

THE  
COTTON SPINNING INDUSTRY



MINISTRY OF LABOUR AND NATIONAL SERVICE

# THE COTTON SPINNING INDUSTRY

Report of a Commission set up to  
review the Wages Arrangements and  
Methods of Organization of Work,  
and to make Recommendations

LONDON . HIS MAJESTY'S STATIONERY OFFICE

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## REPORT

To —The Rt Hon The Minister of Labour and National Service

SIR,

We have the honour to submit the following report —

### (A) PRELIMINARY

At a series of conferences on 11th August, 1945, the President of the Board of Trade, the Federation of Master Cotton Spinners' Associations, the Amalgamated Association of Card, Blowing and Ring Room Operatives and the Amalgamated Association of Operative Cotton Spinners and Turners reached agreement to set up a Commission "to review wages arrangements and methods of organisation of work in the cotton spinning industry; and to make recommendations" It was further agreed to ask the Minister of Labour and National Service to appoint an independent Chairman for the Commission

Accordingly on 21st August, 1945, the Minister of Labour and National Service appointed as independent Chairman the Honourable Mr Justice Evershed Appointments of other members of the Commission were made as follows —

#### *By the Federation of Master Cotton Spinners' Associations*

Mr G A Barnes, President  
Mr H S Butterworth  
Mr J Lindley  
Mr J Littlewood

#### *By the Amalgamated Association of Card, Blowing and Ring Room Operatives*

Mr. A. C. C Robertson, President  
Mr A Roberts, Secretary

#### *By the Amalgamated Association of Operative Cotton Spinners and Turners*

Mr A Knowles, President  
Mr C Schofield, Secretary

In addition to the above representatives each of the Operatives' Amalgamations named appointed two alternative members to sit in panel when matters relating to the card, blowing and ring rooms or mule spinning room respectively were being discussed These appointments were as follows —

#### *By the Amalgamated Association of Card, Blowing and Ring Room Operatives*

Mr W Roberts  
Mr J Quill

#### *By the Amalgamated Association of Operative Cotton Spinners and Turners*

Mr J W Whitworth  
Mr R Gregson

The Commission held a preliminary meeting on 22nd August, 1945 It was agreed that the meetings should be conducted in private and that a press notice should be published inviting any persons or organisations interested to submit suggestions for the consideration of the Commission The results of this invitation are summarised in Appendix I It was further decided that certain bodies and individuals should be specifically invited to give oral evidence, and a list of those who did so is given in Appendix II

The Commission met between 22nd August, 1945, and 10th October, 1945, on an average of three times a week, and again on 24th, 25th and 26th October, 1945, to consider its report

The Commission feels it desirable to point out that it has confined its investigations to the Lancashire Cotton Spinning Industry (which includes mills situated on the fringes of the adjoining counties of Cheshire, Derbyshire and Yorkshire and which covers well over 95 per cent of the whole cotton spinning industry in this country) All the members of the Commission (other than the Chairman) are derived from the Lancashire Cotton Spinning Industry (so defined)

The recommendations of the Commission are intended to apply primarily to the Lancashire Cotton Spinning Industry but we have no reason to suppose that our recommendations will not be equally applicable to spinning mills elsewhere

### **Interpretation of terms of reference**

1. In the interpretation of our terms of reference, which we have agreed must be as wide as is necessary to achieve our purpose, we have kept constantly before our minds two points First, we are concerned, by the removal of characteristics of the wage structure or of the conditions of working which have acted, or may be justly regarded, as deterrents to recruitment, to make the cotton spinning industry reasonably attractive as an employment and a career, for it is certain that the industry cannot play its full part in the national economy unless it is supplied with a labour force far in excess of present numbers or present prospects Secondly—and this point is complementary to the first—the provision of proper wages and proper working conditions, at least fairly comparable with those offered by other industries to workers of like competence and similarly in accordance with present day standards, must be regarded as a first charge upon the energies and resources of the industry

### **Amenities.**

2 It is inevitable that once an industry has lost favour among those who are or would normally be engaged in it, attention is drawn to every one of its features which can be described as disagreeable Thus, individuals have emphasised such matters as the heat, the noise and the dust commonly experienced in the mills In regard to such matters committees have been appointed under the authority of H M Chief Inspector of Factories with a view to securing that so far as possible these disadvantages are eliminated There is again no doubt that in many cases the provision of lavatories, rest rooms, changing facilities and other amenities is poor It is unnecessary for us to deal with these matters in detail Our recommendation in respect of all of them is that the cotton spinning industry must immediately (so far as present conditions allow) take such steps as are necessary to comply with present day standards and thereafter keep abreast of the times

### **“ Bad spinning.”**

3 It is convenient also at this stage to point out that in making our more detailed recommendations we shall always assume to be present the conditions of a “ good spin ” Upon this matter it is neither necessary nor possible to dilate, save to say that bad spinning will instantly undo all the good that may be expected to flow from our recommendations We recommend therefore that the representatives of the employers and of the trade unions should consult together immediately with a view to establishing first (as we believe can be done) standards of spinning conditions and second, a rapid form of procedure for determining whether in any given case the spinning conditions

comply with the standards and for rectifying any failure to do so. Bad spinning and disregard of the proper standard of amenities should be treated—as in fact they are—as evidence of business inefficiency. Inefficiency should have no place in the spinning industry which all desire to see established and flourishing.

4. Although we have dealt summarily with the matters referred to in paragraph 2 we by no means minimise their importance. This should indeed be clear from the conclusion in paragraph 3. If the dog has acquired a bad name, it is not profitable to debate the justice of every criticism; it is rather a matter of greater urgency that the grounds of criticism should be removed.

#### **Wider issues.**

5. Nevertheless some at least of the complaints may be more symptomatic of fundamental change than real and essential themselves. On the one hand, the history of fortunes made and lost, of the struggle for better conditions and of the disaster of unemployment and underemployment, has left in the minds of many operatives a feeling of past injustice and future insecurity. On the other hand, the changed social conditions and the consequent stirring of the imagination have made many men and women impatient of features which are inseparable from any factory conditions however up-to-date. Some degree of noise, heat and dirt is an example and in these matters the spinning industry may be found even to-day to compare favourably with several other industries.

#### **Need for co-operation and confidence.**

6. The solution of the wider issues must necessarily take time and patience. Above all it is essential to establish the belief that the providers of capital and the management on the one hand and the operatives on the other hand are not serving distinct and opposing interests but are together concerned to promote the health and efficiency of the industry. The opportunity is now presented; for the greatest possible production is required. If the opportunity is lost it may not recur. If the cotton spinning industry fails to achieve its proper function the effect will be seen in a lowering of our standard of life. To achieve this purpose there must be a continuance and development of the goodwill and co-operation which promoted the formation of the present Commission and have throughout inspired its deliberations.

#### **Aims of report.**

7. In the meantime our recommendations are designed, in fulfilment of the purpose of the Commission, first to establish a scale of wages which (i) will provide both a proper basis of security and a just return for skill and industry, commensurate in each case with the standards of the day, and (ii) will, so far as is possible be free from anomalies and undue complexities; and second, to provide by the methods of staffing and organisation we suggest, the most efficient use of the labour available and, for the worker, the elimination, as far as practicable, of "blind alley" occupations, and proper prospects of promotion not only to the highest grade of operative but also for those with the requisite skill, initiative and ambition through and beyond the operative grades to the responsible managerial and executive posts without fear of unfair discrimination.

#### **Security and long-term policy.**

8. As regards the all-important matter of security, the future planning of our economic resources which is in the last resort essential to such security is outside the terms of our reference. We assume that as a matter of long term policy such plan will exist. We also have in mind the statement made by the President of the Board of Trade in Manchester on 11th August last that,

provided the conditions mentioned by him were fulfilled, H.M. Government would "assist the industry to the best of their ability." For the present, the demands for production for some time to come will absorb, so far as we can see, all the labour that in any circumstances is likely to be available. We are aware that we are primarily concerned with a short-term policy, but we are also concerned not to embarrass long-term planning.

In this connection it is proper to refer to the fact that the representatives of the operatives generally favour the idea of a shorter working week. But having regard to the insistent demands for production they have not thought it appropriate to press the point as an immediate issue before the Commission: and in the circumstances as they now exist we make no recommendation for any reduction of the present working week of 48 hours.

#### **Need for readiness to work.**

9. If the conditions for labour which we recommend are attained, then we may fairly ask that labour on its part should assume its obligation to contribute to the welfare of the industry by readiness to work. It has been forcibly pointed out by members of H.M. Government that in the circumstances in which we find ourselves after six years of war there is no short cut to prosperity; and no alternative to hard work if we are to maintain our place in the world and our standards of living. Moreover, existing shortages of men and material will inevitably retard improvements in plant and equipment (including amenities) where such improvements are desirable. There must therefore be patience also, and self-discipline. No man can both have his cake and eat it. We are satisfied on the evidence that if the staffing arrangements we suggest are put into effect as and when labour becomes available, and the operatives make their full contribution of work—and by this phrase we do not imply or suggest increasing the work loads of those who are now making their full contribution—there can be a substantial increase in productive efficiency, a matter which will not only enhance the economy of the industry but bring increased earnings to those engaged in it.

#### **Need for encouragement of technical improvement.**

10. This is not, however, the whole picture and it is necessary at all times to look ahead. Full efficiency requires the ready adoption of the best machines and the best mechanical arrangements and improvements as well as the most economical use of the personnel available. If the Lancashire cotton industry is to retain its position in world commerce it must do so having due regard to conditions affecting industry in 1945. It must take steps to meet the "implacable offensive of science".

It will be for others to determine the extent to which mill conditions can be improved by long runs without changes in the count or character of the yarn produced; and generally to organise, for the purpose of securing markets, the energies of the manufacturing and merchanting as well as of the spinning section of the cotton industry. There are, however, questions of technique which must be considered within the spinning section itself. Thus every encouragement must be given to those whose ingenuity and enterprise may devise means of substituting mechanical processes for human agencies, or for improved servicing arrangements. We feel no doubt that there is considerable scope for invention and modernisation on these lines. Instances have been cited to us of spinning firms anxious to modernise their plant; but in these cases serious delay is being experienced because of their inability to obtain delivery of the machinery and equipment required.

11. We have had evidence before us of production engineers and other specialists who claim by the use of the so-called "time and motion studies" and similar means to "break down" scientifically the operations performed



by the various grades of operative so as to eliminate—by better arrangement of the machines, better servicing arrangements, better deployment of labour or otherwise—waste of energy and effort, and to arrive at a just appraisal of the respective work loads.

12. We are satisfied that by proper application of the various means referred to in the two preceding paragraphs further substantial improvements can be made in productive efficiency and we repeat that it is in our opinion the duty of all concerned in the spinning industry to neglect no opportunity of securing the advantages to be derived therefrom. The extent of the advantages can only be discovered by trial and investigation, which must necessarily take time. But a period during which there is likely to be acute shortage of labour and a demand for goods greatly exceeding supply is the best possible period for such enquiries and emphasises their need.

At the same time we appreciate that it is the application of these means of increased productivity which creates the difficulties, and calls for the greatest thought and care. From the operatives' point of view it may be too easily assumed, for example, that the object and result of "time and motion studies" is to extract for the benefit of the employer the greatest possible amount of work from the employee at the least possible cost. That such an effect is neither the necessary nor indeed the proper application of scientific work load assessment has been proved by the experience of other industries and in other countries, where the result has been in truth a reduction in production cost, but also an increase in the operatives' earnings flowing from an increase in the effectiveness of their efforts rather than an increase in their physical exertion.

#### **Co-operation between employers and operatives for this purpose.**

13. It follows that it is of the utmost possible importance for the managements to secure the co-operation and confidence of the operatives in the introduction and trial of all new means of improved production. We state emphatically the pressing need for all such means but we recommend in the strongest terms that in all investigations and experiments managements should invite representatives of the trade unions to join in their conduct and supervision. We suggest that agreements between employers and operatives might well contain a clause requiring an employer desirous of introducing some new machine or arrangement of machines or some new deployment of his labour to give due notice of his intention so to do to the union concerned together with an invitation on the lines above indicated.

We have also in mind the experiments now being carried out at Wye Mill on behalf of the trade generally. We regard such experiments as extremely valuable, and express the hope that every encouragement will be given to them in the future.

#### **Welfare councils.**

14. In this connection we are of opinion that welfare councils or other similar bodies should be generally established. Experience in other industries as well as in the cotton spinning industry has shown the potential value of such bodies. They should not be used as a forum for the discussion of matters properly the subject of negotiation between the employer and the unions. But the exclusion of this and other subjects outside their proper scope leaves a large field of discussion and a means of securing the co-operation and understanding essential to the health of the industry. Without some such means it is difficult to see how any solution can be found for the problems referred to in paragraph 6.

### Recruitment, training and apprenticeship.

15. The operation of the new Education Act, by raising the school leaving age to 15 (and it may be eventually to 16), and by the provisions it contains for releasing juveniles under 18 years of age for two half-days a week for continued education, will seriously affect the volume of juvenile labour available for the whole of British industry. The effects of the lower birth-rate will also reduce the flow of juveniles leaving the schools over the next ten years or so. So far as the cotton industry is concerned a further factor to be taken into account is the appearance of new industries in the cotton towns in recent years, many of which may be expected to remain and therefore to compete with cotton for school leavers.

We have been fully conscious of these facts throughout our deliberations, and we hope that the implementation of our recommendations for bringing wages and related matters more into line with the standards of the day will make the industry more attractive from the standpoint of labour and will, to that extent, help to stimulate juvenile recruitment.

16. We feel, however, that the solution of the juvenile labour problem depends on something more than recommendations on general wage levels and methods of labour deployment. Certain other matters need to be considered. These are the provision of good working conditions and up-to-date employee services, sound systematic vocational training, satisfactory wage for age scales and, if possible, recognised forms of apprenticeship for skilled male occupations. Of these we have already stated that working conditions and employee services are being dealt with by joint committees in conjunction with the Factory Inspectorate. Wage for age scales, systematic training and apprenticeship are all within the terms of reference and we have accordingly given some attention to them.

17. With regard to wage for age scales, these are already in operation in the spinning industry for mule spinning, winding and, in certain districts, for warehouse work, and as will be observed in the appropriate sections of this report we have recommended their formulation for other occupations into which juveniles are normally recruited. We are strongly of the opinion that if the industry is to make the best possible use of the juveniles who enter it, and, equally important, if the juveniles themselves are to be given every opportunity for selecting the occupations best suited to their individual wishes and aptitudes, the recommended scales should as far as possible lay down uniform wages in order to promote the utmost fluidity and interchangeability of labour between occupations and departments. We do not think that a single scale covering all juveniles is (at any rate at the present time) practicable. Thus separate scales may be necessary for skilled work on the one hand and unskilled work on the other; but within these limitations we desire to see as far as possible scales established which will encourage labour mobility such as we have in mind. The scales would embody time rates of wages in all cases and, where applied in piece work occupations, would constitute minimum or fall-back wages. A further qualification is that where juveniles covered by such scales undertake work usually done by adults they should normally be paid the adult wage appropriate to the job.

18. The systematic training of juvenile entrants for skilled occupations largely depends for its success on wage for age scales being in operation so that the new entrants are assured of satisfactory wages when they would otherwise be unable to earn them on a piece work basis. We also believe that systematic training will prove a sound policy; it will encourage parents to put their children into the industry and help to persuade the teaching profession

that criticisms previously levelled against the industry on this particular count, whether justified or not, are no longer valid; it will also help to reduce juvenile labour wastage which, in certain sections, is a factor of no little importance under present day conditions. We therefore strongly recommend systematic training for all skilled occupations by competent operatives specially selected for their ability to teach on sound lines and to look after the general well-being of the new entrants during the training period. The operatives concerned should, in our view, be paid time rates in excess of their normal earnings or, alternatively, an increment to their piece work earnings which will produce the same result.

19. Except in the cases of blowing room work and stripping and grinding (and there only in modified form) the apprenticeship of boys to skilled occupations or crafts is not practised in the cotton spinning industry. We realise that in this respect there are difficulties connected with the nature of the work and the composition and organisation of the labour force not found to the same extent in other industries, such as building and engineering, where formal apprenticeship is fully recognised as an integral part of training for skilled work. The industry ought to realise, nevertheless, that apprenticeship of this kind, leading by successive stages of training and wage advancement to an assured occupation commanding an attractive wage, makes a strong appeal to parents and teachers and, in fact, to the boys themselves. This is particularly true in regard to grammar school and secondary school boys who, with few exceptions, have refused to take up work in cotton occupations; it will be of even greater importance when the new Education Act becomes fully operative and more boys go forward from elementary schools for advanced education. It is difficult to see how the spinning industry can hope to train good managers, executives and other mill officials, or to build an efficient and adequate male labour force for the future, unless it proves attractive to boys of this type.

20. We have not formulated detailed proposals on apprenticeship except to the extent appearing in regard to mule spinning in para. 73. There is in any case much to be said for securing the implementation of our recommendations on wages and labour in general and judging the results in practice before trying to institute apprenticeship on a larger scale. We have found it possible to recommend apprenticeship in mule spinning because our proposals provide for the severance of the skilled work from the unskilled, there are well defined steps of promotion in the skilled work, and we are dealing with an occupation which has always been almost exclusively male, and still is so. We have similarly recommended the separation of skilled work from unskilled in occupations which lend themselves to this treatment and so far as these occupations have customarily been followed by women and girls we now urge the industry to employ male labour for them on certain classes of work. To that extent our recommendations seem to pave the way for linking some or all of these occupations into recognised steps of promotion which the industry might later find it expedient and wise to bring within the scope of formal apprenticeship.

## B. GENERAL.

### Five principles.

21. As a basis for our more detailed recommendations, we state five conclusions of principle.

#### (i) *Uniform Lists.*

There should be one single or uniform code of wage ascertainment for each section of the industry to take the place of the several and distinct codes or "lists" now applicable.

(ii) *Incorporation of existing bonuses, etc., in rates.*

All existing percentage bonus or flat rate additions should now be incorporated and absorbed in the wage rates. The new wage rates should be known henceforth as the "1945 wage rates."

(iii) *Minimum time rates plus piece rate incentive.*

Wages should generally be fixed and expressed in terms of a time rate of so much per week and per hour. In cases where payment by piece rate is appropriate the time rate should constitute a minimum or basic wage capable of supplementation by operation of the piece rate in proportion to the work done or production achieved; such time and piece rates being so contrived that (a) an operative of average industry and ability should in a normal week expect to earn not less than 20 per cent. above the time rate minimum and an operative of greater than average industry and ability should expect to earn further remuneration in proportion to the work done or production achieved by him or her; and (b) where greater production by the operative is attributable to new methods or to improvements in machinery some part—increasing with the amount of production—of the benefit of the increased production should belong to the business installing the improvements and go in reduction of its costs of production, the balance being paid to the operative.

(iv) *Organisation on basis of adult occupation.*

The productive efficiency of the industry will best be served by regarding it primarily as an adult occupation and by increasing the opportunities of employment at all stages of production (save such categories of work which by reason of their relative lightness, or otherwise, are particularly adapted for female or juvenile labour) of adult male operatives; and

(v) *Severance of skilled and unskilled duties.*

In staffing the several sections of the industry the skilled operatives should to the maximum possible extent be relieved of cleaning, sweeping, and other unskilled work, this class of work being performed by ancillary labour, both juvenile and adult; the minimum time or basic wages for adult ancillary labour being at rates adequate and appropriate for adult married men or adult women according to whether the particular task is regarded as one primarily appropriate for male or female labour respectively but without regard to the sex of the operative who in fact performs such task.

**Fixation of wage rates in accordance with above principles.**

22. The conclusions of principle which we have all reached and which are briefly formulated in the preceding paragraph must necessarily involve changes in the wage rates. In the first place the adoption of universal lists must, as we point out elsewhere, carry with it the result that where under the existing wage arrangements there is divergence between the wage levels for operatives of substantially similar skill doing substantially similar work, the level under the "universal" arrangement must (apart from exceptional or anomalous cases) be at least equivalent to the relevant high level now prevailing. Secondly, the breaking down of the functions of the existing operatives so as to sever the highly skilled from the less skilled and unskilled functions, the consequential enhancement of the status and qualification of the skilled operative, and the staffing of the industry upon the basis generally of its providing adult occupations; though it will in our judgment increase the efficiency and productivity of the industry, will also raise the levels of the wages appropriate to the various tasks to be performed.

The detailed working-out of the implications of our recommendations upon the wage structure of the industry will be a matter for negotiation between the representatives of the employers and of the operatives. Although it seems to us highly desirable that, if our recommendations are accepted, the necessary wage changes should be made with all speed, we have not thought it would be right to delay the presentation of this report until we ourselves had reached conclusions upon the wages applicable, upon the basis of our recommendations, to all the principal categories of operatives. On the other hand we have arrived at such conclusions in regard to a number of the classes of operatives employed in the cotton room, blowing room, card room and ring room sections of the industry and these we have put together in Appendix III to this report.

There remain outstanding, as will be observed, the wages' rates appropriate to the mule spinners and other mule room operatives. The translation into figures of the principles of a universal mule spinning list presents considerable difficulties and complications by reason particularly of the considerable divergencies in the rates now being paid throughout the industry and of the effects over a long period of the practice of sharing absentees' wages. In the case, therefore, of the wages rates of the mule spinners and of the other mule room operatives we desire some further time to examine and consider the returns made to the "census" we have taken of all wages paid in the industry, and the working out of a universal list in the light of these returns. We hope to be able in a short time to present conclusions as a supplement to our report.\*

#### Observations on principles.

23. We desire to add some further observations by way of elaboration and explanation of the five principles we have stated in paragraph 21.

#### Uniform lists.

As regards the first principle—the application of a single uniform code—whatever may have been the historical justification for the several local "lists" and however skilful and ingenious may have been the working out of these lists, it does not seem to us that in the circumstances of 1945—including the far greater mobility of mankind as compared with, say, 1875—the perpetuation of local lists can be logically defended—still less the anomalies they produce between operatives of comparable attainments or grades. The point arises strikingly in regard to the mule spinning room operatives to whom have for so long been applicable the divergent wage rates arising under the so-called Oldham, Bolton, Ashton, Hyde, Preston and Blackburn lists. We do not doubt that these several lists have been most carefully and scientifically related to the character of the products which have tended to be peculiar to the several localities named. But their result has been to produce divergencies in earnings between operatives which do not depend upon degrees of skill and industry. Moreover, the long history of the lists and their numerous revisions have made them unduly cumbersome. We must point out in this connection that the nature of the industry and particularly in this respect the need for considerable flexibility makes some degree of complexity in the piece rate calculations unavoidable, though we believe that once the universal lists have been accepted and become familiar, some of the complexities will tend to be discarded. The amount of work and skill in any given period of time demanded of many grades of operatives varies with the count of the yarn spun and to some extent with the type of machinery and other matters: in order therefore that operatives of substantially equal skill and industry may earn substantially equal

\* See note by Messrs. H. S. Butterworth and J. Lindley on page 44.

wages the piece rate must at least be so constructed as to allow for these elements of discrimination. There may, too, be conditions associated with individual mills which can best be satisfied by piece rate arrangements peculiar to those mills. Even so, we are satisfied that a single list, incorporating the principles stated in paragraph 21, and making due allowance for departures from the general rule in special cases can be formulated which will result in wage arrangements considerably less complex than the congeries of existing lists and, being universally applicable, will do justice between the operatives in all areas.

#### **Need for preserving degree of flexibility in piece rates.**

24. In referring in the last paragraph to the need for preserving flexibility we have also in mind the uncertain effects upon the industry which may flow not only from new methods of manufacture or organisation but also from inventions not now contemplated or from changes which market circumstances may require in the products of the industry, including under this head, changes brought about by increased production of synthetic fibres. The time base rates can and should indeed be "universal": the general rules or principles for ascertaining piece rates should likewise be constant and uniform. The desired flexibility should and must be found in the working out of piece rates applicable to given cases.

At the same time it is desirable that the flexibility which we wish to give should not result in practice in fresh anomalies and new and conflicting local rules. Though we would allow considerable latitude for the settlement of special piece rates (within the framework of the general principles we recommend) to meet exceptional conditions and, particularly, to satisfy the effects of new methods or types of production as and when they arise, we desire also that such new methods or types of production when they become more general should naturally and readily give rise to conformity of practice in the settlement of piece rates: and to this end we recommend that the details of all proposed special piece rates should forthwith be communicated for confirmation to their respective central organisations by or on behalf of the employers and operatives affected.

#### **Characteristics of universal lists.**

25. The general characteristics of the universal lists which we recommend are contained in succeeding paragraphs. But we desire to state in this place three general matters of importance:—

##### *(i) Wages must be raised to existing higher levels.*

The figures with which we have been supplied in the case of mule spinning indicate that in some cases for the finer counts the operation of the existing Bolton list gives a somewhat higher wage level than the operation of the existing Oldham list. Similar anomalies arise in reference to other sections of the industry. We are clear that in formulating the new universal lists there should be no reduction in the wage levels at present applicable. There are, we understand, certain exceptional cases in which existing wage levels are out of relation to the general levels and these can and should be treated as exceptional. But apart from these cases the result of the operation of the new lists must and should be generally to raise the levels so that as regards any process or section of the industry the general level of wages will be raised to that of the present higher level now ruling in regard thereto. In existing circumstances we do not see any

difficulty in this course. If hereafter there is a material change of economic conditions, the question of a *general* revision of all wages will be considered on its merits.

(ii) *Assistant spinners to be paid wholly by employer.*

The practice in the mule spinning room whereby the wages of the assistant spinner (big or side piecer) are in part paid by the spinner or minder must in our opinion be discontinued. The wages should be paid to the operatives and not as it were to the machine. The wages of all operatives should be the exclusive responsibility of the employer. It follows that the above observation would equally be applicable to the case of the little piecer but, under the scheme of staffing which we suggest, this position will cease to exist.

(iii) *Abandonment of practice of sharing absentees' wages.*

It is inherent in our recommendations for all sections of the industry, that there should be an end of the present practices of "sharing absentees' wages." The discontinuance of the post of little piecer, our proposals for the staffing of the mules, our staffing proposals in reference to other sections of the industry and our proposals for a piece rate (with a time base minimum) where piece rates are applicable, and for overtime rates in other cases, are all designed with this end in view. During the period of transition pending the putting into operation of our recommendations (if accepted) and during the present acute labour shortage, continuation of the practice in certain cases may well be proper and right. But in general we are satisfied that the practice is contrary to the interests of the industry and those engaged in it and ought to be discontinued as soon as possible. Wherever it is adopted, it must raise one or both of the questions—are the operatives in truth underemployed? are they in truth underpaid? And in addition the practice tends to create a vested interest in maintaining a post unfilled, which is a serious deterrent to recruitment.

**Incorporation of existing bonuses, &c.**

26. As regards the incorporation of existing percentages, &c. in wage rates, we think that the time has clearly arrived when it would be an affectation to continue to regard these percentages as merely temporary additions to standards which remain valid. The standards originally laid down have in fact ceased to be valid. We are convinced that in the interests of simplicity as well as reality the facts must be accepted as they are to-day.

**Time rate minima and piece rates.**

27. A system of time rate minima supplemented, where appropriate, by piece rates is in our judgment best adapted to provide on the one hand a just measure of security for the operative and at the same time an incentive towards the increased production which is so pressing a need. Such a wage structure as we suggest should (as we have indicated in paragraph 25) assist towards the discontinuance of the practice of sharing absentees' wages. Where owing to casual absences it is proper in the interests of continued production that the operatives attending should take on additional loads they will in many cases be rewarded at appropriate rates including overtime. In other cases it will (subject to what we have said in paragraph 25 as regards the transition period) in our judgment be generally necessary

and desirable that certain of the machines should stop, in order that arrangements should be made for them to be properly staffed. If some loss of production is caused, this will have to be balanced against the necessity of putting an end to the practice.

Our principal difficulty has been to arrive at a conclusion (in cases to which piece rates are applicable) upon the proper relationship between the time base minimum and the piece rate on which the earnings of the operative of average skill and industry in a normal week would be calculated. We have considered particularly the engineering and other trades in which the piece rates are so calculated that operatives of average skill will expect to earn wages equivalent to various percentages in excess of the time base minima.

It is clear, on the one hand, that the time base minimum must be such as in itself to constitute an adequate and satisfactory wage, acceptable as such, when for reasons outside the operative's control the opportunity of earning the piece rate wage is denied to him or her. Moreover, we are anxious that the time base wage should in effect provide a "guaranteed week" for the operative who is ready and willing to work and this will follow where the operative is employed by the week, for in such cases unless and until a clear week's notice has been given and taken effect, the operative, if ready and willing to work, will be entitled to receive the minimum or basic wage.

On the other hand the piece rate must be such as to form a real incentive to effort and production.

28. In balancing these considerations it is necessary to bear in mind the circumstances of the spinning industry—particularly the important circumstance that the amount of production of yarn is determined by the spinning machine which, save when stopped for doffing or cleaning or other incidental stoppages, continues throughout the whole period of the working week at a uniform speed adapted to the count of yarn being spun. Increased production from the machine can therefore be attained by the operative only (substantially speaking) as a result of shortening the times taken for the operations which require the machines to stop. Similar considerations apply in the cases of other operatives for whom piece rates are appropriate.

Generally speaking therefore the possible variations in production depending upon the effort or lack of effort on the operatives' part are limited by comparison with some other industries. With this factor in mind and attaching the importance we do to the claim of security, we have reached the conclusion that the proper relationship between the piece rate and the time base minimum will be expressed by calculating the piece rate earnings of an operative of average skill and industry in a normal week to yield a wage not less than 20 per cent. above the time base minimum. We have agreed that the time rate minimum shall in general be applicable in the case of all stoppages arising from causes beyond the control of the operative, save that such stoppages amounting to four hours or less in any week shall be paid for at production rates.

29. As regards the qualification (b) to sub-paragraph (iii) of paragraph 21 we have referred more than once to the important point, as regards piece rates, that where increased production or its equivalent is attributable to the installation of new machinery improvement or re-arrangement of old machinery or to new methods of labour deployment, some part at least of the financial benefit must go to or be retained by the employer so as to provide an incentive to the installation of such new or improved methods or machinery. Having regard to the capital cost which may be involved, the saving to the



firm arising from the greater spread of overheads would not normally be a just or sufficient return. Moreover, the benefit to the operatives as a result of such new or improved methods or machinery should not always go exclusively to that section of them most directly and immediately affected by the changes, but may properly belong to them all and be represented by a general raising of the wage levels.

In the mule spinning section of the industry—in which substantial new development of machines or methods is unlikely—expression is given to the principle in the universal list which we recommend. In other sections of the industry it would in theory be possible to formulate a scale applicable to all piece rates which beyond a certain point would taper downwards: on the assumption that production should be attributed up to the point chosen to the skill and energies of the workers and beyond that point to an increasing extent to the effects of the new or improved machines or methods.

The practical expression of the theory is a much more difficult matter. Though we may guess at the lines along which new discoveries may travel we cannot foresee their effects. Any formula we now construct must be purely arbitrary. It may be found in its working not to fit the facts at all and yet have acquired an undeserved sanctity. Further, any such formula must altogether disregard the important point that the benefit of new techniques from the operatives' point of view may properly be claimed by all in the form of a general rise in wage levels.

30. In our proposals for constructing piece rates therefore we have (subject to the limited exception in the case of mule spinners) assumed that such rates will be uniform: that is, we have assumed that the full benefit of all increased production or its equivalent should belong to the operatives as representing the fruits of their own skill and energy.

We feel it therefore necessary to point out that our proposals for piece rates (with the limited exception stated) do not contemplate substantial changes of circumstances attributable to new or improved machines or methods of organisation. When such changes of circumstances occur it will be necessary for the representatives of the employers and of the operatives to negotiate new piece rates or other variations in the wage system appropriate to the new circumstances and adapted to do justice to the general principles to which we have referred.

31. Upon this matter we add one final observation to which we attach great importance. If the piece rate incentive is to be real, the operative must feel assured that additional effort if made will not result in reduction in the piece rate. We therefore recommend that the publication of the piece rate should be accompanied by an assurance on the employers' part that such rate will not be liable to revision save upon such a change of circumstances as mentioned in the preceding paragraph or as part of some general revision of the whole wage levels in the face of changed economic conditions.

#### **Adult labour and severance of skilled and unskilled occupations.**

32. As regards principles (iv) and (v) formulated in paragraph 21—the increased employment of adult labour and of male labour and the severance of the skilled and the ancillary grades of operative—we are convinced that on these lines (a) the practice of sharing absentees's wages will be further discouraged; (b) when coupled with schemes of training and apprenticeship the problem of promotion prospects will best be met and (c) the productive efficiency and economy of the industry will best be served.

There is in our judgment no doubt that the considerable employment of juvenile labour in the past has had the result under modern conditions that juvenile occupations with low wage rates have survived the supply of juveniles. It is also a feature of the industry, partly attributable to the same cause, that unskilled operations have been merged and confused with skilled duties. It is therefore a matter of the first importance to separate the functions of the skilled operative from those of the unskilled and to allocate these functions so far as possible exclusively to skilled and unskilled or ancillary operatives respectively. Secondly, it is in our judgment essential that many of the unskilled or ancillary functions which are by their nature inappropriate for juvenile labour should be performed by adults and in many cases by men. We feel no doubt that upon the lines of these two principles the work of the industry will be most economically and efficiently performed and our more detailed analyses and recommendations which follow are designed to give these principles effect.

### Wage rates for men and women.

33. As regards the employment of adults we have given careful consideration to the question whether there should be any differentiation between the time or basic rates of wages payable to men and women doing the same work. At the present time of the total adults employed in the industry about 65 per cent. are women. This preponderance of women is in part at least due to the history of the industry which has during periods when labour was plentiful taken advantage of the relative cheapness of female labour. Many of the occupations provided by the industry are particularly suitable for female labour, e.g., ring spinning. Others are appropriate both for men and for women: but, for the historical reason given, women have been employed to a greater extent and for heavier types of work than is in our view desirable or justifiable, e.g., in the blowing room and as draw frame tenters, and this tendency has been emphasised by wartime conditions and labour shortage.

34. Generally speaking male operatives are likely to remain more permanently in industry than women: and the evidence before us shows that in the spinning industry the figures for casual absenteeism whether voluntary or involuntary are lower for men than women. It has therefore seemed to us desirable to encourage as much as possible the employment of men in the industry and particularly to discourage the employment of women and girls in occupations which are by their nature too heavy for them. On the other hand, having regard to the characteristics of the industry and in particular to the fact that there must remain a number of occupations for which adults of either sex are equally appropriate, and having regard also to the fact that at the present time and so long as labour remains in substantially short supply, women will continue to be employed in very substantial numbers, it has seemed to us that the proper course is (a) to define those occupations which should be regarded as primarily occupations for men and those occupations which should be regarded as primarily occupations for women: and (b) to fix rates of wages appropriate to the several occupations and (c) to recommend that the wages so fixed should be payable whether the operative concerned is in fact a man or a woman; for in the circumstances we see no justification for paying different wages to male operatives doing a fixed task from the wages payable to a female doing the same task. Such wage arrangement will in practice tend towards the greater employment of male adult labour which, as already indicated, we regard as highly desirable in the interests of the industry.

### Classification of male and female occupations.

35. We set out in the following table the classification of the various occupations stating in each case whether the occupation should be treated as primarily one for a man or a woman.

Operative occupations primarily for men*	Operative occupations primarily for women*
<p>Cotton chamber work, other than feeding. Blowing room work. Cards: all duties including stripping and grinding and lap carrying. Sliver, derby doubler or ribbon lap machines where weight in excess of 4,000 lbs. in a week of 48 hours. Combers, where weight in excess of 4,000 lbs. in a week of 48 hours. Draw frames, where weight in excess of 6,000 lbs. in a week of 48 hours. Slubbers (single), where weight on 90 spindle frame in excess of 6,000 lbs. in a week of 48 hours.  Mule spinning, including joiner spinning. Ring jobbing. Cleaning and, except in mule spinning, oiling (including banding in ring spinning). Warehouse work, including cop and ring tube packing (but excluding cone and cheese wrapping and packing). Bobbin and weft carrying.</p>	<p>Cotton chamber feeding.  Sliver, derby doubler or ribbon lap machines where weight 4,000 lbs. or less in a week of 48 hours. Combers, where weight 4,000 lbs. or less in a week of 48 hours. Draw frames, where weight 6,000 lbs. or less in a week of 48 hours. Slubbers (single), where weight on 90 spindle frame 6,000 lbs. or less in a week of 48 hours. Intermediates. Rovers. Jacks. Ancillary creeling teams.  Tube apparatus filling. Cone and cheese wrapping and packing.</p>

\* *Note.*—Occupations which we regard and recommend in the report as suitable for either sex are not included in the above table. Examples are, can-tenting, assistant mule spinning, ring spinning, ring doffing and gaiting, and roller covering.

### Overtime rates.

36. We have referred on more than one occasion to overtime. We are certainly not desirous of encouraging overtime working, but occasions may arise when it will be just and proper in the interests of production to ask certain grades (other than juveniles under 18 years of age but including particularly ancillary grades) to work overtime. As most of the operatives likely to be affected will be time rate operatives it will be necessary that regular overtime rates should be agreed. In our judgment an overtime rate equivalent to "time and a half" would be just and appropriate to the industry.

### C. DETAILED WORKING OUT OF PRINCIPLES.

37. We now turn to the more detailed formulation of our recommendations based on the general principles which we have attempted to state.

For the purpose of the analysis which follows we have divided the industry into four sections as follows:—

- I. Cotton room, blowing room and card room, covering all processes up to that of actual spinning.
- II. The ring spinning room.
- III. The mule spinning room.
- IV. Warehousemen, packers, etc.

## I. COTTON ROOM, BLOWING ROOM AND CARD ROOM.

38. The application of the general principles stated in paragraph 21 to this section of the industry well emphasises many of the points to which we have referred—for example, the need for the severance of the skilled and partly skilled or unskilled operations and the consequential better definition of the various tasks to be performed by the several grades of worker so as to encourage fluidity of labour and provide the best prospects of promotion; the adoption of a single universal list applicable throughout the section; the treatment of the industry as primarily one of adult occupations; the elimination of the prevailing system of sharing absentees' wages; and the need for some degree of flexibility in the settlement of piece rates.

### The cotton room.

39. There is a considerable diversity between the types of operatives employed in the cotton room throughout the industry and, consequently, in the character of the duties performed by them. In our judgment the cotton room should provide one reasonably attractive avenue of promotion for entrants into the industry. We recommend, therefore, that the status and responsibilities of the head cotton room man should be enhanced—that is to say, he should be a man qualified by training and knowledge to be responsible (subject to the management) for the important operations of the cotton room, assisted in his work, to the extent necessary, by labour employed upon a time rate appropriate for an adult married man.

40. We appreciate that by no means all of those now employed as head cotton room men have the necessary qualifications or aptitude to be entrusted with the responsibility we suggest, so that the process of implementing our recommendations will be gradual. But when operatives of the right calibre are found to fill the positions of head cotton room men then we think they should be paid a wage commensurate with their greater responsibilities and approximating to that of the stripper and grinder.

### The blowing room.

41. Somewhat similar considerations to those mentioned in reference to the cotton room apply also to the blowing room. We are anxious that the status and quality of the operatives shall approximate throughout the industry to that of the stripper and grinder and to this end we recommend that employment in the blowing room should henceforth be regarded as a male occupation, the necessary changeover taking place as vacancies occur. We further recommend that the men employed should be regarded as responsible for their own machines, on a basis of one opener and two finishers or their equivalents per operative.

Under these proposals the job of blowing room major will disappear as such, the blowing room attendants (as we think they should be designated) being responsible for their own machines up to the stage of mechanical breakdowns or major adjustments or replacements. By providing for blowing room work being done by men the proposals will also bring to an end the practice of employing women and girls in this department, a practice which is more prevalent in fine spinning mills than elsewhere but which we unanimously deprecate on the grounds that the handling of laps and the supervision of blowing room plant is altogether unsuitable for women and girls.

### The cardroom.

42. In regard to the cardroom generally, our first recommendation is that a wage for age scale should be applied to all juvenile operatives. The scale we suggest, which should be uniform for both sexes up to 18, and continue thereafter for males only, is contained in Appendix III.

### (i) Strippers and grinders.

43. In the case of the cardroom also we are anxious that the status and quality of the highest grade operative in this section of the industry—namely, the stripper and grinder—should be enhanced. We recommend, therefore, in the first place that the stripper and grinder should be largely relieved of the partly skilled or unskilled operations which he is at the present time generally performing, such ancillary work being discharged by other and less skilled grades of operatives, viz.: lap carriers and can tenters, partly adult, partly juvenile or apprentice.

The duties of the stripper and grinder may therefore be defined as follows: starting and stopping cards, stripping (say, three times daily), grinding through up to one and a half times per fortnight (including preparation for grinding), brushing down cards (once per day), and the ancillary duties of scouring, oiling, cleaning flat brushes and piecing straps and bands.

44. In the case of strippers and grinders in the Bolton district the assignment to them of the duty of brushing down cards constitutes, we appreciate, an added obligation and the circumstance must be taken into account in arriving at the standard number of cards to be assigned to him for the purpose of fixing his wage rate.

45. We think further that the stripper and grinder should, in addition to the duties which we have above assigned to him, be permitted, where he is competent so to do, to undertake the work of card setting and that every encouragement should be given to men with the requisite aptitude to qualify for and perform this function. Bearing always in mind the need for attractive prospects of promotion for youths of ability and enterprise, we desire that the position of stripper and grinder should be a highly skilled occupation, rewarded as such, and offering also good prospects for further promotion to staff and executive posts. We recommend, therefore, that provision should be made for the training of strippers and grinders and apprentice strippers and grinders in the art of card setting.

46. We are aware that many of the present strippers and grinders would not have the aptitude and experience required for the delicate operation of card setting, so that the object we have in view must be attained gradually. As we have indicated, the stripper and grinder who also undertakes card setting will be entitled to a higher rate of remuneration than that appropriate to the stripper and grinder not so qualified, and it therefore follows that during the transitional period the stripper and grinder who is also a card setter should receive an additional bonus or increment in respect of his card setting responsibilities. For the purpose of determining the wage rates of the stripper and grinder in the succeeding paragraphs we have left card setting out of account.

47. The wages of the stripper and grinder must in our judgment be ascertained on a time rate basis. The time rate wage having been determined, the sum so fixed must be converted into a price per card attended. By this means the stripper and grinder who takes on more cards than the determined standard will gain proportionate additional reward by applying the rate per card to the additional cards undertaken over and above the standard. The case of the stripper and grinder therefore may, for the purposes of wage ascertainment, be regarded as somewhat special.

48. The main difficulty has been to reach agreement on the "norm" in the number of cards which should be taken as the standard load of the stripper and grinder of average skill and ability, and in this matter we have agreed to recommend a load of twenty cards as representing what would be a fair standard load for an operative of ordinary skill and industry.

49. The ancillary work connected with the cards—more precisely specified hereafter—will be undertaken by lap carriers and can tenters, the job of card tenter as such being, as we think it ought to be, abolished. Of these the occupation of lap carrier will in our judgment be the natural step to promotion to stripper and grinder, though the lap carrier may prefer to accept promotion to the blowing room. In this connection we strongly recommend that the two relevant organisations should at once apply themselves to the making of an agreement to formulate—by limitation of numbers or otherwise—a new scheme of apprenticeship. We have in mind that normally speaking the stages of promotion for a new entrant to this section of the industry will be: from can tenting to lap carrying (whether or not via draw-frame tenting) and from lap carrying to stripping and grinding or the blowing room.

50. We desire to add that there is in our judgment considerable scope for the development of mechanical devices at the cards which should considerably ease the work load of the stripper and grinder, as there is also scope for the development of methods to improve conditions as to dust or otherwise in the card room. Such new methods may enable the stripper and grinder fairly to undertake a greater number of cards. A time may come when it can justly be said that the circumstances are wholly different from those prevailing to-day. A case may then arise for the revision of the wage rates payable and upon such a matter our general observation in paragraph 29 must be taken into account. In the meantime we recommend that the respective associations should consider what different arrangements should operate when double nozzle stripping or metallic wire is used.

51. We add also in regard to the stripper and grinder that in the U.S.A. the duties are severed so that both a stripper and a grinder are commonly employed, the latter being the more highly skilled operative. The rate of wage payable to the grinder is on the highest level applicable to the spinning industry in the U.S.A. It may well be that future mechanical development will tend to a similar division in this country and if our recommendation is adopted of encouraging the operative to undertake card setting, the effect may be to emphasise the tendency.

#### (ii) Lap-carriers.

52. The duties of lap-carriers will consist of bringing in the laps, sweeping up, setting in laps, brushing out flats, gathering and removing taker-in fly, collecting waste from cards and frames, removing strips and sweeping down pillars and overhead equipment.

53. The occupation should be regarded as one primarily appropriate for men, from among whom promotion will be made to the occupation of stripping and grinding or to the blowing room. The rate of wage payable should be fixed upon a time rate. In calculating the wage the proper work load for the lap carrier should in our judgment be assessed upon the weight of material carried, with a limitation of the number of cards for the ancillary work (above specified) in respect of which he is responsible. In our judgment a fair assessment for the purpose in view is 30,000 lbs. carded weight per week per man and a maximum of 45 cards.

#### (iii) Can tenters.

54. The duties of the can tenter will be: piecing the web or sliver as required, sweeping down the fronts of the cards, breaking off the sliver and removing full cans to the draw frames, and bringing empty cans to the cards.

55. Can tenting will be an occupation not only suitable for adult labour (either male or female) but also appropriate for juveniles at an intermediate stage in their advancement. From can tenting the operative may pass to lap carrying, and thence proceed either to stripping and grinding or, as an alternative, to blowing room attendant. He may also pass to draw frame tenting.

Bearing in mind that juveniles may be employed as can tenters we have come to the conclusion that a proper work load for a juvenile can tenter would be 15,000 lbs. per week per tenter but with an overriding limitation of 25 cards per operative. The wage can therefore be translated into so much per unit of weight or per card and any adult operative will, by carrying a greater weight or attending to more cards than the standard fixed, get a proportionately greater wage by the operation of this wage system.

### Draw frames.

56. We have formed what in our judgment are important conclusions on the organisation of labour and wages at the draw frames. First, we believe that such work is in certain sections of the industry too heavy and continuous for women and girls to undertake, and in our opinion men and youths should be engaged for it wherever the weight put through an operative's complement of frames exceeds 6,000 lbs. a week of 48 hours. The males employed for this work should wherever possible be recruited from among male can tenters, as indicated in paragraph 55, above, so that draw frame work would thus constitute a further step on the ladder of promotion to the job of stripper and grinder or blowing room attendant. Second, we think that the present universal list system of basing wages on the hank preparation, the number of draw frame deliveries and the slubber spindleage, is unnecessarily complicated and at times unfair to the draw frame tenter, and should be superseded by a system which relates directly to the work done at the draw frames. For this purpose we are agreed on the use of the following formula: draw-frames of 18-21 deliveries to be treated as standard, with a scale of wage rates according to the hank drawing and with adjustments to be made to the wage rates according to numbers of deliveries above or below the standard. In the case of frames on .114 hank drawing and below we recommend the employment of assistants in the proportion of 1 to 2 preparations except that no such assistants be provided where only two heads of drawing are used. In the case of draw-frames, and also in the case of sliver lap and ribbon lap machines and combers, and in the case of all spindle frames, we recommend that teams of men as cleaners, sweepers and oilers be employed in the proportion of, say, one operative to 25-30 frames or machines.

### Spindle frames.

57. The present Bolton cardroom list contains no graduation of wage rates according to the hank preparation, with the result that the wider application of the list to coarser yarn production over recent years has created disparities between work loads and earnings among spindle frame operatives which, we feel sure, were not intended when the list was formed. The universal list for frames, on the other hand, although it lays down four graduations of hank preparation, does not go far enough in this direction to meet the requirements of the single code of cardroom wages we propose for the whole industry. We are, therefore, in favour of the following table of hank ranges appropriate to each kind of frame being established as a basis for wage calculations at the draw frames and spindle frames:—

Draw frame	Slubber	Intermediate	Rover/Jack
.114 and below	.54 and below	1.19 and below	Below 3 hank
.115 to .140	.55 to .70	1.20 to 1.70	3 to 5 hank
.141 to .170	.71 to .80	1.71 to 2.40	Over 5 to 8 hank
.171 to .250	.81 to 1.20	2.41 to 3.00	„ 8 to 12 „
Over .250	Over 1.20	Over 3.00	„ 12 hank

## Slubbers

58. The system now generally applicable for the staffing of slubbing frames should be maintained, except that in all cases men should be employed in teams for sweeping, cleaning and oiling (as stated in para. 56), and that men and youths should be employed as slubbing frame tenters on heavy work; in this latter connection we suggest that frames of 90 spindles producing 6,000 lbs. or more in a week of 48 hours should be the basis of calculation.

In the case of frames on .54 hank slubbing and below, there should be one assistant tenter to two (single) frames, but no such assistance should be provided on finer hanks, except where frames are worked in pairs. (See Appendix III.)

## Intermediates, rovers and jacks.

59. Here, as with other occupations into which juveniles are normally absorbed, we have faced the fact that the intake of juveniles in future will, even at the most favourable rate of recruitment, be much less than it was when existing labour practices became established, and we have, therefore, been at some pains to discover how the work might be re-allocated to make it more predominantly an adult (female) occupation and also sufficiently attractive to encourage as many juveniles as possible to enter it. The first step seems to be that mentioned in para. 56 above, namely, the removal of sweeping, cleaning and oiling from the tenters to men working in teams. A number of mills have already introduced this system with considerable success. The occupation of back tenter should then be discontinued, all juvenile entrants in future being designated "assistant tenters." On entering the mill they should be given three months' training by selected competent frame tenters who would be paid something commensurate for their services as instructors in addition to their normal earnings, after which the new entrants would be assigned to teams of assistant tenters engaged solely on creeling and helping with doffing and other skilled work. We hope that in this way sufficient juveniles will eventually be in training to make good whatever deficiency exists among frame tenters and also the wastage among frame tenters to be faced in the future. In the meantime, however, the number of assistant tenters will be insufficient for normal staffing and we recommend mill managements to assign such assistant tenters as are available to the tenters, who, on account of age or otherwise, are in the greatest need of assistance. Promotion from these teams of assistant tenters to frame tenters should be governed by seniority of service.

50. These new methods of labour deployment on cardroom spindle frames will necessitate new methods of wage determination which must be consistent with the basic principles we advocate for other piece work occupations. Thus: (a) two scales of wages should be formulated for frame tenters, one for those having the assistance of assistant tenters and the other for those working without such assistance; in both cases the scales will consist of piece rates yielding not less than 20 per cent. above the agreed time rate minima to operatives of average industry and skill, (b) assistant tenters will be paid on a wage for age scale, and (c) the men employed in cleaning, oiling and sweeping teams will be paid time-rates.

## Application to established methods.

61. The foregoing remarks and recommendations on labour and wages at the spindle frames apply to the established methods of processing on such frames, i.e. by passing the sliver or roving through the slubbers, intermediates and rovers and, in the finer count ranges, the jack frames. Our proposals for this method of processing provide for uniform piece rates regardless of the



levels to which production might rise, so that the whole of the increased production (save for reductions in overhead costs) will go in the form of higher earnings to the operatives directly concerned. We think that such an arrangement is fair because the greater production obtained must derive from greater skill and energy on the part of the same operatives and not from any new form of technique introduced by the employer.

**“ Short processing ” methods.**

62. New circumstances arise, however, when, as is at present taking place in some mills and may develop on a wider scale in the future, one or more of the spindle frame processes are abolished and the remainder are operated with or without the use of high drafting appliances on the frames. These are technical changes of a fundamental character and because they alter all existing relationship between average output per operative, labour costs and capital and overhead costs, are of the kind we had in mind in paragraph 29, where we argued the need for keeping the wage system flexible in order to deal with them. Our proposals on labour and wages on spindle frames are therefore not intended to cover them, and it will be necessary, as indicated in the same paragraph, for the representatives of the operatives and the employers to negotiate such new piece rates or other variations in the wage system as will most satisfactorily meet the new circumstances.

## II. THE RING ROOM.

63. When ring spinning was first introduced into the industry the operatives engaged both as spinners and doffers were recruited from the “ cheap ” female labour market. The result has been to attach a certain stigma to employment in the ring room which has outlived the originating circumstances, notwithstanding the marked tendency for ring spinning to increase by comparison with mule spinning. We have therefore been particularly concerned to reach a just assessment of the contribution of the ring room operatives and to make recommendations on that basis which would enhance the standing and popularity of the ring room occupations and particularly the occupation of the ring doffer on whose capabilities the production of the ring room so largely depends.

**Ring room wage rates, etc.**

64. After careful consideration of these matters and of all the evidence brought to our attention we have reached the following general conclusions:—

(a) As regards ring spinners, who have little control over production, we think on the whole that the present basis of payment according to the universal list—i.e. the basis of so much per 100 spindles—should be preserved but that the count groups should be revised so as to provide more properly for the differences in work loads applicable to coarse counts. The scale on which we have agreed and which we recommend is set out in Appendix III.

(b) The post of ring spinner should be regarded as available for both men and women on the basis of equal rates per 100 spindles.

(c) *Employment of men in ring spinning.* Encouragement should be given where suitable to combining, in the case of a man, the duties of ring spinner with some or all of the duties of ring jobber, with an appropriate increase in remuneration.

(d) *Provision of ancillary labour.* The ring spinner should continue to be responsible for keeping the ring rails clean but, subject to the requisite labour being available, should be free from the duty of all cleaning below

the roller beam and the gearing ends, such last mentioned cleaning work being performed by cleaning and oiling teams so as to enable the spinner to undertake a larger number of spindles at an increased wage.

(e) *Payment of ring doffers.* Since it is clear that the possibility of increased production must depend largely upon the capabilities and performance of ring doffers, we are of opinion that ring doffers should, subject to a minimum time rate, be remunerated according to the number of bobbins or tubes doffed. We have carefully considered alternative bases for a piece rate wage but have come to the conclusion that payment by reference to bobbins or tubes doffed forms the fairest basis for uniform piece prices.

(f) *Employment of men in ring doffing.* We are further of opinion, having regard to the importance of the functions of ring doffers in relation to production, and bearing also in mind the general practice in the U.S.A., that the position and status of the ring doffer should be enhanced.

Although we desire that the post of ring doffer should be treated as a stage in the line of promotion to ring jobber or ring spinner, we think it essential that it should provide in itself an adequate wage for a married adult, whether man or woman, the position being (as that of a ring spinner) available to both men and women upon the basis of equality in wage rates.

In this connection we have considered the possibility of substituting for the name "ring doffer" (to which some stigma in the past has attached) an alternative title or description, but we have been unable to arrive at such an alternative which fairly describes the functions performed. The term "assistant spinner" appears to us on these grounds inappropriate.

(g) We recommend that doffers should be organised in groups of four, operating for all purposes as a team. Even if there is a risk of some slight loss in machine efficiency we are of opinion that a team of four doffers will be sufficient effectively to carry out the duties allocated to the team of filling and emptying bobbin or tube boxes, doffing and gaiting. As already indicated all cleaning work should (subject to the requisite labour being available) be performed by ancillary labour.

(h) We are in favour of the retention of the present practice of employing a "leading doffer" at a slightly higher rate of remuneration than that applicable to the ring doffers generally.

(i) *Absentees' wages and reserve doffers.* It is of the essence of our recommendations that they will put an end to the practice prevalent with ring doffers, which we are convinced is contrary to the best interests of the industry, of sharing absentees' wages. If a casual absence occurs among the complement of ring doffers the remaining doffers, by undertaking the obligations of the "absentee," will be appropriately rewarded by the operation of the piece rate. But with a view to maintaining proper staffing and discouraging excessive work loads we think that so soon as the supply of labour renders such a practice possible a reserve of doffers should be employed at each mill, such "reserve" being employed, where requisite, to fill casual vacancies and in other cases engaged on suitable alternative work (if available).

(j) We desire to emphasise the necessity of providing all "servicing" arrangements—e.g. the supply of empty bobbins or tubes—as near as conveniently possible to the respective doffing teams.

(k) The proposals formulated above are intended to provide a standard generally applicable. We have constantly present in our minds that

technical and mechanical changes or improvements may from time to time require or demand revision of the arrangements suggested—the general aim being the improvement both of the efficiency of the mill and the position of the operative. We also have in mind and do not desire to exclude special arrangements which may be appropriate to particular mills, e.g. the employment of “ spinner-doffers ” at fine count mills provided that these special arrangements do not operate in derogation of the position and prospects which we generally desire for ring room operatives.

We are also conscious of the fact that the enhancement of the position of the ring doffer will require to be handled with care and discretion.

(d) As regards juveniles, we recommend that they should be employed in the ring room, first, in the discharge of the duties allocated to ancillary labour other than cleaning and oiling and, second, as reserve doffers to be trained so as to be available in due course for promotion to ring doffing, ring spinning and ring jobbing. As juveniles they should be paid on the basis of a wage for age scale which, we think, should be scaled upwards so that at its highest level it approximates to the minimum time rate payable to adult doffers (see paragraph (e), above). The juveniles would normally be paid on this wage for age scale, except that a juvenile performing the duties of a doffer or spinner should be entitled to receive the remuneration appropriate to those positions respectively.

### III. MULE SPINNING.

65. The cotton spinning industry in this country developed and prospered throughout the 19th century on the basis of the mule spindle. After 1828, the year in which the principle of ring spinning was invented, although ring spindles slowly came into use here, most of the new mills erected continued to be equipped with mules, with the result that by 1927, when, judged by the total number of spindles then installed, the industry attained its maximum size, there were 43,933,000 mule spindles in existence compared with only 13,615,000 ring spindles.

There are to-day 23,070,000 mule spindles and 10,420,000 ring spindles in the industry, so that mule spinning still easily preponderates and may be expected to do so for as long as can usefully be foreseen. It is therefore of paramount importance that it should be as efficient as possible and attractive to new recruitment. With these considerations constantly before us we have carefully examined the present wage systems and methods of training and organising labour and now make the following observations and recommendations.

#### Labour at the mules.

66. We realise that if mule spinning rooms are to be adequately staffed provision must be made for re-absorbing former mule spinners, assistant spinners and other mule operatives at attractive terms of employment, and for coping with the general shortage of juvenile entrants to industry caused by the lower birth-rate and the operation of the new Education Act. At the same time, bearing in mind the unwillingness which has been manifest among school leavers to enter mule spinning for a long time past, it is essential that the conditions of work, wages and facilities for advancement should be such as will promote the best possible recruitment from this source, and thereafter the retention in the industry of the youths so recruited.

As regards wages we refer to the general principles stated in paragraph 21 and to the implications of such principles contained in paragraphs 23 to 36, and particularly paragraph 25. Our conclusions in regard to wages will (as stated in para. 22) be presented as a supplement to this report.

We have also been concerned to discover in what way the staffing of the mules could be re-organised to meet the requirements indicated in the preceding paragraph.

67. The traditional method of staffing, by the employment of a spinner, assistant spinner and juvenile piecer to each pair of mules, can no longer be maintained because of its dependence upon a high intake of juveniles. It has in fact almost completely broken down for this very reason, with the result that most mules are now working without juvenile piecers, thereby throwing extra work loads on to the spinners and assistant spinners, causing in many cases mule speeds and rates of production to be slowed down, perpetuating the practice of sharing absentees' wages and, in general, creating a situation which will continue to deteriorate unless a determined attempt is made to resolve it.

We are therefore in favour of re-organising the work of the mule room operatives, and our first recommendation under this head is that the occupation of juvenile piecer and extra piecer be discontinued, the mule gate staff to consist in future of two skilled adult workers who will normally be a spinner and an assistant spinner, but may be two joiner spinners in accordance with the joint agreement of February 9, 1945\*, or, as indicated in more detail below, a spinner and an ex-spinner. In this connection the employment of women as assistant spinners is to be encouraged, as recommended in the same agreement.

#### Cleaners and "mule assistants"

68. The work of cleaning (but not oiling, which will be the responsibility of the spinner) should be undertaken in each mill by teams of cleaners specially engaged for the purpose in accordance with existing agreements. A further class of operatives, to be known as mule assistants, should similarly be provided for creeling, giving assistance with doffings, dealing with bobbins and generally helping with all work other than cleaning. We think that in this way the vexed question of long term absenteeism and the sharing of such absentees' wages will be solved satisfactorily.

#### Staffing of the mules.

69. A spinner and an assistant spinner (or in place of an assistant spinner an ex-spinner or a joiner spinner within the provisions of the joint agreement of February 9, 1945), having the help of mule assistants in accordance with the tables following, shall form the permanent skilled staff of a pair of mules:—

#### PROPOSED BASIS OF MULE STAFFING ADDITIONAL TO SPINNER AND ASSISTANT SPINNER.

##### SINGLE ROVING MULES

(10 oz. bobbin or heavier)

Mule Lengths (spindles)	Number of mule assistants to pairs of mules					
	Below 12s	12s-16s inclusive	Above 16s to 22s	Above 22s to 30s	Above 30s to 40s	Above 40s
Below 960 (80 doz.) ...	1 to 1	1 to 1½	1 to 2	1 to 2½	1 to 3	1 to 3
960 and below 1,116 (93 doz.) ... ..	1½ ,, 1	1 ,, 1	1 ,, 1½	1 ,, 2	1 ,, 2½	1 ,, 3
1,116 and below 1,248 (104 doz.) ... ..	2 ,, 1	1½ ,, 1	1 ,, 1	1 ,, 1½	1 ,, 2	1 ,, 2½
1,248 and above ...	2½ ,, 1	2 ,, 1	1½ ,, 1	1' ,, 1	1 ,, 1½	1 ,, 2

\* Employment in Mule Spinning Rooms. Joint Agreement by the Federation of Master Cotton Spinners' Associations and the Amalgamated Association of Operative Cotton Spinners and Twiners.

**DOUBLE ROVING MULES**  
(5½ oz. bobbin or heavier)

Mule Lengths (spindles)	Number of mule assistants to pairs of mules					
	30s and below	31s to 50s inclusive	Above 50s to 80s	Above 80s to 110s	Above 110s to 140s	Above 140s
Below 960 (80 doz.) ...	1 to 1	1 to 2	1 to 3	1 to 4	1 to 4	1 to 4
960 and below 1,080 (90 doz.) ...	1 ,, 1	2 ,, 3	1 ,, 2	1 ,, 2	1 ,, 3	1 ,, 3
1,080 and below 1,200 (100 doz.) ...	1 ,, 1	3 ,, 4	2 ,, 3	1 ,, 2	1 ,, 2	1 ,, 2
1,200 and below 1,320 (110 doz.) ...	1½ ,, 1	1 ,, 1	2 ,, 3	2 ,, 3	2 ,, 3	2 ,, 3
1,320 and above ...	2 ,, 1	1½ ,, 1	1 ,, 1	2 ,, 3	2 ,, 3	2 ,, 3

Where convenient it shall be permissible to arrange for mule assistants to be worked in teams with duties allocated by agreement.

**Duties of the mule staffs.**

70. The duties of the spinner and assistant spinner (or their equivalent) and the mule assistants, shall be as follows:—

(a) To oil all parts except line shaft gearing.

(b) To lay on and creel bobbins and remove empty bobbins to place assigned; to assist with doffing and tubing, breaking out rovings and turning strings.

(c) To clean all parts in the proximity of the rollers, i.e., roller ends, top clearers, fluker shafts or under clearers, creels, roving guides (roller weights to be regarded as part of the general cleaning to be done by cleaning staffs), top front spindle boards and doors, faller shafts and sickles and spindles.

(d) To run one mule when weekly cleaning and scouring (or cleaning through) is being done on the other mule; the spinner or the assistant spinner (or the ex-spinner or joiner spinner, as the case may be) to assist with the cleaning or scouring of his or her mules.

(e) To piece all broken ends and bobbins and to perform all such duties as are necessary to keep the mules in running condition, e.g., renewal and adjustment of all driving straps and bands.

(f) To remove full doffing skips from mule gate to mule ends.

Mule assistant to assist with all spinner's and assistant spinner's work.

**Cleaning staffs.**

71. Cleaning staffs shall be provided in all cases in accordance with existing arrangements and their duties shall be:—

(a) To clean rollers, headstocks, carriages, carriage wheels, spring pieces, front and back stops, back shafts, roller weights, frame ends and overhead gearing and fixtures.

(b) To do periodical cleaning, i.e., scouring or cleaning through, inside and under carriages.

**Ancillary staffs.**

72. Sufficient ancillary staff shall be provided for the following duties:—

(a) Cleaning of all empty bobbins.

(b) Sweeping floors.

(c) Fetching paste.

(d) Removing all waste to place assigned.

(e) Filling tubing apparatus.

It is recommended that firms should arrange for a reserve supply of ancillary labour in addition to bare requirements in order to fill casual vacancies.

Where, as stated in para. 36, it is proper for mule-room workers, other than spinners and juveniles under 18 years of age, to work overtime, the basis of payment shall be one and a half times their usual rate of wages.

#### **Employment and training of juvenile entrants.**

73. Juvenile entrants should in future be designated "apprentice spinners" and should be placed in charge of one or more instructors in each mill who, it is envisaged, will be fully qualified and experienced spinners running their own mules. The latter should be selected for their ability to teach on sound systematic lines and to pay proper regard to the welfare of the new entrant, and should be paid something commensurate for their services as instructors in addition to their normal earnings. It seems to us, having regard to the existing labour position, that new entrants should to the maximum possible extent first gain experience in the skilled work of the mule gate, then as members of the ancillary staffs above referred to, and thereafter as mule assistants. As members of ancillary staffs and as mule assistants, juveniles will be expected to train for promotion to positions as mule assistant and assistant spinner respectively. Positions on the cleaning staffs will not be normally regarded as being in the chain of promotion. Such positions will be available to operatives in the same way as at present, but acceptance or non-acceptance of employment in cleaning teams should not affect the promotion prospects of any operative. All suitable entrants will as things are be absorbed as apprentice spinners and given the opportunity of training and promotion referred to above. After some interval of time the staffing position will be such as to enable the general rule to be relaxed. Thereafter in order to secure juvenile entrants of the best possible type and to ensure speedy promotion the proportion of apprentices to be aimed at should in our judgment be one to every three spinners.

It is also recommended that provision be made for training assistant spinners in the work of spinning, and that for this purpose an adequate number of mules be set aside in each mill, the spinners in charge of these mules being paid an appropriate allowance for their services in this connection in addition to their normal earnings.

#### **Labour saving devices.**

74. Labour saving devices such as automatic wiping down motions, vacuum cleaning and mechanical oiling should be provided on as wide a scale as possible as soon as opportunity and technical development in these matters permit.

#### **Re-employment of former mule spinning operatives.**

75. We have carefully considered the problem of absorbing back into the industry the large numbers of mule spinners who were displaced under the concentration of industry programme of 1941, or have left the industry for other reasons, many of whom will be looking for re-employment in the cotton industry. Having regard to the serious labour shortage, and the social duty incumbent on the industry of providing re-employment wherever possible, we make the following recommendations:—

- (a) In the case of closed mills which will reopen, it should be possible for some former spinners to return as mule spinners where assistant spinners are available. Where assistant spinners are not available in such mills the former spinners should be employed in accordance with the provisions of the relevant agreements now in operation to cover such cases.\*

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\* Agreements between the Oldham, Master Cotton Spinners' Association and the Oldham Operative Cotton Spinners' Provincial Association on the employment of displaced spinners and joiner spinners, dated September 5, 1944 and July 20, 1945. Also a similar agreement operating in Bolton dated March 28, 1941.

(b) In the case of running mills, having regard to the position of present assistant spinners who are waiting for promotion, we recommend that former spinners willing to enter mule spinning in a capacity less than that of mule spinner should be designated "ex-spinners," and that in such cases the mule gate staff should consist of a mule spinner and an ex-spinner and mule assistants. The wage rate for ex-spinners should be a sum which is in excess of that paid to assistant spinners, but less than that normally earned by mule spinners. Where such wage rates are already fixed under existing agreements they should continue to apply with such modifications as may be necessary in the light of our general wage recommendations. In mills employing ex-spinners, promotion to the position of spinner or joiner spinner should be governed by seniority of service. In this way all assistant spinners already in the employment of any given mill would take precedence over ex-spinners newly engaged in that mill, and thereafter promotion as between ex-spinners and assistant spinners would be decided by length of service in that mill. The employment of joiner mule spinners should be as provided for in the agreement dated February 9, 1945 (subject to such modifications in wage rates as above mentioned).

76. The foregoing arrangements in regard to former mule spinners are recommended to cover the special circumstances arising during the re-starting of mules at present stopped, but they might in our judgment well be extended to cover the absorption of mule spinners who might be displaced in the future.

The above recommendations are entirely without prejudice to the rights of former mule spinners, former joiner spinners and former assistant spinners who are covered by agreements on re-engagement or by the provisions of the Reinstatement in Civil Employment Act, 1944.

#### **A universal wage system for mule-spinning.**

77. As stated in paragraph 23, the present wage structure has been built up on a district basis, and although several of the original district wage lists have fallen into disuse there are still six in operation in Lancashire, these being the Oldham and Bolton lists (which cover 80-90 per cent. of the total mule operatives) and the Ashton, Hyde, Preston and Blackburn lists. It is well known that the lists embody different principles of wage computation and yield different labour costs and earnings for the same kind of work carried on under similar conditions, and this is clearly in our view an unnecessarily complex and inequitable wage structure which can no longer be justified under modern conditions. We therefore recommend the formation of a single list to take the place of the existing lists.

#### **Principles of the universal list.**

78. We have given a great deal of thought to the form the new list should take, whether it should be based on any of the principles of computation at present in use or whether some alternative system had more to commend it. We are aware of the great practical difficulties in the way of formulating a new list, but we are satisfied that such a list can be devised combining the provision of a time rate or "fall back" wage and a supplemental piece rate. If this proposal for equating the wage lists is to be accepted by the mule spinning operatives it follows (as stated in paragraph 25) that wages in certain districts will have to be raised to the higher levels prevailing in others, and though we are fully conscious of the need for keeping costs of production as low as reasonably possible we feel that the advantages to be gained from the operation of a single list will justify the wage increases necessary to obtain it. Present conditions are favourable for the payment of these higher wages provided that all necessary adjustments are made of

the controlled margins; and the changes will make mule spinning more attractive to the labour so urgently needed. If economic conditions at some future date necessitate a variation in general wage levels then the single list will still remain and with it the simpler and more efficient wage system we have tried to devise.

The new universal list will be calculated as follows:—

*The earnings of the mule spinner.*

(a) A scale of basic time rates to be laid down for all lengths of mules, the rates to be tapered and to be termed "the fall back rates."

(b) The basic time rates to be increased by not less than 20 per cent. to give the "productive rates."

(c) Piece prices to yield the productive rates to operatives of average skill and industry to be calculated in pence per 1,000 hanks or 100 draws on the assumption that the mules run continuously during the whole of the working week, i.e. 100 per cent. running, less agreed deductions for oiling, repair and renewal of bands and straps (other than main driving straps) and sawneys.

(d) The following stoppages to be paid for at productive rates: cleaning, scouring, repair and renewal of main driving straps, fitting of new parts (including experimental fittings), doffing, tubing, bobbin shortages, breaking out rovings, rebanding and turning spindle bands, changing counts, rim band piecing due to count changes, putting on and taking off spindle rings or their equivalent, lime washing or painting or washing down, inadequacy of servicing staffs, roller settings.

(e) Stoppages for doffing/tubing to be timed separately and paid for at productive rates.

(f) The productive rates to be adjusted by scales per tooth of speed wheel or twist wheel and in the case of tin roller twisting by a rim scale to be jointly worked out in individual mills.

(g) The productive rates to be adjusted for changes in mule speed by the inclusion of a speed clause in the list.

(h) Stoppages which arise from causes beyond the control of the operative to be paid for at fall back rates, with the exception that such stoppages amounting to four hours or less in any week shall be paid for at productive rates. Instances of such stoppages are as follows: mule breakdowns, unweighting and weighting-up rollers, resetting or squaring-up, engine breakdowns, starting up after prolonged stoppages, fires. (Where stoppages are likely to be prolonged and the employer desires to give notice to terminate the contract of employment such notice must be given on the usual making-up day.)

*The earnings of assistant spinners, mule assistants, ancillary operatives, apprentice spinners, and cleaners.*

The earnings are in all cases to be time rates paid by the employer and (save in the case of cleaners) in accordance with wage for age scales.

#### IV. WAREHOUSEMEN, PACKERS, ETC.

79. Under this head is included a number of operatives who are responsible for conditioning and otherwise dealing with the yarn after it is spun. Unlike the winders and beamers, who are common both to the spinning and weaving industries (see paragraph 86, below), the operatives here in question are exclusive to the spinning industry though they are, as regards trade union representation, somewhat loosely organised.



80. The operatives comprised under the above head are mule and ring cop packers, assistant warehousemen, conditioners for winding etc., mule and ring cop carriers, yarn testers, truckers and loaders, bookers and yarn weighers, warehouse boys and general labourers.

#### **Trade union organisation and wage agreements.**

81. Not only are the above operatives loosely organised but they are distinctly divided among themselves into districts, three of which, Oldham, Ashton and South East Lancashire, and Bolton, were separately represented before us. There appears to be and to have been little co-ordination between the districts and indeed many of the prevailing wage rates and prices have been settled individually at the mills. It is, however, broadly true to say that, as regards the packers (who are the most numerous and important section of the whole), the prices in Oldham and South East Lancashire are arranged on a weight basis, i.e. according to the number of cops per lb., whereas the Bolton prices depend on the length of cops.

#### **Need for uniform wage agreements.**

82. It is in our opinion highly desirable that the wages and conditions of this class of operative should be far better organised and that there should be a uniform code or system for wages ascertainment throughout. Having regard to the existing local independence to which we have referred it will necessarily take time to negotiate such a list satisfactorily but we see no reason why the general principles formulated earlier in this report which we have sought to apply to other sections of the industry should not be applied equally to the operatives now under consideration.

#### **Mule and ring cop packers: five points of principle.**

83. As regards mule and ring cop packers we are of opinion and recommend:

(i) that these operatives should be paid upon a piece rate basis with a fall-back minimum time rate, the total wages which a packer of average skill and industry would expect to earn in a normal week being not less than 20 per cent. above the time rate minimum.

(ii) that the piece rate should be based upon the weight expressed in terms of so many cops per pound and that for this purpose so far as possible a graduated scale should be drawn up ranging from, say, eight cops or under per lb. to, say, 64 cops or over per lb. (in the case of mule cops) and from, say, three cops or less per lb. to, say, 20 cops or over per lb. (in the case of ring cops); the price rising as the weight of the cop falls.

(iii) that there should be no differentiation in the weekly earnings appropriate to mule cop packers and ring cop packers.

(iv) that so far as possible the skilled work of packing should be severed from servicing and unskilled work, the latter work being allocated to ancillary or general labourers, and

(v) that mule or ring cop packing should be regarded as primarily an occupation for men.

#### **Wage levels under a universal list.**

84. There will, however, be substantial difficulties to overcome in working out the above proposals. In conformity with our recommendations in regard to other sections of the industry it will in our judgment be necessary to face the fact that the putting into operation of a universal list carries with it the

obligation to raise the wage levels to that of the higher level now prevailing. In this instance, however, the wages payable appear to be, at least in some cases, disproportionately high by comparison with the wage levels appropriate to other sections of the industry. A raising of the packers' wages generally to the highest level might be found to be unfair to other classes of skilled operatives. But this difficulty, if it be found to exist, should not be allowed to perpetuate the present highly anomalous situation. The solution must in our judgment be to fix a proper level of wages for the future which would be applicable to all new entrants, but if necessary to leave undisturbed the wages of those packers now employed whose wages are above the new levels fixed.

#### **Packers engaged on unskilled work.**

85. A second difficulty flows from the fact that at the present time and for some time past the packing work available is in some cases not sufficient to occupy the packers, as such, throughout their whole working time. They have therefore to undertake other less skilled work for part of their time. A strict severance of the skilled from the servicing or unskilled tasks of these operatives would, as things are now, leave them under-employed. We hope that this condition of affairs will soon be remedied. In the meantime it may be necessary in determining the piece rates to make proper allowances for payment at production rates during the periods when packing work is not available.

As regards the general employment of males for packing, it appears that save in the Bolton district, females are not employed to an appreciable extent. As we have stated above, we think the work must be regarded as appropriate to men and the wages fixed accordingly. In course of time the employment of females in the Bolton district will disappear.

#### **Other warehouse labour and juveniles.**

86. The problem of fixing proper wage rates on the lines above recommended for the packers is most difficult and attention should be concentrated at once upon it. We do not think it necessary to deal at length in this report with the remaining grades of operative now in question. These will substantially be paid upon the basis of time rates which will be fixed in accordance with the general principles stated elsewhere in this report. In the case of juveniles there should be a universal wage for age scale, but with the proviso that a juvenile who has attained a certain age who is performing a skilled or partly skilled task should receive the wages appropriate to the task.

We, of course, assume that all wages fixed will incorporate all now existing bonuses or percentages.

#### **Yarn conditioning methods.**

87. As regards yarn conditioning, there is no doubt that some methods may be disagreeable. Of the methods commonly adopted that associated with the use of conditioning frames seems to be preferred. But mechanical conditioners have been introduced and it may well be that these will develop considerably. We hope that concurrently with such development proper attention will be paid to the circumstances in which the operatives are required to work. It would indeed be desirable, particularly in view of what is said in the succeeding sub-paragraph, that mechanical means should to the greatest possible extent be found to replace human agency in the packing room.

#### **Transference of youths to other departments.**

88. We have found it necessary to deal at what may be thought disproportionate length with this section of the industry. But the problems created

are most difficult: and not the less so because of the loose and disjunctive organisation of the workers concerned. Moreover, from the point of view of a career and of the promise of promotion the section is somewhat unattractive. For this reason it is in our judgment most important and we recommend that youths entering this section of the industry should as an alternative to becoming packers have reasonable opportunities at a later stage of transferring to other sections of the industry and seeking in those sections the opportunity of advancement.

### **WINDING AND BEAMING: DOUBLING: WASTE SPINNING.**

89.—(a) We have in this report confined ourselves to the spinning industry strictly so called. We have not covered those processes, e.g. winding, beaming and doubling, which fall within the general description of yarn preparation nor have we covered waste spinning.

(b) The problems of "wages arrangements and methods of organisation of work" affecting these processes appear to be difficult and complex and there is no doubt that, had we extended our investigations to them, the presentation of this report would have been very substantially delayed. Having regard to the importance we venture to attach to an early presentation of our conclusions in regard to the spinning industry itself, we should, in any case, have felt that such delay would not have been justified.

(c) But we have regarded the processes of winding and beaming, doubling and waste spinning as not properly or conveniently falling within the intended scope of our reference, even if they fall literally within its terms. It seems clear that the meeting of 11th August last, which gave rise to the establishment of the Commission did not represent or intend to represent the processes in question, and equally clear that the membership of the Commission would have to be modified for the purpose of extending the enquiries to these processes. Though doubling is carried out almost wholly in connection with the cotton spinning industry, and waste spinning may properly be said to be a part of that industry, both doubling and waste spinning would require special representation for effective consideration. And the case in regard to winding and beaming may be said to be still stronger, since these operations are largely common to the weaving and the spinning industries, and the greater part of the operatives concerned belong to the Amalgamated Weavers' Association or other associations than those represented on the Commission.

(d) So far as the facts are known to us, there may well be a case for consideration by an appropriate body or appropriate bodies of the question of wages arrangements and methods of organisation of work in winding, beaming, doubling and waste spinning. According to the Report of the Cotton Textile Mission to the U.S.A. (The "Platt" Report) there is as regards winding and beaming a marked divergence in production per man hour between British and American firms, depending largely upon differences in the mechanical appliances used. To what extent American machines can be applied to British yarn preparation is a still further question. But the general principles which we recommend in this report may be found applicable with equal advantage to winding, beaming, doubling and waste spinning.

### **SPINNING MILL OFFICIALS.**

90. In the course of receiving the evidence of the Affiliation of Textile Officials our attention was forcibly drawn to the importance to the welfare of the industry of securing the highest standard of management and just remuneration and other conditions for all officials, commensurate with the responsibility they bear. We think that such matters are outside the terms of

our reference. But since we regard the matter as of the greatest possible importance, we refer to it briefly in this paragraph. The quality of the industry must in the last resort depend upon the quality of its management. It is therefore essential that all proper steps should be taken by way of training facilities including particularly training in personnel management on the one hand and on the other by providing fair remuneration, reasonable prospects and good working conditions, to attract and to maintain in the industry officials of the best possible capabilities and experience.

## D.—SUMMARY OF RECOMMENDATIONS

### A. Preliminary

91. The cotton industry should take steps immediately (so far as conditions allow) to comply with modern standards of amenities and thereafter maintain them. (Para. 2.)

92. As regards bad spinning, the representatives of the two sides of the industry should establish—

(a) Standards of spinning conditions and, in the event of complaint,

(b) a rapid procedure for determining if these conditions are complied with and for rectifying any failure to comply with the standards determined. (Para. 3.)

93. Where in any mill it is proposed to introduce new methods of production by new machines, fewer processes or by organisation which will affect the operatives, the employers should invite representatives of the operatives to join with them in the conduct and supervision of all necessary trials and experiments; and we further recommend that a clause to this effect might well be found in all agreements between the employers and operatives.

(Para. 13.)

94. Welfare councils or other similar bodies should be generally established throughout the industry with a view to promoting confidence and co-operation between the employers or management and operatives. (Para. 14.)

95. As regards juveniles, we recommend generally—

(a) that wage for age scales should be established, so far as practicable uniform throughout the industry;

(b) that systematic training within the industry should be organised and conducted by selected operatives for all skilled occupations;

(c) that apprenticeship schemes should be established in all sections of the industry. (Paras. 15-20.)

### B. General Provisions as to Wage Arrangements

96. We recommend that the following five general principles should be applied in the wage arrangements—

(a) First, that there should be one single or uniform code of wage ascertainment for each section of the industry to take the place of the several and distinct codes or "lists" now applicable.

(b) Second, that all existing percentage bonus or flat rate additions should be incorporated and absorbed in the wage rates; the new wage rates to be known henceforth as the "1945 wage rates".

(c) Third, that wages should generally be fixed and expressed in terms of a time rate of so much per week and per hour and in cases where payment by piece rate is appropriate the time rate should constitute a minimum "fall back" or basic wage capable of supplementation by operation of the

piece rate in proportion to the work done or production achieved: such time and piece rates being so contrived that

(i) an operative of average industry and ability should in a normal week expect to earn not less than 20 per cent. above the time rate minimum and

(ii) where greater production by the operative is attributable to new methods or to new improvements in machinery, some part of the benefit of the increased production should belong to the business installing the improvement and go in reduction of its costs of production.

(d) Fourth, that the industry should be organised on the basis of providing primarily for adult occupations and so as to increase the opportunities for employment at all stages of production (save such categories of work which by reason of their lightness or otherwise, are particularly adapted for female or juvenile labour) of adult male operatives.

(e) Fifth, that in all sections of the industry, the skilled operative should to the maximum possible extent be relieved of unskilled work, this latter class of work being performed by ancillary labour both juvenile and adult; the minimum time or basic wages for adult and ancillary labour being at rates adequate and appropriate for (adult) married men or (adult) women according to whether the particular task is regarded as one primarily appropriate to male or female labour respectively but without regard to the sex of the operative who in fact performs the task. (Para. 21.)

(For table of occupations primarily male and female see para. 35.)

97. With reference to the application of uniform lists (first principle above mentioned) there should be some degree of latitude in fixing piece rates within the general or uniform frame-work but all special piece rates fixed should be communicated forthwith by the representatives of the employers or operatives concerned to their respective headquarters so as to avoid the risk of the establishment of numerous local or individual lists bearing no relation to each other. (Para. 24.)

98. With further reference to the uniform list, the following general considerations should be accepted in determining wages rates, viz.:—

(a) Where under present conditions there is divergence between the rates payable in any section of the industry, the rates applicable under the uniform list will be in accordance with the higher level now prevailing, but excluding any exceptional or anomalous cases.

(b) All operatives will be paid direct by the employer so that, e.g. the assistant spinner will no longer be paid by the spinner, and

(c) The practice of sharing absentees' wages should be discouraged and discontinued altogether at the earliest possible time. (Para. 25.)

99. As regards the principle of piece rates with a time minimum or "fall back" wage (third principle stated in para. 96) the piece rates should be fixed at a uniform level so that in the case of increased production the operative will get the full benefit in his wages; but in case of any substantial change of circumstances due to new or improved machines or methods of organisation new piece rates must be fixed or alternatively consideration given to a revision of the whole wage level, but subject as above stated and to a case of general revision of all wages it should be made clear, e.g., by publication at the same time as the new lists are published, that the piece rates will be maintained and will not be liable to revision downwards in case the operative exceeds the assumed standard. (Paras. 29-31.)

100. With regard to overtime, though we are not to be taken as favouring overtime working, we recommend that in cases where it is justified, an overtime rate should be paid equivalent to "time and a half." (Para. 36.)

### C. Cotton Room, Blowing Room and Card Room

A table of wages rates applicable to this section and in accordance with our recommendations is contained in Appendix III to the report.

#### Cotton room.

101. In order that the cotton room should provide one reasonably attractive avenue of promotion we recommend

(a) That the status and qualifications of the head cotton room man be enhanced.

(b) That assistants in the cotton room be paid wages appropriate to adult married men. (Paras. 39-40.)

#### Blowing room.

102. We recommend that the post of blowing room attendant (as we think it should henceforth be called) should be enhanced in status so as to form an avenue of promotion alternative to that of stripper and grinder.

With this end in view we recommend that the occupation of blowing room attendant should be regarded as an occupation for a man; and that each man should be responsible for his own machines up to the stage or mechanical breakdowns or major adjustments or replacements, on the basis of one opener and two finishers (or their equivalents) per man.

Our recommendations will have the effect that the position of blowing room major will disappear. (Para. 41.)

#### Card room.

103. We recommend that a wage for age scale for all juveniles of either sex should be applied throughout the card room. (Para. 42.)

(For scale referred to, see Appendix III.)

#### (a) *The Stripper and Grinder*

104. We recommend:—

(i) That the stripper and grinder should, substantially, be relieved of unskilled duties, the latter being allocated to lap carriers (the position of card tenter being abolished). (For definition of the duties of the stripper and grinder see paragraph 43.)

(ii) That the stripper and grinder be permitted to qualify for and undertake card setting, receiving additional remuneration for such work then undertaken; and that accordingly provision be made for training strippers and grinders in card setting.

(iii) That the wages of a stripper and grinder be ascertained on a time rate basis but converted into a price per card.

The standard load of a stripper and grinder on the basis of our recommendations should be 20 cards.

(iv) That the representatives of the employers and of the cardroom operatives should meet to formulate a new scheme of apprenticeship for this section of the industry: the normal stages of promotion for a new entrant being from can tenting to lap carrying (whether or not via draw frame tenting) and from lap carrying to stripping and grinding or to the blowing room.

(v) That the representatives of the employers and of the cardroom operatives should also meet to consider what different arrangements should operate in cases where double nozzle vacuum stripping or metallic wire is used. (Paras. 43-51.)

(b) *Lap Carriers*

105. Lap carrying should be treated as an occupation for men (promotion from lap carrying being to stripping and grinding or the blowing room (see above)).

The wages should be upon a time basis, a proper average work load being 30,000 lbs. per week of material carried with a limitation of 45 cards attended.

(For definition of duties, see paragraph 52.) (Paras. 52-53.)

(c) *Can Tenting*

106. Can tenting should be an occupation both for adults and for juveniles as a stage in their advancement.

We recommend that a weight of 15,000 lbs. per week with a limitation of 25 cards per operative be adopted as a proper work load for a juvenile. The wage being translated into so much per unit of weight or per card the adult operative will be able to earn a proportionately greater wage by carrying a greater weight or attending more cards.

(For duties of can tenters see paragraph 54.) (Paras. 54-55.)

(d) *Draw Frames*

107. We recommend

(i) That draw frame tenting be regarded as a male occupation save when the weight of material put through does not exceed 6,000 lbs. per week.

(For promotion stages see paragraph 104 (iv) above.)

(ii) That the wages of the draw frame tenter should be directly related to the weight of material put through the draw frames, draw frames of 18 to 21 deliveries (both inclusive) being treated as standard with a scale of wages according to the hank drawing and adjusted according to the number of deliveries below or above the standard.

(For the scale of wages recommended see Appendix III.)

(iii) That with frames on .114 hank drawing and below (unless only two heads of drawing are used) assistant tenters should be provided in the proportion of 1 to 2 preparations; and

(iv) That in the case of draw frames, sliver lap and ribbon lap machines, combers and all spindle frames male teams of cleaners, etc., should be provided in the proportion of, say, one operative for every 25/30 frames.

(Para. 56.)

(e) *Spindle Frames*

108. We recommend that a scale of hank ranges appropriate to each kind of frame should be established as the basis of wage ascertainment. (For scale see para. 57.)

(i) *Slubbers*.—We recommend that male labour be employed as slubber tenters in all cases of frames of 90 spindles producing 6,000 lbs. per week or over; and that in the case of frames on .54 hank slubbing and below one assistant tenter should be provided for every two single frames.

(Para. 58.)

(ii) *Intermediates, Rovers and Jacks*.—The work on these frames should as far as possible be treated as an adult (female) occupation, the ancillary duties of cleaning, etc., being discharged by teams (see paragraph 107 (iv)

above). The occupation of back tenter should then be discontinued, juvenile entrants being designated "assistant tenters" and given systematic training by selected tenters: promotion to frame tenting being governed by seniority of service. (Para. 59.)

Generally as regards spindle frames there should be two scales of wages appropriate respectively for tenters requiring assistance and tenters not requiring assistance: both scales consisting of piece rates yielding not less than 20 per cent. above time rate minima to operatives of average skill and industry (*see* paragraph 96 above, third principle).

Juveniles to be paid on a wage for age scale.

Ancillary workers to be paid time rates. (For scale of wages *see* Appendix III.) (Para. 60.)

#### D. Ring Room

109. We recommend

(a) That the position of ring spinner be regarded as appropriate for both men and women, the former being encouraged to qualify as and undertake also the duties of ring jobbers at an appropriately increased wage.

(b) That the present method of wage ascertainment for ring spinners, viz. upon the basis of so much per 100 spindles, be retained but that the existing scale should be revised and extended. (For revised scale *see* Appendix III.)

(c) That substantially all cleaning and oiling work in the ring room be undertaken by teams of adult workers thereby enabling the ring spinner to take charge of an increased number of spindles at a proportionately increased wage.

(d) That the status of the ring doffer be enhanced, the occupation being regarded as appropriate for both men and women working in teams of (say) four, remunerated on a piece rate basis according to the number of bobbins or tubes doffed with a time rate or "fall back" minimum calculated in accordance with the third principle in paragraph 96, above.

(We should welcome a change of name in lieu of "ring doffer" but have been unable to devise an alternative designation fairly descriptive of the task.)

(For wage scales *see* Appendix III.)

(e) That the existing practice of employing a "leading doffer" at a slightly higher rate of wage be continued.

(f) That the practice among ring doffers of sharing absentees' wages be strongly discouraged and wholly discontinued as soon as possible and to this end (in addition to the introduction of the system of piece-rate payment) that as soon as labour is available reserves of doffers should be employed at all mills.

(g) That steps be taken to secure the provision of all servicing arrangements as near as conveniently possible to the doffing teams.

(h) That notwithstanding the above method of organisation special arrangements appropriate to particular mills, e.g. the employment of "spinner-doffers" at fine count mills be permitted provided such arrangements do not derogate from the general position and prospects of ring room operatives.

(i) As regards juveniles

(i) That they should be employed in the ring room first as ancillary labour (other than for cleaning, &c.), second as reserve doffers subject



to training for promotion to ring doffers, and thereafter to ring spinning and (in the case of males) ring jobbing.

(ii) That they should be paid on a wage for age scale, the highest level of which should approximate to the time rate minimum appropriate for ring doffing and so that a juvenile should if performing the duties of a doffer or spinner receive the wages appropriate to those positions.

(Para. 64)

### E. Mule Spinning

110. We recommend:—

(a) That the position of "junior" and "extra" piecer should be abolished and that the staffing of the mule gate (apart from ancillary work of all kinds) should be upon the basis of two skilled operatives per pair of mules, viz., one spinner and one assistant spinner or two joiner spinners (in accordance with an existing agreement of 9th February, 1945), or one spinner and one "ex-spinner" (as in the report defined).

(b) That in addition to the spinners and assistant spinners (or their equivalents) the mules should be serviced or staffed by

- (1) cleaning teams.
- (2) ancillary workers for servicing, sweeping, &c., and
- (3) mule assistants for creeling, doffing, &c.

(For table of staffing by mule assistants see paragraph 69. For definition of duties of spinners, mule assistants, cleaning teams and ancillary staffs see paragraphs 70-72.)

(c) That juvenile entrants should be designated "apprentice spinners" and placed in charge of instructor-operatives, their course of training being first in the skilled work of the mule gates, second as ancillary staffs, third as mule assistants, thence passing on to assistant spinners, joiner-spinners, and spinners, employment in cleaning teams not being normally regarded as in the chain of promotion but (if taken) not affecting promotion prospects: when the supply of labour becomes generally adequate the proportion of apprentices to spinners to be in the ratio of one to three

(d) That labour saving devices such as automatic wiping down, &c., should be adopted on as wide a scale as possible.

(e) That, as regards the re-absorption of displaced spinners,

(i) in the case of mills closed under the war "concentration" scheme to the extent that assistant spinners are not available ex-spinners should be employed in their stead in accordance with existing agreements.

(ii) in the case of running mills to the extent that assistant spinners are not available, ex-spinners should be employed at a wage less than that applicable to spinners but greater than that applicable to assistant spinners, promotion remaining in accordance with seniority of service at the mill: the employment of joiner spinners to remain as provided for under existing agreements.

The above arrangements to be without prejudice to rights existing under the Reinstatement in Civil Employment Act, 1944.

(f) That a universal piece rate list be applied to all mule spinners subject to a time or "fall back" minimum in accordance with the principles stated in paragraphs 21 and 23 of the report, such piece rate list being calculated in pence per 1,000 hanks or 100 draws, on the basis of the mules running continuously throughout the week of 48 hours, subject to certain allowances for stoppages at production rates.

(For general characteristics of the suggested list see paragraph 78.)

(g) That the wages of all assistant spinners, mule assistants, ancillary staffs and cleaning teams should be paid exclusively by the employer upon time rate bases, and (save in the case of cleaning teams) upon wage for age scales.

(Paras. 65-78)

### F. Warehousemen, Packers, etc.

III. As a first stage towards attaining a closer organisation of, and more coherent wage arrangements applicable to, this class of operatives (which we consider highly desirable) we recommend that representatives of the employers and of the operatives from the various districts should immediately meet together with a view to formulating a uniform list for mule and ring cop packers in accordance with the general principles of this report.

Such list should proceed on the basis:

(a) Of a uniform piece rate with a time or "fall back" minimum wage calculated in accordance with the third principle in paragraph 96 above: but since under present conditions many packers may not be able to earn the piece rate throughout the week, also with appropriate special allowances for payment at production rates when packing work is not available.

(b) Of the piece rate being calculated in reference to weight packed expressed in terms of so many cops per pound.

(c) Of there being no differentiation in the weekly earnings appropriate to mule cop packers and to ring cop packers.

(d) Of the severance, so far as practicable, of the skilled from the servicing and unskilled duties now undertaken, the latter duties being allocated to ancillary workers, and

(e) Of the occupation being regarded as one primarily appropriate to men.

As in the case of other sections of the industry the general or uniform rate should approximate to the higher levels now ruling throughout the bulk of the trade: but where there are found to be some outstandingly anomalous rates these cases should not be used as the standard.

(Paras. 79-88.)

### G. Officials

III.2. Though we have regarded the questions of remuneration and conditions of work applicable to officials as being outside our terms of reference we desire to record our conviction that steps must be taken to secure proper training (including training in personnel management), fair remuneration and good prospects and conditions for all officials.

(Para. 90.)

113. Finally we thank our Secretaries, Mr. E. M. Gray and Mr. A. F. A. Sutherland. This is no formal statement. Though we imposed most severe demands upon them (and upon the staff of the Recruitment and Training Department of the Cotton Board) all our demands were met. We received from them the unremitting care and industry which has made possible the presentation of this report at this date.

We have the honour to be,

Sir,

Your obedient Servants,

(Signed) RAYMOND EVERSHERD (*Chairman*).

GEORGE A. BARNES.

H. S. BUTTERWORTH.

ROBERT GREGSON.

ALBERT KNOWLES.

JOHN LINDLEY.

JAMES LITTLEWOOD

JAMES QUILL.

ARCHIBALD C. C. ROBERTSON.

ALFRED ROBERTS.

WILLIAM ROBERTS.

CHARLES SCHOFIELD.

J. W. WHITWORTH.

E. M. GRAY,  
ANTHONY SUTHERLAND,  
*Joint Secretaries.*

26th October, 1945.

## NOTE BY MESSRS. H. S. BUTTERWORTH AND J. LINDLEY

Though we are entirely in agreement with the general principles stated in the report in favour of the adoption of uniform lists in all sections of the industry, the wage rates under which must approximate to the higher levels now prevailing, we desire to record our fear that the application of such principles to the case of mule spinning might produce rates of wages at a level higher than the spinners of American yarns of coarse and medium counts could economically or fairly be expected to pay and appreciably above the wage levels payable to skilled workers in other industries.

This conclusion emerges from the special conditions applicable under the existing Bolton list (the average rates of which would be sought to be made the general or universal rates) including particularly the payment now being made on account of absentee piecers.

It has to be remembered that in the coarse and medium counts spun from American cotton, mule spinning is in competition with ring spinning and we are gravely afraid that the adoption of the Bolton wage levels in this section of the industry might seriously endanger the competitive position of the coarse and medium count mule spinning mills.

(Signed) H. S. BUTTERWORTH.

(Signed) JOHN LINDLEY.

26th October, 1945.

## APPENDIX I

## LETTERS FROM THE PUBLIC

1. Soon after its establishment the Commission published a notice in the Press inviting members of the public who were interested to submit suggestions to the Commission for the improvement of wages arrangements and methods of organisation of work in the Cotton Spinning Industry. As a result of this notice about 130 letters were received from individuals. Letters from firms or organisations, which have been considered separately, are not included in this figure. Of the 130 received, about 20 may be set aside as offering no direct or useful contributions. Some of these were requests for employment; others had no specific connection with the Cotton Spinning Industry.

2. Of the remaining 110, the vast majority were from operatives or ex-operatives, overlookers or managers in the Cotton Spinning Industry. A few were from "efficiency experts" or from inventors of machinery and, in some cases, directors of mills offered their individual contributions.

3. Though a proportion of the letters dealt with one specific point, the majority offered suggestions covering a wide field of the Industry. In order to classify these, a list of subjects was compiled and the number of individuals who referred to each subject was determined. In the result, certain points stand out as being those most present in the minds of correspondents.

**Welfare**

4. Questions concerning welfare were the most frequently raised. Forty per cent. of the correspondents stressed the importance of, and the need for, good or improved canteens and sanitary and washing accommodation. There was a demand also for additional first aid amenities and a supply of qualified medical personnel. Eleven per cent. asked for better organisation of welfare services generally.

**Conditions in the mill**

5. A number of correspondents took the view that whereas canteens and other similar facilities were valuable assets, conditions inside the workrooms were of far greater importance. Complaints were made as to temperature (18 per cent.), dust (16 per cent.), inadequate or dirty windows (12 per cent.), bad lighting (12 per cent.), and the need for rest breaks (10 per cent.). A large number of correspondents, without referring specifically to any of these points, complained about conditions generally in the mills.

**Dress**

6. A related point raised by 10 per cent. of the correspondents was the need for providing facilities to enable mill workers, especially women, to be cleanly and properly dressed both inside and outside the mill. Many correspondents offered the suggestion that individual lockers should be provided in the workrooms for the storing of outdoor clothes during the day.

**Pensions**

7. Ten per cent. of the correspondents suggested some form of pensions or superannuation scheme for mill workers. There was no specific suggestion, however, how such a scheme would work.

**Holidays**

8. There was very little discontent regarding existing holiday arrangements, but two per cent. of the correspondents wanted longer and better paid holidays, especially for married workers.

**Works Councils**

9. Works councils were asked for by nine per cent. of the correspondents on the grounds that co-operation at the works level promoted a healthy feeling in mills and provided a unique opportunity for the improvement of relations.

**Managements**

10. The general standard of relations between managers and workers was widely criticised. There was a number of correspondents who obviously had grievances against their own managements, but over 20 per cent. had suggestions to offer regarding improvements on the managerial side. A point often raised was the desirability of the promotion and appointment of managers and overlookers being based on general rather than technical ability.

## Wages

11. With regard to wages, the general tendency among correspondents was to ask for a time or minimum rate or (in a few cases) for a "guaranteed week." The general consensus was that there should be in addition a production bonus. Ten per cent. asked for a simplification of the price list and four per cent. quoted specific anomalies and asked for their removal. Only one correspondent asked for legal enforcement of wages agreements. The low level of 'overlookers' wages was mentioned by a few correspondents. Twenty per cent. of the whole complained that present wage levels were not high enough, but the majority of complaints were against instability of employment and uncertainty of earnings rather than the actual levels of wages

## Improvement of Machinery

12. A large number of suggestions was received for the improvement of machinery, and nearly 10 per cent. asked for better spacing of existing machinery. Complete overhaul of old buildings was asked for by 10 per cent. and various improvements by nearly 30 per cent. A number of specific suggestions were received including specifications for new inventions. There was a general feeling that improvements already on the market had not been fully utilised, e.g., "high-drafting" machinery. One or two correspondents asked that mills which did not or could not modernise should be compulsorily closed down.

## Promotion

13. Thirty per cent. of the correspondents referred to the difficulties of obtaining promotion, the unsatisfactory nature of methods at present in use and the lack of training facilities. Suggestions were made how this position could be improved, and there was agreement that if recruitment was to be speeded up a good deal of thought would have to be given to this aspect of the industry. There was also a number of letters from ex-spinners who for one reason or another had been displaced and who claimed that their chances of regaining their former status was denied them.

## Organisation of work

14. With regard to organisation of work, there were numerous suggestions for improvement, especially in the mule spinning room, where the present wages and status of the piecers came in for much criticism. There was a general feeling that piecers should be paid from the office and not paid by the minder. A proportion of correspondents stressed the advisability of instituting a system of cleaning teams to take unskilled labour off the mule-gate staff. Re-allocation of work in the card and ring rooms was advocated by 15 per cent., more especially the removal of unskilled work from skilled men, notably strippers and grinders. A few correspondents pointed out that owing to the shortage of juveniles it would be necessary to retain older workers for ancillary tasks.

## "Bad spinning"

15. A great number of complaints, 25 per cent. of the whole, was against "bad spinning" and its causes. There was much support for the limitation of counts spun and of frequent changes of count. A great deal of the feeling against managements arose from dissatisfaction connected with "bad spinning."

## Working week

16. With regard to the working week, 10 per cent. of the correspondents advocated a five-day week and seven per cent. a 40-hour week. Six per cent. were in favour of double shift working. Numerous letters favoured a general reduction in working hours, both daily and weekly. "Time and motion study" as a method of arriving at a fair allocation of work load was advocated by six per cent. of the correspondents, most of these being mill officials.

## Release from Forces

17. A few letters were received from ex-operatives now in the Forces or directed into other employment, asking for assistance in obtaining their release in order to return to the Cotton Industry.

18. The above summary is necessarily arbitrary and should not be taken as fully inclusive. The overwhelming majority of letters received urged that rapid and far-reaching improvements were necessary if the Industry was to revive. This summary should, however, serve to indicate the widespread willingness of all connected with the Industry to give every assistance to the Commission in its deliberations.

## APPENDIX II

## EVIDENCE TAKEN BY THE COMMISSION

1. Oral evidence was given before the Commission by the following:—
  - Members of the Commission representing the Operatives (Amalgamated Association of Card Blowing and Ring Room Operatives and Amalgamated Association of Operative Cotton Spinners and Twiners).
  - Members of the Commission representing the Employers (Federation of Master Cotton Spinners' Associations and Lancashire Cotton Corporation).
  - R. J. Gigli, Esq. (Associated Industrial Consultants, Ltd.).
  - Colonel W. Grierson (Chairman, Greenhalgh & Shaw, Ltd.).
  - The Cotton Spinners' and Manufacturers' Association.
  - The Shirley Institute.
  - The Affiliation of Textiles Officials' Associations.
  - Sir Raymond Streat, C.B.E. (Chairman of the Cotton Board).
  - The Oldham and District Cop Packers' Association.
  - South East Lancashire Card Blowing and Ring Room Operatives' Association (in the matter of cop packers).
  - The Bolton Cop Packers Association.
  - The Rayon Staple Spinners' and Doublers' Association.
2. Written memoranda were also received from the following:—
  - Ministry of Labour and National Service (statement of wages payable in other industries).
  - Amalgamated Cotton Mills Trust, Ltd.
  - Blackburn and District Managers' Mutual Association.
  - The Textile Institute.
  - The Preston and District Textile Managers' Association.
  - Col. J. B. Gartside, D.S.O., M.C., J.P. (Shiloh Mills, Ltd.).
  - Messrs. Ashton Bros. and Co., Ltd.
3. In addition to the above, the Chairman of the Commission conferred with a number of individuals including Sir Frank Platt (formerly Cotton Controller and Chairman of the Textile Mission to the U.S.A.).

## APPENDIX III

## I. COTTON ROOM, BLOWING ROOM AND CARD ROOM

## (a) Cotton room

The minimum wages recommended for cotton room staff for a week of 48 hours are: *head cotton room men*, £4 10s.; *assistant cotton room men*, £4; *cotton feeders*, £2 15s. (Paras. 39-40)

## (b) Blowing room

(i) Wage rates for three machines per operative, being one opener and two finishers, or their equivalents, to be £5 8s. 4d. for a week of 48 hours (Para. 41)

Where the operatives look after additional machines (e.g., Crighton opener, waste machine, &c.) the extra payments to be made shall be in accordance with existing scales.

(ii) Wage rates for single process opening installations, or for any installation other than the standard system, to be covered by special arrangements between the trade associations.

## (c) Card room

(i) *Strippers and grinders*. The standard number of cards per man to be 20, and the wage for this number for a week of 48 hours to be £5 13s. 4d. Additional cards to be paid for at a proportionate rate per card. Where the stripper and grinder undertakes the setting of cards the wage to be increased by mutual arrangement at the mill. The standard number of strippings per week of 48 hours to be 16; there is to be no deduction from the wage for less than 16 strippings. Strippings in excess of 16 to be paid for at the rate of 1s. 5d. per man for each brush stripping and 10d. per man for each single nozzle vacuum stripping.

It is recommended that the trade associations enter into special arrangements to cover the use of double nozzle vacuum stripping or metallic wire. (Paras. 43-49)

(ii) *Lap carriers*. The minimum wage to be £4 for a week of 48 hours, with a limitation of 30,000 lbs. carded weight per week or a maximum of 45 cards. (Paras. 52-53)

(iii) *Can tenters.* The wage to be £3 os. 5d. for a week of 48 hours with a limitation of 15,000 lbs. per week or a maximum of 25 cards. This is recommended as a suitable work load for juveniles. Where adults are employed to tend more cards the extra cards to be paid for at a proportionate rate per card.

(Paras. 54-55)

(iv) *Draw frames.* Frames of 18-21 deliveries to be treated as the standard, with the subjoined scale of basic time rates for a week of 48 hours according to the hank drawing. Where the number of deliveries is different from the standard a corresponding adjustment to be made of 1s. per delivery up or down. The basic time rates to be increased by not less than 20 per cent. to determine the piece work rates for operatives of average skill and industry.

Hank drawing	.114 and below	.115 to .140	.141 to .170	.171 to .250	over .250
Basic time rate ...	70/-	66/-	63/-	60/-	58/-

One assistant to two preparations (three heads) on .114 hank and below. No assistance on two heads on .114 and below. No assistance on finer hanks.

(Para. 56)

(v) *Sliver lap, ribbon lap and derby doubler machines*

(a) The basis to be two machines, producing a standard of 72 hanks or below in a week of 48 hours; the basic time rate to be £2 7s. 6d., which is to be increased by not less than 20 per cent. to determine the piece work rate for operatives of average skill and industry.

The earnings to be increased by 9d. for each hank produced in excess of the standard.

Where an extra machine is tended the operative shall receive the full piece rate earnings.

Indicators should be provided in all cases.

(b) Work on these machines is to be regarded as an occupation primarily for men where the weight processed in a week of 48 hours exceeds 4,000 lbs. per operative.

(vi) *Combers.* The following scale shall be the basis for a week of 48 hours. The work is to be regarded as an occupation primarily for men where the weight processed in a week of 48 hours exceeds 4,000 lbs. per operative.

		Basic time rate			} The basic time rates to be increased by not less than 20 per cent. to determine the piece work rates to be paid to operatives of average skill and industry.
		£	s.	d.	
<i>Nasmith combers</i>					
5 combers (30 laps)	... ..	2	15	0	}
6 " (36 " )	... ..	3	0	0	
7 " (42 " )	... ..	3	5	0	
8 " (48 " )	... ..	3	10	0	
<i>Heilmann combers</i>					
5 combers (30 laps)	... ..	2	5	10	}
6 " (36 " )	... ..	2	10	0	
7 " (42 " )	... ..	2	14	2	
8 " (48 " )	... ..	2	18	4	

(vii) *Slubbers.* The standard to be single frames of 90 spindles, for which the subjoined scale of basic time rates shall be applicable for a week of 48 hours, the rates to be adjusted for differences in the number of spindles by 4d. per spindle up or down. The basic time rates to be increased by not less than 20 per cent. to determine the piece work rates to be paid to operatives of average skill and industry. Slubbers worked in pairs to be paid 20 per cent. extra and an assistant tenter to be provided for each pair.

Hank slubbing	.54 and below	.55 to .70	.71 to .80	.81 to 1.20	over 1.20
Basic time rate ...	68/-	64/-	61/-	58/-	56/-

One assistant to two single frames on .54 hank and below. No assistance on finer hanks except when worked in pairs, as indicated above.

(Para. 58)



(viii) *Intermediates*. The standard to be single frames of 124 spindles, for which the subjoined scale of basic time rates shall be applicable for a week of 48 hours, the rates to be adjusted for differences in the number of spindles by 2d. per spindle up or down. The basic time rates to be increased by not less than 20 per cent. to determine the piece work rates to be paid to operatives of average skill and industry. Intermediates worked in pairs to be paid 20 per cent extra and an assistant tenter to be provided for each pair.

Hank intermediate	1.19 and below	1.20 to 1.70	1.71 to 2.40	2.41 to 3.00	over 3.00
Basic time rate ...	56/-	54/-	52/-	49/-	47/-

(ix) *Rovers and jacks*. The standard to be rovers or jacks in pairs of 328 spindles, for which the subjoined scale of basic time rates shall be applicable for a week of 48 hours, the rates to be adjusted for differences in the number of spindles by 1d. per spindle up or down. The basic time rates to be increased by not less than 20 per cent. to determine the piece work rates to be paid to operatives of average skill and industry.

Hank roving	Below 3 hank	3 to 5 hank	over 5 to 8 hank	over 8 to 12 hank	over 12 hank
Basic time rate ...	56/-	54/-	52/-	49/-	47/-

(x) *Slubber/inters* or other short processing methods. It is recommended that the trade associations enter into special arrangements to cover these methods of processing. (Para. 62)

(xi) *Assistant tenters* employed on rovers and jacks. The following scale to apply:—

Hank roving	Below 3 hank	3 to 5 hank	over 5 to 8 hank	over 8 to 12 hank	over 12 hank
Assistant tenters to frames.	1 to 4 frames	1 to 6 frames	1 to 7 frames	1 to 8 frames	1 to 8 frames

(Para. 59)

(xii) *Tenters working without assistant tenters*. Where frame tenters on draw frames, slubbers, intermediates, rovers and jacks work without such assistant tenters as they are entitled to in accordance with the foregoing clauses the appropriate piece-work rates are to be increased in accordance with the following scale:—

Draw frames 114 hank and below	Slubbers (single) 54 hank and below	Slubbers (in pairs) (no hank limitation)
16½ per cent.	16½ per cent.	33½ per cent.

Intermediates (in pairs) (no hank limitation)	Rovers and Jacks			
	under 3 hank	3 to 5 hank	5 to 8 hank	over 8 hank
33½ per cent. ... ..	25 per cent.	16½ per cent.	15 per cent.	12½ per cent.

(Para. 60)

(xiii) *Wage for age scale for assistant frame tenters and for learners on sliver and ribbon lap machines, derby doublers and combers.* The following scale is to apply, except that a juvenile performing the duties of a frame or machine tenter is to receive the wage applicable to that occupation:—

Age	Females										
	below 15	15	15½	16	16½	17	17½	18	19	20	21
Wage for 48 hours ...	25/-	30/-	33/-	37/6	42/-	46/-	50/-	55/-	60/-	65/-	70/-

  

Males										
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(xiv) *Cleaners and oilers.* These are to be employed on draw frames, sliver and ribbon lap machines, derby doublers, combers and all spindle frames in accordance with the recommendations contained in the report. The minimum wage to be £4 for a week of 48 hours, and the operatives to be employed in the ratio of, say, one per 25 to 30 frames of all kinds.

(xv) *Sweepers.* The wages for a week of 48 hours to be £3 10s. for men and £2 15s. for women, juveniles to be paid in accordance with the wage for age scale contained in paragraph (xiii) above.

(xvi) *Waste men.* The minimum wage to be £4 for a week of 48 hours.

(xvii) *Labourers.* The minimum wage to be £3 10s. for a week of 48 hours, this rate to apply only to men entirely unskilled doing odd jobs.

(xviii) *Bobbin and weft carriers.* The minimum wage to be £4 for a week of 48 hours.

(xix) *Hoist attendants.* The wage for age scale contained in paragraph (xiii) above to apply where the attendants are engaged solely in driving hoists.

## 2. RING ROOM

(i) *Wage rates for ring spinners.* The wage rates for a week of 48 hours to be payable on the basis of 100 spindles in accordance with the following scale:—

### Single Roving.

Count	5s.	5½s.	6s.	6½s.	7s.	8s.	9s.	10/11s.	12/13s.
Pence per 100 spindles	197	191	185	178	171	162	154	142	134

Count	14/15s.	16/17s.	18/19s.	20/21s.	22/24s.	25/28s.	29/32s.
Pence per 100 spindles ...	128	123	118	112	108	102	98

Count	33/36s.	37/46s.	47s. and above
Pence per 100 spindles ...	95	93	90

(Para. 64(a))

Extra hard twist to be defined and paid for as under the present Universal List for Ring Spinning.

Where double roving is used the rate is to be increased by 2.23d. per 100 spindles.

(Note: We are aware that in the view of some the above scale might well have been further extended at the fine count end. After due consideration we have not recommended any such extension beyond 47s. since to do so would have involved a reduction in the earnings of some operatives which we do not think would be justified. We think, however, that a further extension might well be explored after the effect has been seen of the working of our other recommendations (if accepted).)

(ii) Mechanical methods of ring spinning which incorporate departures from standard practice (e.g., four-line or tape high draft systems) are to be paid for at additional rates by agreement between the trade associations

(iii) Male ring spinners doing their own ring jobbing duties. The rate per 100 spindles, as indicated in paragraph 2(i) above to be increased by mutual agreement at the mill.

(Para. 64(c))

(iv) Cleaners and oilers. By way of experiment and in order to ascertain the results in practice, cleaners and oilers are to be employed in the ratio of, say, one to 35 to 45 frames, the minimum wage for a week of 48 hours to be £4.

(Para. 64(d))

(v) Ring jobbers. The wage for ring jobbers to be £4 15s. for a week of 48 hours.

(vi) Oilers and banders. The wage for oilers and banders to be £4 4s. for a week of 48 hours.

(vii) Other adult male ring room labour, including bobbin and weft carriers. The minimum wage to be £4 for a week of 48 hours.

(viii) Ring doffers. Payment is to be made on a piece work basis in accordance with the table below. The fall back or minimum time rate wage to be £3 10s. for a week of 48 hours, which shall be the basis on which proportionate allowances are to be made when frames are stopped or other circumstances arise which prevent the doffers from exercising their incentive and earning the full piece rates.

Count	12s. and below	13s. to 20s.	21s. to 30s.	over 30s.
Price per 1,000 bobbins, or tubes doffed in 46½ hours	30d.	33d.	35d.	38d.

The leading doffer to be paid 2s. 6d. per week extra.

All servicing arrangements, such as the supply of empty bobbins or tubes, should be provided as near as conveniently possible to the respective doffing teams.

(Paras. 64(e) to (h))

(ix) Wage for age scale. Juveniles employed in ring spinning rooms as ancillary workers (other than cleaners and oilers) or reserve doffers to be paid in accordance with the following wage for age scale, except that a juvenile performing the duties of a doffer or spinner is to receive the wage applicable to either of those occupations.

Females

Age	below 15	15	15½	16	16½	17	17½	18	19	20	21
Wage for 48 hours ...	25/-	30/-	33/-	37/6	42/-	46/-	50/-	55/-	60/-	65/-	70/-

Males

(Para. 64(l))

(x) Hoist attendants. See 1 (xix) above.

### 3. CALCULATION OF PIECE PRICES

The method of calculation for all frames to which piece price rates apply shall be by adopting the standard already in existence for each process at each mill (or by agreement where no such standard exists) and dividing that figure into the appropriate productive wage (i.e., basic time rate increased by not less than 20 per cent.) to ascertain the piece price rate.

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