..	..	15	4	19	10-1-14	12+2	3,192
												+ Rs.2 allowance.							

40	Readers	15	12	1	240-5-265	..	252.5	3,030			1	160-5-200-10 -230.	189.5	2,274
				1	200-4-220	..	210	2,520						
				3	120-7-155	..	137.5	4,950			2	125-7-160-7½ -175.	153.2	3,590
				1	..	135-8-175	155	1,860						
				1	100-4-120	..	110	1,320	25	2	3	90-5-125	107.5	3,870
				2	80-6-110	..	95	2,280						
				1	82	..	82	984			19	38-3-80.		
				1	..	75-5-100	87.5	1,050					59	14,868
				4	..	40-3-70	55	2,640			2	38-3-80		
41	Copyholders and Revisors	8	22	2	37½-1½-45	..	41.25	990	125	12	tempy.	25-1-30-2-40	31.2	10,098
				4	38/8	..	38.5	1,848						
				2	..	25-1-35	30	720	§3	..	3	30-1½-45	37.5	1,350
42	Engine Driver	..	1	..	..	..	..	..	..	1	1	30-2-50-2½ 60.	47	564
	Fireman	..	1	..	..	..	..	..	..	1	1	20-½-25	22.5	270
	Oiler	..	1	..	..	..	..	..	..	1	1	15-½-18 (biennial).	16.5	198
43	Moshi	..	2	..	..	..	..	..	1	1	2 tempy.	15-½-18 (biennial).	16.5	396
44	Mechanical Supervisor (Typefoundry Foreman).	1	..	1	70-3-100	..	85	1,020	1	..	1	50-2-70-2½ 85.	68.5	798
45	Electric mechanics and labourer— (a) Electric labourer	..	1	..	..	..	..	..	1	..	1	15-½-20-1-25	19.5	234
	(b) Electric mechanics	1	2	1	37½-3½-55	..	46.25	555	3	..	3	30-1½-45-2½ 60.	39.2	1,410
46	Fitters	2	2	1	24	..	24	288	3+1	..	4	25-1-35	30	1,440
47	Turner	..	1	..	..	..	..	..	1	..	1	25-1-40	32.5	390
48	Blacksmith	..	1	..	..	..	..	..	1	..	1	18-½-25	21.5	258
49	Carpenters	..	7	..	..	..	..	..	6	1	2	25-1-30	27.5	660
											4	18-½-25	21.5	1,032
50	Labourers	..	8	..	..	..	..	..	5	3	1 tempy.	18-½-25	268	268
											8	10-½-14	12+2	1,344
51	Engraver	1	..	..	..	30-1-40	35	420	1	..	1	+ Rs.2 allowance. 30-1-40	35	420
52	Foundry-Workers	6	9	1	19	..	19	228						
				1	18	..	18	216						
				1	15/8	..	15.5	186	15	..	15	15½-½-18 (biennial).	16.5	2,970
				1	14/8	..	14.5	174						
				2	..	12-½-14	13	312						
								1,02,973						2,33,394

*From Galley Keepers.

†If not mechanized then 2 permanent on Rs.35-2½-55 and 2 temporary on Rs.25-1-30.

‡Copyholders.

§Revisors.

APPENDIX VIII

INTRODUCTION

THIS schedule of rates applies to all work done in the various Government Presses of the Province ; where variations are necessary these have been specially mentioned. They include all work charges, establishment and overhead charges.

The charges are fixed by the Superintendent, Printing and Stationery, United Provinces, and are liable to variation from time to time as new processes or other conditions affect the value of outturn.

The rates are exclusive of all materials and stores drawn on specific requisitions, these being charged separately on the dockets.

D. W. CRIGHTON,

Superintendent.

1st June, 1936.

RATES FOR TYPE COMPOSITION

TABLE A

Book Work

Add 12½ per cent. to total composition charges except on time work.

Pica measure	—	Pica per page	Small pica per page	Brevier per page	Nonpareil per page
		Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
18 × 28	Solid ..	0 9 0	0 12 0	1 3 0	
	Half Tab. ..	0 10 0	0 15 0	1 7 0	
	Full Tab. ..	0 12 0	1 1 0	1 11 0	
20 × 32	Solid ..	0 11 0	0 15 0	1 8 0	
	Half Tab. ..	0 13 0	1 2 0	1 13 0	
	Full Tab. ..	0 15 0	1 4 0	2 2 0	
21 × 27	Solid ..	0 10 0	0 13 0	1 6 0	
	Half Tab. ..	0 12 0	1 0 0	1 10 0	
	Full Tab. ..	0 14 0	1 2 0	1 15 0	
23 × 50	Solid ..	1 3 0	1 10 0	2 11 0	
	Half Tab. ..	1 6 0	1 15 0	3 3 0	
	Full Tab. ..	1 10 0	2 4 0	3 12 0	
23 × 54	Solid ..	1 4 0	1 13 0	2 14 0	
	Half Tab. ..	1 8 0	2 2 0	3 8 0	
	Full Tab. ..	1 13 0	2 7 0	4 1 0	
23 × 64	Solid ..	1 8 0	2 2 0	3 7 0	
	Half Tab. ..	1 13 0	2 8 0	3 15 0	
	Full Tab. ..	2 2 0	2 15 0	4 13 0	
24 × 30	Solid ..	0 12 0	1 1 0	1 11 0	
	Half Tab. ..	0 15 0	1 4 0	2 1 0	
	Full Tab. ..	1 1 0	1 7 0	2 6 0	
24 × 40	Solid ..	1 0 0	1 6 0	2 4 0	
	Half Tab. ..	1 3 0	1 11 0	2 11 0	
	Full Tab. ..	1 7 0	1 15 0	3 2 0	
24 × 44	Solid ..	1 1 0	1 8 0	2 7 0	
	Half Tab. ..	1 5 0	1 13 0	3 0 0	
	Full Tab. ..	1 8 0	2 2 0	3 7 0	
24 × 46	Solid ..	1 2 0	1 9 0	2 9 0	
	Half Tab. ..	1 6 0	1 14 0	3 1 0	
	Full Tab. ..	1 9 0	2 3 0	3 10 0	
28 × 36	Solid ..	1 1 0	1 6 0	2 6 0	
	Half Tab. ..	1 4 0	1 11 0	2 13 0	
	Full Tab. ..	1 8 0	1 15 0	3 5 0	
28 × 44	Solid ..	1 5 0	1 12 0	2 14 0	
	Half Tab. ..	1 9 0	2 2 0	3 7 0	
	Full Tab. ..	1 13 0	2 7 0	4 1 0	
28 × 48	Solid ..	1 6 0	1 15 0	3 2 0	
	Half Tab. ..	1 10 0	2 5 0	3 12 0	
	Full Tab. ..	1 15 0	2 11 0	4 6 0	
28 × 50	Solid ..	1 7 0	2 0 0	3 4 0	
	Half Tab. ..	1 11 0	2 6 0	3 15 0	
	Full Tab. ..	2 0 0	2 12 0	4 9 0	

Book Work

Add 12½ per cent. to total composition charges except on time work.

Pica measure	—	Pica per page	Small pica per page	Brevier per page	Nonpareil per page
		Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
28×64	Solid ..	1 14 0	2 9 0	4 3 0	
	Half Tab. ..	2 3 0	3 1 0	5 0 0	
	Full Tab. ..	2 9 0	3 9 0	5 13 0	
30×42	Solid ..	1 5 0	1 14 0	2 15 0	
	Half Tab. ..	1 9 0	2 3 0	3 9 0	
	Full Tab. ..	1 13 0	2 9 0	4 2 0	
30×48	Solid ..	1 8 0	2 1 0	3 6 0	
	Half Tab. ..	1 12 0	2 6 0	4 0 0	
	Full Tab. ..	2 1 0	2 12 0	4 11 0	
30×64	Solid ..	2 0 0	2 12 0	4 8 0	
	Half Tab. ..	2 6 0	3 5 0	5 6 0	
	Full Tab. ..	2 12 0	3 13 0	6 4 0	
32×42	Solid ..	1 6 0	1 15 0	3 2 0	
	Half Tab. ..	1 10 0	2 5 0	3 12 0	
	Full Tab. ..	1 15 0	2 11 0	4 6 0	
32×50	Solid ..	1 11 0	2 5 0	3 12 0	
	Half Tab. ..	2 0 0	2 12 0	4 8 0	
	Full Tab. ..	2 5 0	3 3 0	5 4 0	
32×54	Solid ..	1 13 0	2 8 0	4 1 0	
	Half Tab. ..	2 2 0	2 15 0	4 13 0	
	Full Tab. ..	2 8 0	3 7 0	5 10 0	
32×64	Solid ..	2 2 0	2 15 0	4 13 0	
	Half Tab. ..	2 8 0	3 8 0	5 12 0	
	Full Tab. ..	2 15 0	4 1 0	6 11 0	
32×68	Solid ..	2 4 0	3 2 0	5 1 0	
	Half Tab. ..	2 11 0	3 11 0	6 1 0	
	Full Tab. ..	3 2 0	4 5 0	7 1 0	
32×70	Solid ..	2 5 0	3 4 0	5 4 0	
	Half Tab. ..	2 12 0	3 13 0	6 4 0	
	Full Tab. ..	3 4 0	4 7 0	7 5 0	
32×72	Solid ..	2 6 0	3 5 0	5 6 0	
	Half Tab. ..	2 13 0	3 15 0	6 7 0	
	Full Tab. ..	3 5 0	4 9 0	7 8 0	
32×74	Solid ..	2 7 0	3 6 0	5 8 0	
	Half Tab. ..	2 14 0	4 1 0	6 10 0	
	Full Tab. ..	3 6 0	4 11 0	7 11 0	
34×54	Solid ..	1 14 0	2 10 0	4 5 0	
	Half Tab. ..	2 4 0	3 4 0	5 2 0	
	Full Tab. ..	2 10 0	3 10 0	6 0 0	
34×64	Solid ..	2 4 0	3 2 0	5 1 0	
	Half Tab. ..	2 11 0	3 12 0	6 1 0	
	Full Tab. ..	3 2 0	4 5 0	7 1 0	
36×54	Solid ..	2 0 0	2 13 0	4 9 0	
	Half Tab. ..	2 6 0	3 6 0	5 7 0	
	Full Tab. ..	2 13 0	3 14 0	6 6 0	

Book Work

Add 12½ per cent. to total composition charges except on time work.

Pica measure	—	Pica	Small pica	Brevier	Nonpareil
		per page	per page	per page	per page
		Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
36×64	Solid ..	2 6 0	3 5 0	5 6 0	
	Half Tab. ..	2 13 0	3 15 0	6 7 0	
	Full Tab. ..	3 5 0	4 9 0	7 8 0	
36×70	Solid ..	2 10 0	3 10 0	5 14 0	
	Half Tab. ..	3 1 0	4 5 0	7 1 0	
	Full Tab. ..	3 10 0	5 0 0	8 3 0	
36×72	Solid ..	2 11 0	3 12 0	6 1 0	
	Half Tab. ..	3 3 0	4 7 0	7 4 0	
	Full Tab. ..	3 12 0	5 2 0	8 6 0	
36×74	Solid ..	2 12 0	3 13 0	6 3 0	
	Half Tab. ..	3 4 0	4 9 0	7 7 0	
	Full Tab. ..	3 13 0	5 5 0	8 11 0	
38×50	Solid ..	2 0 0	2 12 0	4 7 0	
	Half Tab. ..	2 6 0	3 4 0	5 5 0	
	Full Tab. ..	2 12 0	3 12 0	6 3 0	
38×54	Solid ..	2 2 0	2 15 0	4 13 0	
	Half Tab. ..	2 8 0	3 8 0	5 12 0	
	Full Tab. ..	2 15 0	4 1 0	6 11 0	
38×68	Solid ..	2 11 0	3 11 0	6 0 0	
	Half Tab. ..	3 2 0	4 7 0	7 4 0	
	Full Tab. ..	3 11 0	5 2 0	8 7 0	
40×64	Solid ..	2 10 0	3 11 0	6 0 0	
	Half Tab. ..	3 2 0	4 6 0	7 3 0	
	Full Tab. ..	3 11 0	5 1 0	8 5 0	
40×68	Solid ..	2 13 0	3 15 0	6 6 0	
	Half Tab. ..	3 5 0	4 10 0	7 10 0	
	Full Tab. ..	3 15 0	5 6 0	8 14 0	
40×70	Solid ..	2 14 0	4 0 0	6 9 0	
	Half Tab. ..	3 7 0	4 13 0	7 13 0	
	Full Tab. ..	4 0 0	5 9 0	9 2 0	
40×72	Solid ..	3 0 0	4 2 0	6 12 0	
	Half Tab. ..	3 8 0	4 15 0	8 1 0	
	Full Tab. ..	4 2 0	5 11 0	9 6 0	
40×74	Solid ..	3 1 0	4 4 0	6 14 0	
	Half Tab. ..	3 10 0	5 1 0	8 4 0	
	Full Tab. ..	4 4 0	5 14 0	9 10 0	
42×64	Solid ..	2 12 0	3 14 0	6 4 0	
	Half Tab. ..	3 5 0	4 10 0	7 8 0	
	Full Tab. ..	3 14 0	5 5 0	8 12 0	
42×70	Solid ..	3 1 0	4 4 0	6 14 0	
	Half Tab. ..	3 9 0	5 1 0	8 3 0	
	Full Tab. ..	4 4 0	5 13 0	9 9 0	
42×72	Solid ..	3 2 0	4 6 0	7 1 0	
	Half Tab. ..	3 11 0	5 3 0	8 7 0	
	Full Tab. ..	4 6 0	6 0 0	9 14 0	

Book Work

Add 12½ per cent. to total composition charges except on time work.

Pica measure	—	Pica per page			Small pica per page			Brevier per page			Nonpareil per page		
		Rs.	a.	p.	Rs.	a.	p.	Rs.	a.	p.	Rs.	a.	p.
42×74	Solid ..	3	3	0	4	7	0	7	4	0			
	Half Tab. ..	3	13	0	5	5	0	8	11	0			
	Full Tab. ..	4	7	0	6	3	0	10	2	0			
44×64	Solid ..	3	1	0	4	1	0	6	11	0			
	Half Tab. ..	3	7	0	4	13	0	7	14	0			
	Full Tab. ..	4	1	0	5	9	0	9	3	0			
44×68	Solid ..	3	1	0	4	5	0	7	0	0			
	Half Tab. ..	3	10	0	5	2	0	8	6	0			
	Full Tab. ..	4	5	0	5	15	0	9	12	0			
44×70	Solid ..	3	3	0	4	7	0	7	3	0			
	Half Tab. ..	3	12	0	5	4	0	8	10	0			
	Full Tab. ..	4	7	0	6	2	0	10	0	0			
44×72	Solid ..	3	4	0	4	9	0	7	6	0			
	Half Tab. ..	3	14	0	5	7	0	8	14	0			
	Full Tab. ..	4	9	0	6	4	0	10	5	0			
44×74	Solid ..	3	6	0	4	11	0	7	10	0			
	Half Tab. ..	4	0	0	5	9	0	9	2	0			
	Full Tab. ..	4	11	0	6	7	0	10	10	0			
46×64	Solid ..	3	1	0	4	4	0	6	14	0			
	Half Tab. ..	3	10	0	5	1	0	8	3	0			
	Full Tab. ..	4	4	0	5	13	0	9	9	0			
46×68	Solid ..	3	4	0	4	8	0	7	5	0			
	Half Tab. ..	3	13	0	5	6	0	8	12	0			
	Full Tab. ..	4	8	0	6	3	0	10	3	0			
46×70	Solid ..	3	5	0	4	10	0	5	8	0			
	Half Tab. ..	3	15	0	5	8	0	7	8	0			
	Full Tab. ..	4	10	0	6	6	0	10	8	0			
46×72	Solid ..	3	7	0	4	12	0	7	12	0			
	Half Tab. ..	4	1	0	5	11	0	9	4	0			
	Full Tab. ..	4	12	0	6	9	0	10	13	0			
46×74	Solid ..	3	8	0	4	14	0	7	15	0			
	Half Tab. ..	4	2	0	5	13	0	9	8	0			
	Full Tab. ..	4	14	0	6	12	0	11	1	0			
48×60	Solid ..	2	15	0	4	2	0	6	12	0			
	Half Tab. ..	3	8	0	4	15	0	8	1	0			
	Full Tab. ..	4	2	0	5	11	0	9	6	0			
48×64	Solid ..	3	3	0	4	7	0	7	3	0			
	Half Tab. ..	3	12	0	5	4	0	8	9	0			
	Full Tab. ..	4	7	0	6	1	0	10	0	0			
48×70	Solid ..	3	7	0	4	13	0	7	13	0			
	Half Tab. ..	4	2	0	5	12	0	9	6	0			
	Full Tab. ..	4	13	0	6	10	0	10	15	0			
48×72	Solid ..	3	9	0	5	0	0	8	1	0			
	Half Tab. ..	4	3	0	5	15	0	9	11	0			
	Full Tab. ..	5	0	0	6	14	0	10	0	0			
48×74	Solid ..	3	11	0	5	2	0	8	5	0			
	Half Tab. ..	4	5	0	6	1	0	9	15	0			
	Full Tab. ..	5	2	0	7	1	0	11	9	0			

Half rates to be charged when composition does not exceed half page only. Full-page rates to be charged if over half a page is covered.

Tabular and half-tabular matter to be charged according to the space occupied as $\frac{1}{4}$, $\frac{1}{2}$, $\frac{3}{4}$, any intermediate size being calculated at the next higher rate.

For Council questions and small correction slips a quarter page may be charged if the matter does not exceed eleven lines.

Marginal notes and cut-in notes and footnotes to be charged at six pies per line.

Over-running matter to be charged at half composition rates.

Reprints of standing matter to be charged at one-sixth of the original cost of composition plus the value of time engaged in correcting and re-imposing at eight annas four pies per hour.

Any work that does not fall within the scope of any of the above schedules is to be done "on time" and charged at eight annas four pies per hour.

Author's corrections to be charged at eight annas four pies per hour occupied in making and revising such corrections.

Author's corrections made on Linotype matter and charged by lines will be charged for casting purposes at the rate of four annas for 25 lines or part thereof.

Confidential papers to be charged at rates 50 per cent. higher than for ordinary composition, press-work, and binding.

Algebraical and mathematical work thickly interspersed throughout to be charged at double rates.

Printing proceedings headings, proceedings numbers, serial numbers, etc., on printed pages will be charged at eight annas per page, including composition and press-work.

Covers and title pages to be composed, "on time".

Hindi composition will be charged at English pica solid rates plus 20 per cent.

Urdu composition will be charged at English pica solid rates plus 25 per cent.

First proofs, up to two copies, will be supplied free. Second and subsequent proofs, and first proofs exceeding two copies, will be charged at the rate of two annas per page for any number of complete sets of proof up to eight when the size of the work is less than foolscap folio, and three annas per page when the work is foolscap folio or larger. When more than eight sets of proofs are supplied the number of pages will be divided into formes of eight pages, if less than foolscap folio, and four pages, if foolscap folio, and charged at press-work rates per forme, including make-ready, whether or not the proofs are pulled on a galley-press or forme-press.

All "job" composing work, as distinct from "form" work, to be charged "on time".

Time engaged by compositors altering *numbers* on press or machine to be entered on docketts and will be charged at hour rates.

For *History of Services* charge three annas nine pies per page, plus 175 per cent. for overhead charges, for first alterations carried out by piece compositors.

TABLE B
Form Work

Add 12½ per cent. to total composition charges except on time work.

Size of forms	Class I	Class II	Class III	Class IV	Class V
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
Foolscap quarto ..	1 4 0	1 12 0	2 3 0	2 13 0	2 13 0
Foolscap folio ..	1 12 0	2 3 0	2 13 0	3 5 0	3 5 0
Foolscap ..	2 13 0	3 5 0	3 12 0	4 6 0	5 0 0
Demy quarto ..	1 7 0	1 14 0	2 6 0	3 5 0	3 5 0
Demy folio ..	2 3 0	3 5 0	4 4 0	5 0 0	6 2 0
Demy ..	3 12 0	4 11 0	6 2 0	7 1 0	8 0 0
Royal quarto ..	1 14 0	2 3 0	2 13 0	3 5 0	3 5 0
Royal folio ..	2 13 0	3 5 0	3 12 0	4 6 0	5 0 0
Royal ..	4 11 0	5 10 0	6 9 0	8 7 0	8 15 0
Super Royal quarto ..	2 3 0	2 6 0	2 13 0	3 5 0	3 5 0
Super Royal folio ..	3 12 0	4 4 0	5 3 0	6 2 0	6 2 0
Super Royal ..	6 9 0	7 8 0	10 5 0	11 4 0	11 4 0

Class I—Forms with six columns, or less, with simple headings.

Class II—Forms with seven columns, or more, with simple headings.

Class III—Forms with six columns, or less, with simple headings and one column of plain open matter.

Class IV—Forms with seven or more columns, with simple headings and one column of plain open matter.

Class V—Forms with intricate headings.

Class VI—Forms under Classes I and II, but with heavy composition in columns, charge rates for Classes I and II, plus the rates in Table A for composition.

Special Class—Any work not provided for in the above classes to be submitted for orders.

Solid composition appearing in forms which do not come under the several classes of form work is to be charged at nine annas per 1,000 ens.

For bilingual composing (form work) add 50 per cent. to above charges, for trilingual, add 100 per cent.

Imposition

The imposition of all formes will be charged for on the following scale :

One page, any size	..	2 annas	per forme.
Two pages, do.	..	3 annas	do.
Four pages, do.	..	4 annas	do.
Eight pages, do.	..	6 annas	do.
Sixteen pages do.	..	8 annas	do.
Thirty-two pages, do.	..	10 annas	do.

Stereotypes and Blocks

Stereotypes to be charged at the rate of 4 annas per pound.

PROCESS BLOCKS

	Per sq. inch	Minimum	
		Rs. a. p.	Rs. a. p.
Line (Ordinary) .. ..	.. 0 4 0	2 8 0	
.. (Fine work) .. ..	.. 0 6 0	3 8 0	

HALF-TONE

Any screen cut -out or vignetted .. ..	.. 0 11 0	6 0 0	
.. " Squared up .. ..	.. 0 8 0	4 8 0	
.. " Circles and Ovals .. ..	.. 0 9 0	5 0 0	

MULTI-COLOURED HALF-TONE BLOCKS

Two colours Squared .. ..	.. 1 4 0	12 8 0	
.. " Vignetted or cut-out .. ..	.. 2 0 0	20 0 0	
.. " Circles and Ovals .. ..	.. 1 8 0	15 0 0	
Three .. Squared up .. ..	.. 2 8 0	25 0 0	
.. " Vignetted or cut-out .. ..	.. 3 0 0	30 0 0	
.. " Circles and Ovals .. ..	.. 2 12 0	27 8 0	
Four .. Squared up .. ..	.. 3 8 0	35 0 0	
.. " Vignetted or cut-out .. ..	.. 4 0 0	40 0 0	
.. " Circles and Ovals .. ..	.. 3 12 0	37 8 0	

Rates for Letterpress Printing

Hand-press rates, Rs.3 per 1,000 impressions.

Ordinary Platen Machines, all work to be charged by hours at 12 annas per hour.

Heidelberg Super-Speed (foolscap folio size), 8 annas per 1,000 impressions; time work Re.1 per hour. Heidelberg Major (13 in. by 18 in.) Platen machines, 12 annas per 1,000 impressions; time work Re.1 per hour.

Flat-bed Letterpress Machines, 15 annas per 1,000 impressions for work printed on machines not larger than double crown size; Re.1-14 per 1,000 impressions for work printed on machines larger than double crown. Time work to be charged at 14 annas per hour on machines not larger than double crown and Re.1-6 per hour on machines larger than double crown.

Rotary Letterpress Machines, 5 annas per 1,000 sheets length 27 in. printed one side of paper two reels at a time; 10 annas per 1,000 sheets length 27 in. printed either on one side or two sides of paper one reel at a time. Time on making ready to be charged at Rs. 2-12 per hour.

In all cases 250 impressions and under to be charged at quarter rate; more than 250 but not more than 500 impressions to be charged half-rate; over 500 at full rate. Make-ready on flat-bed machines to be turned into impressions, on other machines actual time taken will be charged by the hour rate.

All formes containing half-tone blocks will be charged at hour rates. When process blocks are printed in colours, the cost of coloured inks used to be added to the docket under material issued and charged to the job at cost price plus 12½ per cent.

For the purposes of the above charges, the Pressroom foreman will note on each docket the actual number of impressions and make-ready allowances (where make-ready is not chargeable by allowance, the actual hours taken for make-ready will be entered in addition to the number of impressions) and give the number of the machine. In order that the Accounts section can identify the size or kind of a machine by its number, the Pressroom foreman will furnish the Accountant with a list of the machine numbers and a remark against each whether the machine is "not larger than double crown" or "larger than double crown"; "Heidelberg Super-Speed" or "Ordinary F.aten"; or "Rotary".

For charging work printed on the rotaries, the Pressroom foreman will write on the dockets whether a job printed on one side of the paper only has been printed "one reel at a time" or "two reels at a time". There is no need to state whether a job printed on both sides has been printed from one reel at a time, since it cannot be printed in any other way.

Numbering work done on the rotary letterpress machines in the course of printing should be charged at 6 pies for each thousand impressions or part thereof, whether serial or book numbers, and credited to the outturn of the machineroom.

Folding work done on the rotary letterpress machines in the course of printing should be charged at the rate of 1 anna per thousand folds or part thereof and credited to the outturn of the machineroom.

Perforating done on the rotary letterpress machines in the course of printing should be charged at the rate of 1 anna per thousand perforations or part thereof and credited to the outturn of the machineroom.

RATES FOR LITHOGRAPHY

TABLE C

Writing : Book Work

	Per page		Per page
Foolscap—		Royal—	
	Rs. a.p.		Rs. a. p.
Folio ..	.. 2 3 0	Quarto ..	.. 2 8 0
Quarto	.. 1 2 0	Octavo ..	.. 1 2 0
Octavo	.. 0 10 0	16mo. ..	.. 0 14 0
Demy—		Super Royal—	
Quarto	.. 2 1 0	Quarto ..	.. 3 1 0
Octavo	.. 1 1 0	Octavo ..	.. 1 6 0
16mo.	.. 0 7 0		

TABLE D

Writing : Form Work

		Per page				Per page	
Double Foolscap—	Rs. a p.	Royal—		Royal—		Rs. a p.	
Broadside	.. 6 4 0	Broadside	..	Broadside	..	6 10 0	
Folio or Foolscap		Folio	..	Folio	..	3 5 0	
Broadside	.. 3 2 0	Thirds	..	Thirds	..	2 4 0	
Thirds	.. 2 2 0	Quarto	..	Quarto	..	1 11 0	
4to or Foolscap	1 9 0	6mo.	..	6mo.	..	1 2 0	
Folio	..	Octavo	..	Octavo	..	0 14 0	
6mo. ..	.. 1 1 0	12mo.	..	12mo.	..	0 9 0	
8vo. or Foolscap		16 mo.	..	16 mo.	..	0 7 0	
4to.	.. 0 13 0						
12mo. ..	.. 0 9 0						
16mo. or Foolscap							
8vo.	.. 0 7 0						
Demy—				Super Royal—			
Broadside	.. 5 4 0	Broadside	..	Broadside	..	7 11 0	
Folio	.. 2 10 0	Folio	..	Folio	..	3 14 0	
Thirds	.. 1 12 0	Thirds	..	Thirds	..	2 9 0	
Quarto	.. 1 5 0	Quarto	..	Quarto	..	1 15 0	
6mo.	.. 0 14 0	6mo.	..	6mo.	..	1 5 0	
Octavo	.. 0 11 0	Octavo	..	Octavo	..	1 0 0	
12mo.	.. 0 7 0	12mo.	..	12mo.	..	0 11 0	
16mo.	.. 0 6 0	16mo.	..	16mo.	..	0 8 0	

TABLE E

Negatives and Prints

Sizes (in inches)	Negatives and Transparencies	Negatives close fine work	Photo-Transfer prints*	Ferrotypes prints for line works
	Rs. a p.	Rs. a p.	Rs. a p.	Rs. a p.
40 × 28..	.. 25 0 0	..	..	3 8 0
36 × 26..	.. 20 0 0	..	..	3 0 0
32 × 24..	.. 16 0 0	20 0 0	10 0 0	2 8 0
26 × 22..	.. 15 0 0	18 12 0	9 8 0	2 4 0
24 × 22..	.. 14 8 0	18 0 0	8 12 0	2 0 0
24 × 20..	.. 13 12 0	17 4 0	8 0 0	1 12 0
24 × 18..	.. 13 0 0	16 8 0	7 8 0	1 12 0
22 × 20..	.. 12 8 0	16 0 0	7 8 0	1 8 0
22 × 18..	.. 12 0 0	15 0 0	7 8 0	1 8 0
22 × 16..	.. 11 0 0	14 0 0	7 0 0	1 4 0
20 × 18..	.. 11 0 0	14 0 0	7 0 0	1 4 0
20 × 15..	.. 10 0 0	12 8 0	6 8 0	1 0 0
18 × 16..	.. 10 0 0	12 8 0	6 4 0	1 0 0
17 × 14..	.. 9 0 0	11 4 0	6 0 0	0 12 0
16 × 13..	.. 9 0 0	11 4 0	5 12 0	0 12 0
15 × 12..	.. 8 8 0	10 8 0	5 8 0	0 10 0
12 × 10..	.. 7 8 0	9 8 0	5 0 0	0 8 0
10 × 8 ..	.. 6 0 0	7 8 0	4 0 0	0 8 0
8½ × 6½ ..	.. 4 8 0	5 0 0	..	..
6½ × 4½ ..	.. 3 0 0	3 8 0	..	..
4½ × 3½ ..	.. 1 8 0	2 0 0	..	..

* Additional Photo-Transfer Prints will be charged for at same rates.

TABLE F

Zincographic Processes

Process	Large 26"×40" and larger sizes	Medium Larger than 17"×27" smaller than 26"×40"	Small 17"×27" and smaller
	Rs. a. p.	Rs. a. p.	Rs. a. p.
<i>Heliozincography</i> : (Wet Plate Process) : Preparation of Plates.	14 0 0	12 0 0	6 0 0
<i>Direct Zinc Printing</i> : (Vandyke) from original draw- ings : Preparation of Plates	10 0 0	8 0 0	4 0 0
Preparing standing plates, any process	3 0 0	2 0 0	1 0 0
Printing*—			
First 100 impressions ..	8 0 0	7 0 0	5 8 0
Each subsequent 100 up to 1,000	4 0 0	3 8 0	2 8 0
Each 100 over 1,000 ..	3 0 0	2 8 0	2 0 0

Drawing, retouching, and correcting originals to be charged at Re.1-4 per hour.

*These printing rates are for black only. Colour plates to be charged Re.1-8 per 100 higher than rates for black.

These printing rates are for high-class work demanding special attention, such as maps. For other colour work such as posters and for book and job work the rates in Table G below are to be applied.

TABLE G

Lithographic Printing

Preparation of Plates. Ordinary book work and form work.

	Rs.	a.	p.
Large, 26"×40" and larger	Per plate	2	0 0
Medium, larger than 17"×27" smaller than 26"×40"	..	1	8 0
Small, 17"×27" and under	.. ..	1	0 0

CLASS I—ORDINARY FORM WORK

Printing :	Double Crown (20"×30") or smaller		Larger than Double Crown	
	Rs.		Rs.	
Ordinary form work per 1,000 ..	3		5	
Ordinary book work	4		7	

These rates are to be charged per thousand or any part thereof.

A first proof of not more than three copies is supplied free. Each and every subsequent proof will be charged 50 per cent. of the cost of the original preparation of plates to cover cost of corrections and reproofing of not more than three copies. When more than three copies of any proof are supplied the charges will be at printing rates

TABLE H
Rates for Warehouse Work

	Unit	Rate
		Rs. a. p.
Envelopes—		
1 N.S. and 2 N.S.	per 1,000	0 12 6
3 N.S., 4 N.S., 5 N.S.	"	0 12 6
6 N.S.	"	1 3 0
7 N.S., and 8 N.S.	"	1 2 0
9 N.S.	"	1 9 0
10 N.S.	"	4 12 0
11 N.S.	"	9 8 0
12 N.S.	"	15 8 0
Fileboards	per 100	2 8 0
File covers with cloth strip pasted inside and folded.	per 1,000	0 14 0
Kaidaks—		
Prov. no. 13	per 1,000	2 8 0
Paper, four-fold	"	1 0 0
Paper, two-fold	"	0 8 0
Cloth lining—		
Up to Super Royal, one side	per 1,000	2 8 0
Up to Super Royal, two sides	"	5 0 0
Numbering—		
Class A, requiring to register with printed matter.	per 1,000 numbers.	0 3 0
Class B, not requiring accurate register	"	0 1 6
Punching holes in paper	per 1,000	0 2 0
Punching holes in card	"	0 6 0
Punching and eyeletting	"	0 12 0
Punching examination answer-books	per 100	0 8 0
Punching examination Drawing sheets	per 1,000	0 8 0
Pressing—		
For all sizes	per 1,000	0 4 0
Folding—		
One fold	per 1,000	0 6 0
Two folds	"	0 9 0
Three folds	"	0 12 0
Gathering and collating—		
Up to five sheets	per 100 books.	0 6 0
For every additional five sheets	"	0 6 0
Stabbing and stitching—		
Up to five sheets	"	0 6 0
For every additional five sheets	"	0 2 0
Pasting on paper covers	"	0 4 0
Pasting—tipping on loose sheets	per 100	0 2 0
Sawing backs—		
Up to five sheets	100 books	0 6 0
For every additional five sheets	"	0 3 0

When cloth-lined envelopes are made from paper which has been specially mounted on cloth, the cost of mounting will be charged in addition.

Rates for Warehouse Work

	Unit	Rate
		Rs. a. p.
Sewing books—		
Up to five sheets	100 books	0 12 0
For every additional five sheets .. .. .	..	0 12 0
Ruling—		
Make-ready	per form	0 8 0
Go-through Foolscap and under	per 1,000 impressions.	0 6 0
.. Demy to Super Royal .. .. .	..	0 9 0
.. larger than Super Royal .. .. .	..	0 12 0
Underline, Foolscap and under .. .. .	..	0 9 0
.. Demy to Super Royal .. .. .	..	0 12 0
.. larger than Super Royal .. .. .	..	1 2 0
Stop work, Foolscap and under .. .. .	..	0 12- 0
.. Demy to Super Royal .. .. .	..	1 4 0
.. larger than Super Royal .. .. .	..	1 8 0
Wire stitching	per 100 stitches.	0 4 0
Die stamping, in colour	per 100	0 12 0
.. plain .. .. .	..	0 4 0
D. O. note paper plain embossed "Govt. U. P."	per ream	0 8 0
D. O. envelopes do. do.	per 1,000	1 0 0
Copper-plate Printing—		
Invitation Cards, double large or larger, per 100 impressions or part thereof .. .. .	..	1 4 0
Visiting Cards, per 100 impressions or part thereof .. .. .	..	0 12 0
Cutting paper	per 1,000 pieces.	0 0 6
Cutting boards and file covers .. .. .	..	0 6 0
.. edges of books up to 100 leaves	per 100 books.	0 12 0
.. " " 16 " .. .. .	..	0 2 6
.. 200 leaves and over .. .. .	..	1 4 0
.. envelopes, odd sizes	per 100	0 6 0
.. sheets by hand	per 1,000 pieces.	0 4 0
Perforating	per 1,000 impressions.	0 4 0

Other warehouse work not included in the above list to be charged at piece rates, plus 150 per cent. Hour rates : 6 annas per hour.

Up to half units charge half rates. Over half unit charge full unit.

In the above table and in Table J the word "sheet" is to be taken as meaning the section (whether a sheet of book work or a number of leaves folded as in a register) that is sewn.

ALPHABETICAL GUIDE TO BINDINGS

Table J	Description of binding	Reference letter
1 and 2	Half bound—Country calf and cloth ..	A.
	" Country sheep and cloth ..	B.
	" " " and paper ..	C.
	" Binding cloth and paper ..	D.
3 plus footnote no. 1.	Quarter bound—Country sheep and cloth ..	E.
	" " " and paper ..	F.
	" Cloth and paper ..	G.
3	Paper boards, cloth back. Cut flush ..	H.
	Stiff paper cover, cloth back. Cut flush ..	K.
4	Limp paper cover, cloth back. Cut flush ..	L.

TABLE J
Rates for Binding

Serial no.	Description	Unit	Medium and Demy 8vo, S. Royal and Royal 12 mo. D. F'cap 12mo, F'cap 8vo, and all smaller sizes	Royal 8vo, F'cap 4to, Medium 6 mo, Demy 6 mo, S. Royal 8vo, Imperial 8vo	D. F'cap, S. Royal and Royal 6 mo, Demy and Medium 4 to	F'cap folio, Royal, S. Royal and Imperial 4to	Demy, Medium, Royal, S. Royal and Imperial 3 mo	Demy and Medium folio	Royal, S. Royal, D. F'cap and Imperial folio	Demy and Medium, Broadside	Royal and D. F'cap Broadside	Super Royal and Imperial Broadside
			Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
A. B. C. D.	1 Registers, half bound, flexible backs, per book	100 leaves and under.	0 2 0	0 2 0	0 3 0	0 4 0	0 5 0	0 6 0	0 6 0	0 12 0	1 0 0	1 4 0
		For every additional 50 leaves.	0 0 6	0 0 6	0 0 6	0 1 0	0 1 0	0 2 0	0 2 0	0 3 0	0 4 0	0 6 0
	2 Registers, half bound, or spring backs, per book.	100 leaves and under.	0 4 0	0 4 0	0 5 0	0 5 0	0 6 0	0 8 0	0 10 0	1 4 0	1 6 0	1 8 0
		For every additional 50 leaves.	0 1 0	0 1 0	0 1 0	0 1 0	0 1 0	0 2 0	0 2 6	0 5 0	0 5 0	0 6 0
		Per 100 copies up to 50 leaves.	7 0 0	7 8 0	10 0 0	10 8 0	13 0 0	15 0 0	20 0 0	25 0 0	30 0 0	...

H	3	Quarter cloth, paper boards, cut flush.	Per every additional 50 leaves.	1 0 0	1 0 0	1 0 0	1 2 0	1 4 0	1 8 0	1 8 0	2 4 0	3 0 0	..
K			Per 100 copies up to 50 leaves.	3 0 0	3 0 0	4 0 0	4 8 0	6 0 0	7 8 0	9 0 0	12 0 0	12 0 0	15 0 0
L.	4	Quarter cloth, limp, cut flush.	For every additional 50 leaves.	0 12 0	0 12 0	1 0 0	1 2 0	1 8 0	1 12 0	2 0 0	2 4 0	2 12 0	2 12 0
	5	Pamphlets, paper covers, glued or stitched, flush.	Per 100 copies 5 sheets and under.	1 0 0	1 0 0	1 4 0	1 8 0	2 0 0	2 4 0	3 0 0	6 0 0	7 0 0	8 0 0
			For every additional 5 sheets.	0 4 0	0 4 0	0 5 0	0 8 0	0 8 0	0 10 0	1 4 0	1 8 0	2 0 0	2 0 0
	6	Library books, Half bound in morocco, English calf, roan, fine sheep, etc., sprinkled edges, head bands, cloth joints, lining end papers.	Under 50 pages	0 8 0	0 10 0		0 12 0		1 0 0	..	..	..	..
			" 100 "	0 10 0	0 12 0		0 15 0		1 4 0
			" 200 "	0 12 0	0 14 0		1 2 0		1 8 0
			" 500 "	0 14 0	1 0 0		1 6 0		1 12 0
			Over 500 "	1 0 0	1 4 0		1 10 0		2 0 0

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1.—E. F. G.—(No. 3.—Quarter cloth, paper boards, turned in, add 1½ annas per rupee.)

2.—Bindery to note on all docketts the style of binding, i.e. whether A, B, etc.

TABLE K
Special Binding Rates

	Rs. a. p.
Government Proceedings—	
Half bound, per volume	1 0 0
Monthly volume, paper boards, per volume	0 4 0
Collections, per copy	0 2 0
“ B ” Statements, Indices, etc., 10 copies	0 3 0
Government Gazettes, volumes—	
Under 1 inch thick at fore-edge	0 8 0
,, 1½ ”, over 1 inch	0 12 0
,, 2 inches ,, 1½ ”	1 0 0
Over 2 ”, per inch	0 6 0
I. B. Measurement Books Foolscap 8vo., each	0 2 0
Pocket inserting, per book	0 1 6
Super Royal quarto guard files, each	0 4 0
Audit notes, per copy	0 1 6
Map-mounting, book repairing, full bound books, finishing and all first class work to be charged “ on time ” at per hour	0 6 0
Tacking with folding and gathering, per 100 sheets	0 8 0
Nathies, per 100 packets	1 0 0
Charges for gathering, folding and despatching to Depot, Government Gazette (including spare copies) for each unit of 5 sheets	12 0 0
Binding. Full cloth—	
Demy 8vo. and under, up to 100 leaves, per copy	0 3 0
Royal 8vo.	0 4 0
Super Royal 8vo.	0 5 0
Foolscap folio	0 6 0
For each additional 100 leaves add 12½ per cent.	
Council Proceedings bound in full cloth in standard style per volume	2 8 0

The above rates to be charged for editions of not less than 100 copies. For single book, or for less than 100 copies, add 12½ per cent., but editions of less than 100 copies may not cost more than 100 copies charged at above rates.

Material and other Charges

Material and stores issued against specific jobs to be charged for on the work docket at the actual cost as shown in store ledgers plus 12½ per cent. for chargeable work to cover freight, carting, storage and other miscellaneous expenses.

Government House work—All work done for Government House, other than that done at Government House Press, Naini Tal or Lucknow, will be charged for at time rates for the actual time taken. In addition, the time for which men are called specially, though not actually engaged on any particular job through delay caused by Government House, will be charged for at time rates.

Government House Presses, Naini Tal and Lucknow—The full wages bill will be charged on a docket each month to which will be added 200 per cent. overhead. Materials will be charged separately.

Naini Tal Branch Press—All work, including chargeable, done at this Branch will be charged at 50 per cent. higher than the schedule rates.

Election-Seals cast in lead and electrotyped to be charged at Re.1 each.

Medico-legal Seals cut in steel to be charged at Rs.20 each irrespective of size ; if cut in electrotyped shells to be charged at Rs.15.

To the total cost of all labour and material charges on chargeable dockets add 20 per cent. except in the case of University Diplomas and other jobs where raw material accounts for not less than 75 per cent. of the total charges. In the latter cases 20 per cent. should be added to labour value only. No additional charge should be added to cost of line and process blocks, the rates including all charges.

When fixing the sale price of saleable forms (books or loose sheets), such as municipal forms and other chargeable forms for quasi-Government bodies, add 20 per cent. to the total cost to represent profit.

Ordinarily 50 per cent. will be added to the cost of all Government publications published for sale to the public to cover book-sellers' commission, advertising, etc. When submitting the cost sheets to the Superintendent for fixing the sale price an alternative sale price determined by the addition of 33½ per cent. to the cost price will also be submitted.

Audit and Inspection Notes to be charged for fixing selling price at 6 pies per page per copy with a minimum of 2 annas.

SCHEDULE OF RATES PAID TO PRIVATE FIRMS
Paper will be paid for at current market rates
BOOK WORK

COMPOSING	Pica measure	TYPOGRAPHY—COMPOSITION			LITHOGRAPHY—WRITING	
		Pica	Small pica	Brevier	Size of page	Rate per page
		Rs. a. p.	Rs. a. p.	Rs. a. p.		Rs. a. p.
<i>Foolscap—</i>						
Text	32 × 64	1 11 0	2 5 0	3 14 0	Foolscap folio	1 6 6
Half tabular		2 0 0	2 12 6	4 11 0	„ quarto	0 11 3
Full „		2 6 0	3 4 0	5 7 0	„ octavo	0 6 3
<i>Demy octavo—</i>						
Text	23—41	0 12 6	1 1 0	1 12 0	Demy quarto	1 5 0
Half tabular		0 15 0	1 4 6	2 1 0	„ octavo	0 10 6
Full „		1 2 0	1 8 0	2 7 0	„ 18 mo.	0 4 3
<i>Royal octavo—</i>						
Text	25 × 41	0 13 6	1 2 0	1 14 0	Royal quarto	1 9 3
Half tabular		1 0 6	1 6 0	2 4 6	„ 8vo.	0 11 3
Full „		1 2 6	1 10 0	2 10 6	„ 12 mo.	0 8 9
<i>Super royal octavo—</i>						
Text	28 × 45	1 1 0	1 7 0	2 7 0	Super royal .. ..	.. ..
Half tabular		1 4 0	1 11 0	2 14 0	„ quarto	1 14 9
Full „		1 8 0	2 0 0	3 6 6	„ 8vo.	0 14 0
PRESS WORK						
<i>TYPO—Book work—</i>						
500 pulls or under .. ..	..	1 8 0	..	..	LITHOGRAPHY—Printing [For Bookwork, Maps, etc.] 500 pulls or under	2 4 0
1st 1,000 pulls .. ..	..	2 14 0	..	..	1st 1,000 pulls	4 8 0
1,001 to 2,000 at proportionate rates .. ..	..	..	..	..	1,001 to 2,000 at proportionate rates .. ..	.. ..
Subsequent 1,000 pulls .. ..	..	2 4 0	..	..	Subsequent 1,000 pulls	4 4 0

<i>Formwork—Letterpress</i>		Rs. a. p.	<i>Machine ruling</i>		Rs. a. p.
<i>Composing</i>					
Double Foolscap	.. .. .	4 12 0	1st 1,000 go	{ Foolscap and under	0 9 0
" " thirds	.. .. .	1 9 0	through.	{ Demy to Royal	0 10 0
Foolscap	.. .. .	2 6 0		{ S. R. and D. F'cap	0 11 6
" folio	.. .. .	1 3 0	Subsequent	{ Foolscap and under	0 3 3
" quarto	.. .. .	0 9 6	1,000 go	{ Demy to Royal	0 4 6
Super Royal (same rates as for Double Foolscap)	.. .. .	.. .. .	through.	{ S. R. and D. F'cap	0 5 6
Demy	.. .. .	3 4 0		{ Foolscap and under	0 11 3
" folio	.. .. .	1 10 0	1st 1,000 stop	{ Demy to Royal	0 14 6
" quarto	.. .. .	0 13 0	work.	{ S. R. and D. F'cap	1 0 9
" thirds	.. .. .	1 1 6	Subsequent	{ Foolscap and under	0 5 6
" octavo	.. .. .	0 6 6	1,000 stop	{ Demy to Royal	0 8 0
Royal	.. .. .	4 2 0	work.	{ S. R. and D. F'cap	0 9 0
" folio	.. .. .	2 1 0			
" thirds	.. .. .	1 6 0		Numbering	
" quarto	.. .. .	1 0 6	Single per 1,000	.. .. .	0 5 6
" octavo	.. .. .	0 8 3	Double per 1,000 (=2,000)	.. .. .	0 8 6
			Triple per 1,000 (=3,000)	.. .. .	0 11 3
	Printing				
Per 1,000 pulls	.. .. .	1 4 0			
" 500 or less	.. .. .	0 12 0		Perforating	
	<i>Formwork—Lithography</i>				
Per 1,000 pulls including writing	.. .. .	2 0 0	Per 1,000 sheets	.. .. .	0 3 0
(Parts of 1,000 pulls are reckoned as 1,000)	.. .. .		Cutting is not paid for.	.. .. .

NOTE—Half tabular consists of type arranged in five columns or less.
Full tabular over five columns.
G. O. no. 1743/XVIII—622, dated the 23rd December, 1921.
For printing paper books in murder cases, including cost of composition, printing, binding and material Rs.2-8-0 per page.
Lithographic printing of maps to be charged separately.
G. O. no. 898-C/XVIII—235, dated the 14th May, 1921.

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Scale of Charges for Advertisements

GOVERNMENT GAZETTE OF THE UNITED PROVINCES

(G. O. no. 1162/XII—291, dated the 2nd December, 1910)

Advertisement rates

	Rs.
Full page, single insertion	40
Three-quarter page, single insertion	30
Half page or one column, single insertion	20
All other advertisements, 6 annas per line subject to maximum of Rs.20.	

CIVIL LIST, UNITED PROVINCES

	One Issue, Part I or II		Two Successive Issues, Part I or II		Three Successive Issues, Parts I and II		
	Rs.	a.	Rs.	a.	Rs.	a.	
Full page ..	15	22	8	30	0	0	} Payable in advance G. O. no. 75/VII—822-1934, dated the 23rd March, 1934.
Half page ..	8	14	0	20	0	0	
Quarter page	5	9	0	12	8	8	

INDIAN LAW REPORTS, ALLAHABAD SERIES

	Page	Half page	Quarter page	
	Rs.	Rs.	Rs.	
One month ..	20	14	9	} G. O. no. 1068/VII—207-4, dated the 12th December, 1935.
Three months ..	55	36	24	
Six months ..	100	68	45	
Nine months ..	145	96	64	
One year ..	180	120	80	

NOTE—No reduction is made in cases where advertisers supply their own printed pages for inclusion in I. L. R.

PRINTING AND STATIONERY, UNITED PROVINCES

SCALE OF CHARGES

1936 Edition

Addendum no. 1, dated the 5th March, 1937

With effect from 8th March, 1937, the following formula for fixing sale price of publications is introduced, *vide* G. O. no. 149/VII—338(7)-1935, dated the 27th February, 1937 :

Formula for fixing sale price of publications, other than those containing special features.

For composing and printing per section :

	250 or less		251 to 500		Over 500	
	a.	p.	a.	p.	a.	p.
<i>Foolscap Folio—</i>						
4 pages	0	9	0	6	0	3
8 "	1	6	1	0	0	6
16 "	2	6	1	6	1	0
<i>Royal 8vo—</i>						
4 pages	0	6	0	3	0	2
8 "	0	10	0	6	0	3
16 "	1	9	1	0	0	7
<i>Cover—</i>						
Foolscap folio	0	4	0	3	0	2
Royal 8vo	0	3	0	2	0	2
<i>Binding—</i>						
One section of 16 pages or less	0	4	0	3	0	3
Each subsequent section of 16 or less	0	1	0	1	0	1

These rates include all labour and material : for printing on white printing paper not exceeding 24lb. double foolscap or 28lb. royal for insides, 47lb. coloured double royal for cover, and for folding, gathering, wire stitching, cutting, etc.

To the costs will be added from 33½ to 50 per cent. to cover rebates to booksellers.

No publication to be priced at less than 1 anna. Up to 4 annas publications to be priced to nearest half anna ; from 4 annas to Re.1, to nearest anna ; from Re.1 to Rs.2, to nearest 2 annas ; above Rs.2, to nearest 4 annas.

Examples—(1) A report of 12 pages with cover, foolscap folio size, 175 copies :

				Rs. a. p.
<i>Composing and printing</i>				
One section of 8 pages @ 1 anna 6 pies	..	..	..	0 1 6
One section of 4 pages @ 9 pies	..	..	..	0 0 9
<i>Cover</i>	..	..	..	0 0 4
<i>Binding</i>	..	..	..	0 0 4
				0 2 11
<i>Plus 50 per cent</i>	..	..	..	0 1 6
				0 4 5 say 4
				annas.

2. A report of 328 pages, with cover, royal 8vo. size, 1,000 copies :

				Rs. a. p.
<i>Composing and printing</i>				
20 sections of 16 pages @ 7 pies	..	..	..	0 11 8
1 section of 8 pages @ 3 pies	..	..	..	0 0 3
<i>Cover</i>	..	..	..	0 0 2
<i>Binding</i>				
1 section @ 4 pies	..	..	..	0 0 3
20 sections @ 1 pie	..	..	..	0 1 8
				0 14 0
<i>Plus 50 per cent.</i>	..	..	..	0 7 0
				1 5 0 say
				Rs. 1-4

This formula is not to be used for any publication of a special nature, such as those printed on special paper, nor for any publication the edition of which exceeds 2,000 copies ; nor does it apply to specially priced publications such as the Law Reports, Gazettes, Council Proceedings, etc., the prices of which have been fixed by Government. Any half-tone or coloured illustrations to be charged separately on the basis of actual edition, and cost per copy added to the other costs as ascertained by formula, prior to addition of percentage. Similarly, for ordinary publications sewn and bound, in boards, the binding to be cast up separately and the cost per copy added to formula figures, less binding formula.

Publications printed on sizes other than foolscap folio or royal 8vo. to be charged up on actual costs.

PRINTING AND STATIONERY, UNITED PROVINCES

Scale of charges, 1st June, 1936

Corrigendum no. 2, dated the 14th September, 1938

As a result of the past two years' working it is found that some charges for operations performed can be reduced to approximate more closely to the outturn value. For this reason all rates for letterpress printing are allowed a rebate of 12½ per cent. (2 annas in the rupee) and all binding operations a rebate of 25 per cent. (4 annas in the rupee). The mechanical section charges the rate should be reduced to 6 annas an hour.

These rates to have effect from all charging done on and after 15th September, 1938.

D. W. CRIGHTON,
Superintendent.

PRINTING AND STATIONERY, UNITED PROVINCES

Scale of Charges, 1936 Edition

Corrigendum no. 3, dated the 15th September, 1938

Specification for Printing Criminal Appeal Cases of the Chief Court of Oudh

Name of work—Murder and Criminal Appeal Cases of the Chief Court of Oudh.

Size of paper—Foolscap folio, size 8½" by 13½" untrimmed.

Size of type page—Length 64 ems pica, to include the folio-line and one pica blank, by 32 ems pica wide, plus side notes 5 ems pica wide and column 2 ems pica wide for line enumerators.

Size of type—For text, pica or 12 point, one thick or 3-point leaded ; for side notes, long primer or 10-point solid ; for index, long primer or 10-point, one thick or 3-point leaded ; for body of tabular matter, long primer or 10-point solid ; for headings of tabular matter, brevier or 8-point solid.

The face of the type to be used must be of normal depth and width, that is a type of which the lower case alphabet of 26 letters does not exceed 13 ems of its own body. Not more than one lead is to be used in leading out. Any pages which the Superintendent, Printing and Stationery, considers to be excessively spaced will be liable to deduction from contract rate.

Pages which do not occupy the full space of 64 ems pica deep will be paid for at the following percentages of the contract rate ; not less than 32 ems deep and not more than 48 ems deep, 75 per cent. ; not less than 20 ems deep and not more than 32 ems deep, 50 per cent. ; less than 20 ems deep, 33½ per cent. The title page will be paid for at half the contract rate for text pages, and the certificate at one-third of the contract rate for text pages.

Site plans—These should be lithographed wherever possible and charged at hour rates inclusive of printing, binding, folding and material. If site plans are composed in typography they will be paid according to the space occupied as for text pages, subject to such deductions as the Superintendent, Printing and Stationery, may consider necessary because of avoidable waste.

Reading—To be done by the Press to satisfaction of Registrar.

Proofs—One clean paged proof.

Paper—The quality of the paper shall not be inferior to 24lb. double foolscap white printing.

Binding—The copies to be either sewn with strong thread or wire stitched with two stitches. Title page to be drawn on or finished up the spine with a strip of white paper of the same quality as printed sheets. Copies to be trimmed on three sides.

Number of copies—Not to exceed twenty-five.

Delivery—Free of all charges to the Registrar, Chief Court of Oudh, Lucknow.

D. W. CRIGHTON,

Dated the 5th September, 1938.

Superintendent.



NOTE

Explaining the Origin & Nature

OF

Depressed & Backward Classes

BY

E. A. H. BLUNT, O.B.E., C.I.E., I.C.S.

MEMBER, EXECUTIVE COUNCIL,

United Provinces Government.

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