



ROYAL COMMISSION  
ON  
INDIAN LABOUR

MEMORANDUM

FROM THE

GOVERNMENT OF BOMBAY

*[For official use only]*

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BOMBAY

PRINTED AT THE GOVERNMENT CENTRAL PRESS

1929



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# CONDITIONS OF INDUSTRIAL LABOUR IN THE BOMBAY PRESIDENCY

## INTRODUCTION

This Memorandum follows very closely the schedule of subjects falling within the Terms of Reference to the Royal Commission on Indian Labour, which was given in a "draft letter to prospective witnesses" sent to the Government of Bombay by the Government of India. Every endeavour has been made to furnish information on the 16 main heads and over 200 sub-heads. The most important omissions are those which relate to Mines, Railways and Plantations. It is understood that the Railway Board are preparing a comprehensive statement and it was not thought necessary to incorporate matters specifically referring to Railways in this Memorandum, although there are various references to Railways, incidental to the various subjects dealt with. The Mining industry is a very small one in this Presidency, especially so far as underground workers are concerned, and it was not thought that the Government of Bombay could add very much to the information which is available with the Government of India and will be obtained from those Provinces where mining is an important industry, while the Plantation system does not exist in the Bombay Presidency. Very little has been said also on the question of Staff Organisation and kindred subjects as those are matters on which no official information is available. The effect of various factors on industrial efficiency is another subject with which the memorandum deals very briefly.

The object of the memorandum has been to collate as much information as possible in the very short time available for the purpose. The information has, therefore, been derived from published reports of the Labour Office and other printed matter in the possession of the Labour Office, from unpublished data and from the personal knowledge of the staff of the Labour Office with the assistance, in several important sections, of the Chief Inspector of Factories. There has been no time to institute any *ad hoc* enquiries on any of the points upon which information is required. No attempt has been made to give detailed opinions on the subjects dealt with and, where opinions are expressed, they are on matters which have already been the subject of discussion and examination.

## CHAPTER I—RECRUITMENT

### ORIGIN OF LABOUR

#### *Extent of migration*

In the absence of any recorded statistics regarding the actual number of persons who migrate from the villages to the towns in order to find employment, the only way in which a rough idea of the extent of migration can be obtained is on the basis of information regarding the birth-place of persons living and working in Bombay city. Such information is available in the Census Report of the Bombay Presidency for the year 1921. An attempt was made during the 1921 census to record immigration statistics by occupations but the data finally tabulated were so unsatisfactory that much reliance cannot be placed on them. The only available statistics, therefore, are those recorded for the whole population irrespective of its occupation. So far as Bombay city is concerned, as industrial workers form the bulk of the total population, it is believed that the figures for the whole population also hold good for industrial workers.

According to the Census Report for the year 1921, the percentage of the total population which had actually been born in Bombay has steadily declined at each census. The following figures are of interest in this connexion :—

#### Percentage of persons born in Bombay to total population at each census

1872	..	..	..	..	31·1
1881	..	..	..	..	27·8
1891	..	..	..	..	25·0
1901	..	..	..	..	23·4
1911	..	..	..	..	19·6
1921	..	..	..	..	16·0

In considering the figures for birthplace it should be remembered that, whenever possible, workers send their wives to their native places for confinement. Many of those returned in the census as having been born outside the city are not therefore fresh immigrants in the strictest sense of the term, because they are the offspring of parents already residing in the city.

According to the Census Report the population of Ahmedabad is made up as follows :—

Birth-place	No. per 1000
Ahmedabad district .. ..	603
Baroda State .. ..	128
Rajputana .. ..	73
Kathiawar .. ..	54
Kaira district .. ..	40
Mahi Kanta Agency .. ..	19
United Provinces .. ..	17

Birth-place	No. per 1000
Palanpur Agency .. ..	15
Surat district .. ..	8
Broach district .. ..	5
Bombay city .. ..	4
Central Provinces .. ..	3
Punjab and Delhi .. ..	3
Panch Mahals .. ..	2
Other centres .. ..	26

Certain figures regarding birthplaces of the workers in Ahmedabad were obtained during the Family Budget investigation conducted there by the Labour Office in the year 1926. These figures together with those obtained at the census of 1921 and enquiries made from mill officers and the Labour Union officials at Ahmedabad show that the cotton mill workers of Ahmedabad come from different places in the following proportion :—

Place of Origin	Per cent.
Ahmedabad city .. ..	20
Ahmedabad District excluding city .. ..	25
Baroda State .. ..	20
Rajputana (Marwar) .. ..	10
Kathiawar .. ..	5
Gujarat excluding above .. ..	10
Deccan and Konkan .. ..	5
Other places including U. P., C. P., Madras, etc. .. ..	5

In Sholapur the labour force is mainly local and it is immigrant to a very small extent. The following figures regarding the birthplaces of cotton mill workers in Sholapur, which were obtained as a result of the Family Budget Enquiry conducted by the Labour Office in the year 1925, are of interest :—

*Classification of Families by Place of Birth*

Place of birth	No. of family budgets	Percentage to total
Sholapur (City and District) .. ..	545	60·4
Deccan (excluding Sholapur District) .. ..	291	32·2
Karnatak .. ..	34	3·8
South India .. ..	26	2·9
Other places .. ..	6	0·7
Total .. ..	902	100·0

In the mines situated in the Southern Division of this Presidency local labour is not available and is generally imported from Belgaum, Dharwar, Bijapur, Poona and Bellary districts. In the mines and quarries situated in the Northern Division labour is imported from the districts of Jaipur



and Ajmer in Rajputana, from Katni in the Central Provinces, and from Raichur, Kathiawar and Khandesh.

*Causes of particular streams of migration and changes in recent years*

The following table shows the number of immigrants in Bombay City from the more important districts of origin during the period 1881 to 1921 :—

*Actual numbers of immigrants into Bombay City from the more important districts of origin, 1881-1921*

Birth-place	1881	1891	1901	1911	1921
Ahmedabad .. ..	7,004	9,439	9,594	16,298	17,557
Surat .. ..	35,803	29,940	25,097	35,072	39,682
Thana (including the Bombay Suburban District) ..	17,051	15,128	10,557	15,705	14,797
Kolaba .. ..	11,506	28,851	21,100	37,119	43,180
Ratnagiri .. ..	126,190	162,586	145,835	216,060	235,566
Nasik .. ..	7,142	6,352	7,939	9,863	24,451
Ahmednagar .. ..	8,274	9,543	15,100	14,611	48,501
Poona .. ..	69,004	54,543	64,791	71,185	89,231
Sholapur .. ..	8,749	4,420	8,812	8,528	11,816
Satara .. ..	45,404	37,864	60,387	56,754	65,953
Cutch .. ..	45,333	38,000	28,179	36,470	37,480
Kathiawar .. ..	32,568	39,050	45,531	58,775	72,435
Kolhapur .. ..	4,220	4,248	5,993	9,309	9,261
Baroda .. ..	3,906	8,857	5,625	4,501	6,349
Hyderabad State .. ..	8,525	9,518	7,431	9,302	19,602
Madras .. ..	6,075	8,276	6,005	8,278	15,156
Rajputana .. ..	9,381	12,907	10,461	12,453	19,722
Punjab (including Delhi) ..	2,429	6,572	6,116	8,616	10,425
United Provinces .. ..	..	..	..	50,682	70,911
Oudh .. ..	8,722	8,831	6,043	..	..
Upper India .. ..	..	15,393	..	..	..
North West Frontier Province(s) .. ..	2,227	16,653	29,881	1,101	2,273
Central Provinces and Berar ..	2,391	1,950	4,330	3,843	5,046
Central India Agency .. ..	2,088	2,966	2,407	4,005	3,360
Portuguese and French possessions in India ..	21,938	21,399	18,794	32,106	34,111

It will be seen from the above table that the bulk of the immigrants in Bombay comes from the Ratnagiri district. Other places which are next in order of importance are Poona, Kathiawar, United Provinces and Satara.

Without making elaborate enquiries into the matter, it is difficult to assign causes of particular streams of migration, but it would appear that emigration on a large scale takes place from such places as have either a population which they are unable to support owing to the limited amount of land available for cultivation, absence of any industrial towns close by or constant failure of the rains. The higher wages paid in the city as compared to agricultural wages is also one of the causes of migration.

As regards changes in recent years in the streams of migration, the following table which shows the proportionate numbers of immigrants from the more important districts into Bombay City at each census is of interest :—

*Proportionate numbers of immigrants from the more important districts into Bombay City at each Census, taking the 1881 figure in each case as 100*

District	1881	1891	1901	1911	1921
Ahmedabad .. .. .	100	135	137	233	251
Surat .. .. .	100	84	70	98	111
Thana .. .. .	100	84	59	87	82
Kolaba .. .. .	100	225	184	323	375
Ratnagiri .. .. .	100	129	116	172	187
Nasik .. .. .	100	89	111	138	344
Ahmednagar .. .. .	100	115	193	177	586
Poona .. .. .	100	79	94	103	129
Sholapur .. .. .	100	51	101	98	135
Satara .. .. .	100	83	133	125	145
Cutch .. .. .	100	84	62	81	83
Kathiawar .. .. .	100	120	140	180	221
Kolhapur .. .. .	100	100	142	221	220
Baroda .. .. .	100	224	144	115	162
Hyderabad State .. .. .	100	112	87	109	230
Madras .. .. .	100	136	99	136	250
Rajputana .. .. .	100	138	112	133	210
Punjab and Delhi .. .. .	100	270	257	355	429
North India* .. .. .	100	375	329	475	671
Central Provinces .. .. .	100	82	182	161	211
Central India Agency .. .. .	100	142	115	194	161
French and Portuguese possessions .. .. .	100	98	86	147	156

\*Including the North West Frontier Province and the United Provinces of Agra and Oudh.

It will be seen from this table that Thana was already supplying Bombay with as large a stream of immigrants as was likely to be attracted thither as early as 1881 and probably earlier, and the same is true of Cutch. Poona has always been a great source of immigration but the stream has increased only slightly since 1881. The same applies to Surat. The Baroda stream is not as large now as in 1891, as such persons as desire to work in factories find it more convenient to go to Ahmedabad. The stream from Ahmednagar and Nasik showed a sudden increase at the census of 1921. The most important growth is in the stream from the Punjab and the North India.

As regards Ahmedabad city, workers in Ahmedabad District usually leave their villages and come to the city because of the attraction of higher wages, amenities of city life and the absence of a suitable secondary occupation for indebted agriculturists. Landless labourers, such as Dheds, and handloom weavers like Vankars have come in large numbers to the city as they could not earn their livelihood by the products of their handlooms owing to the competition of factories. The Vankars have taken to spinning in the mills. They are regarded as untouchables and cannot therefore work with the higher caste people in the weaving departments. Patidar weavers come to the city in order to supplement their

agricultural income. The high proportion of immigrants from Baroda State is due to the proximity of the State to the Ahmedabad District. Moreover, labour conditions in Ahmedabad are better than in Baroda because of shorter hours of work and legislation regarding Workmen's Compensation, etc. The industrial backwardness and poverty of the soil of Rajputana, Marwar and Kathiawar, and the economic backwardness of some of the petty Native States are to some extent responsible for migration of labour to Ahmedabad. Some Deccani and Konkani labour is permanently settled in Ahmedabad. The immigration from the United Provinces, the Central Provinces and Madras is due to the fact that these Provinces are not as industrially advanced as the Bombay Presidency and those going to Bombay in search of employment when they fail to get it there come to Ahmedabad to secure a job. The immigrants from Jubbulpore are said to be handloom weavers who have lost their occupation because of their inability to compete with machine made goods.

There have been considerable changes in the stream of immigration in Ahmedabad in recent years because of the higher wages after the war and shorter hours of work after 1920 when the ten hour day was introduced in Ahmedabad. More labour has poured into Ahmedabad since then from Marwar, Kathiawar and the surrounding districts.

#### CONTACT WITH VILLAGES

##### *Extent and frequency of return*

The workers in Bombay City are in close contact with the villages from which they come. Those hailing from the neighbouring districts of the city, who either own landed property or whose families have rented land, go to their villages every year before the setting in of the monsoon and return soon after the rains are over. In the months of April and May, therefore, there is a regular exodus, mostly to the Konkan. Workers who do not own lands or have not rented fields for cultivation usually go once a year either for the *Shimga* holidays or during the *Diwali* holidays. Workers coming from the Ghats generally go to their native places during the *Navratri* holidays. Those coming from distant parts of the country, such as Northern India and the United Provinces, go once in two or three years and stay at their native places for three to four months at a time.

Besides merely going for a holiday or for cultivation of fields, it is usual for the working classes in Bombay to go to their native places when they fall ill. They also go back to their villages in large numbers when an epidemic breaks out in the city and during strikes of long duration. Married women workers coming from the adjoining districts to the city usually go to their native places for confinement.

The Goan seamen in Bombay usually proceed to their villages for a holiday of 3 to 6 months' duration after working for two or three years.

As regards Ahmedabad, labour coming from the city itself has no contact with villages at all. About 2 per cent. of the people go to work daily from neighbouring villages within a radius of three miles. Those

coming from the villages nearby go there almost on every holiday. Visits to villages are frequent especially during the marriage season (April, May and December), the sowing (July and August) and the harvesting (December and January) seasons. Marwari workers in Ahmedabad go to their villages during the *holi* holidays. Many people go to their villages only once a year. Workers coming from distant places like the United Provinces, the Central Provinces and Madras, etc., go once in two or three years only and are absent for more than a month.

#### *Extent of Permanent Labour Force*

It is difficult to give any statistical measurement of the permanent labour force in the industrial cities of the Bombay Presidency. But the permanence or otherwise of any stream of migration is ordinarily indicated by the sex ratios. In the Presidency as a whole the sex ratio is 919 females to 1,000 males. In Bombay City as a whole the ratio of females to one thousand males is 525. In the Bombay-born population of Bombay City it is much higher, namely, 785. The following are the other ratios as given in the Census Report for the year 1921 :

#### *Ratio of females to 1,000 males in each stream-of immigrants from the more important regions of birth*

Bombay population as a whole	..	525
Birth-place		
Bombay City	.. .. .	785
Ahmednagar	.. .. .	785
Nasik ..	.. .. .	765
Poona ..	.. .. .	716
Kolaba	.. .. .	600
Cutch ..	.. .. .	580
Hyderabad Deccan	.. .. .	543
Thana and Bombay Suburban District	..	535
Kathiawar	.. .. .	532
Ratnagiri	.. .. .	526
Satara	.. .. .	471
Surat...	.. .. .	419
French and Portuguese possessions in India		411
Punjab, Delhi and the N.-W. F. Province		199
United Provinces	.. .. .	167
Rajputana	.. .. .	154
Europe	.. .. .	264
Other Asiatic countries	.. .. .	206

The Census Superintendent points out in this connection that the Ahmednagar and Nasik immigrants have brought their wives and children with them. In his opinion this may be due to either of two causes, *viz.*, (1) that they have come to settle permanently or (2) that conditions were so bad in their villages that they had no option. The figure of 525 for Bombay City may be compared with that for the big non-industrial city of Poona where the figure is 912,

Sex ratios is however only one of the tests which can be applied to find out the extent of the permanent labour force. If by permanent labour force is meant workers who have permanently settled in the city, who follow industrial or other occupations and have lost all contact with their villages, there is very little permanent labour force in the city. Such a rigid test cannot, however, be applied to Indian workers owing to their peculiar social and economic organisation. India has been and still remains a land of villages and an Indian worker who is brought up in his village is much more attached to it than to the city in which he works. Besides this, the prevalence of the joint family system adds to the difficulties of the industrial cities having a permanent labour force in the sense in which the term is understood in Western countries. The joint family system imposes upon the individual more duties and obligations towards more distant relatives than in a society where such a system does not prevail. Only a few members of a family migrate to the towns. The family itself remains domiciled in the mofussil and the centre of the family life is there, so that the womenfolk return to it to bear their children, the menfolk when old age or disability comes to them, or when death causes a vacancy in the agricultural workers of the family. So far as the Bombay textile workers are concerned it may be said that although they maintain a very close and living contact with their villages, the bulk of them are permanent in the sense that they are not merely birds of passage but continue to work in the industry for a considerable period of time once they join it.

The following figures show the sex distribution in Ahmedabad during the period 1881 to 1921 :—

<i>Number of females per 1,000 males</i>					
1881	..	..	..	..	1,010
1891	..	..	..	..	937
1901	..	..	..	..	919
1911	..	..	..	..	848
1921	..	..	..	..	765

These figures although they show the rapid industrialisation of the city point also to the less immigrant character of Ahmedabad labour as compared with Bombay.

It has been pointed out already that only about 20 per cent. of the labourers in Ahmedabad come from the city proper. This class consists mostly of landless Muhammadan weavers and some Dhed spinners who have settled in Ahmedabad for many generations. But it cannot be said that the remaining immigrant labour is purely migratory. Once the workers come to Ahmedabad they try to stick to their jobs and seldom, if ever, return to their villages for good. They no doubt go to their villages for short or long periods but do not fail to return. Moreover, when workers go to their villages many of them try to employ their own substitutes in order to be sure of getting their machines when they return. And it might be said that a very large majority of the labour force in Ahmedabad is permanent although workers without any connection with villages form about only 20 per cent. of the working class population.

## METHODS OF RECRUITMENT

### *Existing Methods and possible Improvement*

The Indian Tariff Board (Cotton Textile Industry Enquiry) which submitted its report in 1927 inquired into the question of recruitment of labour and made the following observations :—

“ It was urged, in evidence before us, that the system of recruitment of labour in Bombay leaves much to be desired and does not tend to efficiency as it places too much power in the hands of the jobber or foreman who recruits not necessarily the most efficient man but the one who is willing to pay him the largest commission or in whom he is otherwise interested. The Millowners’ Association, on the other hand, whilst admitting that the present system furnishes openings for corruption, hold that it is the only possible system in Bombay conditions, as the jobber is in touch with labour to an extent that no official of the mill can possibly be and that it does not necessarily follow that because a jobber produces men, they are engaged by the mill. They further contend that it is not always possible for all vacancies to be filled from the applicants waiting at the mill gates for employment and that, when this is the case, the only course open is to send out jobbers to the homes of the operatives to collect men. This should, however, only be necessary in abnormal conditions. We are of opinion that the present system is undoubtedly open to the objection that it places too much power in the hands of the jobber and that it is desirable that all labour should be engaged directly by the officer of the mill in charge of the department which requires it or by a responsible assistant. This we were told was the practice in Ahmedabad and in most of the upcountry centres we visited and we see no reason why it should not be followed in Bombay. It will be obvious that the acceptance of the recommendation we have made in paragraph 60 above in regard to the maintenance of a reserve to provide for absenteeism would reduce the amount of casual labour required to a minimum.”

Since the publication of the Report of the Tariff Board, however, it appears that the Bombay Millowners’ Association has been endeavouring to improve the method of recruitment. In this connection the following extract from the Statement submitted by the Bombay Millowners’ Association to the Fawcett Committee is of interest :—

“ A special enquiry has been made by the Association since the publication of the Tariff Board report with a view to ascertaining the exact practice in regard to recruitment of labour and the results definitely prove that the practice of direct recruitment is making rapid strides throughout the Bombay Mill Industry and this movement is receiving every encouragement from the Association and from the management of individual mills. The days when the jobber had almost complete power over the labour force working under him in the mills and the management had perforce to accept whatever labour the jobber thought fit to bring, are fast coming to a close owing to the growth of a more independent spirit among the workers. The

enquiry just completed has shown that so far as the daily replacement of absentees is concerned, operatives as a rule are not finally engaged by the jobber. They may, it is true, be brought to the mills by the jobbers, but even this practice is becoming more rare and it is now the more general rule for the jobber to obtain replacements for his absentees from the applicants for work who daily attend at the mills. Whatever the method adopted by the jobber to obtain the work-people necessary for replacing absentees, the final selection and appointments are made by the heads of the departments concerned, and in many mills even the preliminary assembling of applicants for replacements of casual vacancies is conducted by the heads of departments and not by jobbers.

“There may in the future still be occasions when, owing to an extraordinary shortage, jobbers will be still required to recruit labour, but these revivals of the power of the jobbers are likely to be temporary and infrequent.

“The millowners have always strongly discountenanced the practice of extorting commission from work-people by jobbers, and where charges of this nature are substantiated, the most severe disciplinary action is taken against the jobbers concerned.”

Recent enquiries made by the Labour Office in this respect show that although it is true that the mill authorities are endeavouring to put down corruption among the jobbers, the powers of the latter are still as great as formerly, and that the method of recruitment is still substantially the same as when the Tariff Board submitted its report.

That the system leads to intensive “graft” is indisputable and both the jobbers and their female counterparts, the *naikins*, levy contributions from the workers. The hold that jobbers have over the workers is shown by the fact that if a jobber is dismissed he almost invariably takes a certain number of men with him and the number of small departmental strikes attributed to “dismissal of a jobber” is surprisingly large.

In the textile mills at Ahmedabad labour is recruited through jobbers and *mukadams*, one of whose main functions is to see that the machines under their supervision are worked with full complements. Before 1923 some shortage of labour used to be felt in mills. At that time jobbers and *mukadams* used to offer some inducements to labourers to work under them. These inducements usually took the form of giving tea or some cold drink to the labourers and the mills used to defray these expenses. Sometimes labourers working in other mills used to be brought in and compensated for the forfeiture of their wages in the mills in which they were working. This amount was also paid by the mills. Jobbers used to advance small sums of money to the labourers in order to induce them to continue to serve under them. However, the position now is the reverse of this. The supply of labour is plentiful and so labourers have to hunt for jobs. They go to the jobbers’ houses or present themselves at the mill gates early in the morning, inquiring whether there are vacancies. The jobbers and *mukadams* are notoriously corrupt and

do not hesitate to extort bribes. Something has to be paid at the time of entering service and on the first and every subsequent pay day in order to keep the jobber in good humour. Recently, at the instance of the Labour Union, about two dozen jobbers and one spinning master have been dismissed for corruption and this has had some effect on other jobbers. As a result of the persistent propaganda of the Labour Union the workers are also becoming more and more conscious of their rights with the result that in recent years corruption has to some extent decreased.

It is of interest to point out here that the mill jobbers recruit Dhed boys from neighbouring villages and enter into contracts with their parents to pay them about Rs. 30 per annum and feed, clothe and house the boys in return for their earnings. In the case of grown up boys who can work full time the amount offered per annum varies from Rs. 100 to Rs. 125. The contract is generally entered into for two or three years.

A similar system to that obtaining in the mill industry exists amongst labourers employed in the docks. The firms of stevedores do not engage their men themselves. They select foremen known as Mukadams or Tindals each of whom collects a gang usually of nine men. The money paid for the work done is given to the Tindal or Mukadam and not to the individual workers and it is quite open to the Tindal to pay the men as small a sum as they will accept. The latter also endeavours to increase his own remuneration by putting fewer men into the gang than the employer is paying for.

Speaking generally, this system of paying something to the foreman exists wherever large bodies of labour are employed. It is to some extent connected with the fact that industrial labour still continues, although to a less degree than formerly, to be recruited from outside the city. Young men or older men who have been out of the industry for some time come to Bombay and take up their quarters either with a relative or with someone from the same village. These people are usually associated with a jobber or mukadam from the same part of the country, and he helps to keep the new comer until he can be found a job charging of course something for his services. Some of these jobbers and mukadams therefore tend to have a position which is something analogous to that of the Patil or Headman of a village. In the case of Kanarese speaking labourers from the south of the Presidency and the Nizam's dominions, the experience of the Commissioner for Workmen's Compensation suggests that their mukadam is a very important factor in their lives. While, therefore, the system of recruiting labour leads to corruption or worse it has its beneficial aspects. The evils, however, outweigh the benefits, but it is not easy to suggest a system to replace it because the peculiar social organisation of the workers and the attitude of mind of many Indians of higher intelligence than millhands to expect to pay for favours received makes any radical change difficult to undertake. It appears to the Government of Bombay that well-organised trade unions could do much to put down the nuisance by impressing on



the men their rights and by taking up every case of corruption which is brought to their notice. It has been suggested that if the jobbers were recruited from a better educated class, corruption would be diminished and recruitment made on a fairer basis. The only solution appears to be better educated workers and heads of departments determined to stop corruption even if for the time being it leads to less efficiency. The most important of all perhaps is that labour should be organised and that unions should not accept jobbers as members. These could very well form a union of their own which would be a valuable addition to organised labour within the industry, but they should not be associated with unions primarily intended to further the interests of the men, and one of these interests is directly opposed to the interests of the jobber.

*Desirability of establishing public employment agencies*

The Government of Bombay are not in a position to express any considered opinion on the question of the desirability of establishing public employment agencies either as a method of dealing with unemployment or as an alternative to the existing system of recruitment. It is understood that the question is already under the consideration of the Government of India and it would be premature, therefore, for the Government of Bombay to express any opinion on the subject. Owing to the prevailing financial stringency the Government of Bombay would not in any case be in a position to start Public Employment Exchanges. Moreover, these depend for success on the close co-operation of the organisations of the masters on the one hand, and the organisations of the men on the other and there is no reason to believe that this would be forthcoming. Besides this, the Government of Bombay are not aware of there being any serious demand on the part of the public for starting such agencies. It is often forgotten that employment exchanges cannot create employment. Their function is so to regulate the supply of labour that no job remains unfilled for want of men. This involves a willingness on the part of labour to go anywhere when a job is vacant. It is very doubtful if the workers themselves would accept such a system. If the Exchanges are intended as recruitment offices then it appears to the Government of Bombay that the industries themselves should first take up this work before asking for Government intervention.

A Special Recruiting Officer has recently been appointed in the office of the Shipping Master at the instance of the Unions and the Government of Bombay will watch with interest the effect of the experiment.

In this connection it might be pointed out that it is understood that the Labour Union at Ahmedabad has under contemplation the establishment of a Labour Exchange under the joint management of the Labour Union and the Millowners' Association. The details of the scheme have not yet been worked out, but it is reported that the scheme, when finally evolved, is likely to meet with the approval of the Millowners' Association.

### EXTENT AND EFFECTS OF DISTURBANCE OF FAMILY LIFE

The industrial worker when he first leaves his village to take up employment in the cities usually goes alone although he may be married. He does not bring his family until either he has settled down or his wife has become old enough to look after the house. In the meanwhile he lives as a boarder in some family and is exposed to all the temptations of the life of a great city. Social workers will no doubt be able to give some estimate as to the effect of urban life on the rural immigrant and its relation to his physical and moral well being. It is not a subject on which Government have made specific enquiries.

Another important question is of the effect of women's work in factories on the family life of industrial workers. Owing to the system of early marriage the majority of women employed in factories in this Presidency are married. Factory work, therefore, entails upon them a double responsibility, viz., looking after the home and the children, and work in factories. It is a common practice in the cities of this Presidency for women workers to administer opium to their children in order to lull them to sleep when they are away at their work. Sometimes the children are handed over to neighbours to be looked after in consideration of a small amount. Occasionally a child of school-going age is entrusted with the care of little children and this interferes with his schooling. The investigations made by the Lady Doctor appointed by the Government of Bombay to enquire into the question of maternity benefits whose report was published in the September 1922 issue of the *Labour Gazette*, showed that opium is given to 98 per cent. of the children of factory workers. The family budget enquiries made by the Labour Office in Ahmedabad and Sholapur also suggest that opium is administered to children both in Sholapur and Ahmedabad.

### RECRUITMENT OF SEAMEN

#### *Existing practice and the effects of changes introduced in Calcutta*

The P. & O. S. N. Company and the B. I. S. N. Company and one or two smaller companies recruit their own seamen. In the case of the other companies recruitment is made through the Shipping Office. A special officer for the recruitment of seamen has recently been appointed and has taken over charge of his new duties as from the 1st July. He keeps a register of the leading hands in each department, i.e., deck and engine room serangs and butlers, and sees that they are given an opportunity for selection by rotation, that is, according to the time each man has been out of employment. The actual selection, however, lies with the shipping companies and their officers who maintain the right of selection independently of the above rotation. The serangs and butlers when selected usually bring the men who are to work under them subject to the approval of the selecting officer. If the serang or butler is unable to make up the full complement of the crew, the men are obtained with the aid of the licensed shipping brokers.

The effect of the changes introduced in Calcutta is not known.

## UNEMPLOYMENT.

*Extent and Character*

As there is no organisation in this Presidency, nor in India, which maintains unemployment records, it is impossible to describe statistically the extent and character of industrial unemployment. Unemployment figures in England and elsewhere are derived either from the Trade Unions or from the Employment Exchanges. No such sources are available in India. Any opinions expressed on this subject therefore have no statistical foundation and are merely inferences drawn from conditions or circumstances. For example, the disturbed condition of the cotton mill industry in Bombay City during the last few years due to strikes and poor trade must have caused a certain amount of unemployment quite apart from the participants in the strike itself. But apart from these circumstances there does exist a certain amount of unemployment among those desirous of working in the textile industry. It is not possible to state the numbers of those unemployed but it was by no means rare for the Lady Investigators of the Bombay Labour Office during their house to house visits in connection with social and economic enquiries to come across persons who were unable to find employment. In any industrial city, even in prosperous times, there is always a labour reserve or labour pool consisting of persons who have no regular job and it is particularly noticeable in Bombay, where absenteeism is fairly high and where the "badli" or substitute system is a feature of the labour market. It is only when the reserve becomes unduly large that its existence creates an unemployment problem. The conclusion reached by the Fawcett Committee was that the general strike of last year was largely due to the fear of unemployment owing to the introduction of the Standardisation and Efficiency Schemes which it was estimated would mean a reduction of approximately 13,000 operatives. In this connection the following figures are of interest:—

Year.	Average daily number of persons employed in cotton spinning and weaving mills in Bombay City.				
1921 .. .. .	..	..	..	..	146,300
1922 .. .. .	..	..	..	..	151,241
1923 .. .. .	..	..	..	..	144,676
1924 .. .. .	..	..	..	..	144,547
1925 .. .. .	..	..	..	..	146,244
1926 .. .. .	..	..	..	..	148,254
1927 .. .. .	..	..	..	..	145,005

It will be clear from the above figures that in spite of the growth in population (and incidentally in the supply of labour) the demand for labour has not kept pace with the supply.

In Ahmedabad, new cotton mills are being erected and there is considerable activity in the cotton mill industry. About half a dozen

mills are working a night shift and consequently instead of there being any unemployment among cotton mill workers there is actually a slight shortage of weavers. In the Engineering Departments of the mills, however, the supply of fitters, carpenters, etc., is somewhat in excess of the demand and there is also a certain amount of unemployment among casual workers. But it can safely be said that in Ahmedabad and in Sholapur unemployment does not exist to any appreciable extent. As has been pointed out by the Tariff Board (Cotton Textile Industry Enquiry), the depression has not affected the upcountry centres as it has the Bombay industry. In fact, Ahmedabad has been finding more and more employment for labour every year. In the case of the Sholapur textile industry also the demand for labour seems to be growing though at a smaller pace than in Ahmedabad. The following figures regarding the number of persons employed in the Ahmedabad and Sholapur mills are of interest :—

Year.	Average daily number of persons employed in cotton spinning and weaving mills in	
	Ahmedabad.	Sholapur.
1921 .. ..	54,654	18,355
1922 .. ..	54,761	16,830
1923 .. ..	54,473	17,322
1924 .. ..	53,162	17,816
1925 .. ..	56,378	18,416
1926 .. ..	57,723	19,263
1927 .. ..	59,716	19,587

As regards cotton gins and presses in the Presidency, it would appear that the number of persons employed in this industry during the last few years has tended to increase. In 1925 the number of workers was 44,387, in 1926, 47,457 and in 1927, 46,535. But this is essentially a seasonal industry both in the sense that it only provides work during certain periods of the year and also that it is dependent on the size of the cotton crop.

As regards seamen, opinions differ as to the intensity of unemployment and also as to its nature. The Indian Seamen's Union contend that it is serious and their opinion is supported by an enquiry made by the Social Service League. The Shipping Master estimates an annual average demand of 31, 118 seamen, but as approximately 7,000 re-engage three times a year, only 10,118 are actually required. He puts the total available supply of men at 26,460, which gives a total of 16,342 unemployed. This is a formidable total. According to the Shipping Master, 55 per cent. represent recently discharged and newly registered men awaiting employment, and 15 per cent. are men temporarily recruited during the war who still try to obtain work as seamen. The Shipping Master estimates that 10 per cent. of the men abandon the sea every year for a number of years and 5 per cent. for work on the

land during part of the year. Five per cent. are men of bad character, the same percentage are unfit and the remaining 5 per cent. are accounted for by the refusal of one line to employ Bombay men.

*Application of International Conventions relating to unemployment*

As regards the application of International Conventions relating to unemployment, in the short time at their disposal, the Government of Bombay are not in a position to formulate any conclusions. They would, however, like to draw the attention of the Commission to a tentative scheme for dealing with unemployment suggested by the Fawcett Committee which enquired into the causes, etc., of the general strike last year in the textile mills and which published its report early this year. The Committee refer to the unemployment likely to result from the policy of "rationalisation" and in order to reduce the consequent hardship have made the following suggestion: 'The Millowners' Association should consider the feasibility of a scheme for the payment of a gratuity to a worker, which may amount to say, four weeks' or six weeks' wages according to his length of service, payable in suitable cases of discharged employees who may need help during the waiting period while they are seeking employment. With this view, we suggest the formation of what we may call an "Out of work Donation Fund" on a voluntary basis, to be created by a system of setting aside a contribution by the Millowners of one anna per operative per month (which means virtually a contribution from the shareholders), to which fund the Operatives, through their Representatives, should be invited to contribute one anna or at least half-anna per head per month. As there are about 150,000 operatives in the textile trade in Bombay, we expect this will yield on the one anna basis about Rs. 18,750 per month, i.e., Rs. 2,25,000 per year, or in the case of the half-anna basis about Rs. 14,000 per month, or Rs. 1,68,000 per year. We have reason to believe that such a small contribution will not be felt a burden in the case of the workers, especially by the weavers, whose wages are about Rs. 50 per month. This Fund could be administered in consultation with the Labour Leaders through the Joint Committee to be set up, or through a separate Committee if necessary for this special purpose. Rules for the administration of this Fund can be framed by the Committee, and the position reviewed from time to time as "Rationalisation" proceeds.'

Neither rationalisation nor standardisation has yet been introduced in the textile industry in Bombay City and the Government of Bombay has no information in its possession to suggest that unemployment exists amongst industrial workers to any serious extent. Certainly there is nothing like an unemployment problem amongst such workers.

**LABOUR "TURNOVER"**

*Average duration of employment and extent of casual employment*

The information on this subject is somewhat scanty. It is therefore difficult to discuss at any length the question of the average duration of employment and the extent of casual employment in the various

industrial centres of the Bombay Presidency. The charge is very often levelled at the cotton mill workers, especially those working in Bombay city, that owing to their migratory character there is a great deal of absenteeism resulting in loss of efficiency and that the workers change their mills from time to time. The question of absenteeism received the attention of the Indian Tariff Board (Cotton Textile Industry Enquiry) and it was urged in evidence before them that the efficiency of labour in Bombay was greatly reduced by the high percentage of absenteeism among the operatives. The Board came to the conclusion, on the basis of the absenteeism statistics supplied by the Labour Office, that Ahmedabad had a great advantage over Bombay in the matter of absenteeism both in respect of a low rate throughout the year and also of the absence of the wide seasonal variations which were apparent in other centres. They therefore recommended that in order to minimise the effect of absenteeism there should be a general adoption of a system already in force in a few mills in Bombay under which a certain number of spare hands are entertained in each department, except the weaving. They said "The percentage of extra men in each department is not necessarily the same, but we were given to understand that, spread over the whole of the mill, it usually worked out at about 10 per cent. The spare men are borne on the pay roll and receive their wages even if the full complement of workers in their departments is present. It may thus occasionally happen that the number of men on the pay roll for a particular day may be in excess of the labour force necessary for the efficient working of the mill, but the figures for absenteeism seem to indicate that this is seldom the case since the absenteeism generally exceeds 10 per cent. In any event, any loss to the mill on this account should be much more than made up by a gain in efficiency for it will be obvious that men who are already employed in the mill and are familiar with its conditions and machinery must be of greater use than men casually recruited on the day for which their services are required. We consider the general adoption of this system most desirable. It would, moreover, facilitate, the grant of leave to operatives on a regular system such as we found in force in a mill in Madras."

It is understood that this recommendation has not been adopted in the mill industry.

There are three sources from which information can be obtained on the question of labour turnover. These are: (1) the monthly absenteeism statistics published by the Bombay Labour Office, (2) the results of the Wage Census conducted by the Labour Office in the year 1926, and (3) the results of an enquiry conducted by the Labour Office in the year 1927-28 into the length of service of mill operatives in Bombay City. As is pointed out in the section dealing with "Intelligence," the monthly absenteeism statistics may not be strictly accurate owing to possible variations in the filling up of returns, because all mills do not follow a uniform practice with regard to marking absentees. The statistics obtained as a result of the wage census of 1926, however, are quite accurate and these show that in Bombay City absenteeism for all

workpeople in the textile mills comes to 8·26 per cent. It is 4·35 per cent. in the case of weavers, 7·13 per cent. in the case of all male operatives (including weavers) and 11·86 per cent. in the case of women. In Ahmedabad the percentage absenteeism amongst all workpeople (men and women) comes to 7·90, being 10·76 per cent. for weavers, 8·04 per cent. for men (including weavers) and 7·40 per cent. for women. Absenteeism in Sholapur is the highest in the Presidency, being 12·19 per cent. for all workpeople (including men and women), 15·07 per cent. for weavers, 12·49 per cent. for men (including weavers) and 10·81 per cent. for women workers only. The figures given above for Ahmedabad and Sholapur are provisional and subject to correction.

The following table based on data collected by the Labour Office in the course of an enquiry into the length of service of Bombay mill operatives may be of interest in connection with the question of the average duration of employment of cotton mill workers in Bombay City :—

*Analysis of Workers according to the length of Service and Number of Mills in which service has been spent*

Approximate period of total service in years	Number of cases in which the following number of mills were served								Total	Percentage to total
	1	2	3	4	5	6	7	8 and over		
Below 5 ..	341	104	41	14	6	..	..	..	506	37·54
5-10 ..	132	82	47	39	6	6	2	1	315	23·37
10-15 ..	58	53	47	23	19	8	4	2	214	16·89
15-20 ..	42	18	18	14	11	12	5	3	123	9·13
20-25 ..	31	16	9	12	11	4	2	..	87	6·46
25-30 ..	18	6	5	4	6	1	2	4	46	3·41
30-35 ..	10	3	3	1	4	1	2	1	25	1·86
35-40 ..	5	5	1	1	..	2	1	..	15	1·11
40-45 ..	4	2	1	..	1	..	1	..	9	0·67
45 and over ..	2	3	..	2	..	..	..	1	8	0·59
Total ..	648	294	172	110	64	34	19	12	1,348	100·00
Percentage to total	47·70	21·81	12·76	8·16	4·75	2·52	1·41	0·89	100·00	..

As a regular system of granting leave to operatives does not exist in the mills of the Presidency, workers who go on short or long leave usually give substitutes who are known as *baddis*. No figures are available as to the number of persons who are casually employed but, as most of the vacancies are filled, the percentage of casual employees would be approximately the same as the percentage of absentees in the various mills of the Presidency.

## CHAPTER II—STAFF ORGANIZATION

### SELECTION OF MANAGING STAFF

In the cotton textile industry in Bombay city the majority of the Managers are Lancashire men directly recruited from England. The tendency in recent years, however, is to replace Englishmen by Indians.

In Ahmedabad the agents themselves personally manage the mills in the majority of cases.

### RECRUITMENT AND TRAINING OF SUBORDINATE SUPERVISING STAFF

The subordinate supervising staff, so far as the cotton textile industry in this Presidency is concerned, is generally recruited from among the operatives. The highest rank such persons reach is, however, that of the jobber. There are no special facilities provided for the training of such persons except in the small Textile School conducted in Bombay by the Social Service League at Parel.

There are two fairly large technical institutes in this Presidency, one in Bombay and the other at Ahmedabad. The Victoria Jubilee Technical School in Bombay is doing, as pointed out by the Indian Tariff Board, excellent work in regard to the training of the supervising staff both by its regular courses and by its short courses, which are held on Saturday afternoons and are attended by apprentices already at work in the mills. Persons who have passed out from this Institute after serving for a few years in the mills have an opportunity of rising to the position of heads of departments such as a Spinning Master or a Weaving Master.

In connection with the technical training of operatives, the following observations made by the Indian Tariff Board (Cotton Textile Industry Enquiry) are of interest :—

“ We cannot too strongly emphasise the necessity for the provision of more facilities for technical education if the efficiency of the mill operative is to be improved within a reasonable period. A beginning should obviously be made with jobbers and those who wish to qualify themselves as such. We, therefore, recommend the early establishment of Trade Schools in two or three convenient centres in Bombay. This is obviously a matter for joint action by Government and the mill industry. The latter, in present conditions, is not, however, in a position to find funds for this purpose and a subsidy towards it might well be given from the funds which would be available if the proposals which the majority of us put forward elsewhere are accepted. We consider that attendance at such schools should be treated as attendance in the mills and that certificates should be issued at the end of the course, the details of which would be worked out by the Department of Industries in consultation with the mill industry.



“ A number of technical books and pamphlets on all branches of the industry of which he makes good use are available to the cotton mill operative in England. No steps in this direction have so far been taken in India, though there are a number of jobbers and operatives who could profit from such pamphlets if they were drawn up in the vernacular on the right lines and contained simple instructions with plentiful illustrations. A pamphlet drawn up for weavers would, for example, contain instructions as to the best methods of setting loom parts, the proper care of healds, reeds and shuttles and so on. Pamphlets of this character have, we believe, been issued by the Department of Industries in Madras for the use of handloom weavers. We would suggest that the matter should be taken up by the Department of Industries in Bombay in consultation with the Bombay and Ahmedabad Millowners' Association and the Principal, Victoria Jubilee Technical Institute, Bombay.”

## RELATIONS BETWEEN STAFF AND RANK AND FILE

### *Works Committees*

Apart from the Staff Councils which exist on the G. I. P. and the B. B. & C. I. Railways which will be dealt with under the heading “ Joint standing machinery for regulation of relations between employers and workpeople ” in Chapter XIII, there is, as far as Government are aware, no system resembling Works Committees in industrial concerns in the Bombay Presidency either on the German or the English model. That is to say, there is no system whereby by reason of agreement with employers, workers are given a wider interest in, and a greater responsibility for, the conditions under which their work is carried on. The constitutions of the Bombay Textile Labour Union and the Bombay Girni Kamgar Union provide for the creation, at each centre, of Mill Committees, but the Mill-owners do not recognise these committees except in so far as they recognise the trade union. The Mill Committee is merely part of the trade union organisation for ascertaining and representing grievances. It may or may not be recognised by the management. The Bombay Textile Labour Union reports that its Mill Committees have been functioning successfully since the formation of the Union in 1926.

The Bombay Girni Kamgar Union has alleged, that individual mills in Bombay had adopted a deliberate policy of wrecking their Mill Committees by victimising those workers who had been elected on them. This matter was one of the issues on which the Bombay Girni Kamgar Union called a General Strike of the workers in the Bombay mills with effect from the 26th April 1929. No information is available as to the manner in which these Mill Committees functioned, but the whole question is under the examination of the Court of Enquiry appointed under the Trade Disputes Act for enquiring into the causes, etc., of this strike. Full information with regard to these Committees will therefore be available in the report of the Court.

## CONTRACTORS AS INTERMEDIARIES

### *Extent and character of work given on contract*

Most of the information available on this subject relates to the Public Works Department of the Government of Bombay.

Contractors are not employed either in the Presidency proper or in Sind, as intermediaries for obtaining labour, except when labour is required to be imported for special large concentrated works, such as, the construction of dams. Works costing Rs. 5,000 and over are as a rule given out on contract unless the work is of such a nature as to necessitate its being carried out departmentally. In the case of works carried out departmentally the Department engages labour direct, and for works given out on contract the contractors make their own arrangements for labour.

The following kinds of work are generally given out on contract :—

Road construction and road repair work, Buildings, Bridges, Electrical installation projects, Sanitary projects, Irrigation works and in the case of Lloyd Barrage Construction, excavation of New Canals and Masonry work pertaining to the Barrage and Regulators and work in cofferdams.

### *Extent of sub-contracting*

Sub-contracting is not permitted by the Department under the usual conditions of contract. On large works, however, the contractors do not employ the several kinds of labour on daily wages but on task work and the amount paid to each individual or group of individuals depends on the quantity of work turned out irrespective of the time taken over the work. So far as Lloyd Barrage is concerned every proper contract is thus sublet in varying degrees by the contractor. The regular contractor is held responsible in all respects for the proper execution of the work.

### *Control exercised over working conditions*

The Public Works Department does not exercise any special control over the working conditions of contract labour. The only control exercised is in ensuring that the provisions of the Workmen's Compensation Act are complied with and that any conditions of the contract regarding employment of women and children are conformed to. In the case of large concentrated works, camps are laid out by Government Engineers and proper provision is made for water supply, sanitation, medical assistance, etc. Dispensaries and wards to accommodate accident cases are also provided in large concentrated works and medical officers are made available for free treatment of persons employed on the works. Occasionally materials, such as corrugated iron sheets, are hired or loaned to contractors for housing their workmen. Indirect control is also exercised in the case of complaints against the contractor being received from labourers, and when necessary, action is taken after due enquiry.

*Effects*

The general effect of the employment of contractors as intermediaries in the manner described above is satisfactory.

This system of contracting out is not confined to engineering, building and constructional work generally. In the docks, for example, the master stevedores have no direct contact with labour. Each firm employs a Head Serang or Mukadam. When labour is required he gets into touch with other Serangs or Mukadams who engage gangs of men, each of whom is under a Tindal. Even the Head Serang knows nothing about the individuals who are employed. He deals with the Tindals who are paid a lump sum which they pay out to the men they engage, and the cheaper they get the men the more money the Tindal receives, and if he can employ fewer men and not be detected by the Serang, as very often happens, so much the better for him.

Another form of contracting out is found in the match factories where box-making is done by men and women and children working at home, the material being supplied by the factory. Dyeing and Bleaching work in the cotton mills in the Bombay Presidency is also generally given out on contract although some mills have their own dyeing and bleaching plant.

## CHAPTER III—HOUSING

## EXTENT TO WHICH HOUSING IS PROVIDED

*By Employers*

In the course of an enquiry into Welfare work in the Bombay Presidency which the Labour Office conducted in the year 1926 information was collected regarding housing provided by employers. Out of 76 textile mills in Bombay City which furnished information, 28 mills reported that housing had been provided for their workers. Seven out of these mills provide residential accommodation only for Ramosees, gate-keepers and night watchmen and the rooms provided are given free of rent. The number thus accommodated was reported at 147. Twenty-two mills provide partial housing for all operatives who desire to take advantage of the special facilities offered. The total number of employees working in these mills amounted to 64,720 and the number of workers who lived in the tenements provided by the employers amounted to 12,149 or about 20 per cent.

In the textile mills in Ahmedabad 37 mills provide housing for their employees. Out of these, two mills give free accommodation to their Ramosees, gate-keepers and night watchmen. Thirty-five mills provide housing for all classes of employees. The number of workers working in these mills amounted to 34,714 and the number who took advantage of the housing provided amounted to 5,605 or 16 per cent. of the total number employed.

All the five mills in Sholapur provide housing for their employees. The accommodation provided is not sufficient to house all the 20,000 odd workers who work in these mills. The number of workers who are reported to have taken advantage of the facilities offered amounted to 2,406 or 12 per cent. of the total number employed.

Out of 11 textile mills who sent in returns from the rest of the districts in the Bombay Presidency ten mills provided housing. In one case 50 employees were accommodated rent free and in another case 25 employees out of 250 reside in the houses provided. The total number of employees in the ten mills amounted to 13,322 and the number of those accommodated in the tenements provided amounted to 5,568 or 42 per cent. of the total.

Among the concerns included in the enquiry under "Engineering and other trades," only three establishments provide free housing for sepoy and gate-keepers. The number accommodated is 30.

In the seasonal factories in the Presidency it is customary to provide single room tenements for the engine, boiler and mechanical staff. In Sind, quarters are often provided for the early morning workers in the ginning factories, while in other areas some factories provide corrugated iron sheets for the erection of temporary quarters for labour drawn from

a distance. In Sind, where the bulk of the labour is obtained from Rajputana, labour colonies are built on the outskirts of the towns or villages. Huts are usually made of thatch by the workers themselves. In several areas imported workers are given old hessian cloth or matting to erect temporary accommodation which is often of the most primitive description.

Messrs. Braithwaite & Co. at Mulund, the Swedish Match Factory at Ambernath and the Raymond Woollen Mills at Thana provide 216 rooms, accommodation for 700 employees, and 128 rooms respectively for the workers employed by them.

Only in two cases does Government provide housing for the labour employed by them in factories. At the Government Security Printing Press at Nasik and the Government Central Distillery at Nasik which employ 517 and 242 persons respectively, 580 two and one-room tenements and 150 quarters respectively are provided.

The Public Works Department of the Government of Bombay does not provide housing accommodation as a rule for labourers employed on works carried out either departmentally or by contract. In the case of large concentrated works quarters are provided for skilled labour, such as carpenters, fitters, mistries, blacksmiths, etc. On the Lloyd Barrage Construction provision has been made for housing labour in blocks of coolie lines on each bank of the river. In the case of labour more or less continuously employed by Government directly, that is, without the intervention of contractors or piece workers, housing arrangements are generally provided. On the excavation of new canals where mechanical excavators are used all the labour employed is provided with accommodation either in the form of tents or huts.

Besides the factory owners and Government departments other large employers of labour are the Bombay Municipality, the Bombay Port Trust, the Bombay Improvement Trust and the G. I. P. and B. B. & C. I. Railways. As regards the Bombay Municipality, in the Fire Brigade Department the whole staff is provided with quarters. In the Health Department, out of a total number of 7,537 scavengers and halalkhores accommodation is provided for 5,538. In the Municipal Hospital and College in Bombay City all the 226 employees are provided with housing accommodation. In the Gardens Department all the 39 employees are provided with housing. Of the 600 employees of the Drainage Department only 13 are provided with housing. In the general branch of the Engineering Department all the 289 employees are provided with housing accommodation. In the Mechanical Branch of the Engineering Department 104 employees out of a total of 664 are provided with housing accommodation. In the Roads Branch of the Engineering Department only 165 employees out of 1,545 are provided with accommodation. In the Markets Department 106 out of 135 are provided with accommodation. In the Water Department housing arrangements are made for 279 employees out of a total of 605.

The Bombay Port Trust engage on an average about 8,300 manual workers in all its departments, of whom a little over 3,000 are housed in accommodation provided by the Trust. The percentage of workers housed to the total number employed is about 36. These workers are housed in the Trust Dock Labourers' chawls at Wadi Bunder, at the Antop village and at the Railway quarters for menials at Wadala.

The Bombay Improvement Trust houses its labour in its various schemes. It has built semi-permanent sheds for labour camps and in these camps there are sufficient rooms to house all its labourers. In all it has built 1,331 tenements for housing its labour.

According to information collected by the Bombay Labour Office in the year 1925, in Bombay City, the G. I. P. Railway owns 20 chawls containing 841 one-roomed tenements and the B. B. & C. I. Railway owns 303 tenements of one room each for housing its employees.

*By Government or other Public Agency*

*Government.*—The Government of Bombay have provided 207 chawls or 16,524 single room tenements for the working classes in Bombay City at four different centres as under :—

Chawl area	No. of chawls	No. of tenements
DeLisle Road .. ..	32	2,560
Naigaum .. ..	42	3,344
Worli .. ..	121	9,660
Sewri .. ..	12	960
Total ..	207	16,524

The sites for the chawls selected are such that a majority of the mills in Bombay are within a mile of one or other of the chawl sites. About 34,000 persons are housed in these tenements.

*The Improvement Trust.*—Besides Government, the only other public agency which provides housing to any large extent is the Bombay Improvement Trust. The position as at 1st June 1925 was that the Improvement Trust owned 99 chawls containing 8,896 tenements in all.

*By private Landlords and Workers*

As regards the extent to which housing is provided by private landlords and by the workers themselves, no statistical information is available on this subject. It might be pointed out, however, that the majority of the tenements available for the use of the working classes in the industrial towns of this Presidency belong to private landlords. Cases in which workers own the houses in which they live are rare although in some cases, especially among the cotton mill workers in Sholapur, a considerable number of operatives live in huts erected by

themselves on land either belonging to themselves or rented from a private person.

#### NATURE OF ACCOMMODATION PROVIDED IN EACH CLASS

According to the Census of 1921, seventy per cent. of the tenements in Bombay City were one-roomed tenements. The family budget investigation conducted by the Labour Office in the year 1921-22 showed that 97 per cent. of the working classes live in one-roomed tenements. These tenements are to be found in single or double rows in buildings locally known as chawls. The average area per working class room is 103·6 square feet, giving 24·7 square feet for each individual. The height of the rooms is usually from 8 to 10 feet.

The family budget investigation conducted by the Labour Office in Ahmedabad shows that 73 per cent. of the working classes live in one-roomed tenements, 18 per cent. live in two-roomed tenements and the rest in tenements containing more than two rooms. The average floor space in one-roomed tenements comes to 143·22 square feet thus giving each person 38·29 square feet of floor space. The average floor space for all tenements comes to 183·74 square feet giving 47·36 square feet per person.

The results of the family budget enquiry conducted by the Labour Office in Sholapur in the year 1925 show that the majority of the workers there live in two or more rooms. It is seen that 33 per cent. of the cotton mill workers live in one-roomed tenements, 48 per cent. in two-roomed tenements and the rest in more than two rooms. The average floor space per room in Sholapur comes to 92 square feet and the average floor space available to each individual is 36 square feet.

The above description relates to accommodation available to the working classes in the three industrial centres of this Presidency.

#### *Employers*

Appendix I gives the details regarding the nature of accommodation provided by certain individual employers in the Bombay Presidency.

*Cotton Mill Industry.*—As regards the nature of accommodation provided by cotton mill owners in the Presidency, the predominant type of housing in Bombay and Ahmedabad is the single room tenement. In Sholapur, the tenements built by the owners contain two rooms.

*Improvement Trust.*—The quarters provided consist of semi-permanent sheds built of corrugated iron sheet walls and roof with an open verandah in front. The accommodation provided is a living room 10' × 10' and an outer verandah 10' × 5'. Some rooms have no verandah.

*Bombay Municipality.*—The accommodation supplied is provided in permanent or semi-permanent chawls or in temporary sheds. Single room tenements are mostly provided although in some cases double room tenements are also provided.

*Port Trust.*—The accommodation is provided in chawls of single and double row type and also in small detached houses of corrugated iron. The predominant type of tenement is the one-roomed tenement.

*Mines and Quarries.*—With the exception of three mines in Kanara, where the labourers have to provide themselves with temporary huts, all labour is huted by the employers. In the case of the Shirolu mines the temporary huts erected by the labourers are reported to afford insufficient protection from cold weather with consequent frequent illness.

In the Bombay Suburban District, the Development Department provides for the employees in the Kandivli mines 500 rooms in good and sanitary condition which are supplied to the labourers free of rent. In the mines and quarries situated in the Northern Division, at the Shivrajpur and Bamankua mines the housing is partly in stone built quarters and partly in matting lines. At the Taibpur Bauxite Mines it is of matting lines with corrugated iron roofs. At the Jakhed quarry the contractor provides huts constructed of wooden rafters and bamboo matting. At the quarries in Surat district, temporary huts are erected for labourers in some quarries while at others no housing is required to be provided as the labourers return to their village homes after work.

#### *Government or other Public Agency*

The housing supplied by Government in Bombay City consists mainly of one-roomed tenements, approximately (16' × 10') in size. The Improvement Trust chawls which are available to the public also contain mostly one-roomed tenements.

#### *Private Landlords*

There are some chawls in Bombay City owned by private landlords and used by the working classes which contain two or more roomed tenements. But the predominant type is the single roomed tenement.

#### *Workers*

The housing provided by the workers themselves usually takes the form of huts.

#### **UTILISATION BY WORKERS OF ACCOMMODATION AVAILABLE**

Speaking generally, in Bombay City, the workers use to the fullest the available accommodation. The only exception to this is the accommodation provided by the Government of Bombay in the concrete chawls built by the Development Department. Out of a total of 16,524 tenements available in March 1929, only 6,805 were occupied. This low figure was however partly due to the disturbed industrial conditions. The highest number of tenants recorded was reached in December 1927, when it stood at 8,234. All the chawls have been provided with roads, water supply, lighting and shops, while at Worli one whole floor has been converted into a market for the convenience of the tenants. Schools and dispensaries are also established in all the chawl areas.



The following table shows the number of vacancies in March 1928 and March 1929 in the Development Department's chawls situated in the various localities of the city.

Chawl centre	Number of rooms			Rent per room in March 1929
	Constructed	Occupied in March 1928	Occupied in March 1929	
				Rs. a.
Naigaum .. .. .	3,344	2,363	2,210	7 0
DeLisle Road .. .. .	2,560	1,761	1,318	9 8*
Worli .. .. .	9,660	2,692	2,498	5 0
Sewri .. .. .	960	862	779	7 0
		7,678	6,805	

\* For ground, first and second floor rooms. Rs. 9 only for top floor rooms.

In Ahmedabad, the available accommodation is fully utilised by the workers except in the case of the housing provided at Saranagar by one of the millowners where only 40 out of the 50 tenements provided are occupied and the rest are empty. The reason for this is that Saranagar is situated rather far away from the city and workers do not like to go to such a long distance.

#### RENT RATES IN VARIOUS CLASSES

##### *Employers*

*Cotton Mill Industry.*—The enquiry made by the Bombay Labour Office into welfare work in the Bombay Presidency in the year 1926 showed that out of the 28 textile mills in Bombay City which provided housing full economic rent was charged in 2 cases and 1 mill let their rooms partly at a favourable and partly at the full economic rent. Fifteen mills charged favourable rent but 4 mills gave some tenements free and let the remainder at rents which were less than the economic rent. Sixteen mills supplied information with regard to the percentage of rent charged to the economic rent. In 3 cases, 30 to 40 per cent. was charged, in 9 cases 40 to 50 per cent. was charged, in 3 cases 50 to 75 per cent. was charged and in 1 case the rent charged was more than 75 per cent. of the economic rent.

In the textile industry in Ahmedabad, full economic rent was charged by 9 mills and 1 mill charged rent partly at the full economic value and partly on a favourable basis. Eighteen mills reported the percentage of rent charged to the economic rent. In 1 case, 25 per cent. was charged, in another 50 per cent., in 5 cases 60 to 65 per cent., in 2 cases 70 per cent., in 5 cases 75 per cent., in 2 cases 80 per cent., and in 2 cases 85 to 90 per cent.

In the case of the Sholapur mills, favourable rent was charged by all the mills. In 2 cases, the rent charged was 25 per cent. of the economic

rent, in 1 case 50 per cent., in one case 50 to 60 per cent. and in 1 case 85 per cent.

As regards the textile mills in the rest of the British Districts of the Presidency, full economic rent was charged by one mill, 40 to 45 per cent. of the economic rent was charged in 1 case, 50 per cent. in 4 cases and 75 per cent. in one case.

*The Bombay Municipality.*—No rent is charged by the Bombay Municipality to its employees in the Fire Brigade Department. In the Health Department annas ten per month are charged to each halalkhore man or woman, annas eight per month for each male scavenger and annas five per month for each female scavenger. Rupees two per month are charged for each outsider who is a male relative of a municipal employee and rupee one per month for each outsider who is a female relative of the employee. In the Municipal Hospital, accommodation is provided free of charge to the employees. In the Gardens Department, out of the 39 rooms provided, a monthly rent of annas eight per room is charged in 22 cases, while the other rooms are rent free. In the Roads Branch of the Engineering Department a rent of annas ten per month for a male labourer and annas five per month for a female labourer is charged. The relatives of the employees are allowed to keep the tenements on payment of a monthly rental of Rs. 2 in case of a male and Re. 1 in case of a female. In the other departments of the Municipality, no rent is charged.

*Bombay Port Trust.*—The accommodation provided by the Bombay Port Trust is given either rent free or at favourable monthly rentals up to Rs. 7-8-0 per unit according to the class of workers keeping the quarters. In the case of the dock coolies, who form the largest proportion of the labour housed, Rs. 7-8-0 per unit is regarded as 50 per cent. of the economic rent.

*Bombay Improvement Trust.*—No rent is charged to the employees but in some cases sanitary charges are recovered. This comes to about four annas per fortnight. Sweepers are charged rents at Rs. 2-4-0 to Rs. 6-10-0 per month per room. Two malis are charged Rs. 2-8-0 and Rs. 2-5-0 respectively as rent.

#### *Government or other Public Agency*

*Government.*—The following is the scale of rents charged with effect from 1st April 1929 by Government for the tenements in the chawls built by the Bombay Development Department—

Chawls at DeLisle Road	Rs. 8 per room per month.
„ Naigaum	Rs. 7 „
„ Worli	Rs. 6 „
„ Sewri	Rs. 7 „

Re. 1 is charged extra for certain corner rooms. These rents are much below the economic rents.

*Improvement Trust.*—The data regarding the rents charged by the Bombay Improvement Trust relate to the year 1925. The rent charged

per room to tenants who are not employees of the Trust are given below :—

				Rs.	s.	p.
Suparibag	..	..	..	3	12	0
Agripada	..	..	..	4	1	0
Imamwada	..	..	..	4	11	0
Nagpada	..	..	..	4	11	0
Nowroji Hill	..	..	..	5	2	0
Mandvi Koliwada	..	..	..	5	14	0
Mahar Chawls	..	..	..	7	3	0
Foras Road	..	..	..	13	5	0
Peon chawl	..	..	..	13	13	0
New Kalapani	..	..	..	14	0	0
Mazgaon	..	..	..	14	5	0
Kalapani	..	..	..	14	8	0
Love Lane	..	..	..	16	8	0

*Private Landlords*

The Bombay Labour Office made in 1923-24 an enquiry into house-rents in Bombay. The data collected related to rents charged by private landlords. The data relating to rents were tabulated separately for one and two-roomed tenements and also for old and new buildings, i.e., those built after 1st January 1916. Rents were limited by the Rent Act to certain percentages over pre-war rents. The following table gives the results of the enquiry :—

*Rentals of Working Class Tenements*

Monthly rental	Number of tenements bearing rentals as per column I				
	Old buildings		New buildings		Total
	One-roomed	Two-roomed	One-roomed	Two-roomed	
Rs. 1 and below Rs. 2	..	..	..	..	..
Rs. 2	116	..	..	..	116
Rs. 3	2,252	..	..	..	2,252
Rs. 4	2,421	..	54	..	2,475
Rs. 5	1,659	..	59	20	1,738
Rs. 6	1,122	37	53	..	1,212
Rs. 7	408	8	70	8	494
Rs. 8	252	6	53	6	317
Rs. 9	208	72	81	..	361
Rs. 10	55	156	264	57	532
Rs. 11	19	96	106	16	237
Rs. 12	25	25	119	11	180
Rs. 13	4	21	73	..	98
Rs. 14	3	..	77	..	80
Rs. 15	3	1	133	7	143
Rs. 16	1	..	25	9	35
Rs. 17	..	..	15	11	26
Rs. 18	..	..	42	..	42

Monthly rental	Number of tenements bearing rental as per column 1				
	Old buildings		New buildings		Total
	One-roomed	Two-roomed	One-roomed	Two-roomed	
Rs. 19 and below Rs. 20 ..	..	..	6	..	6
Rs. 20 .. 21 ..	..	..	103	47	150
Rs. 21 .. 22 ..	..	..	35	..	35
Rs. 22 .. 23 ..	1	..	12	13	26
Rs. 23 .. 24 ..	..	..	9	1	10
Rs. 24 .. 25 ..	..	..	12	..	12
Rs. 25 .. 26 ..	..	..	53	40	93
Rs. 26 .. 27 ..	..	..	..	16	16
Rs. 27 .. 28 ..	..	..	..	..	..
Rs. 28 .. 29 ..	..	..	..	..	..
Rs. 29 .. 30 ..	..	..	..	..	..
Rs. 30 and over ..	..	..	21	6	27
All ..	8,548	422	1,475	268	10,713

It will be seen from the above table that for old buildings rentals of Rs. 3 to Rs. 5 are by far the most common and Rs. 4 is the prevalent type. The following table gives the rents of one and two-roomed tenements in old buildings according to wards :—

*Rents of Working Class tenements (Old Buildings)*

Wards	One-roomed tenements		Two-roomed tenements	
	Number of sampled tenements	Average monthly rent in 1923-24	Number of sampled tenements	Average monthly rent in 1923-24
		Rs. a. p.		Rs. a. p.
A .. ..	526	7 2 8	..	....
B .. ..	430	6 14 0	..	....
C .. ..	408	6 13 9	..	....
D .. ..	416	6 11 10	165	11 5 8
E .. ..	2,373	5 1 7	50	10 1 3
F .. ..	2,064	4 3 3	37	7 0 3
G .. ..	2,331	4 2 8	170	9 15 9
All wards ..	8,548	5 0 2	422	10 4 4

In the year 1926 the Labour Office conducted an enquiry into house rents in Ahmedabad on the basis of a sample and the results of it were published in the July 1927 issue of the *Labour Gazette*. This enquiry also related to tenements owned by private landlords. The following

two tables show the frequency of rents and the average rents in the various wards of the city :—

*Frequency of Rents (Working Class), 1926*

Monthly rent in Rupees			One-roomed tenements	Two-roomed tenements	Three-roomed tenements	Four-roomed tenements	Five-roomed tenements	All tenements
1 and below	2	..	13	<1	..	..	..	14
2	3	..	60	3	..	..	..	63
3	4	..	126	11	2	..	..	139
4	5	..	171	22	3	..	..	196
5	6	..	168	29	4	1	..	202
6	7	..	70	21	7	1	1	100
7	8	..	12	15	1	1	..	29
8	9	..	8	12	2	..	1	23
9	10	..	2	4	1	..	..	7
10	11	..	4	7	2	..	..	13
11	12	..	1	2	2	..	1	6
12	13	..	..	2	..	1	1	4
13	14	..	..	..	..	..	1	1
14	15	..	..	..	..	..	..	..
15	16	..	..	..	1	..	..	1
16 and over	..	..	..	..	..	1*	..	1
Total ..			635	129	25	5	5	799

\* Rs. 20

*Working Class one-roomed tenements, 1926*

Wards			No. of tenements	Average monthly rent per tenement in 1926
				Rs. a. p.
Khadia	..	..	22	4 10 1
Kalupur	..	..	35	5 1 5
Dariapur	..	..	82	4 14 4
Shahpur	..	..	80	4 1 11
Raikhad	..	..	30	4 12 7
Jamalpur	..	..	65	4 4 7
Pura 1	..	..	66	4 10 7
Asarwa	..	..	48	4 10 7
Pura 4	..	..	75	4 8 2
Saraspur	..	..	26	3 10 2
Gomtipur	..	..	63	3 12 8
Raipur Hirpur	..	..	28	4 3 7
Others	..	..	15	..
All wards ..			635	4 6 1

**SPECIAL PROBLEMS ARISING IN CONNECTION WITH VARIOUS CLASSES  
OF HOUSING**

*Subletting*

There is a considerable amount of subletting in tenements of industrial workers in Bombay City. Up-to-date information on this subject is however not available. When the results of the rent enquiry which the Bombay Labour Office is at present conducting are published, the Government of Bombay will be able to furnish more satisfactory data on the subject. According to the 1921 Census, however, there were in Bombay City 3,125 one-roomed tenements in which two or more families lived. Of these tenements, more than 75 per cent. are situated in those wards of the City in which the bulk of the workers live. Subletting is resorted to either because the family cannot afford to pay the rent or because the workers consider that money spent on rent is money badly spent. It, however, sometimes leads to extreme cases of overcrowding. The report of the Lady Doctor appointed by the Government of Bombay to enquire into the question of maternity benefits to industrial workers, which was published in the year 1922, contains one such extreme example of overcrowding. The Lady Doctor says in her report: "In one room on the second floor of a chawl measuring some 15' x 12', I found six families living. Six separate ovens on the floor proved this statement. On enquiry, I ascertained that the actual number of adults and children living in this room was 30." In this connection it is of interest also to quote from the Report of the Industrial Disputes Committee which reported to Government in the year 1922. They say,

"It is difficult to give figures to show the pressure of rent on the wage-earning class, but two instances which came before us illustrate its oppressiveness. In the chawls attached to the Spring Mills a monthly rent of three rupees per room is charged; inquiry showed that some of the lessees were making as much as ten rupees a month profit by subletting. The Municipality gives its *halalcores* rooms at the low rent of rupee one and annas three per couple per month. The profit on subletting is said to be as high as twenty rupees a month. Until an adequate supply of sanitary rooms, let at rents within the means of the ordinary wage-earner, is available, every effort really to improve the condition of the operative classes, is pursuing a will-o'-the-wisp. All the increased wages are swallowed in rent; there is no fixity of tenure; and the people will not, nor can they be expected to, improve their homes."

It was to meet these conditions that the Development Department built over 16,000 tenements out of a projected programme of 50,000. But never more than 50 per cent. of these 16,000 tenements have ever been occupied.

In Ahmedabad City subletting is hardly prevalent among the working classes. According to the 1921 Census, 13 one-roomed tenements in Raikhad Ward are said to have been occupied by more than one family. During the course of the rent enquiry conducted by the Labour Office in

1926 only one such case was noticed in Saraspur. There are some instances of relatives living together for some time until suitable separate accommodation is available and also singlemen and boarders messing with families and sleeping in the verandah outside. But these are really not cases of subletting.

As pointed out in the Labour Office Report on an Enquiry into the Family Budgets of Cotton Mill Workers in Sholapur City, the housing conditions there are much more satisfactory than either at Bombay or Ahmedabad and naturally, therefore, subletting does not exist there to any large extent.

#### *Occupation of employers' houses by tenants in other employ*

In the chawls built by cotton millowners in Bombay City it is not unusual to find persons working in other concerns in these chawls. This is especially the case when the rent charged is at an economic and not concession rate. When a favourable rent is charged, outsiders are usually not permitted to reside in the chawls built by the owners.

Only in a few cases does the Bombay Municipality allow distant relatives to share the tenements but in such cases additional rent is charged. Speaking generally, the tenements built by the Municipality, Port Trust and Improvement Trust are strictly intended for their own employees.

In Ahmedabad the occupation of employers' houses by tenants in other employ is not uncommon. The principal reason is that the workers who are permanently settled in Ahmedabad do not like to leave the particular *Jathas* (localities) in which their kinsmen live and the employers therefore find difficulty in keeping their own chawls fully occupied with their own labour. In fact some employers have not made it a rule that the tenements built by them should be occupied by the workers in their own mills.

#### *Eviction*

Ejectment or eviction of defaulting tenants need not be discussed here. The aspect of eviction which would be of interest from the point of view of the Commission would be eviction of tenants residing in houses provided by the employer who have gone on a strike. As has been pointed out above, in the cotton industry in Bombay City few chawls built by the employers are exclusively reserved for the operatives. This is the reason why in spite of the numerous strikes during the last few years there have been so few cases of eviction. The only recent case of which the Government of Bombay are aware is of workers employed in the Wadia group of mills who are engaged in the strike which is at the moment of writing going on in Bombay. These workers were served with a month's notice and asked to leave the tenements. It is understood, however, that the workers gave no heed to this notice and are continuing to occupy the rooms.

In Ahmedabad some mills have a rule to the effect that their tenants should work in the mills whenever required to do so. This rule is not put into force except when there is a strike, but as industrial disputes in

Ahmedabad are usually of a short duration, it is rarely used. Owing to the fear of eviction, however, the Labour Union at Ahmedabad had at one time intended to boycott all mill chawls.

In December 1928 one mill in Ahmedabad whose operatives had gone on a strike served notices to its tenants but it is not known whether they had actually to vacate the premises. Recently one mill dismissed the leaders of a strike and compulsorily evicted them even after the strike was over. It is however understood that the Labour Union advised these persons to live as the guests of other persons living in the same chawl.



## CHAPTER IV—HEALTH

## GENERAL HEALTH CONDITIONS OF WORKERS

In the absence of any statistical data regarding morbidity rates among the industrial workers of this Presidency it is difficult to generalise about their health conditions. Generally speaking, they are not very satisfactory in Bombay City. This is due to many causes such as bad housing, poor diet, want of open air exercise, etc. But the main cause of their ill-health appears to be the prevalence of malaria in localities in which they live. The following extracts from the report of Major Covell, the Special Officer appointed by the Government of Bombay to enquire into malarial conditions in Bombay City, who submitted his report in the year 1928, are of interest in this connection. "The present investigation has shown that the disease (malaria) has now become very much more widely diffused. It is still present in certain quarters of the southern portion of the City to a serious extent, but the most intense malaria at the present time exists in the vicinity of the mills, more especially in Worli and Parel sections. . . . In the northernmost portion of Worli section malaria is also slight, but as soon as the edge of the mill area is reached the incidence of the disease rises abruptly and extends over the greater part of Worli and Parel. . . . In most of the remaining cases the source was found to be breeding-places in connexion with the mills. *The correlation between the intensity of malaria and the proximity of mills was most striking*, especially in certain cases where a single isolated mill happened to be present, e.g., the Victoria Mill in Chowpaty and the Colaba Land Mill in Colaba. In the former case a number of children living in a blind alley abutting on the wall of the mill-compound were examined. Almost all those residing in the houses close to the mill had enlarged spleens, whilst at the other end of the alley cases of splenomegaly were comparatively rare. The vast majority of the mills in Bombay are situated in the highly malarious area."

In the Southern Division, in the mines owned by Messrs. Killick Nixon & Co., a few labourers suffer from malaria and pulmonary attacks. In the mines owned by another company, the coolies are frequently attacked by malaria within a fortnight of their arrival in the mining area. The maximum period during which a gang could work in this mine during the year 1928 was five weeks at a time. The general health of labourers in the other mines is good. In the Kandivli quarries owned by the Development Department in the Bombay Suburban District malaria is prevalent among the labourers. In the mines situated in the Northern Division the general health of labourers during the autumn months of the year 1928 was not good owing to the prevalence of malaria and influenza colds which were more severe during the year than in previous years. The health of labourers in the quarries is good.

*Figures of Mortality*

The following table gives the death rates per thousand of the population for Bombay Presidency and for the cities of Bombay, Ahmedabad, Sholapur and Karachi during the years 1920 to 1927 :—

Year	Bombay Presidency	Bombay City	Ahmedabad City	Sholapur City	Karachi City
1920	28·65	47·10	60·11	58·99	40·70
1921	26·00	46·25	40·10	44·37	34·24
1922	23·61	32·13	33·75	31·23	32·31
1923	25·89	32·74	37·31	37·43	31·94
1924	27·63	33·44	39·83	39·17	30·32
1925	23·66	27·55	37·44	35·72	27·66
1926	28·55	27·56	61·98	34·96	33·99
1927	25·72	23·84	40·17	34·29	29·50

These figures are not likely to give an adequate idea of the rate of mortality among industrial workers, firstly because they relate to the whole population, and secondly because they relate to all ages. The Municipal Commissioner for the City of Bombay, however, publishes in his Annual Report a table giving deaths by causes and occupations. Information relating to workers in mines, industry and transport for the year 1927 has been abstracted from this table and printed in appendix II.

*Birth rate and Infant Mortality*

The following two tables give the birth rate and the rate of infant mortality in the Bombay Presidency and in the cities of Bombay, Ahmedabad, Sholapur and Karachi :—

*Birth rate per 1,000 of population for the years 1920 to 1927*

Year	Bombay Presidency	Bombay City	Ahmedabad City	Sholapur City	Karachi City
1920	30·28	20·19	41·41	53·68	51·12
1921	35·59	16·89	38·28	27·79	39·45
1922	32·39	17·54	36·02	36·40	35·03
1923	35·58	17·99	40·86	33·70	43·49
1924	35·60	18·68	41·17	30·41	41·80
1925	34·66	17·36	41·53	34·20	47·06
1926	37·05	18·02	42·47	42·92	47·43
1927	36·85	18·54	42·78	42·35	51·33

*Infant Mortality rate per 1,000 registered births for the years  
1920 to 1927*

Year	Bombay Presidency	Bombay City	Ahmed- abad City	Sholapur City	Karachi City
1920 .. ..	183·21	555·60	360·08	281·44	251·29
1921 .. ..	178·11	672·12	348·10	306·74	270·25
1922 .. ..	169·10	405·16	299·04	232·97	252·01
1923 .. ..	159·76	413·91	297·61	233·21	218·46
1924 .. ..	191·17	423·17	343·69	252·69	255·80
1925 .. ..	162·01	359·05	322·74	232·24	222·29
1926 .. ..	194·63	393·79	437·76	223·94	252·70
1927 .. ..	161·42	319·12	287·27	199·05	211·02

The figures of both the birth rate and the rate of infant mortality in Bombay City must be used with caution, as owing to many disturbing factors they do not present a correct picture of the true position. The birth rate given in the table is by no means a fair measure of the true fertility of the population. This is so because it is customary, especially among the working classes of Bombay, for married women to leave the city for their confinement and register their children in the mofussil where they are born. As regards the figures of infant mortality, the figures recorded for Bombay City considerably overstate the magnitude of the rate of loss of infant life because nearly one-third of the infants dying in the city are born outside the city and also because still larger numbers who come and survive are not taken into account when the rate of infant mortality is calculated. Even so, however, the actual mortality among infants is very high. In the opinion of Major Covell, the Special Malaria Officer appointed by the Government of Bombay, overcrowding is one of the chief contributory causes to this high rate of infantile mortality.

In connexion with the question of the relation between overcrowding and infant mortality, the following table is of interest :—

*Infant Mortality by the Number of Rooms occupied in 1927.*

Number of rooms	Births		Deaths in Infants		Infant mortality per 1,000 births registered	
	Number	Per- centage	Number	Per- centage	1927	1926
1 Room and under .. ..	11,615	53·6	5,688	83·0	490	577
2 Rooms .. ..	1,736	8·0	352	5·1	203	254
3 Rooms .. ..	392	1·8	87	1·3	222	215
4 or more rooms .. ..	174	0·8	34	0·5	195	163
Hospitals .. ..	7,764	35·8	680	9·9	88	107
Homeless and not recorded ..	4	..	16	0·2	..	..
Total .. ..	21,685	100·0	6,857	100·0	316	389

The Executive Health Officer of the Bombay Municipality points out in his report for the year 1927 that the high rates of infant mortality recorded suggest the presence in Bombay of some adverse factor in addition to the poverty and ignorance which are chiefly responsible for high rates in western countries. The added factor affecting all classes is probably malaria. Another factor which can hardly fail to enhance the infant mortality among the more ignorant section of the population is the practice of soothing babies by the administration of opium.

The Bombay Municipality is endeavouring to diminish the rate of infant mortality. The work which is being done to achieve this object consists of—

- (1) Visits by the Municipal District Nurses for the purpose of getting into touch with prospective mothers and for discovering cases of sickness, especially among women and children and unvaccinated children ; for enquiry into the condition of new-born infants ; and for giving instruction by homely talks as to the care and rearing of children.
- (2) Attendance on confinements.
- (3) Provision of necessaries and comforts during the lying-in period.
- (4) Maternity Homes.
- (5) Infant Milk depots, and
- (6) Infant Welfare Centres.

During the year 1927 the Municipal nurses\* paid 37,397 visits to houses, chawls, and huts and enquired into 2,910 cases of ordinary sickness. They also attended on 1,330 confinements. The number of women admitted to the three Municipal Maternity Homes during the year 1927 was 2,189. As regards Infant Milk Depots, two Infant Milk Depots have been established for the benefit of children born in the Homes or under the supervision of Municipal nurses. 21,263 seers of milk were distributed at these depots during the year 1927.

Efforts to prevent infant mortality are also being made by the Infant Welfare Society which has established nine Voluntary Welfare Centres. The Society provides through them advice and instruction to mothers as to infant management, medical aid to infants, and a staff of trained nurses for visiting the homes of infants. During the year 1927, 24,430 seers of milk were given free. The number of confinements attended by the midwives of the Society was 1,126.

#### *Working Conditions*

*At work places.*—So far as the factories in this Presidency are concerned, the working conditions in them are usually considerably in advance of the conditions in the homes of the workers. In recent years improvements have been made to a very appreciable extent by the Factories Department in the development of ventilation in factories. It may even be said that workers have learnt the first principles of hygiene and sanitation in factories. In connexion with this question the following quotation from the report of the Lady Doctor appointed by the Government of Bombay to enquire into the question of maternity benefits to industrial workers is of interest :—

“ Every mill so far visited had large, well-lighted, well-ventilated work-rooms. Notwithstanding the fibre laden atmosphere in work-rooms,

these women had better ventilated spaces to work in, than in their own chawls where every ventilation space was packed to avoid the ingress of fresh air, and where for some fourteen hours of the 24 the family inhaled an atmosphere laden with smoke and other impurities."

*At home.*—The home workers in this Presidency mostly consist of those engaged in cotton sizing and handloom weaving, those engaged in making gold and silver borders, *bidi* makers and a certain number who make match boxes at home.

The workplaces of home workers engaged in cotton sizing and handloom weaving in Sholapur City are very unsatisfactory. The premises are rendered highly insanitary through overcrowding, want of ventilation and lighting, dirty and damp floors, defective drainage, etc. The standard of cleanliness is extremely low in all these workplaces. Similar conditions generally prevail in other handloom weaving centres of the Presidency.

As regards the *bidi* makers in the City of Bombay, women are mostly engaged in this work. There is considerable overcrowding in the workshops occupied by the workers in this trade and light and ventilation are generally insufficient.

Women and children are usually employed in match box making. No information is available as regards the conditions of their work, but the following passage from the Report of the Indian Tariff Board on the Match Industry which was published in the year 1928 may be of interest in this connection :—

"In the vicinity of Bombay we saw several factories producing one thousand or more gross boxes a day where the system of piece work for box making in workers' own homes was in force. The system is one, which, in our opinion, is not conducive to the workers' welfare. By its nature no restrictions can be placed on the number of hours worked or on the age or sex of the worker. When competition arises between such factories and the more modern concerns equipped with the latest machinery, the easiest and perhaps the only form of economy for the smaller factories is a reduction in piece rates. We have had evidence that such reductions have already been effected in some factories in the vicinity of Bombay. Remembering the appalling conditions of sweated labour which existed in Europe in industries where hand-work came in competition with machine-made goods, we cannot regard this feature of the match industry as one to be encouraged."

#### *Dietary*

A great deal of detailed information is available on this subject in the three family budget reports published by the Bombay Labour Office. It will be seen from these reports and the statistical tables appended thereto that the industrial workers of this Presidency do not enjoy much variety in their diets and that the bulk of the expenditure on food is on the staple. In Bombay City, owing to caste and similar causes there are variations in the details of the articles consumed. The

industrial worker of Bombay is largely a vegetarian. The Ghati from the Western Ghats consumes more jowari and bajri, while the Konkani immigrant (who forms the predominant part of Bombay's industrial population) is chiefly a consumer of rice. The Gujarati, again, consumes more ghee and sweetmeats than his confrères. The Muhammadan is a consumer of mutton and beef. Of the total expenditure of the family nearly 57 per cent. is on food. Of this, about 32 per cent. is on cereals including rice which accounts for nearly 18 per cent. of the expenditure. 2·5 per cent. of the family's expenditure is on pulses. As regards other articles of food on which nearly 23 per cent. of the total expenditure is incurred, fish, mutton, vegetables and refreshments account for nearly 13 per cent. The expenditure on milk is less than 2 per cent. As regards Ahmedabad, nearly 58 per cent. of the family expenditure is incurred on food. It is difficult to say what is the staple food of the working classes in Ahmedabad. It appears that there wheat and rice are both equally important from the point of view of the consumption of the family. It may be pointed out here that the Labour Office is informed that in Ahmedabad the Hindu working class families change their staple according to the seasons. Bajri is generally used during the monsoon and wheat during summer. Bajri or wheat is used during winter according to one's liking, habit and means. Of the total expenditure on food, 12 per cent. is on wheat and 11 per cent. on rice. Among cereals, bajri is next in importance to wheat and rice. Among pulses, turdal and gram occupy a prominent place and account for 2·75 per cent. of the total expenditure. Among other articles of food, ghee seems to occupy a very important place. The monthly expenditure on ghee is 6·39 per cent. of the total expenditure and the actual cost per month per family is Rs. 2-8-0. The next important item amongst other articles of food is vegetables including potatoes and onions. This item accounts for 4·30 per cent. of the monthly expenditure. Milk and butter-milk account for 2·20 per cent. of the monthly expenditure and condiments and spices for 1·87 per cent.

As regards the cotton mill workers in Sholapur, 49 per cent. of the monthly expenditure is on food. Of this, 25 per cent. is incurred on cereals, among which jowari accounts for 17 per cent. 3·50 per cent. of the expenditure is on pulses and nearly 21 per cent. of the expenditure is on other food. Among other food articles, mutton accounts for 3·70 per cent., milk for 2·57 per cent., condiments and spices for 3·43 per cent. and vegetables (including potatoes and onions) come to 2·50 per cent.

In an article which appeared in the April 1925 issue of the *Labour Gazette* under the caption "The Food of the Worker", prepared with the assistance of the Haffkine Institute, Bombay, the following conclusions were arrived at. The analysis of the food consumed by the working classes in Bombay City shows that the diet is not well balanced as compared with the present standard diet and is too bulky. It contains a very small amount of milk, butter and animal fats and consequently does

not give any appreciable power of endurance and resistance. Up to 25 per cent. of the food calories should be from fat in a perfect diet. In the case of the working classes in Bombay City, however, 91.6 per cent. of the calories are derived from cereals and pulses. Besides this, the diet does not provide enough vitamins or accessory food factors. Milk and milk products such as ghee and butter or other animal foods which supply these, are used in extremely small quantities. The Bombay working classes use only 17.6 ounces of milk, mostly adulterated, per adult male per month. It is pointed out also that rice, the staple food, has many defects as food. "Its protein is poor in quality and scanty in amount; it is lacking in fats and in vitamins associated in nature with fats, and it is lacking in certain essential mineral elements. Even so, its dietetic uses may be, and to a wide extent are, seriously impaired by the manner of its preparation for human consumption."

### Physique

No up-to-date statistical information is available on this subject. But the attention of the Commission is invited to the Report on Humidification in Indian Cotton Mills which was published by the Government of India in the year 1923. The following table relating to workers in the Bombay Presidency, which has been abstracted from one of the tables published in this Report, may be of interest :—

Centre	Class of operative	Number of cases	Average weight	Average age	Average height		
			lbs.		Ft.	In.	
Bombay	Weavers .. .. .	282	101	28	5	4	
	Frame Department .. .. .	66	101½	25	5	3	
	Card and Blowing .. .. .	169	97½	30	5	2½	
	Spinners .. .. .	210	99	22	5	3	
	Miscellaneous Department .. .. .	65	93	27½	5	4	
	All male operatives .. .. .	792	99	26	5	3½	
	Reelers* .. .. .	54	93	30	4	10	
	Mill coolies .. .. .	123	104½	34½	5	4	
	Bombay, Baroda and Central India Workshop coolies.	20	112	31	..	..	
	Police recruits .. .. .	208	119	23	5	6½	
	(a) Standard for Police recruits of average height 5 feet 3 inches.			Maximum 150			
				Minimum 100	..	5	3
Government Central Press .. .. .	16	105	..	5	3		
Great Indian Peninsula Railway Workshops.	108	111½	..	5	3		
Ahmedabad	Weavers .. .. .	388	111½	25	5	4	
	Frame Department .. .. .	41	98	32	5	2½	
	Carding and Blow .. .. .	132	107	29	5	3½	
	Spinners .. .. .	237	102	26½	5	2½	
	All male operatives .. .. .	798	108	27	5	3½	

\*Note.—Indicates women.

(a) Figures obtained from Bombay Police Records.

Centre	Class of operative	No. of operatives	Number of cases	Average weight	Average age	Average height	
						Ft.	In.
Sholapur	Reelers* .. ..	..	74	90½	27½	4	11½
	Weavers .. ..	..	102	128	27½	..	..
	Card room .. ..	..	42	102	30	..	..
	Reeling and Ring Spinners .. ..	..	120	102½	32	..	..
	All male operatives .. ..	..	264	112	30	..	..
Reelers .. ..	..	..	49	100	37½	..	..

\*Note.—Indicates women.

The above table shows that the average weight of cotton mill workers is the highest in Sholapur and lowest in Bombay and that the Ahmedabad worker comes between the two. This is in accordance with the impressions of the investigating staff of the Bombay Labour Office. It would however be desirable to point out in connection with these figures that they must be considered in relation to the origin of the labour force in these three centres. As has already been pointed out in the section dealing with recruitment, the bulk of the labour in Bombay City comes from the Konkan, which is a comparatively poor and unhealthy part of the Bombay Presidency. The poor physique is thus largely hereditary. The other immigrant labourers in Bombay, such as the Bhayyas from United Provinces and the Ghatias from Satara are healthier and better built. As regards the Ahmedabad workers, the Marwaris and Kathiawaris and the Bhayyas from Jubbulpore and the United Provinces possess a better physique than the local labour force. The good physique of the Sholapur worker is in the first place due to the more healthy stock from which he comes, to the good climate of the district and also to the habit of taking regular exercise in *akhadas* (gymnasiums).

A rough idea of the physique of industrial workers in the Presidency may be obtained from the illustrations in Mr. Burnett Hurst's book *Labour and Housing in Bombay* and those contained in the Reports on family budgets for Ahmedabad and Sholapur published by the Bombay Labour Office.

#### EXTENT OF MEDICAL FACILITIES PROVIDED

##### *By employers*

During the course of an enquiry into welfare work in the Bombay Presidency which the Bombay Labour Office conducted in the year 1926 information was collected regarding the extent of medical facilities provided. The results of the enquiry show that the provision of facilities for medical attendance and the supply of medicines is fairly general in all the larger labour employing organisations in the Bombay



Presidency. Out of 76 textile mills in Bombay City which supplied information, 68 mills reported that they maintained dispensaries for the supply of medicines. Four mills provide only medical attendance and 3 mills supply ordinary drugs such as quinine, liniments, etc. Only one mill in Bombay reported that no provision had been made either for medical attendance or for the supply of medicines. In most cases the dispensaries are attended by qualified medical practitioners and in a few instances arrangements are made for the attendance of a doctor at the workers' homes in cases of serious illness. No charge whatever is made in 66 mills; one mill charges one anna per head per month for medical attendance only and in another mill one anna per head per month is charged for those earning less than Rs. 7 per month and two annas per head per month for those earning Rs. 7 per month and over. Five mills make nominal charges for the supply of medicines. Two mills charge about two annas per head and another deducts two pies in the rupee on wages earned upto a maximum of four annas. One mill charges two annas per head per month for all workers except those earning less than Rs. 7 per month. In the fifth case the charge is one to two annas per head according to earnings. Three mills charge for both medical attendance and for medicines supplied. In 1 case, 3 per cent. of the wages bill is set apart for this purpose. In another, the charge is one pie in the rupee for each employee and in the third case, annas two per head per month is charged for those earning more than Rs. 30 per month whilst workers who earn Rs. 30 per month and under are treated free. Thirteen mills did not supply any information with regard to the numbers treated. In the remaining mills the daily average number treated amounted to about 2,000.

Out of the 59 mills working in Ahmedabad, 10 mills had no provision for medical aid of any kind and in 8 cases only a few patent medicines and ordinary drugs were supplied. The remaining mills were making provision both for medical attendance and supply of medicines. Four mills maintain hospitals in addition to dispensaries for the treatment of out-door patients. No charge is made in any of the Ahmedabad mills for medical aid. Twenty-five mills which supplied information as regards the numbers treated, reported that the average daily number of patients dealt with amounted to 850.

All the five mills in Sholapur City provide both medical attendance and medicines. One mill maintains a hospital and 3 mills have maternity homes in addition. A charge of one anna per head per month is made in the case of one mill for the supply of medicines. In the other mills treatment is free. Four mills which kept records of the numbers treated reported that the average daily number of patients treated amounted to 350.

Out of the 11 mills which sent in returns from the mills addressed in British Territory in the rest of the Bombay Presidency, 3 mills reported that no provision had been made for medical aid whilst 3 mills reported that they stocked a few patent medicines and ordinary drugs only. Five mills provided full medical aid and one mill maintained a maternity

home in addition. The average daily number of cases treated in the 4 mills which reported information amounted to about 60. Seven mills make no charge for medical aid and in 1 case there is a nominal charge of one anna per head per month.

Out of the 5 organisations covered under the head 'Engineering and Other Trades' in Bombay City, 4 concerns provide full medical aid and in 1 case only first aid is given. The number of employees treated in 3 concerns amounted to about 90 per day. Treatment in all cases is free. The Belapur Sugar Company at Ahmednagar maintains a free dispensary. All the 4 cotton ginning and pressing factories in Mirpurkhas supply free medical aid.

All the 3 Railways which were covered by the enquiry provide hospitals at the bigger stations, dispensaries at convenient centres along the lines and full medical aid in all necessary cases. The charges for different kinds of attendance and treatment at employees' residences are graded according to earnings but no charge is generally made for attendance and medicines supplied at the hospitals and dispensaries. The Railways also subsidise Municipal and other dispensaries in a few cases. Among Public Utility Companies, the Bombay Electric Supply and Tramways Company maintains a dispensary with one Senior and 3 Assistant Medical Officers for the benefit of the out-door traffic and workshop staff. The employees in the other departments are supplied with medicine when they are sick and they are attended by the Company's Doctor in cases of accidents. The Bombay Gas Company only stock ordinary medicines at their works. Treatment in both cases is free. The average daily number of persons treated at the Tramways Dispensary amounted to 170.

The Bombay Port Trust maintains several dispensaries with qualified medical men in attendance for each department. The average daily number of persons treated is reported at 168 and no charge is made for treatment. The Karachi Port Trust provides a free dispensary with a medical officer at Manora where the majority of the employees in the Chief Engineer's and Port Officer's Departments live. The average daily number of cases dealt with at the Manora dispensary was reported at 62.

The Bombay Municipality maintains 2 special small dispensaries at Love Grove and Kurla for the benefit of the employees in the Love Grove Pumping Station and the Kurla-Deonar Railway and Reclamation Works. All other municipal employees are treated at the several municipal dispensaries which the Bombay Municipality provides in the city. The procedure with regard to the employees of the Karachi Municipality is similar to that in the Bombay Municipality. No charge is made for the treatment.

The Bombay Improvement Trust provides 4 dispensaries for out-door and 2 hospitals for in-door patients. The daily average number of patients dealt with in the dispensaries amounted to 20 and 4 in the hospitals. Treatment is free and the employees of the Trust receive

half pay when they are being treated in the Improvement Trust hospitals.

Among Government Departments in Bombay, the Royal Indian Marine Dock Yard maintains a dispensary under a permanent Medical Officer. No charge is made for treatment and the number of cases dealt with every day is 24. The Back Bay Reclamation Scheme also maintains dispensaries under Special Medical Subordinates. A hospital with 6 beds is provided in the Camp at Kandivli. Other Government Departments in Bombay City send their employees to Government hospitals. The Yeravda Prison Hospital gives free medical aid to the employees of the Yeravda Prison Press. The Security Printing Press at Nasik has a dispensary with a Sub-Assistant Surgeon.

#### *By Government.*

All hospitals and dispensaries maintained or aided by Government which are open to the general public are resorted to by the labouring classes. In the City of Bombay there are 5 large hospitals with 832 beds and extensive out-patient departments for the treatment of Indians, of which two are exclusively for the treatment of women and children. In the mofussil there is a Government Civil Hospital at the headquarters of each district and a dispensary at each taluka headquarters with accommodation for indoor patients, maintained by a municipality or a Local Board, with a grant-in-aid from Government. The Government hospitals in the Presidency number 38 and the Local Fund and municipal dispensaries number 348. Most of the Civil hospitals have maternity wards attached to them and possess adequate nursing staff.

#### *By Other Agencies*

During the year 1927 the Bombay Municipality maintained thirteen dispensaries for the free medical relief of the sick poor of the city. The number of new cases treated during the year was 68,887. The total attendances numbered 166,991. This figure includes 888 visits by the Dispensary Medical Officers to patients in their homes.

Medical facilities are provided to a very small extent by other agencies in Bombay City such as the Social Service League, Bombay, the Young Women's Christian Association and the Nagpada Neighbourhood House. The Social Service League conducts a charitable dispensary at Parel for the benefit of women and children of the poor, middle and working classes. During 1927 the number of patients treated at this dispensary was 19,802 as against 17,085 during the year 1926. The League also provides free eye treatment to the working classes at its dispensary at Madanpura in cooperation with the Blind Relief Association. During the year 1927, 2,183 patients were treated at this dispensary. The Nagpada Neighbourhood House opened a dispensary in July 1927 where up to now over 2,200 patients have been treated.

The Naigaum Social Service centre of the Y.W.C.A. conducts a dispensary which is open twice a week. The average attendance is 22.

The Textile Labour Union in Ahmedabad is the only association of employees which does pioneer work in the direction of providing medical facilities for its members. The Union maintains two dispensaries and a hospital equipped for surgical work. In December 1925 there was accommodation for twenty indoor patients but as the number of applicants for indoor treatment was steadily increasing ten more beds were added during the year 1926. The hospital has also a Female Ward and special arrangements are made for maternity cases. During the year 1925, 170 new patients were admitted for indoor treatment. The average daily attendance which was eight in 1925, stood at about 25 at the end of the year 1926. Seventy-one major operations were performed and out-door relief was given to 9,141 patients during the twelve months ending 31st December 1925. The total expenditure under the head 'Medical Aid' amounted to Rs. 9,688-10-8.

There are Mission Hospitals at Poona, Ratnagiri, Anand in Kaira District and Gadag in Dharwar District which are open to the labouring classes. A few charitable dispensaries in Surat provide medical facilities for this class. Among other institutions may be mentioned the King Edward Memorial Hospital, Poona, for women and children; the King Edward Maternity Home, Satara, maintained by the Red Cross Society; Women's Aid Hospital, Hubli; the Co-operative Hospital, Hubli; and the Lady Dufferin Hospitals at Sholapur and Karachi. At Broach the Sanitary Association and the Red Cross Society's Branch run three table dispensaries in the mill areas for treating minor ailments among the mill hands.

#### EXTENT TO WHICH MEDICAL FACILITIES ARE UTILISED

Owing to ignorance and prejudice, the labouring classes in this Presidency do not utilise the available medical facilities to the fullest extent but gradually they are getting over their prejudice against Western medicine and are utilising medical facilities provided by employers, Government and other agencies to a considerable extent.

As regards women, they are less willing to take advantage of the available medical facilities than are men. But women workers also are gradually learning to utilise these facilities. As a result of this, there is a fairly large number of women in-patients in hospitals and dispensaries and maternity hospitals are utilised to a considerable extent. This is so, especially because the *pardah* system is practically non-existent in this Presidency except in Sind.

#### LATRINES AND OTHER SANITARY ARRANGEMENTS

##### *At work places*

As regards latrines and other sanitary arrangements, according to the Revised Rules under the Indian Factories' (Amendment) Act, 1922, the following number of latrine seats are provided :—

##### *Latrines at Workplaces*

Where the number of operatives does not exceed 20 ..	1
Where the number exceeds 20 but does not exceed 35 ..	2

Where the number exceeds 35 but does not exceed 50 ..	3
Where the number exceeds 50 but does not exceed 150 ..	4
Where the number exceeds 150 but does not exceed 200 .	5
Where the number exceeds 200—one seat for every 50 or fraction of 50.	

If females are employed, separate latrines screened from those of males and marked in the vernacular "For Women Only" are provided. Those for males are similarly marked "For Males Only".

In factories which employ more than 100 hands and which do not provide flushing arrangements in latrines one urinal is provided for every 100 operatives or fraction thereof.

#### At home

In the working class chawls in Bombay City, especially among those owned by private landlords, the sanitary arrangements are not very satisfactory. In the chawls built before the War, the "basket system" still prevails and even where the flush system exists, the latrines are often in an insanitary condition. This is largely due to the inadequacy of the number of latrines available to the tenants. The following provisional figures which have been compiled from the data which the Bombay Labour Office is at present collecting in connection with Housing and House Rents in Bombay may be of interest.

Wards	Old buildings					New buildings					Old and new buildings combined				
	Having one latrine for the following number of tenements					Having one latrine for the following number of tenements					Having one latrine for the following number of tenements				
	1-8	9-15	16 & over	No latrines	Total	1-8	9-15	16 & over	No latrines	Total	1-8	9-15	16 & over	No latrines	Total
A ..	15	..	..	..	15	16	..	..	..	16	31	..	..	..	31
B ..	61	..	..	..	61	74	..	..	..	74	135	..	..	..	135
D ..	30	11	..	..	41	51	..	..	..	51	81	11	..	..	92
E ..	778	125	21	..	924	333	..	..	..	333	1,111	125	21	..	1,257
F ..	529	162	..	2	693	526	..	..	..	526	1,055	162	..	2	1,219
G ..	749	71	13	1	834	216	11	..	..	227	965	82	13	1	1,061
All wards	2,162	369	34	3	2,568	1,216	11	..	..	1,227	3,378	380	34	3	3,795
Percentage to total	..	..	..	..	..	..	..	..	..	..	89.01	10.01	0.90	0.08	100.00

According to an enquiry made by the Labour Office into House Rents in Ahmedabad in the year 1926 it is seen that privies in Ahmedabad belong either to the municipality or to the Punch or to private persons. By Punch privies are meant the privies maintained in common by people in different *pols*. It is, of course, impossible to find out how many tenements are served by the Municipal and Punch privies. The number of

tenements served by private privies was, however, ascertained. At the time of tabulation the following classification was adopted:—

- One privy for eight tenements and less .. .. Good.  
 One privy for more than eight but less than sixteen  
 tenements .. .. Fair.  
 One privy for sixteen tenements and over .. .. Bad.

According to this classification the following results were obtained:—

Tenements with				Number	Percentage to total
Municipal privies	..	..	..	382	47·8
Punch privies	..	..	..	42	5·3
Private privies—					
Good	...	..	..	172	21·5
Fair	..	..	..	114	14·3
Bad	..	..	..	24	3·0
Others	..	..	..	7	0·9
No privies	..	..	..	53	6·6
Unspecified	..	..	..	5	0·6
Total				799	100

Where no privies are available people use adjoining open spaces. About 48 per cent. of the working classes use Municipal privies.

According to an enquiry made by the Labour Office in the year 1926 into the Housing provided by the Millowners in Ahmedabad the supply of latrines and privies is generally inadequate and in at least three cases no privies have been built.

In the course of the Family Budget Enquiry in Sholapur some information on this point was obtained. A tabulation of the results showed that the sanitary arrangements were good in 23·50 per cent. of the cases, fair in 42·46 per cent. of the cases, bad in 21·51 per cent. of the cases and in 12·53 per cent. of the cases information was not available.

#### SUITABILITY OF EXISTING FACTORIES RULES

##### *Control of temperature in factories*

At the Chief Inspectors' Conference in 1924 it was felt that power should be granted to an Inspector to issue orders to secure reasonable temperatures in factories. A clause was therefore introduced in the Amending Bill circulated in October 1925 to permit this but the Select Committee dropped it. It was then proposed to grant power to Local Governments to fix standards of temperature after injury to health was proved. At present the question appears to be under consideration in connection with the wider action to be taken under the subject of humidification.

##### *Control of humidification in cotton mills*

The Local Government adopted, in March 1927, Rules that required the maintenance of hygrometers, the record of wet and dry bulb readings

thrice daily and prohibited the introduction of humidity after the wet bulb exceeded a certain temperature according to the dry bulb temperature. A copy of the Rules will be found in Appendix III.

The results have been specially analysed and suggest that Section 9 (d) should be cancelled and the words "and artificial humidity" omitted from Section 37 (2) (g). The Act might then grant power to Local Governments to fix a standard of humidity and the methods to be adopted to secure its observance for any area for all departments of cotton spinning and weaving factories in which artificial humidification is used, while power should be granted to Inspectors to grant exemption from the standard in any department of any such factory if ventilation is adopted so that a reasonable cooling power is maintained.

In cotton weaving factories of the ordinary shed or saw tooth type in which reasonable cooling powers are not maintained, Inspectors should be granted powers, subject to appeal, to order measures for the reduction of temperature by means, other than the provision of cooling combined with ventilation, when the outside shade temperature exceeds a temperature to be prescribed by the Local Government. In all humid cotton spinning or weaving factories the introduction of live steam for humidification should be prohibited after an internal temperature, to be prescribed by the Local Government, is reached.

The foregoing would involve consequential changes in Section 50 and also in Section 2 to provide for the definition of cooling power.

## INDUSTRIAL DISEASES

### *Prevalence*

The Factory Department adopted a more progressive attitude towards industrial diseases some years ago and a periodical medical examination of all painters in the Railway Workshops was arranged.

As a result of the Geneva Conference, the Local Government recommended the abolition of the use of white lead unless dry rubbing down is prevented. The extent to which the local railways have complied may be gauged from the following figures of consumption in tons :—

		1924	1925	1926
B. B. & C. I. Ry. ..	.. White lead ..	77	29	18
G. I. P. Ry. ..	.. White lead ..	95	88	Nil.

The water proof sand paper invented about 1923 was introduced to India by the Chief Inspector of Factories soon after its discovery. The Railways adopted it but, as the above figures show, the use of white lead has been reduced to a minimum and no dry rubbing down is in progress.

Improvements were effected in the foundries of printing presses, and in the composing rooms of these concerns; small yarn dyeing factories were brought under inspection, the provisions of the Schedule to the Act were applied, while a periodical medical examination of male adults in a

few mills dyeing with lead salts was also arranged. The Certifying Surgeon, Bombay, examines from time to time the employees of the small concerns liable to lead poisoning and in a few cases persons showing signs of lead absorption have been transferred to other work. No lead poisoning has apparently occurred in the last eight years and no compensation has been paid since the disease was a scheduled disease under the Workmen's Compensation Act.

An enquiry into the effects of card room dust on health was started some time ago but the strikes in Bombay have prevented progress being made.

The Certifying Surgeon pays special attention to dermatitis—chrome sores in the dyeing industry are specially watched. No case of mule spinners cancer has been detected by the Certifying Surgeon. The Certifying Surgeon also examines the persons employed on the paint spraying processes in the motor car industry. A large American concern has recently been opened in Bombay and, at the instance of the Factory Department, a medical officer has been appointed to specially watch for any ill effects of this operation. No case of anthrax has yet been discovered and this disease does not appear to occur in the woollen industry.

No case of occupational disease has so far been reported to the Commissioner for workmen's compensation.

#### SICKNESS INSURANCE

As is pointed out in the section dealing with Administration, the Government of Bombay have already informed the Government of India that if the Commission after hearing evidence in all parts of India comes to the conclusion that a scheme of sickness insurance is desirable and is practicable, the Government of Bombay will give the scheme its hearty support.

#### MATERNITY BENEFITS

##### *Extent and working of existing schemes*

It has not been found possible in the short time at the disposal of the Government of Bombay to collect detailed and up-to-date information as regards the extent and working of the existing schemes of maternity benefits in the Bombay Presidency. The following information relating to the cotton textile industry in the Bombay Presidency was collected by the Bombay Labour Office in the year 1927, and probably represents the position to-day.



*Maternity Benefit Schemes*

Name of Mill	Details of Benefits Granted	Remarks
	<b>BOMBAY*</b>	
1. David Mills	Wages paid a month before and a month after confinement, i.e., two months.	There is no maternity benefit scheme in existence at present. A scheme was introduced in 1921 but was discontinued at the end of 1923. A lady doctor was employed up to April 1923 and the number of cases dealt with during that year was 65, the women being paid two months' wages each.
2. The Indian Bleaching, Dyeing and Printing Works.	Do.	A scheme was introduced in October 1921.
3. The Currimbhoy Mills Co., Ltd.	(a) Two months' wages are paid before and after confinement. (b) Two months' leave is also granted on completion of nine months.	A scheme was introduced in November 1921. No lady doctor is provided.
4. The Standard Mills.	Full wages are paid for a period of one month before and one month after confinement. (The medical advisors of the mills are of opinion that it would be to the interest of the females to keep to their normal work up to a week or at least a fortnight before confinement. The advisability of changing the free period to a fortnight before and one month after confinement is being considered.)	The scheme was introduced in the Swadeshi Mill No. 2 from March 1921 and in the remaining mills from January 1921. A lady doctor was employed at the Swadeshi Mill No. 1 but the appointment was discontinued from September 1924, as it was found that the female operatives had no objection to being treated by the male doctors.
5. The Swadeshi Mill No. 1.		
6. The Tata Mills		
7. The Swadeshi Mill No. 2. (Formerly known as the Bombay United Mill.)		
8. The Fasalbhoy Mills, Ltd.	Two months' wages are paid, one month before and one month after confinement.	The scheme was started in January 1922.
9. The Premier Mills, Ltd.	Maternity allowance is paid for two months. Leave granted two weeks before confinement and six weeks after confinement, provided— (a) that the woman completes at least 11 months' service in the mills continuously, (b) that she makes a declaration binding herself not to engage in any kind of physical work outside her home for the purpose of earning her wages during the two months for which the allowance is paid to her.	The scheme was started on the 1st October 1921.
10. The Pearl Mills, Ltd.	One month's pay is paid in advance and another month's pay is paid six weeks after delivery.	The scheme was started on the 2nd March 1922. It was noted that the women worked right up to the end of the ninth month in expectation of receiving the wages earned for that month as well as the benefit. The benefit was, however, not given and such cases have now decreased.
11. The Ebrahim-bhoy Fabaney Mills Co., Ltd.	Two months' wages are paid, one month before and one month after confinement.	The scheme was started in October 1921.
12. The Khatan Makanji Spinning and Weaving Co., Ltd.	A free dispensary is provided at the mills under a qualified doctor who attends the maternity cases assisted by a nurse of the creche when necessary.	Negotiations are at present being made with a view to providing free beds at a Maternity Home.

\*N.B.—A Maternity Hospital called "The Nawrooji Wadia Maternity Home and Free Dispensary" has also been established in the mill area solely for the benefit of the workpeople.

Name of Mill	Details of Benefits Granted	Remarks
<b>BOMBAY—contd.</b>		
13. The Colaba Land and Mill Co.	....	No scheme exists at present. A Maternity Home was opened about October 1916 but, owing to the poor response it received, it had to be closed down about March 1919.
14. The Manockji Petit Manufacturing Co., Ltd.	....	No scheme is in existence at present. An attempt was made about 1922 to organise a maternity benefit scheme (with a view to enlarging it if successful) by providing a room in one of the mill chawls, furnished with a bed and necessary furniture, to be utilised as a sick room and for lying-in purposes. The management was conducted by the Social Service League and the room was in charge of an experienced nurse. Since no advantage was taken of the facilities afforded by the mill authorities for lying-in arrangements, the qualified nurse, who occupied free quarters in the chawls, vacated of her own accord and no other has been thereafter engaged in her place.
<b>AHMEDABAD†</b>		
15. The Ahmedabad Advance Mills Co., Ltd.	Leave with full pay is given for one month before and one month after confinement. There is a dispensary where free medical treatment is available.	A scheme was introduced in January 1921. The total number of women who benefited under the scheme up to June 1927 was 233. The number of cases dealt with in the year 1926 alone was 33.
16. The Ahmedabad Jubilee Spinning and Manufacturing Co., Ltd.	Six weeks' leave with pay before confinement and one month's leave after are granted. There is a dispensary where ordinary medical treatment can be had free.	The scheme in operation was introduced in May 1926. The number of women workers who have benefited under the scheme up to June 1927 is 18.
17. The Ahmedabad Manufacturing and Calico Printing Co., Ltd.	Rs. 15 per month are given for a period of 3 months, usually 6 weeks before and six weeks after delivery. There is also a hospital which can be taken advantage of free of charge.	The scheme was introduced in the mill in 1919. The number of cases dealt with since the beginning was 128 and the number of cases dealt with only in 1926 was 44.
18. The Ahmedabad New Textile Mills.	Leave for about 20 days with pay is granted to women workers if they go on leave in the 8th month of pregnancy.	Usually, women workers leave early in the 6th or 7th month and no concession is granted to them. So far there have been only 2 or 3 instances where leave with pay has been granted.
19. Manekial Harfil Spinning and Manufacturing Co., Ltd.	....	The authorities of this mill have contributed a large sum (3 or 4 lakhs) for purposes of building a maternity ward. They are seriously thinking of having a regular maternity benefit scheme on the lines of that of the Ahmedabad Advance Mills Co., Ltd.
20. Beohardas Spinning and Weaving Co., Ltd.	There is no regular scheme. The management gives lump sums in deserving cases.	....

† Some of the millowners in Ahmedabad have built charity hospitals with special arrangements for maternity cases, and women employees of their own or other mills can make use of the facilities provided. It has been noticed, however, that for some reason or other the women do not make use of hospitals as they should.

Name of Mill	Details of Benefits Granted	Remarks
<b>SHOLAPUR</b>		
21. The Sholapur and Weaving Co.	<p>(a) Full wages are paid for the last month of the pregnancy, provided the women do the light work which is given to them in the pre-maternity ward.</p> <p>(b) The women that take advantage of the Maternity Home are given half wages for three weeks as maternity benefit, provided they have been in the Company's service for two years.</p>	The scheme was started in January 1918 and lying-in arrangements for the accommodation of 10 beds are provided.
22. (The Bombay Co., Ltd.) Laxmi Cotton Manufacturing Co., Ltd.	<p>(a) A Maternity Home consisting of two beds is maintained in one of the mill chawls. There is also a qualified mill doctor.</p> <p>(b) A qualified midwife is employed through the Seva Sadan organisation, who pays house to house visits in the chawls. Her chief work is to find out and assist expectant mothers and help them in their confinement and persuade them to take advantage of the Maternity Home or the Dufferin Hospital. In difficult cases she gets advice and help from the mill medical officer.</p>	The scheme was started in August 1924. By arrangement with the Countess of Dufferin's Fund, the local Dufferin Hospital treats female employees of the mills free of charge. A bed is maintained in this hospital by the mills for the exclusive use of the female labour of the mills. There is also an arrangement with the Poona Seva Sadan, Sholapur Branch, whereby the latter supply two trained nurses for house to house visiting in the mill area of the City.
23. The Vishnu Cotton Mills, Ltd.		

† Note.—This maternity benefit scheme is financed from a fund called the Macpherson Welfare Fund which was started by subscription from individual employees of the mills in memory of the late Mr. R. E. Macpherson.

Enquiries made recently by the Investigator of the Labour Office show that only three mills in Ahmedabad—the Advance, the Calico and the Jubilee—give maternity benefits.

The working of the Advance Mill Scheme is as follows. About six weeks before delivery, the Mill doctor examines the woman and allows her to stay at home. Immediately after delivery she is paid one month's wages. A month or so after delivery, when she joins duty, she is paid another month's wages. The scheme has been working since 1921 and benefits were paid to 43 women in 1927-28 amounting in all to Rs. 1,312-12-3.

The scheme in force in the Calico and Jubilee Mills operates similarly with some slight differences. There also, the Mill doctor asks the woman to cease work after the eighth month. An ayah visits the woman now and then to see that she does not work in any other mill and advises her to go to the mill hospital for delivery. Free conveyance is provided. The woman is kept in the hospital for about ten days, provided with all necessaries and conveniences free of charge and then discharged. If it is desired that delivery should take place at the woman's house, the free attendance of a nurse is provided. The woman is given Rs. 15 immediately after delivery and another sum of Rs. 15 a month after delivery when she joins duty. During 1928, thirty-one women were paid benefits in the Jubilee Mill and 36 in the Calico Mill. Not a single case of mortality of mother or child occurred in the cases treated at the mill hospital.

The Bombay Municipality has started since February 1928 a maternity benefit scheme. Maternity benefit is given to halalkhore and scavenging women in the form of leave with full pay not exceeding 42 consecutive

days, including the date of confinement, as certified by the Executive Health Officer, if the birth takes place in Bombay, and by a Police Patel or by hospital authorities if it takes place out of Bombay. Since the scheme came into force, 434 women have received the benefit.

#### *History of Legislation*

On 30th July 1924, Mr. S. K. Bole moved the following resolution in the Bombay Legislative Council:—

“This Council recommends to the Governor in Council the necessity of urging upon the Government of India the advisability of introducing legislation at an early date for the provision of adequate maternity benefits to women workers in all organised industries in India and to prohibit the employment of women during the period of such benefit.”

The resolution was fully discussed in the Council and Government decided not to vote on the question but to elicit the independent views of the House and to find out how far they were prepared to go and how far they were prepared to allow budget provision for maternity benefits. Sir Cowasji Jehangir, the General Member, expressed the attitude of the Government towards the question in the following words:—

“Government have come to the conclusion that the time has arrived when we should look into the question of making such maternity benefits compulsory in factories and Government have also decided that it is one of those questions in which the State may give the factories financial assistance; but they have also come to the conclusion that legislation is premature to any great extent.” The Resolution was put to a vote and agreed to.

In the year 1928 Mr. R. S. Asavle, M.L.C. (Bombay City, North), was granted leave to introduce his Bill in the Legislative Council to regulate the employment of women in factories some time before and some time after confinement and to make provision for payment of maternity benefit. The Bill as amended by the Select Committee was read a third time and passed into law on 15th March 1929. The text of the Act and of the Rules framed thereunder will be found in Appendix IV.

## CHAPTER V—WELFARE

In the month of May 1926, the Government of India in the Department of Industries and Labour, requested all Provincial Governments to collect full and comprehensive information with regard to the measures undertaken and the efforts made to ameliorate the conditions under which the workers live when they are not actually employed. The enquiry originated as the result of the Recommendation adopted by the Sixth Session of the International Labour Conference in connexion with the development of facilities for the utilisation of workers' spare time. The Labour Office conducted an enquiry, the results of which were published in the issue of the *Labour Gazette* for January 1927.

The utilisation of the spare time of industrial workers is a matter which has received but little attention from employers as a whole in the Bombay Presidency, and such efforts as have been made in the direction of ameliorating workers' conditions take the form more of providing medical aid, minor educational facilities, and housing. Activities expressly directed towards the development of the physical, intellectual, material and moral powers which is the object of those interested in the proper use of the workers' spare time are practically negligible as far as employers are concerned except in the case of some of the larger organisations such as the Railways and the Port Trusts who provide recreational facilities for the members of their superior staff; and the Sholapur Spinning and Weaving Co. Ltd., Messrs. Currimbhoy Ebrahim & Sons who are the Agents of eleven cotton mills in Bombay City and some other establishments also maintain a special Institute called the Currimbhoy Ebrahim Workmen's Institute for carrying on various welfare activities for the operatives of the establishments under their control, but the work of this Institute has been considerably interfered with as the result of the unrest which has been so marked a feature of industrial life in Bombay during the last two years.

There are comparatively few organisations of social workers or of Industrial Associations in the Bombay Presidency which undertake welfare work for the benefit of workers. The most notable Institutions are the Ahmedabad Labour Union in Ahmedabad City, and the Social Service League, the Young Men's Christian Association and the Young Women's Christian Association in Bombay. An Institution called the Nagpada Neighbourhood House was founded in Bombay in the year 1927 by Dr. Clifford Manshardt, Ph.D., to provide a centre to assist in cultivating the higher interests of the Nagpada Neighbourhood, to initiate and to maintain educational and philanthropic enterprises, to investigate and to improve social and economic conditions, and at all times to work for the public welfare of the City of Bombay. The benefits of this Institution are intended to cover all classes and creeds of citizens of the City of Bombay resident in the neighbourhood of

Nagpada ; and its activities include a Young Men's Hostel, a dispensary ; the holding of lectures, religious meetings, classes and athletics ; providing concerts, cinemas, games, clubs and dramatics ; a night school, training in social service, an employment bureau, etc.

The Kamgar Hitwardhak Sabha used to undertake a considerable amount of welfare work for all classes of industrial workers some years ago but this once-very-useful organisation has existed almost as a mere name for the last four or five years and its welfare activities to-day are mostly confined to the occasional holding of "tamashas" and wrestling bouts on festival days. With the exception of the Ahmedabad Labour Union and some Postal Unions no other Trade Unions in the Bombay Presidency carry on specific welfare activities for the benefit of their members. Some Unions have organised Co-operative Credit Societies and various kinds of funds for specific benefits such as Legal Defence, Death and Retirement Benefits, Unemployment and Sickness Benefits, etc., but this cannot be considered as welfare work. These activities were not, therefore, covered by the Enquiry conducted by the Labour Office in the year 1926.

It has not been possible owing to the shortness of the time at the disposal of Government for the preparation of this memorandum to make a fresh investigation in order to bring the information collected in 1926 thoroughly up-to-date. Endeavours have, however, been made to collect later information regarding the activities of bodies like the Social Service League, the Young Men's and the Young Women's Christian Associations and one or two others and this has been made use of in all cases where additional details were made available. The information therefore mainly relates to the position in 1926 as far as employers are concerned and for later periods, specified in each case for the other Associations dealt with. The information given in connexion with employers may, however, be considered as fairly representative of the position to-day ; because, to the best of the knowledge of the Labour Office, very little, if any, development in the welfare activities of employers has taken place in the past few years. The subjects of Health, Housing, and Maternity Benefits have been dealt with elsewhere.

#### EXTENT OF WELFARE WORK

##### *By employers*

*Recreation.*—Among Cotton Mills in Bombay City, four mills had provided playgrounds for the benefit of their employees but three of these mills reported that none of their workers took advantage of the facilities offered. In one case where provision had been made for football, cricket, etc., the majority of the workers were reported as taking part in the games. One mill had provided two gymnasiums, one for Mahars and the other for Mahrattas. The number taking exercise in the first was reported as 50 and in the second as 65. One mill provided a hall for indoor games but no statistics were available with regard to the number of workpeople making use of it. With regard to the question of entertainments, one mill regularly arranged for dramatic

performances, cinema shows, religious discourses and open air lectures. All the workers in this mill (about 3,000) took advantage of these entertainments and the attendance at the open air lectures was reported as averaging 2,000. Another mill provided for lectures, magic lantern shows, etc., and the majority of the operatives of the mill were reported to present themselves at these shows.

The Currimbhoy Ebrahim Workmen's Institute provides a gymnasium, a social club, a cricket club and makes arrangements for sports and excursions. At the Social Club arrangements have been made for selling tea and refreshments of good quality at reasonable rates for all the workers of the Currimbhoy Ebrahim Mills. The total number of persons who took advantage of this arrangement in 1927 amounted to about 55,000 and the sales amounted to about Rs. 12,000. Sports meetings are arranged frequently when workers take part in various prize competitions provided such as wrestling matches, running races, physical feats, long and high jumps, tug of war, etc. In addition to the above, the Institute stages dramatic performances once or twice a month, conducts magic lantern lectures and social gatherings and provides a harmonium and a gramophone for the benefit of its members.

Among the Ahmedabad mills, one mill provided an open ground for sports. Another mill started a Cricket Club but none of the workers took advantage of it. In two cases rooms were provided for prayers. One mill had a gymnasium and provided periodic entertainments for half-timers and young children. Cinema shows were arranged occasionally by one mill, but apart from these instances the returns from the Ahmedabad mills under the head "Recreation" were all blank.

Three out of the five cotton mills in Sholapur provided facilities for outdoor sports. One mill had its own Cricket and Hockey teams and a special sports ground for half-timers. Sweets and eatables were given to the children on the playground off and on in order to encourage them to take healthy exercise. The same mill also started a Boy Scouts Movement. The troop strength in 1926 was 120. The scouts were also provided with their own special playground for out-door sports. Four mills in Sholapur provided gymnasias with wrestling pits. The average daily attendance at the gymnasium of one mill was reported at 50. With regard to entertainments one mill had an Amateur Dramatic Club which staged Marathi plays from time to time for the amusement of the employees of that mill.

Out of the 11 upcountry mills which submitted returns one mill reported that provision had been made for suitable playing fields, a football ground, two tennis courts and three wrestling rooms. The loan of the school hall is given at a very low cost to touring Dramatic Companies for staging plays and it is also used for various other entertainments which are organised from time to time. Another mill provided a Sports Ground and a third mill arranged for Cinemas and Dramatic shows when convenient. These were reported to have been attended by about 50 per cent. of the operatives.

Among the concerns included in the group "Engineering and Other Trades" only one establishment, in Ahmednagar, provided a sports ground for its employees.

All the Railways provide Recreational Clubs, or Institutes as they are called, at all important stations on their lines. These Institutes contain reading rooms and libraries, tennis courts, and in many cases, football and hockey grounds and billiard rooms. There is generally a small subscription for membership of the Institute or for a particular section such as Billiards, Tennis, etc. The members organise their own entertainments such as Dramatic shows, Whist Drives, Dances and periodic sports. Membership of the Institutes is generally confined to the better paid Railway employees and their families and is not open to the lower grade and menial establishments.

Among Public Utility Companies in Bombay City, the Bombay Gas Company has provided a building and grounds which are known as the Bombay Gas Company's Social Club. It is run by a Committee which is composed of employees of the Company. The Committee takes over the full management of the entertainments as far as the building is concerned and also runs the Sports Section including cricket, tennis, billiards, etc. The Company reported that generally speaking only a small number of its employees avail themselves of these facilities.

Municipalities make no special recreational provisions for their own employees.

The Bombay Port Trust provides land on various parts of the Port Trust estate for playgrounds and recreational purposes and it also maintains an Institute with two tennis courts at Mazagon for the members of its Engineering Staff and an Institute at Wadala for the Railway staff. Cinema demonstrations of an instructional character are arranged for from time to time. The Bombay Improvement Trust maintains a Cricket Club and forms a Hockey Team when possible. It also provides a gymnasium for its workers and arranges for occasional cinematograph entertainments at the Cooly Camps.

Among Government Departments in the Bombay Presidency, only the Security Printing Press at Nasik provides a Club House and a Games Ground for Supervisors, overseers and the office staff. No other provision is made by Government Departments for the recreation of their manual labourers.

Tennis, cricket and hockey are not played by industrial workers and when these are provided they are made use of by the superior and clerical staff. For the ordinary operative employers provide very little recreation.

*Creches.*—A question closely connected with that of maternity benefits is of creches for infants of women operatives. A great deal of progress has been made in the Presidency in opening up new creches and in the care of infants of workers in the cotton textile mills. The progress made in this direction has been largely due to the efforts of the Lady Inspector of Factories who was appointed in the year 1924. It is seen that in



the year 1927, 13 Bombay mills maintained creches. The average attendance in December 1927 was 269 as compared with a maximum attendance of 303. The mothers are beginning to take considerably more interest in matters relative to the health of their children and a number of them voluntarily consulted the Lady Inspector as to the exact effect of opium on their children. The administration of opium to 102 infants was directly stopped in the creches. In this connection lectures to the women and frequent talks to individual mothers were given. In one mill the creche costs Rs. 300 a month a large proportion of which was personally borne by a member of an agency firm. Nursery schools have been started in a few creches.

In Ahmedabad, 16 mills maintain good creches while some 10 others provide facilities that are in need of improvement. It has been reported from Ahmedabad that very few infants and children of working mothers are now seen in mill departments.

The mills in Sholapur continue to do very useful work in the direction of providing facilities for working mothers. There are 3 mill creches in the Sholapur Mills. A nurse assisted by five Ayyas is in charge of each creche. Every morning the infants are given a warm bath and are cleanly dressed. Milk and parched rice are distributed to the babies every day. The average daily attendance at the 3 creches was 149 in the year 1928-29 and the expenses during that year amounted to Rs. 4,651.

#### *By other Agencies*

*The Social Service League, Bombay.*—The aims and objects of the Social Service League which was founded on the 19th March 1911, are:—

I. The collection and study of social facts; the discussion of social theories and social problems with a view to ameliorate the physical, moral, mental and economic condition of the people.

II. Adoption of measures for the training of social workers.

III. Adoption of measures for organisation of charities and social work.

Under this heading the present activities of the League may briefly be classified as follows:—

(1) Promotion of mass education by means of night schools, libraries, reading-rooms and magic lantern lectures;

(2) Boy Scouts Corps and Boys' Clubs;

(3) Promotion of public health by (a) provision of Medical Relief through Free Dispensaries, (b) by Sanitation work in the City, (c) by sanitation work in rural tracts by administering the Florence Nightingale Village Sanitation Fund, and (d) by Child Welfare Propaganda;

(4) Work for Women;

(5) Supervision of the work of the Police Court Agent;

(6) Welfare work among Kaikadis, a criminal tribe;

(7) Spread of the Co-operative movement;

- (8) Securing compensation to workmen for accidents ;
- (9) Recreation for the working classes in the form of fresh air Ex-cursions and open air sports and the management of Indian Gymnasias and Theatricals ;
- (10) Social Work at the Parel and Madanpura Settlements ;
- (11) The conduct of the Bombay Workingmen's Institute ;
- (12) Propaganda work through the medium of the " Social Service Quarterly," the " Samaaj Sevak," lectures on social subjects, the Social Service Library and the Register of Social Service Institutions.

The League opened the Workingmen's Institute in Parel on the 26th February 1922 as an organisation intended to serve as a central institution for the labouring classes in Bombay. The main object of the League in starting this Institute was to co-ordinate and centralise social, educational, economic and welfare activities in the interests of the industrial workers in an independent building under the control of the League.

The information given below is taken from the 16th Annual Report of the League for the year 1927.

The League maintains nine schools out of which one is Anglo-Marathi, two are Anglo-Gujarati, four Anglo-Urdu and two Night High Schools. The total number of students on the rolls in all these night schools was 521, the average daily attendance being 347. Out of these nine schools six schools receive grants-in-aid from the Bombay Municipality. Almost all the students attending these schools, including the English High Schools, belong to the working classes and earn their living by doing work in mills, factories, offices, etc., during the day-time. Arrangements for teaching physics and chemistry at the Night High School were made for the first time during the year 1927 and the school was affiliated to the University of Bombay during the same year. Twenty-one students were sent up for the Matriculation and School Leaving Examinations during the year out of which 4 students were successful in the Matriculation Examination and 2 in the School Leaving Examination.

One of the most important activities of the League's Workingmen's Institute at Parel is the conduct of the League's Textile Technical School which was started in 1924 for imparting practical and theoretical training to actual mill workers. There is a special building constructed for maintaining and accommodating these classes and a separate shed is kept for keeping machinery for demonstration purposes. The school provides for the education of 120 day and night students who are to be given elementary instruction both in the theory and practice of Spinning and Weaving through the vernacular. Owing to insufficient funds it was not possible to give scholarships to day students for maintenance ; so the League only conducted night classes during the year 1927 and a scholarship of Rs. 3 per month was awarded to each student—the only qualification for receiving this scholarship being regular attendance throughout the month. Most of the machinery for the school was secured through the kindness of a few millowners, viz., Messrs. E. D. Sassoon

United Mills Co., Messrs. Currimbhoy Ebrahim and Sons, and Messrs. Tata Sons Ltd. There are in all 6 classes in the school—3 for each of the two departments, viz., spinning and weaving, each class running over a period of one hour. The number of students on the roll was 31 at the beginning of the year. Attempts were made to secure recognition of the qualifications acquired by students at this school for higher posts, but the Report of the League regrets that the mill authorities have given little encouragement so far to the students of this school by giving them preference over others in regard to admission to higher posts. The school receives grants from the Bombay Municipality and from the Committee of Direction for Technical Education.

The League maintains three standing libraries and three reading-rooms at its Head Office at Girgaon, and at the Parel and Madanpura Settlements. It also provides free travelling libraries which consist of 20 boxes containing 75 Marathi books each, 15 boxes containing 100 Gujarati books each, and 3 boxes containing 140 Urdu books each. These boxes are supplied to different centres in the different localities of the City. The total number of books and pamphlets in all the libraries amounts to ten thousand. During the year 1927, 4,074 books were issued. The number of books at the library of the Parel Settlement was 1,870 and the number issued during the year amounted to 2,304. The majority of persons who took advantage of these facilities consisted mainly of workmen and clerks working in mills, factories and workshops. The average daily number of persons making use of the reading-room amounted to 50. The Urdu library at the Madanpura Settlement is reported to have supplied a long-felt want in that locality. The total number of books in the library was 1,215 out of which 1,157 were issued during the year. The daily average number of people who took advantage of the reading-room was 52. The number of persons who issued books from the free travelling libraries was 456 and the total number of books issued amounted to 613.

During the year 1927, ten lantern lectures were arranged for the benefit of different classes, the subjects of the lectures being "Care of Infants," "Care of Teeth," "Social Service" and "Co-operation." Lectures on subjects of interest to working men are also delivered from time to time.

The provision of healthy recreation for the benefit of the working classes forms an important item in the League's programme of work. The facilities provided for this consist of gymnasia, theatricals, open air sports and fresh air excursions. An Indian Gymnasium is attached to the Parel Settlement since 1923 and is in charge of competent instructors. About 50 persons attended this Gymnasium daily during the year 1927. The members organised and took part in the Workmen's Fancy Fete. The open space in the compound of the Working Men's Institute at Parel was placed at the disposal of a Lathi Club during the year and 25 persons took advantage of this arrangement every day.

The Damodar Thackersey Mooljee Hall in the Working Men's Institute which is used for meetings, conferences, gatherings, etc., is fitted up with a stage for giving dramatic performances. During the year 1927,

75 performances were arranged. They were in the Marathi, the Bengali, the Tamil, the Telugu and the Konkani languages. Out of the 75 performances, 23 were given by the Sahakari Manoranjan Mandal which is an amateur dramatic club conducted under the auspices of the League on co-operative lines. The plays were mostly classical ones in Marathi. The club consists of 125 members mostly drawn from workmen and clerks employed in mills and factories who receive no remuneration for their work. The Mandal gives occasional financial aid to deserving institutions out of the proceeds of the performances, the amount thus donated till the end of the year 1927 being Rs. 5,400.

The League has been maintaining a Boy Scout Troop known as the 31st Bombay Boy Scout Troop since the year 1918.

*The Young Men's Christian Association.*—After nearly half a century of Y.M.C.A. work in the City, the Board of Directors of the Bombay Young Men's Christian Association decided in the year 1924 to experiment in welfare service amongst the workers in the north of the Island of the City of Bombay. Following a survey of the field it was decided in October 1924 to open a centre at the Development Department chawls at Naigaum the aim being to make an effort to fill up the leisure time of the workers with worth-while pursuits and to establish relationships with them that would enable the organisers to render greater service in the mill industry in bad times as well as good. The first concern of the organisers was to obtain the confidence of the people. It was difficult to get them to realise that the service was free and disinterested. A beginning was made in the Naigaum chawl rooms and the near-by open spaces. Night schools were opened, indigenous games started, Indian music was introduced, lantern lectures, and talks on subjects that concern the life of the labourer, such as hygiene, sanitation, thrift, temperance, etc., were arranged. With the help of a Ladies Committee many women and children were also reached and helped in many ways. This continued until June 1926 when a move was made into a Hut (90' × 30') erected and equipped at a cost of Rs. 8,000 on a plot of land about 200 × 260 yards in extent near the Naigaum chawls, leased by the Improvement Trust for a period of three years. Here the volume of work undertaken gradually increased. It also became the training ground for workers and the base for other centres in that area. The lease of this land has, since then, been renewed for a further period of three years.

At the suggestion of the Y.M.C.A. the Development Department installed some playground equipment such as swings, see-saws, etc., in the open space between the chawls at Naigaum. The supervision of this play centre was entrusted to the Y.M.C.A. In June 1927 the Association opened another centre at the Worli chawls and in October of the same year still another centre was started for the workers employed at the Municipal Pumping Station at Love Grove. Then in November 1928 two further centres were opened, one at Arthur Road and another in Main Road, Dadar. The Association report that the interest aroused in these centres especially in the outdoor activities extends beyond even the residents of the chawls covered and many come from a distance to

participate in them. For the most part the Association serves Hindus. They are all industrial workers and nearly all belong to the depressed classes. There is also a fair number of Muhammadans and Christians.

The educational programme of the Association covers 14 night schools teaching English, Urdu, Gujarathi and Marathi with an average daily attendance of 201.

Lantern slides and cinema shows are given from time to time the selection of the subjects being such as to give instruction, entertainment and amusement. Serious talks are given on sanitation applied to habits in the chawls and outside, thrift, temperance, gambling, etc.

A Wrestling Akhada and Lathi classes are provided at each centre. Boxing is only taught at the Naigaum centre. Ball games, e.g., "Cage", "Volley", "Football" and "Basket Ball" are often played. The Naigaum Football Team is reported to have given a good account of itself in the Indian Football Tournament being played during the monsoon of the current year at Parel. Indoor games sufficiently attractive to both adults and children are provided for. Each centre also possesses a gramophone, and records by Indian artists are played. The singing of Bhajans are very popular and Kirtans are also occasionally provided for. Some attempts have been made to cultivate garden plots. Trees have been planted and seeds given and the Association hope that the persons taking advantage of these facilities will show some results this year in growing flowers and vegetables. Prizes have been offered as an inducement for the best cultivated plot and the best produce. During such religious festivals as Holi, Ganapati, Divali, Id, Christmas, etc., special programmes are arranged with a view to the observance of such annual events in the right spirit. In addition to the activities of the Association at its own centres, it also directs the activities at the three Municipal playgrounds at Mustan Shah Baug, Gilder Tank and at the Willingdon Memorial.

As in the case of the Social Service League, the Young Men's Christian Association has also formed three Scout Troops known as the 97th, 98th and the 99th Bombay Scout Troops. Rover Scout Troops, i.e., for boys over 18 years of age, have also been formed.

*The Young Women's Christian Association.*—The Young Women's Christian Association opened a social service centre in one of the Bombay Development Department chawls at Naigaum in the year 1928. The area was chosen as being inhabited mainly by mill workers and as the Y.M.C.A. were already at work among the men and boys, the Women's Association considered that occasional co-operation for general efforts on behalf of the whole population would be possible. As in the case of the activities of the Y.M.C.A., the work is on non-sectarian lines and is open to all without distinction of caste or creed. The financial support for the initiation of the centre has been provided by the Y.W.C.A., but the Social Service League and the Seva Sadan are also co-operating and are represented on the managing committee. The Association hope that the necessary funds to support the work will be eventually raised in Bombay.

Although Naigaum is in a ward where education is compulsory many, especially girls, do not attend school. Efforts are made to induce all girls of school-going age to attend the Municipal School though these are not always successful. Even those who do attend school are found to leave it very early, often at the age of 9 or 10 years, and appear to relapse into illiteracy very quickly. The Y.W.C.A. have started schools for such girls for two hours daily to encourage them to keep up their reading and writing and a small library has been started so that they may borrow books to read. There is also a class for young married women held daily where they study reading and writing and other subjects. Sewing classes for women are held once a week and for children twice a week. Character training is the chief aim in view at the classes. Attention is also paid to cleanliness, order and discipline and general behaviour and an effort is made to maintain an atmosphere such as to tend naturally to foster good habits in the children. A marked change in the appearance of many of those who attend regularly has been noticed.

A Nursery School was opened in June 1929 for the benefit chiefly of women who go to work, where they can leave their children to be cared for. The opening of the school was delayed on account of the strikes which continue, it is reported, to affect the numbers. The average daily attendance for the first month was 23.

There are two Girls' Clubs at the Naigaum centre where a programme of drill, singing, games and hand-work, also story-telling, is carried out. The senior Club recently enacted a health drama for the benefit of their neighbours. Lantern lectures on health subjects are given once in two or three weeks when suitable slides can be obtained.

*The Nagpada Neighbourhood House.*—The welfare activities conducted by the Nagpada Neighbourhood House have already been dealt with in the prefatory note given at the beginning of this section. No details are available with regard to specific activities in connection with education and recreation.

*The Ahmedabad Labour Union.*—The Ahmedabad Labour Union is an organisation which controls the administration of six separate and individual Unions of textile workers in cotton mills in Ahmedabad City, and it recently extended its activities to the organisation of a Union of the employees of the Ahmedabad Municipality. This Union is the only Association of industrial employees in the Bombay Presidency which conducts extensive welfare work for the benefit of its members. Its activities in connection with housing and health have been dealt with in Chapters III and IV.

In the year 1928 the Union conducted ten day schools, which were attended by an aggregate number of 807 boys and 46 girls; twelve night schools attended by 610 boys and 3 girls; one Nursery school with 41 boys and 27 girls; one boarding school for boys with 26 boys, and one boarding school for girls with 8 girls. The total expenditure in connection with the 22 day and night schools and the Nursery school

amounted to Rs. 35,965 during the year 1928. The cost and upkeep of the boarding school for boys amounted to Rs. 6,721 and that for the boarding school for girls to Rs. 2,081. The expenditure for the boys' boarding school was met by the Gujarat Provincial Congress Committee and that for the girls' boarding school by the Trustees of the Jamnadas Trust Fund.

The Social Betterment Department of the Union supplements the work of the schools by conducting evening classes in chawls to teach workers reading and writing just sufficient for every day needs of life. Evening classes are organised in some localities and readings from a variety of books are given "in order to carry the light of literature to adults beyond the reading in school by evening classes."

The Union maintains a library and a reading-room for the benefit of its members. There are also travelling libraries containing several boxes of books which are circulated from centre to centre.

The Union has four physical culture centres for providing recreation and open air sports. No details are available with regard to the character of the sports indulged in. It has also organised a Labour Volunteer Corps from among those attending the physical culture centres.

Among the other welfare activities of the Union are a Cheap Grain Shop from which sales amounting to Rs. 6,758 were made during the year 1927. The Union also conducts restaurants from which sales amounting to Rs. 17,400 were effected during the same year. It also conducts a Savings Bank and a Cheap Loans Department. Since the latter was established, a total amount of Rs. 69,790 has been given out in loans. The amount of loans issued in the year 1928 amounted to Rs. 7,712. In February 1928 the rate of interest charged on these loans was raised from  $6\frac{1}{2}$  per cent. to 9 per cent. Deposits totalling Rs. 5,104 were made into the Savings Bank during the year 1928 and withdrawals amounted to Rs. 5,617 during the same period. The balance in deposits at the end of the year was Rs. 4,584.

*Other Associations of Industrial Employees or Social Workers.*—Out of 9 Postal Unions which furnished information for the 1926 enquiry, 2 Unions reported that they conducted evening classes for the benefit of Postmen in the lower grade and menial establishment. The subjects taught were English, arithmetic, geography and vernacular languages and the attendance amounted to 35.

The Shewa Mandli at Rohri conducted a night school at its branch at Ubauro with an attendance of 30.

The Girni Kamgar Mahamandal in Bombay maintained a reading-room for the benefit of its members and the members of the Currency Office Union have also made provision for some books and papers. Four Postal Unions in the Bombay Presidency made provision for both reading-rooms and libraries, two Unions had only reading-rooms, one provided literature on Postal affairs only, and another subscribed to a

few newspapers which were circulated amongst the members. The Shewa Mandli at Rohri, an Association which does welfare work for the benefit of farmers, weavers and villagers in Sind, has reading-rooms and libraries at all its branches.

To the best of the knowledge of the Labour Office no recreational facilities are provided by Associations of industrial employees other than those dealt with above.

#### **EMPLOYMENT OF WELFARE OFFICERS AND WORKERS**

Except in the case of the Sholapur Spinning and Weaving Mills in Sholapur and the Currimbhoy Ebrahim Workmen's Institute at Bombay, no other employers have employed special Welfare Officers or Workers to conduct their welfare activities.

#### **PROVISION OF EDUCATIONAL FACILITIES BY EMPLOYERS**

In accordance with the suggestions made by the Indian Factory Labour Commission of 1908 Government sanctioned in 1913 the opening of special schools for factory operatives at a recurring annual cost of Rs. 2,080 and a special simplified course was drawn up and sanctioned for these schools. Owing, however, to the migratory habits of the children, spasmodic attendance, and defective accommodation progress was inappreciable. In 1916 an understanding was arrived at between the representatives of the Millowners' Association and the Bombay Schools Committee whereby the Schools Committee were to open schools at certain centres and the Millowners' Association undertook to pay fees and give bonuses for regular attendance. In 1917 there were ten factory schools, with an attendance of 465 children, in Bombay. In 1921 there were only five such schools with an attendance of 310 children. It was found that the principal difficulty to be contended with was the unwillingness of the children to attend the schools provided, and the conclusion arrived at was that no rapid progress in the education of factory children could be looked for until compulsory education was introduced in the areas in which these children reside. The Bombay Municipality have now introduced compulsory education in F and G wards which are chiefly peopled by millhands.

#### *For Adult Workers*

In Bombay City no provision has been made by the employers for the education of their adult workers. In Ahmedabad also there is no special provision except a small library in the compound of the Calico Mill. In the Government factories at Kirkee the work of promoting literacy among the employees is carried on by the Kirkee Educational Society which is well supported by the factory authorities. The Society conducts two night schools at Kirkee proper and four in the neighbouring villages. These six schools have an attendance of about 400 pupils. In the Sholapur district there are four free libraries maintained by the Millowners for the use of the mill-hands. The Gokak Falls Mills Company maintains a night school for its adult workers.



### *For half-time Workers*

No schools are maintained in Bombay City for half-time workers. In Ahmedabad during the years 1918 to 1922 the Jubilee and the Calico mills started a scheme for the education of their half-timers. A spacious building was constructed for this purpose and the mills offered scholarships of Rs. 4 per month to half-timers attending the school. The mill authorities were, however, not satisfied with the response from their workers for what they did and the scheme was therefore abandoned. The Advance Mill still runs a school for half-timers which was started in 1921. One set of pupils attend the school between 10 and 12 in the morning and the other set from 1 to 3-30 in the afternoon. All the half-timers in the mill attend the school. In all there are 21 boys and 24 girls on the rolls. The school is situated within the mill compound and workers' children who are not half-timers are not admitted. Three mills in the Sholapur district have made provision for the primary education of half-timers. These half-timers read up to the primary second standard and receive instruction for about 2½ hours a day. There is a primary Day School at Dapuri near Poona which is intended for the half-timers employed in the Government workshop at Dapuri.

### *For Workers' Children*

In Bombay City the employers do not conduct any schools for workers' children but some of the cotton mills give special grants for this purpose to bodies carrying on educational work in the city. Donations are given out of the Currimbhoy Trust Fund to the Technical School started at Parel by the Bombay Social Service League. In Ahmedabad eight mills maintain schools for workers' children. The Calico Mill School is managed by the Municipality, the Jubilee, the Bharat Textile and the Bharat Cotton mill schools by the Labour Union and the rest by the mills themselves. The Jubilee Mill has framed a scheme according to which school fees and text books are supplied to workers' children or the dependants of workers whose pay does not exceed Rs. 150 per month. The Jubilee Mill is also running a Montessori School for the benefit of workers' children between the ages of 2½ and five years. The Ahmedabad Millowners' Association used to contribute from 1922, a sum of Rs. 15,000 per year being the interest from their contribution of 2½ lakhs to the Tilak Swaraj Fund for the educational activities conducted by the Ahmedabad Labour Union. Since April 1928, however, this contribution has been stopped as the Union has declined to allow the Association to have voice in the method of spending the money. The G. I. P. Railway makes a grant of Rs. 1,000 per year to the G. I. P. Railway Anglo-Vernacular School for the benefit of the sons of Railway employees at Manmad. The Gokak Falls Mills Company has maintained a primary school and since December 1928 an English class has been attached to Standard V of the Primary School. A separate girls' school has also been started. An English teaching school has been started since June 1929.

### *Extent to which Utilised*

Information on this point is not available except in the case of Ahmedabad. In Ahmedabad the number of mill children attending schools built by the employers is about 300. The Calico Mill has engaged two men to fetch children to the school, and the attendance is higher than in other schools. In spite of this, however, all children do not attend the school because parents do not take sufficient interest in the education of their children.

### CO-OPERATION

Efforts have been made in this Presidency to organise co-operative societies among industrial Labouring Classes since the year 1911-12. The first Society among the mill-hands was organised by Diwan Bahadur A. U. Malji in his Spinning Mill at Broach with a capital of Rs. 1,557. There are at present 104 societies for this class of people in Bombay City and the suburbs and 5 outside Bombay with a total working capital of Rs. 5,55,924 and a membership of 9,274. A list of such societies showing the dates of registration and their present condition will be found in appendix V.

The question of the formation of Co-operative Societies among mill-hands and artisans was not taken up till the year 1912 in this Presidency, when the Broach Industrial Millhands' Society and four societies in the Western India Mills at Bombay were registered. The object of these societies was to relieve millhands by granting them loans for short periods to tide them over the period—about six weeks—during which their pay is held back by their employers as a security for their good conduct, and secondly, to supply cheap groceries to their members. A note on Co-operation among the millhands was placed before the Provincial Co-operative Conference in the year 1913 by Mr. G. K. Devdhar, M.A., of the Servants of India Society, and in pursuance of the resolution of that Conference, societies amongst millhands were organised.

At the Provincial Conference of 1914 the question of Debt Redemption among the urban labouring classes was further discussed. In the year 1917 Rao Saheb H. V. Rajwadkar again raised the question of Co-operative Societies for factory workers. The Bye-laws for Co-operative Societies for factory workers were accordingly framed and about 60 societies were organised. The Government of Bombay also sanctioned the appointment of a Special Auditor for Welfare Work in Bombay City to audit and supervise the societies.

The Societies in Bombay may be divided into three classes according to the three Agencies by which they were organised.

(1) For the Debt Redemption Societies, members of suitable type<sup>s</sup> were selected from the groups of millhands united by caste or by common employment in various departments of the Mills. The members bound themselves to take up debentures in the societies by regular monthly deposits out of their pay. The whole scheme was under the control of a strong Committee called "The Debt Redemption Committee" of which the Honourable Mr. C. H. A. Hill, C.S.I., C.I.E., I.C.S.,

was President and a small committee was formed for the purpose of taking an active interest in the affairs of the societies and generally in guiding them in their work. Through the efforts of Mr. Devadhar and his friends over Rs. 15,000 were secured from several generous friends. On the recommendation of the Provincial Co-operative Conference of 1914, the Government of Bombay sanctioned a grant of Rs. 500 per year, to the Bombay Debt Redemption Committee for the purpose of carrying on educational and inspection work in the then existing societies as well as the new societies which were started thereafter. In the year 1919 they also sanctioned an annual subvention not exceeding Rs. 750 for a further period of three years from 1st April 1919 to the Debt Redemption Committee or any Banking Union into which it may merge. The members in the beginning displayed very keen interest and took pride in their societies and the progress made in thrift, temperance and self-respect was remarkable for some years. Nineteen societies were organised under this scheme but in the year 1919 it was found that some of the societies were very inefficient and unsatisfactory partly owing to the circumstances connected with the Great War. The experience gained as to the working of the majority of these societies was very disappointing. The members made punctual repayments during the first few years but from 1919 onwards it became very difficult for the Committee to make recoveries. Under such circumstances, the overdues produced a demoralising effect, and many of the members failed to repay their dues in spite of the strong moral pressure brought to bear on them by the promoters of the societies. At present over 50 per cent. of the outstandings are in arrears. The only satisfactory feature of the arrangement was that the money was raised by taking donations from the wealthy people in Bombay on a semi-philanthropic basis, and even if big losses occur in this part of the scheme, no money belonging to the outside depositors will be lost. In fact, from the very beginning this scheme had been organised more in a spirit of philanthropy than of self-help.

(2) The Social Service League under the guidance of Mr. N. M. Joshi organised a few independent societies and also founded two Workmen's Institutes in connection with the Currimbhoy and Tata groups of Mills and by utilising the services of the permanent staff of these two Institutes as a supervising and controlling agency, 39 societies among the mill hands were organised by the year 1919. The League, profiting by the mistakes of the early pioneers, did not try to redeem the old debts of the millhands and became very cautious in their dealings by regulating advances in proportion to the wages of the millhands. A grant-in-aid of Rs. 1,000 per annum is being given by the Government of Bombay to the Social Service League in order to enable it to carry on its activities in respect of the spread of Co-operation in the City of Bombay, particularly among the millhands. The Bombay Central Co-operative Institute has also a branch at Dadar to carry on propaganda among these classes. Two Welfare Institutes called "The Tata Welfare Institute" and "The E. D. Sassoon Welfare

Institute " were organised in 1925 to assist in the organisation, supervision and control of the co-operative societies of the mill-hands under these two agencies. The work of these Institutes is carried on by a Board of Management constituted as under :—

- 3 Members nominated by the Agents.
- 3 Members nominated by the Central Co-operative Institute.
- 1 Member elected by the societies in each Mill.
- 1 Co-opted member.

The Agents have agreed to bear almost the whole cost of Rs. 2,000 annually incurred by the Institute for the pay of the Secretary, peon and other charges.

(3) The third Agency was that of Rao Saheb H. V. Rajwadkar and his friends, who, by their own personal influence, formed a dozen societies among the labouring classes of Bombay City on the basis of caste or similarity of occupation.

Outside Bombay City the Movement among mill-hands has developed sporadically, depending on the amount of interest taken by the Management in the working of these societies. Among the mill-hands of Haripur and Mansukhpura at Ahmedabad two promising little societies were started by Miss Anusayaben Sarabhai. These societies were doing very well for some time, but the very next year after the registration of these societies, owing to political influences, they ceased to work as organisations registered under the Co-operative Societies Act, and had to be wound up. The Broach Fine Counts Mill Employees' Co-operative Credit Society, being the first society among mill-hands, continues to work satisfactorily and has built up a Reserve Fund of Rs. 5,220 and has got a working capital of Rs. 7,090. Two mill-hands' societies in the Pratap Mills at Amalner are doing very good work and the Managing Agents and the Proprietors of the Mills take sympathetic interest in the well-being of the societies. These two societies at Amalner have a working capital of over Rs. 2 lakhs, out of which Rs. 1,75,000 is contributed by the members as share capital, deposits and Reserve Fund.

## CHAPTER VI—SAFETY

### EXISTING REGULATIONS IN FACTORIES

Section 18 (1) (a) of the Indian Factories Act provides for the fencing of fly wheels and parts of engines. Section 18 (1) (b) for the fencing of hoists or teagles, hoist wells, trap doors, etc. Section 18 (1) (c) provides for the fencing of the machinery, electrical fittings, etc., which the Local Government may by Rule require to be kept fenced. Each Province has adopted special Rules in this respect. Section 18 (2) provides that the Inspector may serve an order (subject to appeal) with a time limit to secure the fencing of other dangerous machinery or mill gearing.

Section 18 (4) provides for the framing of Rules for the protection from danger of persons employed in attending to the machinery or boilers of any factory. Rules 39 to 43 of the Bombay Rules have been thus framed.

Section 16 provides for means of escape in case of fire.

Section 17 prohibits smoking in the immediate vicinity of inflammable material.

Section 18-A permits an appealable order to be served in respect of repairs to buildings and the use of any part of the ways, works, machinery or plant in a factory. It also provides for an appealable order to be served to prohibit the use of any part of the ways, works, machinery or plant if imminent danger to human life is involved.

Section 19 prohibits the cleaning of machinery in motion by women or children and the working between the fixed and traversing parts of self-acting machines. It also provides for the prohibition of cleaning specified machinery in motion by male adults.

Section 19-A grants power to an Inspector to serve an appealable order to prevent the admission of underaged children to factories involving danger. A general order to ginning factories has been served.

Section 19-B prohibits the employment of women and young persons in certain lead operations and allows their employment in others subject to conditions.

Section 20 specially deals with a risk to women in cotton pressing factories.

## INCIDENCE OF ACCIDENTS

The following table shows the incidence of accidents in factories in the Bombay Presidency :—

Year	Number of persons injured				Average per 100 operatives employed	Remarks
	Fatal	Serious	Minor	Total		
1926 ..	49	875	3,060	3,984	1.04	A 'serious' accident is one that involves loss of an eye or limb or absence from duty due to the accident for more than 20 days. In practice, this is considered the difference between the date of the accident and the date of return to duty. The 'serious' accidents are thus unduly swollen.
1927 ..	59	1,169	3,572	4,800	1.25	
1928 ..	39	1,060	3,419	4,518	1.27	

## CAUSES OF ACCIDENTS

The following table analyses accidents by causes :—

Causes of accidents	1927				1928			
	Fatal	Serious	Minor	Total	Fatal	Serious	Minor	Total
<b>I. Machinery—</b>								
(a) Prime movers .. ..	..	7	6	13	1	6	5	12
(b) Transmission machinery—								
(1) Millgearing, shafts, pulleys ..	1	10	11	22	1	5	3	9
(2) Belts .. ..	6	42	57	105	4	25	16	45
(c) Lifting machinery—								
(1) Hoists .. ..	..	6	5	11	2	5	1	8
(2) Other lifting gear .. ..	1	11	52	64	1	14	26	41
(d) Working machinery—								
(1) Textile machinery—								
(a) Blow room machinery .. ..	..	65	37	102	1	41	21	63
(b) Carding room machinery .. ..	2	37	45	134	1	56	28	85
(c) Drawing machinery .. ..	..	21	16	37	..	21	10	31
(d) Speed frames .. ..	..	31	33	64	..	23	10	33
(e) Spinning machinery .. ..	1	45	33	79	..	45	15	60
(f) Looms .. ..	..	97	176	273	..	31	139	220

Causes of accidents	1927				1928			
	Fatal	Serious	Minor	Total	Fatal	Serious	Minor	Total
<b>I. Machinery—contd.</b>								
(d) Working machinery—contd.								
(1) Textile machinery—contd.								
(g) Calenders .. .. .	.. ..	18	8	24	.. ..	13	6	19
(h) Unclassified textile machinery ..	1	70	77	148	8	78	61	137
(2) Machine tools .. .. .	.. ..	1	75	246	.. ..	78	248	328
(3) Miscellaneous unclassified machinery	8	47	25	75	1	67	34	102
<b>II. Transport—</b>								
(a) Rolling stock on lines .. .. .	.. ..	18	18	36	1	11	6	18
(b) Rolling stock not on lines .. .. .	.. ..	3	5	8	.. ..	3	6	9
<b>III. Persons falling—</b>								
(a) From altitudes .. .. .	.. ..	6	45	87	3	24	72	99
(b) Into excavations, pits, etc. .. .. .	.. ..	4	7	17	.. ..	4	18	22
(c) On level .. .. .	.. ..	1	21	67	.. ..	23	44	67
<b>IV. Falling objects—</b>								
(a) Handled by injured person .. .. .	.. ..	2	114	508	.. ..	113	458	571
(b) Not handled by injured person .. .. .	.. ..	5	32	171	6	22	90	117
<b>V. Hand tools (including chips and particles set in motion by them)—</b>								
(a) In hands of injured person .. .. .	.. ..	76	759	835	.. ..	69	823	892
(b) In hands of other person .. .. .	.. ..	1	10	137	.. ..	8	119	127
<b>VI. Electricity .. .. .</b>	.. ..	1	4	1	.. ..	2	5	7
<b>VII. Poisons, corrosive substances and occupational diseases .. .. .</b>	.. ..	5	18	23	.. ..	3	20	23
<b>VIII. Explosions and Fires—</b>								
(a) Boiler and steam pressure equipment ..	1	2	6	10	1	2	..	3
(b) Other explosions .. .. .	.. ..	3	4	7	3	3	2	8
(c) Fires .. .. .	.. ..	5	15	22	3	14	9	26
(d) Hot substances and flames .. .. .	.. ..	2	28	128	5	35	129	169
<b>IX. Miscellaneous—</b>								
(a) Heat prostration .. .. .	.. ..	1	3	4	.. ..	..	1	1
(b) Stepping on or striking objects .. .. .	.. ..	25	176	201	.. ..	17	144	161
(c) Others .. .. .	.. ..	3	95	599	1	106	840	947
<b>Total .. .. .</b>	<b>47</b>	<b>1,137</b>	<b>3,530</b>	<b>4,714</b>	<b>39</b>	<b>1,013</b>	<b>3,409</b>	<b>4,461</b>

#### ACCIDENT PREVENTION (INCLUDING "SAFETY FIRST" PROPAGANDA)

Statistical research into the causes of accidents was introduced some years ago in the Factory Department. Accidents are thus not only classified by cause but an internal classification as to the part of the machine causing the accident has also been adopted. This enables

concentration on special types of accidents to be made. The system has already been fruitful of results, since, by its aid the Mill Owners' Associations agreed to change the shuttle guards on a large number of looms and to provide new carding machines with automatic locks on the stripping doors while the Mill Owners' Mutual Insurance Association agreed to bear the cost of Safety Posters. An extended use of goggles to prevent eye accidents in the Railway Workshops has also been secured. The Rules require Inspectors to enquire into all accidents so that accidents receive more attention from Inspectors in Bombay than in other countries. The Factory Department, in cooperation with the Railway Workshop authorities, produced four "Safety First" Posters in 1926. These were the first industrial "Safety First" Posters in India. They have been introduced in the large engineering shops throughout the Presidency, and were intended to educate the workers in an endeavour to reduce types of accidents in which the knowledge or carefulness of the operative is the controlling factor.

The posters illustrate :—

- (1) Right and wrong methods of chipping or fettling ;
- (2) Right and wrong methods of working at a forge ;
- (3) Right and wrong methods of using a mallet ;
- (4) Right and wrong methods of slinging.

The G. I. P. Railway authorities have also introduced an illustrated booklet dealing with general Railway safety which includes a chapter on workshop safety.

The Mill Owners' Mutual Insurance Association, Bombay, agreed to pay for "Safety Posters" for the Textile Industry. These have been recently produced by the Factory Department in cooperation with them and with vernacular captions have been posted in the mills of the Presidency.

The Safety Pamphlets issued by the Home Office in England have been placed on sale and 774 copies sold.

The Inspectors have been impressing upon the lower subordinates in the mills the necessity of explaining the danger points of machinery and processes to ignorant workers before they are allowed to handle the machines.

In some factories, safety rules have been introduced.

#### **FIRST AID AND MEDICAL RELIEF**

Most of the large factories engage part time doctors and full time compounders with provisions for first aid. The Railway Workshops, and a few other concerns employ full time medical officers. In the smaller factories, satisfactory first aid appliances are often not maintained.

A provision in the Factories Act requiring the maintenance of prescribed first aid boxes appears to be desirable.

#### **STRINGENCY OF INSPECTION AND ENFORCEMENT OF REGULATIONS**

The following tables are of interest in connection with the question of the stringency of inspection :—



*(1) Industry generally (Perennial factories)*

Year	Number of factories	Inspections				Uninspected	Remarks
		Once	Twice	Thrice	More than thrice		
1926 ..	675	112	178	246	131	8	Full time staff and ex-officio inspectors.
1927 ..	678	70	191	153	259	5	
1928 ..	715	91	208	177	232	9	

*(2) Seasonal industries*

Year	Number of Factories	Inspections				Uninspected	Remarks
		Once	Twice	Thrice	More than thrice		
1926 ..	723	321	247	106	31	18	Full time staff and ex-officio inspectors.
1927 ..	748	296	301	121	23	7	
1928 ..	783	264	347	134	32	6	

In addition to the above, the full time staff of the Factory Department made 2,592 special visits in 1926, 2,389 in 1927 and 2,285 in 1928, for accident enquiries or surprise visits to check observance of the specified hours, holidays or rest periods.

As regards the enforcement of regulations, the following table is of interest :—

Year	Cases	Total Fines	Remarks
		Rs.	
1926 ..	599	9,382	Full time staff only.
1927 ..	237	4,125	
1928 ..	326	8,275	

**EFFECT OF HOURS OF WORK ON SAFETY**

An analysis of 1,016 railway workshop accidents was made to ascertain whether fatigue had any bearing on accident causation. The results were as follows :—

	Time of occurrence of accidents									
	8 to 9	9 to 10	10 to 11	11 to 12	1 to 2	2 to 3	3 to 4	4 to 5	5 to 5-30	
Number of accidents	75	164	177	127	77	112	137	104	43	

It appears that fatigue has little, if any bearing on the accident rate in Railway Workshops.

## CHAPTER VII—WORKMEN'S COMPENSATION

### WORKMEN'S COMPENSATION ACT

The Workmen's Compensation Act was passed in 1923 and came into operation on the 1st of July, 1924. As the Commission will no doubt be provided with copies of the Act, it is not necessary to enter into details with regard to its provisions, the classes of workers with which it deals, or the scales of compensation which have been laid down. Having regard to the importance of Bombay as an industrial province, it was decided to appoint a full-time Commissioner to deal with cases arising in the more important industries and industrial centres of the Presidency. The jurisdiction of the Commissioner for Workmen's Compensation, Bombay, now covers Bombay City, Bombay Suburban District, and the Districts of Ahmedabad, Broach, Surat, Khandesh and Sholapur. It also covers the B. B. & C. I. and the G. I. P. Railways in the Bombay Presidency. The Commissioner also deals with all cases arising in the Presidency to which the Hydro-Electric Companies managed by Messrs. Tata Sons, Ltd., are a party. His jurisdiction therefore covers the greater part of the industrial area of the Presidency. For the rest, Ex-Officio Commissioners have been appointed. These are Judges of the Small Causes Courts, where they exist, or in other cases the First Class Subordinate Judge or the Second Class Subordinate Judge for the administrative district. The full-time Commissioner first appointed under the Act was a practising Barrister. In April 1928 he was promoted to act as a District Judge, and the Officer in charge of the Labour Office, who is also a Barrister and had had some experience of Workmen's Compensation in England, has been performing the duties of Commissioner in addition to his other duties.

A full statement of accidents for which compensation has been paid, the industries in which they have occurred, etc., is printed as appendix VI. This gives the statistics up to the end of the year 1928 and shows that the Commissioner for Workmen's Compensation does the bulk of the Workmen's Compensation work in the Presidency. He has dealt with 1,690 cases involving the payment of nearly 7½ lakhs of rupees, while all the other Ex-Officio Commissioners have together dealt with 224 cases involving the payment of about one lakh of compensation. A very large number of the Ex-Officio Commissioners rarely have a contested case to deal with, most of them having distribution cases only.

The following note by the Bombay Accident Insurance Association indicates the advantages of a full-time Commissioner and the point need not be further elaborated :—

“The Local Governments of Bengal, Bombay and Madras have appointed one official as Commissioner under the Act for the whole Province (in the case of Bombay for all the important industrial areas) but in other

Provinces, District Magistrates, or in the case of the Central Provinces, District and Sessions Judges have been appointed Commissioners in their respective Districts. In view of the material changes in the Act likely to be effected in the near future and the growing complexity of the handling and disposal of claims, it now appears desirable that one Commissioner should be appointed for those Provinces in which no single Commissioner at present exists. The disadvantages of the present system of appointing District Officials as Commissioners are briefly as follows :—

- (1) Hardship caused by delay in the disposal of cases ;
- (2) Inconvenience to the parties connected with the claims ;
- (3) Absence of an expert Commissioner acquainted with Workmen's Compensation Law ; and
- (4) The undesirability of an Executive Officer being called upon to adjudicate in contested claims.

“ Experience shows that District Officials are, generally speaking, already fully occupied with a large volume of other judicial and executive work and are not able rapidly to dispose of the cases which come before them. Such officials are not available for consultation with employers' and workmen's representatives and, in view of pressure of other work, Workmen's Compensation cases are, not infrequently, protracted by numerous postponements. Moreover, these District Officials' Courts are not adequately equipped with clerical staff and other appliances necessary for the speedy handling of claims and the correspondence connected therewith.

“ As regards (2) above, Managers and other responsible officials of Factories and Collieries are frequently detained at the Commissioner's Court longer than absolutely necessary in contested claims and the delay in the disposal of these cases causes much hardship to the dependants and inconvenience to the employer.

“ Referring to (3) above, it is generally admitted that the subject of Workmen's Compensation is one which does not come within the study of the average Judicial Officer. It requires an intensive survey of the large volume of case law which has arisen in England and a fairly wide knowledge of medical terms and technical phrases used in various industries. If one Official were appointed for the whole Province, the large number of cases would enable him speedily to acquire expert knowledge of such matters.

“ As regards (4) above, it is undesirable that the Official appointed as Commissioner for the administration of the Act should be the same person who is liable to be called upon at any time to hold an enquiry, under the orders of the Local Government, into the circumstances of an accident in his executive capacity or otherwise. This may tend to pre-dispose him in favour of either one party or the other which should not be so as Workmen's Compensation claims have judicially to be decided.”

*Extent of use of Act*

The statistical information available as to the number of persons engaged in the various industries covered by the Act does not enable any estimate to be made of the extent of the use of the Act. The details of accidents given in the Factory Report cannot be compared with those published by the Workmen's Compensation office. In the first place, the Factory Report refers to accidents which happened during the year under report, and those for the Workmen's Compensation office refer to cases disposed of during the year under report. Moreover, a fatal accident might happen in a factory where the workman would be entitled to compensation, but it would not be an accident that is reported under the Factories Act. Again, all statistical information of this kind relating to Railways is sent to the Railway Board and not to Local Governments and, of course, a number of trades are covered by the Workmen's Compensation Act which do not have to report to anybody accidents occurring in those industries. It may however be assumed that compensation has been paid in every case of a fatal accident where such compensation was legally payable. As regards serious accidents, with regard to which statistics are given in the Factory Report, here again no comparison whatever is possible with the Workmen's Compensation Act returns, because a "serious" accident in the Factory Report may not lead to "permaneat disablement", which is one of the three types of injury for which compensation is payable, the others being "death" and "temporary disablement".

Having regard to the fact that the Workmen's Compensation Act applies almost entirely to occupations which are hazardous but which are also organised, it is probable that the great majority of workmen who are entitled to compensation receive it. That some of the smaller factory employers do try to evade their liabilities is unfortunately true, but it is not thought that the extent of such evasion is other than negligible as compared with the volume of compensation actually paid. So far as the large employers of labour are concerned, and indeed employers generally, the Act has been used with fairness and even with generosity, while so far as the Insurance Companies are concerned they have, so far as the experience of the Commissioner goes, always given the workman the benefit of the doubt. The volume of litigation has been relatively small and the High Court has scarcely been troubled at all with the task of interpreting the Act and evolving a body of case law which is so marked a feature of the Workmen's Compensation Act in England. The fact that the Indian Act is modelled upon the English Acts has enabled the Commissioners, in interpreting the Indian Act, to base their decisions on the principles which have been laid down by the highest judicial tribunal in the Empire, the House of Lords. Moreover, employers and Insurance Companies have not found it necessary to take the opinion of the Courts of Appeal on debatable points in order to establish general principles such as those involved in interpreting the meaning of "out of and in the course of" employment. Some Sections of the Act have proved difficult of interpretation, but on the whole the

Commissioners in contested cases have had to deal with questions of fact rather than questions of law.

*Effect on industry*

The effect on industry, if by this is meant the financial burden on industry,—as distinct from that involved in the necessity for employers to look after the safety of their men,—or the bearing of workmen's compensation on industrial efficiency, absenteeism, malingering and so on, has been very small and no complaints have been made that any hardship has been inflicted on any industry.

Most of the insurance companies doing Workmen's Compensation business have a common tariff, but in cases where the total wages of any one firm or employer or for any one individual contract are estimated to exceed one lakh per annum special rates may be fixed by the Bombay Accident Insurance Association in which case the printed rates have usually been reduced. For example the book-rate for cotton mill employees is 4 annas per 100 rupees, the special rate is 3 annas per 100 rupees, the book-rate for aluminium foundry hands is 20 annas per cent. and the special rate is 16 annas per cent., while for tramway employees in the upkeep and running departments the book-rate is 18 annas, the special rate is 10 annas.

Rates for some of the more important industries which are covered by the Indian Workmen's Compensation Act are :—

Occupation	Rate per 100 Rupees Annas
Brass founders, workers and finishers—	
Foundry hands .. .. .	20
All other employees .. .. .	7
Builders and employees engaged in the shop or yard or on construction of buildings ..	24
Workmen engaged in demolition of buildings (with some exceptions) ..	128
Chemical works .. .. .	24
Cotton ginning and pressing factories ..	10
Cotton godowns and warehouses ..	4
Stevedores loading and/or unloading coal or cargo	48
Employees engaged in blasting .. .. .	56
Light and power, erection of plant, installations and repairs in generating stations and certain other places .. .. .	12 to 24
Engineers, bridge building—	
Up to 20 feet in height .. .. .	20
Over 20 feet .. .. .	40
Bridge, column and girder buildings ..	64
Men employed on gasometers and tanks away from the shop or yard .. .. .	80

Occupation	Rate per 100 Rupees Annas
<b>Engineers, bridge building—<i>contd.</i></b>	
Hydraulic machinery erecting away from shop or yard .. .. .	48
Engineers not specially classified .. .. .	16
Wood-working machinists .. .. .	60
Leather dressers and dyers .. .. .	8
Metal workers, usually .. .. .	8
Printers and lithographers, excluding printing of daily newspapers .. .. .	5
Daily newspapers, excluding lead poisoning .. .. .	8
<b>Quarries—</b>	
Where no blasting is done .. .. .	18
Where any blasting is done .. .. .	27
Mines other than coal mines .. .. .	27 to 32
Railway upkeep and running .. .. .	10 to 20
Rice millers .. .. .	8 to 16
Saw mills, felling, sawing and carting of trees .. .. .	60
Sewer and road contractors .. .. .	20 to 64
Shipbuilders .. .. .	24 to 48
Steel or iron founders not otherwise classified .. .. .	10 to 28
Steel or iron rolling mills .. .. .	20
Steel making .. .. .	14 to 20
<b>Telephones and telegraphs—</b>	
Work outside buildings .. .. .	40
All other work .. .. .	14

The Millowners' Mutual Insurance Association charge a flat rate for the textile mills of three annas per hundred rupees of expended wages. This rate was first initiated by this Association and was later accepted by other insurance companies. The Association also insures risks under the Workmen's Compensation Act in other industries carried on by its members, and it is believed that the rates in such cases are approximately 25 per cent. cheaper than those charged by other insurance companies. The Association has insured 45 textile mills in Bombay, and there are also on the register of the Association 12 mills from other parts of the country.

#### *Insurance facilities*

Complete insurance facilities are available for any employer who desires to make use of them, because, apart from indigenous insurance companies, most of the big British companies doing Workmen's Compensation business are represented in Bombay, usually by their own representatives sent out by Head Office.

From the worker's point of view it does not matter very much whether his employer is insured or not, where he is a railway servant or a tramway worker or a seaman or the employee of a Port Trust or

other big local body all of which carry their own insurance. In some of the smaller factories it would be an advantage to the workman if his employer was insured because he would get his money more rapidly and with less argument, and it has been found, especially in Ahmedabad, that employers who are insured usually act as counsel for the workman. Any system of compulsory insurance, however, would be full of administrative difficulties and would, in practice, be unworkable especially when, as is proposed, the Act is further extended to trades and occupations where the employers are even less organised than they are at present. It is significant that the insurance companies do not favour compulsory insurance.

#### DESIRABILITY OF EXTENDING THE ACT TO OTHER OCCUPATIONS

The question of the desirability of extending the Act has been very fully discussed in response to an enquiry from the Government of India quite recently and the detailed report sent to the Government of India will no doubt be available to the Commission. The following letter from the Government of Bombay to the Government of India expresses the opinions of the Government of Bombay and it is not necessary to deal with the matter further :—

From

R. B. EWBank, Esquire, C.I.E., I.C.S.,  
Secretary to the Government of Bombay ;

To

THE SECRETARY TO THE GOVERNMENT OF INDIA,  
Department of Industries and Labour.

*Subject.*—Workmen's Compensation Act, 1923 :  
Amendments to—

Sir,

I have the honour to refer to your No. L-1125, dated the 30th November 1928 in which the Government of Bombay is asked to re-examine the Indian Workmen's Compensation Act, 1923, and to make suggestions as to its amendment. In paragraph 18 of your letter you set out the main questions on which the Government of India desire to receive opinions and it will be convenient to reply under those heads. A large number of bodies and associations have been consulted representing every possible interest and the suggestions made by the Government of India have been most carefully considered in all their aspects.

2. *Question No. I.*—To what fresh classes of employees, if any, should the Act be extended ?

This is one of the most important matters for consideration and there is a variety of opinion with regard to it. Important commercial interests such as the Chamber of Commerce and the Indian Merchants' Chamber

think that the Act is already sufficiently comprehensive, although the latter suggest that workmen engaged in the construction of dams and tunnels should be included. The Ahmedabad Millowners' Association are of the same opinion, but recommend extension to plantations. The bulk of the replies, however, seems to favour giving the Act a wider scope and extending the number of occupations to be covered, and as an illustration of the care and impartiality with which the employers of Bombay have considered this question it may be pointed out that the suggestions for extension to various trades and occupations come from employers in those industries themselves. The extension to all organised industries is generally recommended, but some of the recommendations, especially from the workers' interests, would apply to the most unorganised occupations which it would be difficult to define and almost impossible to include with any hope of administering an Act so framed. Having carefully considered the recommendations that have been made the Government of Bombay suggests that the following occupations should be added to schedule 2.

Any person employed in the construction, upkeep or demolition of any dam more than 20 feet high or of any canal or any embankment, cutting dock, harbour, or tunnel,

or employed by any borough, municipality or district local board in the construction or upkeep of roads,

or employed in the construction, repair or removal of pipe lines, gas, electricity, and water mains, where the principal is a company engaged in the production and distribution of gas or water or electrical energy, or is a borough municipality.

Drivers of mechanically propelled vehicles belonging to any local authority or any tramway company.

Any person engaged in the loading and unloading or transport of goods within the area of any dock, harbour, or port authority, or employed on dredgers, tugs, barges or other vessels owned or operated by a Port authority or engaged in submarine diving operations in connection with the service of a Port authority.

Workmen employed within the meaning of clause 2, section 2 of the Indian Factories Act, 1911, in any place which is a factory within the meaning of sub-clause (b) of clause 3 of that section.

The schedule should be amended so as to include the following :

Persons engaged in the construction, repair, or demolition of any building more than one storey in height or more than 20 feet in height irrespective of the purpose for which the building is required.

The limited definition of seamen, the effect of which is to deprive almost all Indian seamen of any *legal* benefit under the Act, quite apart from agreements with the owners and to which the attention of the Government of India has already been called, should be amended in such a way as to include all lascars and other Indian seamen employed in British and foreign and coast-going ships,



3. *Question No. II.*—Should any provisions be introduced for securing workmen against possible loss by reason of the inability of their employer to pay any compensation that may be due ?

Compulsory insurance, which would be the only possible method of securing workmen against loss is not generally favoured, and all the important employers' interests are definitely opposed to it. Some of the workers' interests favour the proposal, but the Textile Labour Association of Ahmedabad, which has had a great deal of experience of the working of the Act, is not in favour of compulsory insurance, but suggests that a claim for compensation against a defaulting employer should be made a first charge on his estate or his business or his successor in business. The Government of Bombay is of opinion, therefore, that a claimant under the Workmen's Compensation Act should be treated as a preferential creditor, but it is not in favour of compulsory insurance.

4. *Question No. III.*—To what extent, if any, should recurring payments be substituted for the lump sums at present payable under the Act ?

On this question there seems to be general agreement that lump sums are preferable to recurring payments. As the Bombay Accident Insurance Association points out, the lump sum system has worked admirably and has reduced litigation in no small degree. The Association does not consider that the average Indian workman is improvident after receipt of a lump sum as compensation, and—a very important consideration—the schedule enables the employer to settle the claim rapidly and with equity. The Act as amended this year already gives the Commissioner discretion as regards women, minors, or persons under a legal disability, and too much emphasis cannot be given to the fact that one of the main reasons why the present Act has worked so smoothly and has been so remarkably free from difficulty is the principle of paying lump sum compensation as opposed to pensions. If this principle were changed, it is extremely likely that considerable difficulty and litigation would arise. The acting Commissioner for Workmen's Compensation, Bombay, points out that in practice the workman always prefers a lump sum and he has not come across one case where a man has asked that some arrangement should be made for the payment to him of a pension. The difficulties involved in the purchase of an annuity for a disabled workman or the dependants of a dead workman are considerable and where there are several dependants the annuity would be absurdly small. In the first place it is rare for a workman to know his age, and age is of the first importance when one is dealing with annuities. Again, quite 90 per cent. of the dependants of workmen come from outside Bombay or, if they are living in Bombay, go back to their native place. The same applies to workmen. Arrangements for payment of pensions would, therefore, have to be made through the Post Office, while the extra work involved in the office of the Commissioner for Workmen's Compensation would necessitate an extra staff. If, on the other hand, it were proposed to dole out the money monthly or yearly, this is a practice to be deprecated. Sooner or later the money comes to an end, and the recipient finds

himself with no means whatever, or may die before the capital sum is exhausted and then his heirs have to be ascertained and the money paid over. The Governor in Council is, therefore, of opinion that the present system of lump sum payments, with the safeguards for women, etc., that have been provided by the amending Act, is the system best suited to Indian conditions.

5. *Question No. IV.*—Should the scales of compensation be enhanced either for the more poorly paid workmen or generally ?

This has been found to be a difficult question. Several important bodies are of opinion that the present scales of compensation are sufficient. Others, that they should be enhanced, not generally, but for particular classes. The workers' interests are unanimous in asking for an increase, not only in the minimum compensation payable but in the maximum and also as to the number of months' wages which should form the basis of the compensation, some of the suggestions going as high as double the present scale. In this connexion it should be pointed out that in this country dependency on a deceased workman does not have to be proved, nor the extent of the dependency. The maximum compensation is payable wherever there is a relative coming within the definition of dependant as laid down in the Act, and that relative is very often not a dependant in the literal sense. In countries where the scale of compensation is higher than in India, the burden on the employer is reduced, so far as fatal accidents are concerned, by this provision requiring proof not only of dependency, but of the extent of it, because the amount of compensation depends upon whether the dependant is wholly or partially dependent on the deceased workman. This question is discussed later on in this letter and the existing system in India is considered to be the one best suited to India, but when demands are made for large increases in the scales of compensation the favourable position of the relatives of workmen should be taken into consideration. There appears to be, however, in the opinion of the Governor in Council, a good case for the raising of the minimum compensation and for the alteration in the table of assumed wages given in schedule 4. The present minimum, which is only rarely, if ever, reached in respect of cases arising in this Presidency, is Rs. 240 in the case of death and Rs. 336 in the case of permanent disablement. This minimum should be raised to Rs. 400 and Rs. 500 respectively. Schedule 4 should be amended as follows :—

Limits.		Assumed wages.	
		Rs.	
Less than Rs. 10	.. .. .	..	10
Not less than Rs. 10 but less than Rs. 12		..	12
"    "    12	"    14	..	14
"    "    14	"    16	..	15
"    "    16	"    18	..	17
"    "    18	"    20	..	19
"    "    20	"    22-8-0	..	21-4-0
and so on as in present scale,			

Compensation payable in respect of the loss of a thumb should be increased to 30 per cent. and for the loss of the index finger to 15 per cent. The maximum amount payable in respect of half-monthly payments should be raised from Rs. 15 to Rs. 20.

6. *Question No. V.*—Should the waiting period be reduced either generally or in the case of those workmen who are disabled for more than ten days, and if so, to what extent?

On the question of the waiting period and dating back the weight of opinion is in favour of an alteration of the existing provisions, but there is no agreement as to the extent of the change. The Bombay Accident Insurance Association, which has had a large experience in the administration of the Workmen's Compensation Act, suggests the reduction of the waiting period to seven days, with no dating back. The Association points out that the provision of a waiting period as well as its plan and length are the result of a compromise. On the one hand, the workman's right to compensation is essentially the same whether his incapacity lasts for one or any number of days. On the other hand, there is the inexpediency of paying compensation for a brief duration of disablement. One object of the waiting period is to avoid a large volume of administrative work on account of trifling injuries. If no waiting period were provided, the employer or Insurance Company would have to handle a very large volume of small claims and the work of investigating and dealing with these would be disproportionately great in relation to the amount of compensation payable. The second object of a waiting period, and from the employers' point of view the most important, is to discourage malingering by making the workman bear the loss of wages himself during the first few days of incapacity. Any principle of dating back in India is, owing to the strong temptation to malingering, most undesirable, but the disadvantage to the workman of the present waiting period of ten days can be mitigated by reducing it to seven days. The Association estimates that a reduction of three days would involve an increase of about 25 per cent. in the number of possible cases and an increase of about 10 per cent. in the average cost of all cases of temporary disablement. The change would not cause any administrative difficulty as all large employers are fully acquainted with the method of payment of compensation for temporary disablement, and it is, without doubt, more desirable to effect such a change than to introduce any principle of dating back.

While in general agreement with the views of the Association on this point, the Governor in Council is of opinion that the principle of dating back can safely be applied in those cases where the injury is of such a nature, and persists for such a period of time, as to make the question of malingering of no importance, because of its impossibility. As the acting Commissioner for Workmen's Compensation, Bombay, points out, if a man meets with a serious injury which keeps him in hospital for two months, followed by a convalescent period of two months, there seems no point whatever in depriving him of half-monthly payments for

the early days of his absence. The Governor in Council is, therefore, of opinion that the waiting period should be reduced to six days and, where the injury results in incapacity for more than a month, then compensation should be payable as from the date of the accident and not from the end of the waiting period.

7. *Question No. VI.*—Should the list of relatives entitled to claim compensation be enlarged ?

Many of the bodies and associations replying to this question make their answers dependent upon whether or not it is decided that proof of dependency should be demanded. The relatives, with regard to whom there is a considerable body of opinion in favour of inclusion, are widowed sisters and widowed daughters. The acting Commissioner for Workmen's Compensation, Bombay, suggests that they were not included because social custom makes the support of such widows the care of their husband's family. The suggestions made for following some system of inheritance or regulating the amount of compensation according to the extent of the dependency are too complicated for an Act of this kind. Experience suggests that the present list of dependants is sufficiently comprehensive with the addition of a widowed sister or a widowed daughter.

8. *Question No. VII.*—Should proof of dependence be required in order to enable a relative to claim compensation ?

The bulk of the employers favour proof of dependence, although some of them recognise the considerable administrative difficulties involved in getting proof of dependence. Workers' interests are divided on the subject. While it is true that the assumption of dependency often leads to considerable sums of money being paid out to people who have not the slightest claim ever to have been dependent on the deceased workman, for example, husbands in respect of the death of their wives; the joint family system, which is still common among the working classes in India, means that all the members of a joint family are in some degree or other inter-dependent upon each other. It would, therefore, be extremely difficult to administer the Act where proof of dependency was required to entitle a person to compensation. If any provision insisting upon proof of dependency were introduced, it would open the door to a large volume of litigation between relations which would be a very distinct drawback to the Act. Moreover, it would enormously increase the work of the Commissioners and entail long delays in the distribution of compensation. A comprehensive list of dependants, as at present, but with no proof of dependency, seems to be the best system for Indian conditions.

9. *Question No. VIII.*—Should the compensation payable vary with the number of dependants and with the extent of their dependence on the deceased workman ?

Opinion from all interests is practically unanimous against this proposal. To introduce a rule of this kind would be to add an unnecessary complication to the Act with no real benefit to anybody. Moreover, there

would be long delays, because employers would not deposit compensation until satisfactory proof as to the number of dependants and the extent of their dependency was given. Again, employers would have to become a party to all dependency proceeding, the additional work would be enormous, and litigation greatly increased. The Governor in Council, therefore, is definitely opposed to the suggestion.

10. *Question No. IX.*—Should section 12 of the Act be amended—

(a) so as to place the ultimate liability for compensation on the person directly employing the workmen in every case, or

(b) so as to place the ultimate liability for compensation on the principal, or

(c) in any other manner ?

The object of section 12 is to secure that the workman should not lose compensation because of the insolvency or poverty of a contractor or sub-contractor. The Act covers only workmen in occupations that are hazardous and organised and therefore the principals are ordinarily firms of standing. These firms usually accept liability for workmen injured in work undertaken by them and there is no reason why less honest employers should be enabled to escape their liability by creating a chain of subordinate contractors so that liability of compensation should rest on the person directly employing the workman. The system in vogue in India, whereby any large engineering work is split up at various stages among numbers of small contractors who are really nothing more than workers themselves, makes it specially necessary that the firm or person who had taken the main contract should be made liable for any accident taking place on the work. It is not the fault of the workman if the principal does not carry out his contract by direct labour but by a series of intermediaries. The Government of Bombay protects itself, and also the workman, by putting a clause in all contracts that contractors should pay any compensation due under the Workmen's Compensation Act and keeps a certain amount of money due to the contractor in hand to cover possible claims, and other big firms can or should do the same. Sub-clause 2 of section 12 enables the principal to recover from the contractor, and the only amendment to section 12 required, in the opinion of the Governor in Council, is that the principal should also be able to recover from any sub-contractor. This is necessary because the Calcutta High Court has decided that the principal can get indemnity from a contractor, but neither of them can claim indemnity against a sub-contractor. At the same time the contractor should be able to recover compensation from the principal if the accident was caused by circumstances over which the principal alone had control.

11. *Question No. X.*—Should any penalty be provided in the Act for failure to comply with the provisions of section 16 ?

Opinion is almost unanimous on this point that a penalty should be inflicted on employers failing to make returns, and the Governor in Council desires to point out, with reference to the suggestion made by

the Government of India in their letter, that at present employers who intentionally omit to furnish returns can be prosecuted under section 176 of the Indian Penal Code, that there is no duty cast upon the Commissioner or anyone else to issue reminders to employers and that in practice it is not possible for him to issue intimations to all the establishments that may come under the Workmen's Compensation Act in his jurisdiction. The responsibility for submitting returns is placed on the employer and the employer only and it, therefore, seems reasonable that the Act should provide a small penalty for non-compliance, quite apart from the issue of reminders by the Commissioner and the legal conclusion as regards intention that an omission to answer a reminder may furnish.

12. *Question No. XI.*—Should employers be required to submit returns of accidents in respect of which compensation has not been paid, and if so, to what accidents should this provision apply ?

Opinion is very definitely divided on this point. Having given the matter their careful consideration, the Governor in Council is of opinion that the suggestion made by the Bombay Accident Insurance Association should be adopted, *viz.*, that employers should submit a report to the Commissioner for Workmen's Compensation of every fatal accident which occurred in their premises at the time of submitting the report to the Inspector of Factories or Mines, as the case may be. The initial report could be followed by a supplementary statement, at an interval of say not more than one month, as to whether liability to pay compensation in respect of such accident was admitted or not, and that such statements could be put in by Insurance Companies or Mutual Associations handling claims on behalf of insured employers. Some additional information as to the volume of accidents in respect of which compensation has not been paid could be obtained by closer co-operation between Commissioners and Inspectors of Mines or Factories, to whom all reports of all accidents incapacitating a man for more than a certain period have to be submitted.

13. *Question No. XII.*—Should a dependant claiming compensation be relieved of the necessity of approaching the employer for the settlement of his claim ?

As a dependant only has a claim to compensation where a fatal accident has occurred and as under section 8 (1) the responsibility for depositing compensation with the Commissioner has been thrown on the employer irrespective of whether a claim has been made or not, there appears to be no reason for requiring the dependants to approach the employer. This would not, of course, affect the right of an employer to notice of an accident as is provided in section 10 of the Act.

14. *Question No. XIII.*—What steps, if any, should be taken to ensure that dependants who may have valid claims for compensation do not lose compensation through ignorance of their rights ?

Various suggestions have been made in this connexion, many of them, it would appear, in ignorance of the fact that under section 8 (1)

compensation in respect of fatal accidents has to be deposited with the Commissioner, and that therefore so far as dependants are concerned the employer is not interested in hiding from them their rights. The experience of the Bombay Presidency is that dependants do not lose compensation through ignorance of their rights. In the only cases where money has been returned to employers it is certain that no dependants exist. The system which obtains in Bombay of people from the same village and the same district finding employment in the same industry makes the ascertainment of dependants relatively easy, and if employers as suggested above are compelled to notify *all* cases of fatal accidents to the Commissioners no difficulty should arise. The Governor in Council is, therefore, of opinion that no special steps are necessary to ensure that dependants who may have valid claims for compensation do not lose compensation through ignorance of their rights.

15. *Question No. XIV.*—Should employers be required to maintain a register of relatives of their workmen ?

Almost all the bodies and Associations and Government officers who have had practical experience of the working of the Act and the employment of labour generally are opposed to this suggestion, largely because of its impracticability which is due partly to the ignorance and illiteracy of the workmen and partly to social custom. For example as the Ahmedabad Millowners' Association points out many workers would be unwilling to give the names of their wives and many women workers will never give the name of their husbands even when giving evidence on oath. In the case of large numbers of casual workers, *e.g.*, those employed on engineering works or in docks where fatal accidents are particularly likely to occur, such a register would be clearly impracticable. In factories and workshops, where employment is more stable and regular, the difficulties would not be so great, but to keep a register would involve an amount of trouble and investigation quite incommensurate with the result obtained, because, as has been pointed out above, there is never any difficulty in finding one dependant at least and thence ascertaining all those who are legally entitled under the Workmen's Compensation Act. In this connexion the Commissioner for Workmen's Compensation, Bombay, points out "If an employer had to keep a register it would be based upon information supplied by the workman himself. If it is to be of any use at all it would have to contain the names of all the people coming under the definition of dependant, and speaking as a Commissioner I should not take the slightest notice of it. If I did, the tendency would be to assume that the relatives mentioned there were the only dependants, which would rarely be the case. The only case that I have come across where a deceased workman—a seaman—left behind an official record of his relatives, it was discovered that the individual he had put down as his father was not his father at all, but merely the head of his community. The real father then turned up claiming compensation on behalf of himself and his wife. The experience of the Workmen's Compensation Office in Bombay is that there is no necessity for such a register being kept because there is never any

difficulty in ascertaining who are the dependants". The Chief Inspector of Factories also regards the proposal as impracticable and points out that addresses of injured persons required under the accident form prescribed under section 34 of the Factories Act are usually obtained at the time of the accidents. The reply to this question is therefore in the negative.

16. *Question No. XV.*—Should Commissioners be empowered to call on employers depositing inadequate compensation for fatal accidents to make a further deposit ?

Opinion is unanimous in favour of this proposal and form A should be modified so as to include in it all the particulars necessary for the calculation of wages and such other information as is required to arrive at the correct amount to be paid.

17. *Question No. XVI.*—Should provision be made for the suspension of distribution by the Commissioner pending the disposal of any appeal against his decision ?

There is general unanimity as to the desirability of such a provision and the Governor in Council is of opinion that there is no objection to provisions similar to those in order 41, rule 5 of the Civil Procedure Code being incorporated in the Workmen's Compensation Act. It is desirable, however, to give some discretion to the Commissioner in order to prevent the holding up of money by frivolous or vexatious appeals.

18. *Question No. XVII.*—Further suggestions for the amendment of the Act.

A provision should be inserted into the Indian Act on the lines of section 7 of the English Workmen's Compensation Act of 1923 but without going so far. It should be provided that an accident resulting in the death of a workman shall be deemed to arise out of and in the course of his employment unless the employer proves otherwise. At present the onus rests upon the applicant, who is a dependant, usually living in the mofussil, who sometimes finds it difficult in a disputed case to get the evidence necessary to discharge the onus of proof. The employer is in a better position to make out an affirmative case, and the onus should be placed upon him.

The procedure laid down as regards notice in section 10 of the Indian Act is too elaborate, and if Commissioners did not exercise their discretion to an extent not contemplated by the Act very few workers would get compensation. A provision on the lines of the 1923 Act in England seems to be required. Under this Act notices giving the requirements of the principal Act as regards notice have to be put up in prominent places in the factory, etc. If the employer is proved to have had knowledge of the accident at or about the time of the accident, the want of notice is not a bar to the maintenance of proceedings, nor is it, if the accident has been reported to an Inspector of Mines or Factories, or if



the injury has been treated in an ambulance room at the mine, factory, etc. Moreover, notice of any accident may be given either in writing or orally to the employer or to any foreman or other official under whose supervision the workman is employed. The Governor in Council is of opinion that the provisions of section 10 as regards notice should be simplified but that the provision with regard to making a claim for compensation should not be altered, as, if constructive notice is allowed then the employer should be protected so far as the institution of a claim is concerned.

Workers in the R. I. M. Dockyard and workshops who are not members of the Royal Indian Marine should be able to recover compensation for injury. It is inequitable that coolies working in the R. I. M. Dockyard should not get compensation on the ground that they belong to the Royal Indian Marine.

During the same period 472 cases involving the ascertainment of dependants and distribution of money to them were disposed of, and 827 agreements were registered. In appendix VII will be found the number of persons in each wage class to whom compensation was awarded each year during the period from the 1st of July 1924 to the 31st of December 1928. There has been no case of industrial disease reported since the Act started.

I have the honour to be,

Sir,

Your most obedient servant,

(Signed) R. B. EW BANK,

Secretary to the Government of Bombay,  
General Department.

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### *Temporary disablement*

In considering appendix VI, attention should be drawn to the very small extent to which use is made of the right to compensation for temporary disablement. The figures show that since the inception of the Act only a few thousand rupees have been paid out by the Commissioners for Workmen's Compensation under this head. The reason for this is that cases relating to monthly payments during temporary disability very rarely come before the Commissioners at all, because they are paid by the employers, without reference to the Courts. Returns sent in under section 16 of the Act show that employers, in the 4½ years in which the Act has been in operation up to the end of 1928, have paid compensation to the extent of Rs. 1,66,000 in 12,416 cases.

The following table shows the total number of cases filed and disposed of each year and how many of them were contested and how many were not contested :—

Year.	No. of cases filed.	Contested.	Non-contested.	No. of cases disposed of.
1924 (six months) ..	24	12	12	24
1925 .. ..	120	58	51	109
1926 .. ..	146	96	50	146
1927 .. ..	189	111	68	179
1928 .. ..	176	124	61	185*
Total ..	655	401	242	643

\* These include also the cases in balance from the last year.

## CHAPTER VIII—HOURS

### FACTORIES

#### HOURS WORKED PER WEEK AND PER DAY

##### *Normal Hours*

A detailed statement regarding intervals, holidays and hours will be found in Appendix VIII.

In the textile industry in the Bombay Presidency the hours of work for men are 60 per week with an average of 10 hours a day. Women in the Ahmedabad mills are generally similarly employed. In a number of Bombay mills, however, women are employed for 9 hours a day and 54 hours a week. In the engineering trades men are generally employed 8½ hours a day for five days a week with a half day on Saturday to make the hours up to 48. Few women are employed in the engineering industries. They work the same hours as men.

In the seasonal industry a 60-hour week with a 10-hour day is general for men and women although a few concerns sometimes work five 11-hour days. A few concerns employ women on a system which entails a 9-hour day.

Children are generally employed for five hours a day with a 30-hour week in the textile industry. In the seasonal and other industries they are usually employed to the full legal limits.

##### *Actual Hours including Overtime*

No general overtime is worked in the textile industry. In a few cases departmental exemptions are granted under Section 30 (2) of the Factories Act but these are almost infinitesimal. In some factories such as engineering shops, printing presses, etc., working to a normal 8½-hours day and 48 hours a week, overtime is occasionally worked within the legal limits.

##### *Spreadover*

There is practically no spreadover in the industries in the Bombay Presidency.

#### DAYS WORKED PER WEEK

A 6-day week is general throughout the textile and seasonal factories in the Presidency. The engineering and some miscellaneous factories work a 5½-day week.

#### EFFECT OF 60 HOURS RESTRICTION

##### *On Workers*

The 60 hours restriction has been generally welcomed by the operatives. A large number of workers did not work more than a 48-hour week prior to the Act of 1922. In the Bombay textile industry

a 10-hour day and a 60-hour week have been secured by the workers as a result of the strike of 1920.

#### *On Industry*

The Government of Bombay have no information as regards the effect of the 60 hours restriction on industry generally but they would like to invite the attention of the Commission to the discussion on this subject contained in paragraph 59 of the Report of the Indian Tariff Board (Cotton Textile Industry Enquiry). It is pointed out there that the Bombay Millowners' Association consider that the reduction of the hours of labour in 1920 from 12 to 10 has resulted in a fall in production of 16 per cent. in the Spinning Department and about 11 to 12 per cent. in the Weaving Department. The experience of some mills in upcountry centres has, however, been that owing to the increased labour efficiency and improved conditions such as the installation of humidifiers, the drop in the production in the Spinning Department has been reduced to 10 per cent. while there has actually been increased production in the Weaving Department.

#### **EFFECT OF DAILY LIMIT**

In a few instances the daily limit operates somewhat harshly and exemptions have to be granted under Section 30 (2) of the Factories Act. Besides this, in the ginning factories women are sometimes employed for five 11-hour days but receive pay at the rate generally fixed on a 10-hour basis. The result of this is that the employer obtains five hours' work without paying for it.

#### **POSSIBILITY OF REDUCTION IN MAXIMA**

In the absence of any detailed information regarding the effect of shorter hours of work on production, the Government of Bombay are not in a position to express any opinion as regards the possibility of reduction in the maximum hours of work.

#### **INTERVALS**

##### *In relation to fatigue*

The relation between intervals and fatigue has not been worked out in this country, and the Government of Bombay are therefore not in a position to make any observations on the subject.

##### *In relation to workers' meal times*

In the textile mills in this Presidency it is usual for workers to obtain unauthorised intervals for meals. But apart from the unauthorised intervals an hour's interval is practically general. In 15 factories working 8½ hours or less per day, the operatives preferred a shorter interval and this has been granted under the proviso to Section 21 of the Indian Factories Act. In connection with the question of the interval for meals, it might be pointed out that the Tariff Board (Cotton Textile Industry Enquiry) suggested that a very essential reform to be immediately introduced in the Bombay mills is the fixation of a definite period of rest to enable the operatives to take their morning meal. In accordance with this

recommendation the Bombay Millowners' Association suggested in their Standing Order No. 6 which was presented to the Fawcett Committee that a morning recess of half-an-hour should be granted to the operatives by reducing the afternoon interval by 15 minutes and by asking the operatives to work for 15 minutes longer in the evening. After hearing arguments on this question from the representatives of the Millowners and the Joint Strike Committee, the Fawcett Committee after endorsing the opinion of the Tariff Board that the morning recess was desirable, came to the conclusion that it was not reasonable to require the Millowners to reduce the present number of working hours from 10 in order to enable this recess to be provided so long as there was no general reduction of that kind made for all factories by legislation or otherwise. At the same time they felt that the Millowners could not reasonably insist on the operatives reducing the mid-day hour recess and staying one-quarter of an hour longer in the mill in order to enable the half hour morning recess to be given.

#### DAY OF REST

##### *Existing practice*

In the Bombay Presidency, 313 factories observe Sunday as a weekly rest day. The remaining 1,124 factories, apart from those specially exempted, observe either Sunday or a substitute day. It is usual for the mofussil factories, especially the seasonal factories, to observe the local bazar day as a day of rest.

##### *Suitability of the law*

Section 22 operates harshly in certain industries. An amendment is considered necessary with power either to change the definition of week (section 2 (8)) or to provide for the maximum hours to be counted over a period of two weeks for certain industries.

#### EXEMPTING PROVISIONS AND THE USE MADE OF THEM

As will be seen from the following table for the year 1927, Bombay has applied the provisions of the Act in a fairly rigid manner:—

Province	Total No. of working factories	Factories in which the majority of operatives are exempted from				
		Section 21	Section 22	Section 26	Section 27	Section 28
Madras .. ..	1,301	84	113	..	64	64
Bombay .. ..	1,426	120	30	..	..	19
Bengal .. ..	1,297	299	703	347	120	59
United Provinces .. ..	832	89	210	..	124	75
Punjab .. ..	546	41	42	..	2	2
Burma .. ..	940	53	61	..	..	..
Bihar and Orissa .. ..	255	170	88	..	75	17
Central Provinces and Berar .. ..	704	22	26	..	..	..

After the introduction of the 1922 Act, no general exemption was given to the seasonal industries in the Bombay Presidency. Other Provinces gave a wide exemption, *e.g.*, the Punjab reduced the exemptions under Section 27 from 330 to 2 in 1927.

## MINES

### HOURS WORKED PER DAY AND PER WEEK

The mining industry in the Bombay Presidency is carried on a very small scale, in a few manganese mines and stone quarries situated in the Northern, Southern and Bombay Suburban Divisions.

The average daily number of persons employed is approximately 5,900 of whom 46 work underground, 4,653 in open workings and 1,201 on the surface (*i.e.*, not in the mines but on sidings, loading wharves, etc.).

In the Northern Division, for work above ground, the hours of work are not more than 10 per day or 60 per week and for work below ground not more than 9 per day or 54 per week. In the Bombay Suburban Division the usual working hours range from 7 to 9 per day, excluding the hour of rest.

The miners actually work less than the number of hours specified for the Northern Division and have not been called upon to work overtime, except on one urgent occasion during the last six years. In the Southern Division the number of hours actually worked varies from 42 to 56 per week. In the Bombay Suburban Division overtime is paid for in the majority of cases.

As regards spread over, the workers in the Northern Division are within call all the time for any emergency.

### DAYS WORKED PER WEEK

The number of days worked per week is 6.

### EFFECT OF 60-HOUR RESTRICTION

It is difficult to say what the effect of the 60-hour restriction has been, as no particularly good or bad effect has been noticed.

### SUITABILITY OF THE LAW RELATING TO SHIFTS

As no mine in this Presidency is worked by shifts, the question of the suitability of the law relating to shifts does not arise.

### POSSIBILITY OF INTRODUCING AN EFFECTIVE DAILY LIMITATION

It would be possible to introduce an effective daily limitation of hours in the Southern Division, as labour there is almost wholly imported.

### INTERVALS

All the labour in the Northern Division stops work every day for the purpose of taking food during two intervals of 50 minutes each. Those not actually engaged in mining operations get a recess of half an hour in the morning and of a period varying from 2 hours in the cold weather to 3 hours in the hot weather in the middle of the day. In the Bombay Suburban Division one hour is allowed for rest and meals in the majority of cases.

### DAY OF REST

One day in the week is observed as a day of rest. Hindu holidays and religious festivals are also observed as non-working days.

### ADEQUACY OF EXISTING PROVISIONS

In the opinion of the Government of Bombay the existing provisions regarding hours are quite adequate.

### EXEMPTING PROVISIONS AND USE MADE OF THEM

As regards the exempting provision and the use made thereof, in the Northern Division exemption from the limitation of hours applies only to clerks and to the hospital staff. The former are asked to work longer hours on about 2 days per month. In the Southern Division no exemption is granted.

### OTHER ESTABLISHMENTS

The working hours of manual labour engaged in the various departments of the Bombay Port Trust are as follows :—

	Week days except Saturdays	Saturdays
<i>Engineering Department—</i>		
(1) Workshops: Electrical, Hydraulic and Dry Dock Establishments; General Works—Maintenance and Construction.	8-0 a.m. to 5-30 p.m., with interval for meals from 12-30 p.m. to 1-30 p.m.	8 a.m. to 1 p.m.
(2) Loco: Shed .. .. .	8-0 a.m. to 5 p.m., with interval for meals from 12-30 p.m. to 1-30 p.m.	Same as on week days.
(3) Railway Works .. .. .	8-0 a.m. to 5-30 p.m., with interval for meals from 12 noon to 1 p.m.	8 a.m. to 2 p.m.
Quarry .. .. .	Sunrise to sunset with one hour's interval for meals at noon.	Same as on week days.
<i>Dock Department</i> .. .. .	8-0 a.m. to 6 p.m. with interval for meals from 12-30 p.m. to 1-30 p.m.	Do.
<i>Stores Department</i> .. .. .	8-30 a.m. to 5-30 p.m., with interval for meals from 1-30 to 2 p.m.	8-30 a.m. to 1 p.m.

As regards seamen, the hours of work for Deck hands, Engine Room crew and Saloon crew on board ships are as follows :—

#### Deck hands—

At sea from about 5-30 a.m. to 5-30 p.m. with two intervals of one hour each for meals and one hour's duty on look-out. Shorter hours are worked on Saturdays and Sundays. In Port from 6 a.m. to 5-30 p.m. with the same intervals for meals and shorter hours on Saturdays and Sundays.

#### Engine Room crew—

At sea the crew is divided into watches. Each man has four hours' duty and 8 hours' off duty. In Port the hours of duty are from

7 a.m. to 5 p.m. with intervals for meals as above. Shorter hours are worked on Saturdays and no work is done on Sundays except what is necessary to maintain the lighting and sanitary service.

Saloon crew—

The duties performed by this section of the crew are so various that any general statement regarding hours of work would be misleading. Generally speaking, the men are required to be on duty during service hours which vary with the class of employment and the rating of the individual.

The men are liable to be called out at any time in case of emergency. Such emergencies, however, seldom occur and overtime is avoided as far as possible. When overtime is necessary it is the practice to allow an equivalent time off during ordinary working hours. Complaints regarding overwork and overtime are according to the Shipping Master unknown.

In the Government printing press at Bombay the following are the hours of work :—

		From	To
		A.M.	P.M.
On all week days	..	9-30	6-0
<i>except</i>			
Wednesdays (for Gazette)	..	9-0	5-30
Saturdays	..	9-0	4-30

The rest period under the Factories Act is from 1 to 2 p.m.

Overtime is granted to the Technical Establishment as follows : After  $7\frac{1}{2}$  hours and up to  $8\frac{1}{2}$  hours' work, at ordinary rates ; after  $8\frac{1}{2}$  hours and up to 10 hours, at 25 per cent. extra ; after 10 hours and up to 12 midnight, at 50 per cent. extra ; and after midnight at 100 per cent. over the rate per hour ; provided that no employee shall draw any extra overtime allowance until an employee has worked a full  $8\frac{1}{2}$  hours on any one day. No person is employed for more than 72 hours in any week, including overtime, or for more than 11 hours in any one day.



**CHAPTER IX—SPECIAL QUESTIONS RELATING TO WOMEN,  
YOUNG ADULTS AND CHILDREN**

**FACTORIES**

**EFFECT OF 1922 ACT ON EMPLOYMENT**

The most noteworthy result of the 1922 Act has been that the employment of children in the Bombay Mills has almost ceased while the percentage of children in the cotton spinning and weaving industry in Ahmedabad has been reduced from 13 per cent. in 1921 to 2 per cent. in 1928. The 1922 Act was immediately operative in Bombay but in Ahmedabad double employment and defective certification neutralised its effect. Improved certification and effective measures to prevent double certification have however led to a steady reduction in the number of children employed in the Ahmedabad mills from 1923 onwards. The following figures are of interest :—

*Employment in Cotton Spinning and Weaving Factories*

Year	Bombay			
	Men	Women	Children	Total
1921 .. .. .	1,14,062	29,970	2,268	1,46,300
1922 .. .. .	1,20,232	29,770	1,239	1,51,241
1923 .. .. .	1,14,423	29,800	653	1,44,676
1924 .. .. .	1,12,904	31,065	578	1,44,547
1925 .. .. .	1,13,580	32,396	268	1,46,244
1926 .. .. .	1,14,658	33,541	55	1,48,254
1927 .. .. .	1,12,925	32,048	32	1,45,005
1928 .. .. .	(General strike.		Figures unreliable)	

Year	Ahmedabad			
	Men	Women	Children	Total
1921 .. .. .	39,328	8,212	7,114	54,654
1922 .. .. .	39,046	8,790	6,925	54,761
1923 .. .. .	39,663	9,098	6,712	54,473
1924 .. .. .	39,859	9,563	3,760	53,162
1925 .. .. .	42,564	10,874	2,940	56,378
1926 .. .. .	44,372	10,983	2,368	57,723
1927 .. .. .	46,360	11,468	1,888	59,716
1928 .. .. .	48,217	11,432	1,226	60,875

Year	Bombay			Ahmedabad		
	% Men	% Women	% Children	% Men	% Women	% Children
1921 .. ..	77.96	20.49	1.55	71.96	15.03	13.02
1922 .. ..	79.5	19.68	0.82	71.3	16.05	12.65
1923 .. ..	79.09	20.46	0.45	72.81	16.7	10.49
1924 .. ..	78.11	21.49	0.4	74.98	17.97	7.05
1925 .. ..	77.67	22.15	0.18	75.5	19.29	5.21
1926 .. ..	77.34	22.62	0.04	76.87	19.03	4.1
1927 .. ..	77.88	22.1	0.02	77.64	19.2	3.16
1928 .. ..	((General strike. un-reliable). Figures)			79.21	18.78	2.01

#### ADMISSION OF INFANTS TO FACTORIES

Considerable progress has been made in the prevention of infants entering factories. In the Bombay mills, infants were not allowed to enter but the custom, prior to 1922, was fairly common in the mills in Sholapur and Ahmedabad. Creche developments, the moral effect of Section 19-A, together with the passing of a few orders have led to considerable improvements in Ahmedabad and Sholapur. Few infants enter the mills at the latter centre while the number has been considerably reduced in Ahmedabad.

A general order has been issued to all ginning factories prohibiting the admission of children between the ages of two and twelve to all places where machinery is at work. A few prosecutions have been instituted for breaches of the order which have involved the deaths of infants.

#### SUITABILITY OF REGULATIONS FOR WOMEN'S WORK

Apart from the length of the working day and the maximum weekly hours, the regulations affecting women's work are generally suitable.

Washing facilities and cloak rooms are necessary in some industries and could be more generally secured if action is taken under welfare.

#### SUITABILITY OF REGULATIONS AFFECTING CHILDREN

Children usually work 5 hours a day without any interval. It does not appear to the Government of Bombay that any change in the Act is necessary.

No change in the minimum and maximum ages of children appears to be necessary.

#### DOUBLE EMPLOYMENT OF CHILDREN

As already pointed out, the Bombay Mills have ceased to employ children. The system of certification in Ahmedabad was defective and up to 1923 double employment in the mills was fairly common. A special enquiry was conducted in 1920 and as a result, Government appointed a full-time Certifying Surgeon in Ahmedabad in August 1923. He immediately improved certification methods. The number of children employed in the Ahmedabad mills was reduced from 5,712 in 1923 to

3,750, 2,940, 2,368 and 1,888 respectively in the succeeding years. A considerable amount of double certification was thus prevented but it was felt that some children were still obtaining two certificates and working in two mills.

The Local Government proposed Section 44-A to deal with the matter. This enables a penalty to be imposed on the parent or guardian and was enacted in 1926. Towards the close of that year the Inspector and Certifying Surgeon made a special check in a large group of mills and over 100 cases of double employment were detected. Poverty undoubtedly induced some parents to sweat their children but in 11 cases where there was no financial necessity for it, prosecutions were instituted and the parents and guardians were fined.

This undoubtedly had a good effect since a check in 1928 revealed only one case of double employment in a large group of mills.

Double employment has never been practised in the other mofussil mills. It is thus practically non-existent in this Presidency.

#### WORK AND TRAINING OF YOUNG ADULTS

Very little is done to train young adults. A mill in Sholapur has started a technical school, while the Social Service League conducts a Textile Technical School at Parel in Bombay City. The Bombay Victoria Jubilee Technical Institute has also attached to it a Textile Apprentice Class for persons working in the mills.

#### EXTENT OF "BLIND-ALLEY" EMPLOYMENT

There is practically no "blind-alley" employment in the factories. Children in the textile mills train up into spinners or weavers.

#### COMPARATIVE MERITS OF DOUBLE AND SINGLE SHIFT SYSTEMS AS AFFECTING HEALTH OF WOMEN, YOUNG ADULTS AND CHILDREN

There are no double shifts of women or young adults. Children are generally employed on the single shift system. It is impossible to state whether the single or double shift for children is preferable. Proximity to work and family arrangements are factors which would often outweigh any advantage that may be derived from adopting double shifts for children.

#### WORK OF WOMEN AND CHILDREN IN FACTORIES NOT SUBJECT TO ACT

In the Bombay Presidency 29 factories have been notified under Section 2 (3) (b). The policy adopted has been to notify factories in which there was a special risk or danger to health. Thus hand match factories, type-casting factories, cotton cleaning factories, train gas lighting factories, and yarn dyeing premises using lead salts have been notified.

In the smaller factories hours of work are often long and machinery unfenced. Sanitation is too often defective. An amendment to Section 2 (3) (a) fixing the limit at 10 persons would automatically bring a number of small concerns under supervision.

**MINES****EFFECT OF ACT OF 1923**

In the Northern Division, Section 26 of the Indian Mines Act, 1923, under which no child is to be employed in a mine, is said to cause some hardship. In the Southern Division no dispute as to the age of a person employed has come to notice.

**EXCLUSION OF WOMEN**

In the Southern Division adult women of the labour class such as "Vaddars" and "Lamanis" are employed on the superjacent manganese mines. They have as good or better physique than their men and have been accustomed to work on earth and stone breaking from their infancy. If they were eliminated from such surface workings it would completely disorganise the labour, as no Vaddar or Lamani would come on to this work, if his wife were not permitted to earn her wage on it. The elimination of women should be by gradual reduction in their number. In the Northern Division, women are never employed underground.

## CHAPTER X—WAGES

## PREVAILING RATES OF WAGES AND EARNINGS

*The Cotton Textile Industry*

The Labour Office of the Government of Bombay has held three enquiries into the wages of workers in the cotton mills in the Bombay Presidency. The first enquiry related to May 1914 and May 1921. The second enquiry was held for the month of August in the year 1923 and the third for the month of July\* in the year 1926.

The first enquiry covered 82 out of 83 mills in Bombay City, 39 out of 64 mills in Ahmedabad, all the six mills in the Sholapur District, 10 out of 21 mills in the rest of the British Districts of the Bombay Presidency, all the four mills in the Baroda State and three out of six mills in other States, or a total of 144 mills out of 184 working mills in the Presidency. The 1923 enquiry covered all the 79 working mills in Bombay, all the 69 working mills in Ahmedabad, all the six working mills in Sholapur District, all the 17 working mills in the rest of the British Districts of the Bombay Presidency, all the nine mills in the Baroda State, and all the six mills in other States, or cent. per cent. of the 186 working mills in the Presidency. The results for the 1923 enquiry were presented separately for mills in Bombay City, in Ahmedabad and in Sholapur; and the remaining mills were grouped together under the head "Other Centres." In the 1923 enquiry a further departure was made by giving separate information for the mills in the Baroda State.

A radical departure from the methods adopted for the 1921 and 1923 enquiries was made for the 1926 enquiry. In the two earlier enquiries the information was collected on specially designed forms which were filled in by the mill authorities and tabulated in the Labour Office. For the 1926 enquiry it was decided, after consulting the Bombay and the Ahmedabad Millowners' Associations, to conduct the enquiry on the basis of the actual Muster Rolls which give full information for each individual worker regarding the number of days worked, the number of days worked by a substitute, the production of the regular worker and the substitute, the rates of wages, aggregate earnings, additions on account of percentage increases for dearness allowance granted, additions for bonus for regular attendance or better work, deductions for fines, etc. As it would not have been possible to conduct an enquiry on this basis for all mills at each centre it was decided to adopt the "Sample" method and to select representative mills in Bombay, Ahmedabad and Sholapur. In the case of Bombay, 19 mills employing a little over fifty thousand workers out of a total number of 75 working mills employing 148,000 workers were selected in consultation with the Bombay Millowners' Association and the Bombay Textile Labour Union. The number of operatives covered amounted to nearly 35 per cent. of the total number employed. In the case of Ahmedabad 16 mills with about 16,500 workers were selected out of 54 working mills employing about 58,000 workers, in consultation with the Ahmedabad Millowners'

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\* In the case of Ahmedabad the month taken was May 1926.

Association and the Ahmedabad Labour Union—the number of workers covered amounting to a little over 28 per cent. of the number employed. In the case of Sholapur two representative units employing about five thousand workers out of 5 mills in Sholapur City employing in all about nineteen thousand workers were taken after consulting the Sholapur millowners. The number of workers covered in this case amounted to a little under 25 per cent. of the number employed. The results of the 1926 enquiry will be published during the course of this year.

As compared with the previous enquiries of 1921 and 1923, the tabulation of the returns of which only involved calculations in respect of mass figures for groups of workers, the tabulation of the returns for the 1926 enquiry involved calculations with regard to many sets of figures for seventy thousand odd individual workers. No effort was made in the 1926 enquiry to indicate the occupations for which figures should be supplied. The result was that all the mills used an aggregate of over one thousand terms for specifying different occupations. A preliminary tabulation of the various terms used was made and this was forwarded to the Bombay Millowners' Association with a request for suggestions with regard to the grouping of different occupations. The Association suggested that it was not necessary to compile the figures for as many occupational groups as were included in the 1921 and 1923 enquiries and that it would be sufficient if the statistics were presented for the more important occupations in each department and to combine and present the figures for the rest under the term "Others" for each department.

In the 1921 enquiry no attempt was made to go beyond the presentation of average daily earnings. In view of the efforts made during the 1923 enquiry to collect correct figures for the aggregate number of days worked by groups of operatives during the Census month, it was possible to ascertain the average number of days worked during the month and from this it was further possible to present average earnings during the month. In the 1926 enquiry it has not only been possible to present the average number of days worked and the average earnings during the month, but also the average earnings for those workers who worked full-time as far as the Bombay and the Sholapur mill workers were concerned. It has not been possible to do this for the Ahmedabad mills on account of the variations in wage periods.

Wages in the Bombay and the Sholapur mills are paid monthly irrespective of the fact whether they are based on time rates or piece rates, or fixed on a daily or a monthly basis or in any other manner. In the Ahmedabad mills wages are paid fortnightly—the term "fortnightly" referring to a period of generally fourteen days for piece workers and to a period of generally sixteen days for time workers. These periods are called "Haptas." The Hapta does not begin or end on a particular day as far as all the mills in Ahmedabad are concerned. It may begin and end on any day in the case of individual mills. Some workers are paid according to the month. In the case of such workers the figures returned were for the complete month adopted for a particular

census, but in the case of all other operatives paid according to Haptas, the returning mills were asked to take those two Haptas which had the greatest number of days in the month selected for each enquiry. The results of the 1926 enquiry show a wide variation in the maximum number of working days in the two Haptas taken in the case of the individual mills. In the case of some mills the maximum number of working days in the two Haptas for certain classes of workers were as few as 23. In some others the maximum number of working days in the two Haptas was 28. Even for one particular mill the maximum number of days for all the different classes of workers was not the same. For some workers it was 23, for some 24 and so on up to 28. Even for particular occupations there was a wide variation in the maximum number of days worked in the different mills. It was impossible, therefore, to arrive at any formula for ascertaining the average number of days worked by a particular class of workers. The results of the 1926 enquiry, in so far as Ahmedabad is concerned, can therefore only be presented in the form of average daily earnings without any attempt at ascertaining the average number of days worked by each group.

In arriving at the figures for daily average earnings, wages for regular work only were considered and overtime earnings, and wages earned by "double substitute" work were excluded; but all additions to the "basic" rates such as percentage dearness allowances and bonuses were included. There is a very wide variation in the systems adopted at different centres with regard to the methods of calculating wages. In the case of the mills in Bombay City there is first a "basic" rate to which is added a dearness allowance of 80 per cent. for male piece workers, and 70 per cent. for male time workers and all female workers. Those mills which grant a good attendance bonus add the amount of the bonus granted to the gross wage, from which are deducted any fines that might be inflicted before arriving at the net wage payable. The term "basic" in the case of the Bombay mills may be generally considered to apply to the pre-war year although in the case of some individual mills it might apply to any year between 1913 and 1918 when the first increase of 15 per cent. as a dearness allowance was granted. The stages by which this percentage dearness allowance rose to 70 per cent. and 80 per cent. will be dealt with in the next section dealing with "Movements of wages in recent years." In the case of the Sholapur mills there is also the same distinction between the "basic" rate and the dearness allowance; but as will be shown in the section dealing with "Payment in kind and allied problems" the bonus for good attendance is granted in the form of the right for all operatives who have not been absent for more than four days in the month to purchase a certain quantity of grain, at a certain price, which varies as between jobbers, weavers and half-timers. For all practical purposes, however, it may be considered as the right to purchase twenty seers of grain which cost about Rs. 3-8-0 for Rs. 2. The effect of this is that all workers who have not lost more than four days in a month on account of absenteeism receive the equivalent of about Rs. 1-8-0. No account was taken of this in the 1921 and 1923 enquiries but in the 1926 enquiry the Sholapur mills were requested

to indicate specifically all those workers who exercised this right. With the assistance of the mills concerned the gain to the worker was valued and the cash equivalent was added to the monthly earnings. The average daily earnings in the case of Sholapur for the 1926 enquiry, therefore, includes the benefit gained as a result of the grain allowance.

In the Ahmedabad mills there is not only a complete lack of uniformity in the methods adopted in calculating the different additions and deductions before arriving at the final earnings, but wide variations in the methods adopted also exist for different classes of workers in a particular mill. In the first place there is what is hypothetically called a "basic" rate. The term "basic" does not apply to any particular period for the whole industry. It varies as between groups of occupations and also between mills and mills. In the case of some occupations the term may relate to the pre-war year. In the case of others it may relate to any other year. But for particular occupations covered by the awards of Arbitrators it relates to the date on which an award for a percentage or a flat rate of increase was granted. Next to the "basic" rate comes the *Moghwari* or Dearness Allowance. In the case of certain occupations, and generally in the case of monthly paid workers, this allowance was consolidated with the basic rate and in others it was kept as a separate item on the muster. Some mills consolidated one or two of the first increases but kept the subsequent increases separate. In the case of some occupations it was given in the form of a percentage on the basic rate and in others it was granted in the form of flat money values, say Rs. 2 or Rs. 3 per month or at so much per Hapta or at so much per week—the variations even here being considerable. Next to the *Moghwari* allowance comes the deduction of 15½ per cent. for the general wage cut effected in the year 1923. Here also there is a wide variation in the method of its treatment. In the case of some occupations, 15½ per cent. is deducted from the total arrived at after adding the *Moghwari* allowance to the basic rate, in others it is deducted from a consolidated wage—the term "consolidated" in this case relating only to the consolidation of the basic rate with the allowance,—and in still others there are flat consolidated rates without the addition of the allowance to a basic rate and the deduction for the percentage cut effected in 1923. Lastly, there is a good attendance bonus which always takes the form of a flat money value. It is true that the majority of the Ahmedabad mills grant such a bonus to process operatives on time rates, but there are some mills where no such bonus is given. The amount of the bonus where it is given is not uniform in all mills even for the same occupation. In some cases it is computed at so much per month and in others at so much per Hapta or so much per week.

The 1921 and 1923 enquiries covered "big lads" and children in addition to adult male and female operatives in all centres. For the purpose of the 1926 enquiry no separate figures were called for for "big lads" not only because it was found that this term was a misnomer inasmuch as it covered all age groups but also because "big lads" work for the same number of hours as other adult operatives. With regard to children, no half-timers were employed in any of the nineteen mills



selected for the 1926 census in Bombay City. Figures for children were however returned for this enquiry both from Ahmedabad and from Sholapur.

### Rates

Although full information was procured in the 1926 enquiry in connection with rates of wages paid to individual operatives in cotton mills in Bombay, Ahmedabad and Sholapur, it has not been possible to tabulate the information obtained owing to the wide variations which exist as between unit and unit. In the case of the mills in Bombay City it was further considered that it would not be necessary to undertake this tabulation in view of the proposals made by the Millowners' Association during the General Strike of last year to standardise the rates for different classes of operatives in all cotton mills in Bombay City. This question will be more fully dealt with under the head "Extent of Standardisation" but it may be pointed out here that the basis adopted by the Association in arriving at their proposals for the rates for different occupations was to take the average daily earnings according to the results of the 1926 enquiry conducted by the Labour Office. The extent to which rates vary as between mill and mill will be better understood by an examination of the figures given below for the average monthly earnings of all workers, the average daily earnings and the average monthly earnings of full-time workers, mill by mill, for the nineteen mills selected for the 1926 enquiry in the case of two-loom weavers and warpers. The month was July and the number of working days 27.

TABLE I—*Earnings of Two-Loom Weavers*

Mill No.	Total number of workers	Average number of days worked	Average monthly earnings		Number working full-time	Average monthly earnings of full-time workers	
			Rs. s. p.	Rs. s. p.		Rs. s. p.	Rs. s. p.
1	373	25.5	50 8 3	1 15 9	187	54 1 7	
2	979	25.9	49 15 7	1 14 10	755	52 4 4	
3	331	26.2	51 11 4	1 15 7	301	53 5 3	
4	561	25.6	46 1 0	1 12 10	268	49 0 5	
5	803	25.0	41 13 3	1 10 9	409	45 2 5	
6	383	25.2	39 7 9	1 9 1	286	42 2 9	
7	489	27.0	49 9 1	1 13 4	489	49 9 1	
8	300	26.3	54 6 4	2 1 2	274	55 1 7	
9	457	26.4	47 7 10	1 12 10	428	48 11 6	
10	443	26.3	47 15 6	1 13 2	414	49 7 7	
11	874	25.4	53 4 4	2 1 6	442	56 8 0	
12	994	26.2	46 0 3	1 12 0	905	47 7 5	
13	372	24.9	39 5 7	1 9 4	218	42 10 2	
14	233	25.9	41 14 9	1 9 11	169	44 7 6	
15	588	25.7	45 9 3	1 12 4	384	48 1 4	
16	444	26.9	62 4 10	1 15 2	430	52 9 10	
17	1,458	26.7	46 12 7	1 12 0	1,232	47 6 4	
18	515	26.4	53 4 11	2 0 4	492	54 9 8	
19	761	23.4	42 15 11	1 13 6	159	49 11 7	
Total	11,358	25.8	47 5 11	1 13 4	8,242	49 9 11	

TABLE II—Earnings of Warpors

Mill No.	Total number of workers	Average number of days worked	Average monthly earnings	Average daily earnings	Number working full-time	Average monthly earnings of full-time workers
			Rs. a. p.	Rs. a. p.		Rs. a. p.
1	12	26.3	64 10 4	2 7 3	8	65 6 8
2	37	25.3	45 2 9	1 12 7	16	48 2 5
3	11	26.2	58 5 5	2 3 8	4	58 5 5
4	19	24.9	58 4 7	2 5 6	6	63 3 1
5	28	24.6	40 5 11	1 10 3	13	44 4 6
6	15	25.9	52 7 9	2 0 6	12	54 15 11
7	15	26.9	57 10 0	2 2 4	13	58 3 9
8	10	23.0	66 2 11	2 14 0	4	82 15 1
9	14	25.0	45 3 4	1 12 11	8	48 5 3
10	14	22.6	57 14 7	2 9 1	..	..
11	22	22.7	48 9 3	2 2 3	1	57 13 0
12	24	26.4	51 7 11	1 15 3	21	52 15 3
13	14	22.6	39 7 6	1 12 0	..	..
14	13	24.3	42 13 9	1 12 3	4	48 11 2
15	20	23.8	50 2 1	2 1 8	4	56 6 6
16	14	24.5	64 11 2	2 10 3	9	74 10 4
17	47	25.9	53 0 2	2 0 10	22	56 9 10
18	16	27.0	68 7 11	2 8 7	16	68 7 11
19	18	23.0	60 1 0	2 9 9	..	..
Total	363	24.9	52 8 10	2 1 9	163	57 2 7

As will be seen from these tables the earnings of weavers vary between Rs. 1-9-1 and Rs. 2-1-6 per day and those of warpers between Rs. 1-10-3 and Rs. 2-14-0 per day.

It has already been stated above that both "basic" rates and the methods of calculating the additions to the basic rates and the subsequent deductions vary enormously in the case of the Ahmedabad mills not only between mill and mill but for the same occupation in one particular mill.

This is illustrated in the examples given below :

In the case of Grinders one mill paid a daily rate of As. 13-9 plus Rs. 2 per month for dearness allowance, less 15½ per cent. for the wage cut effected in 1923 plus Rs. 2 per month for good attendance bonus. In another case there was a daily rate of As. 15-9 with no addition for dearness allowance, less 15½ per cent. and no bonus. In the case of the same mill there was a consolidated rate of Rs. 45 per month as far as the basic rate and the dearness allowance were concerned but 15½ per cent. was deducted for the wage cut. Some mills gave absolute consolidated monthly rates without any additions or deductions, the variation being as follows : Rs. 27, Rs. 29-4, Rs. 30, Rs. 32-2, Rs. 33, Rs. 33-12, Rs. 34, Rs. 40, Rs. 43 and Rs. 45. Another mill gave Rs. 1-2-6 per day without dearness allowance and bonus but deducted 15½ per cent. for the cut.

Still another variation to be found was a daily rate of As. 13 or As. 14 without the dearness allowance and the cut but with Rs. 2 per month for the bonus.

Head Jobbers in the Ring Department received flat consolidated monthly rates, the actual figures being Rs. 60 in one case, Rs. 65 in two cases, Rs. 70 in one case, Rs. 75 in one case, Rs. 94 in one case, Rs. 95 in one case, Rs. 101 in two cases, Rs. 110 in one case, Rs. 115 in one case, Rs. 125 in two cases and Rs. 130 in one case. Ordinary Jobbers in the same Department were also generally paid on flat consolidated monthly rates with the same wide variation, but in one case 20 per cent. was added to the monthly rate and in another 15½ per cent. was deducted from an otherwise consolidated rate of Rs. 40.

In the case of Siders in the Spinning Department there was a general similarity as far as basic rates were concerned, the variations being due to number of spindles tended or counts spun. But even here one mill gave flat rates of As. 11-9 and As. 12-7 per day to Warp and Weft workers respectively without a dearness allowance or a cut but with a bonus of As. 8 for each complete week's work. The dearness allowance was uniformly given as a flat rate which was variously computed at Rs. 2-8-0 for 20 days, Rs. 2-6-0 for 22 days, Rs. 2-12-0 for 22 days, Rs. 2-12-0 for 23 days, Rs. 3-4-0 for 26 days, Rs. 3-4-0 for 30 days, Rs. 2-11-6 for 32 days, Rs. 3-4-0 for 32 days and Rs. 3-4-0 per month. The bonus was added at a rate equivalent to Rs. 2 for 32 days but computed per week, for 8 days, for one Hapta or for two Haptas. The number of possible permutations and combinations of these several ways of payment can be better imagined than calculated. It is not considered necessary to give further instances illustrating this point but the same sort of variation is to be found in the case of almost all occupations, both for time rates and for piece rates.

### *Earnings*

As it would be of interest to compare the average daily earnings of different classes of workers in the mills in Bombay, Ahmedabad and Sholapur for the years 1921, 1923 and 1926, a table has been prepared giving these figures for those occupations which are comparable. In preparing this table it was necessary to group certain occupations together from the 1921 and 1923 enquiries in order to compare them with those for the 1926 enquiry in view of the curtailment in the number of occupations for which the figures for 1926 were tabulated. The table in Appendix IX shows the daily average earnings for the years 1921, 1923 and 1926 for Bombay, Ahmedabad and Sholapur for all classes of workers in respect of whom comparable figures were available. On examining the figures for Sholapur it will be noticed that the average daily earnings of the higher paid operatives and the workers employed on skilled work, as distinct from process operatives, show noticeable variations in comparison with the figures for 1921 and 1923. The variations are due partly to the inadequacy of the sample taken for the 1926 enquiry, as far as those groups having a small number of workers.

were concerned, and partly to the inclusion in the 1926 enquiry of the cash equivalent for the benefit gained by the workers from the grain allowance. In the case of the more important occupational groups among process operatives, the figures for 1926 are generally comparable with those for 1921 and 1923 because a sufficiently large number of workers were taken. It is necessary to emphasize here that in those cases where the figures are not comparable the fault, if any, lies more with the 1921 and 1923 figures owing to the inadequacy of the methods adopted for those enquiries.

The results of the 1926 enquiry for Bombay in so far as they related to number of days worked and earnings were supplied confidentially in a preliminary form to the Millowners' Association and the Joint Strike Committee in May 1928 for purposes of standardisation and they were again submitted confidentially in a more complete form to the Bombay Strike Enquiry Committee. The results of the enquiry for Ahmedabad and Sholapur were completed only recently. The report of the whole enquiry is now under preparation and, as already stated, will be published during the course of this year. The figures will be available in detail for the Commission and it is not necessary to overload this memorandum with many pages of tabular matter on this subject. The comparative table referred to above and given as Appendix IX gives all the information that is necessary at this stage.

### *Printing Presses*

An enquiry into the wages and hours of labour in the Printing Press Industry in Bombay City was held in the month of June for the month of May 1929. All the bigger English and Vernacular Newspaper Presses and Job Printing Presses were covered, and the total number of workers in respect of whom information was procured was 2,907 out of 5,445 Printing Press workers in Bombay City. The information was collected from the muster rolls personally by an Investigator of the Labour Office. The statistics in connexion with the earnings of operatives on time rates have not yet been tabulated. Three tables have, however, been prepared showing the frequency of rates by occupations in (1) English Newspaper Presses, (2) Vernacular Newspaper Presses, and (3) Job Printing Presses. These tables are given in Appendix X. There is no similarity in the rates paid to different classes of operatives as between press and press or even in the same press. For example in English Newspaper Presses, five Compositors received rates between Rs. 80 and Rs. 100, five between Rs. 70 and Rs. 80, fourteen between Rs. 60 and Rs. 70, twenty-five between Rs. 50 and Rs. 60, eight between Rs. 40 and Rs. 50, five between Rs. 30 and Rs. 40, three between Rs. 20 and Rs. 30, and three below Rs. 20. Of course in the lower class intervals the compositors were more apprentices rather than skilled workers. The same wide variation in rates exists in the case of all occupations.

Except for Inter and Lino Type Operators in the English Newspaper presses, and Compositors, Machinemen and Pressmen in the Government Central Press, all Press workers in Bombay are paid on montly time

rates. In the Government Central Press a Dearness Allowance of 10 per cent. is given on the basic rate for earnings up to Rs. 150 per month, but no other additions or deductions are made from the basic rates in the case of other classes of operatives in other presses in Bombay.

In the Government Central Press compositors are paid according to what is known as the Companionship System. A Foreman has a gang of about twenty-five men whose individual pay is first nominally fixed according to ability. The gang works at a scheduled rate of Rs. 1-7-2 per page Foolscap Folio Pica Solid *plus* 10 per cent. The rates vary from this basis according to different kinds of type used. From the total amount of the earnings of the gang at this rate during the month is deducted the total amount of the nominal pay given. The balance termed "Profit" is then apportioned individually *pro rata* according to nominal pay. The Foreman is responsible for the bill, which has to be made up monthly. Mono and Lino Type work is done at Re. 1-3-10 and As. 6-7 respectively per page Foolscap Folio Pica Solid. Twenty per cent. extra is paid for confidential work. In the case of machinemen and pressmen in the Government Central Press the rates are fixed on a nominal scale. Each machine has a fixed rate for the number of impressions to be taken in a working day. Each worker who puts in a larger number of impressions than those scheduled gets a bonus proportionate to his nominal rate of pay.

There were sixty Inter or Lino Type Operators included in the enquiry. The average number of days worked by these operators out of a maximum number of 27 working days in the month of May 1929 was 25.37. The average earnings of all these operators amounted to Rs. 144-10-4 per month and to Rs. 5-11-3 per day. Forty-two operators who worked full time earned an average monthly wage of Rs. 154-14-5.

#### *Engineering Trades*

No enquiries have been conducted into wages and earnings in Engineering Workshops in the Presidency. An attempt made by the Labour Office to hold a Wage Census for the Engineering Industry in the year 1922 was opposed by the Bombay Engineering Employers' Federation. This Federation was however approached in June 1929 for information regarding rates of wages paid by its members. It has now furnished these figures and they are printed in Appendix XIII.

#### *Building Trade*

With regard to the Building Trade in Bombay City one large firm of contractors have reported that the average daily wages paid by them to their workers during the last year were as follows:—

			Rs. a. p.
Masons	..	..	.. 2 8 0 per day.
Stone-cutters	..	..	.. 2 4 0 do.
Bricklayers	..	..	.. 2 8 0 do.

				Rs. a. p.
Carpenters	..	..	..	2 8 0 per day.
Fitters	..	..	..	2 8 0 do.
Coolies	..	..	..	1 0 0 do.
Mixer coolies	..	..	..	1 2 0 do.
Women coolies	..	..	..	0 9 0 do.

No other information with regard to wages in the Building Trade for any other centre is available.

### Mines

In the Mines and quarries in the Northern Division of the Bombay Presidency the average rates of wages per day per head during the year 1928 were as follows :—

	Shivrajpur and Baman- kua Mines	Taibpur Mines	Jakhed quarry	Quarries Nos. 1 to 5 in the Surat District	Quarry No. 6 in the Surat District
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
Skilled labour ..	1 7 6	1 8 2	.....	.....	.....
Unskilled labour	0 10 2	0 11 3	0 6 8	0 12 0	0 8 0
			to	to	to
Females ..	0 7 2	0 8 9	0 7 0	1 4 0	0 12 0
			.....	.....	.....

In the Mines and quarries in the Southern Division men were paid wages ranging from six to ten annas a day and women from four to six annas a day during the year 1928. The mining work of the Shirolu mines was carried out on piece work, the rate paid being Rs. 8 per 100 cubic feet of manganese quarried and stacked on the site.

In the case of quarries in the Bombay Suburban District, tapkers and masons were paid Re. 1-1-0 to 1-10-0 and Re. 1-4-0 to 1-12-0 respectively. Coolies were paid annas 14 to Re. 1 each, women annas eight to annas ten each and boys from annas seven to annas eight each.

There are no mines or quarries in the Central Division or in Sind.

### Seamen

Wages in the case of seamen are paid on the termination of the voyage and the completion of their agreement. An advance of one month's wages is usually made when the crew are signed on, and further advances may be made during a voyage at the discretion of the Master. The English Merchant Shipping Act provides for final payment of wages within two days of discharge (Section 134), while under the Indian Merchant Shipping Act payment must be made within five days after discharge or within three days after delivery of the cargo, whichever happens first (Section 47).



*Pursers' or Saloon Department—contd.*

				Coasting	Home
				Rs.	Rs.
Pantryman, 1st class	..	..	..	40	45
„ 2nd class	..	..	..	35	40
„ Cargo ship	..	..	..	33	37
„ Mate ..	..	..	..	18	20
Butcher	..	..	..	45	50
„ Mate	..	..	..	18	25
Topas Saloon	..	..	..	20	22-8
„ Stock	..	..	..	20	22-8
Scullions	..	..	..	20	22-8
Head Waiter (Cargo ship local liners)	..	..	..	35	40
„ (Passenger other liners)	..	..	..	40	45
Saloon Boys, 1/3rd 1st year	..	..	..	23	26
„ 2/5th years	..	..	..	25	30
„ over 5 years	..	..	..	27	34
Messroom Boys (Cargo ship local liners)	..	..	..	25	30
„ Boy without assistant or mate	..	..	..	28	33
„ Boys (Other liner)	..	..	..	27	34
„ Assistant	..	..	..	20	25
„ Mate	..	..	..	14	16
Chief Engineer Boys, 1st year	..	..	..	23	26
„ 2/5th years	..	..	..	25	30
„ Over 5 years	..	..	..	27	34
Captain Boy, 1st year	..	..	..	23	26
„ 2/5th years	..	..	..	25	30
„ Over 5 years	..	..	..	27	34
Officers Boys. Same as G. Servants	..	..	..	23/27	26/34
Marconi Boy	..	..	..	8	10
Saloon crew cook	..	..	..	35	40
„ Mate	..	..	..	16	20
Troop Baker	..	..	..	50	55
„ 2nd Baker	..	..	..	40	45
„ Baker Mate	..	..	..	20	22-8
„ Cook	..	..	..	50	55
„ Assistant Cook	..	..	..	45	50
Deck Steward	..	..	..	27	34
Barman	..	..	..	35	40
Bell Boy	..	..	..	23	26
Knifeman	..	..	..	26	30
Laundryman (Dhobi)	..	..	..	40	45

*Engine Department*

Serang	..	..	..	55	65
1st Tindal	..	..	..	38	40
2nd „	..	..	..	35	37
3rd „	..	..	..	32	35
Cassab	..	..	..	30	35



*Engine Department—contd.*

				Coasting	Home
				Rs.	Rs.
Donkeyman	..	..	..	30	35
Hydraulicman	..	..	..	40	45
Iceman or Freezer..	..	..	..	35	37
Fireman	..	..	..	25	27
Coal Trimmers	..	..	..	18	21
Lampman	..	..	..	28	32
Bhandary	..	..	..	25	30
„ Mate	..	..	..	17	20
Oilman	..	..	..	28	32
Pumpman	..	..	..	52	62
Coal Trimmer Serang	..	..	..	37	40
Lascar's average	..	..	..	22	26

*Deck Department*

Serang, Muhammedan	..	..	..	55	65
Serang, Hindu	..	..	..	52	65
1st Tindal	..	..	..	40	46
2nd „	..	..	..	32	35
3rd „	..	..	..	30	34
Cassab	..	..	..	27	32
Winchman	..	..	..	20	34
Seacunny	..	..	..	50	60
Lascars $\frac{1}{2}$ @	..	..	..	18	22
„ $\frac{1}{4}$ @	..	..	..	21	25
„ $\frac{1}{4}$ @	..	..	..	23	28
„ $\frac{1}{4}$ @	..	..	..	26	30
Lascar Boys	..	..	..	13	15
Bhandary	..	..	..	26	30
„ Mate	..	..	..	15	20
Topass	..	..	..	20	23
Carpenter	..	..	..	75	120

These wages are, of course, in addition to rations. The value of food and lodging has been assumed for the purposes of Workmen's Compensation Act in assessing wages at Rs. 19 per month.

*Other Industries and Trades*

The Labour Office held an enquiry into wages of Municipal workers in selected Municipalities in the mofussil in the year 1923. But as the information returned was not satisfactory no attempt was made at ascertaining daily or monthly average wages. An enquiry was also conducted into wages of Clerical Workers in Bombay City in the year 1924. The results of this enquiry were published in four issues of the *Labour Gazette* from February to May 1926. But as the Commission are not concerned with clerical workers it is not considered necessary to give the results of that enquiry here. The Labour Office also collects,

month by month, information with regard to Agricultural Wages in Taluka Form No. XVIII-A from all talukas in the Bombay Presidency. A report on an Enquiry into Agricultural Wages in the Bombay Presidency from 1900 to 1922 was published in the form of a special report during the year 1924. Since that year summary tables incorporating the information for each year have been regularly published both in the General Administration Report of the Bombay Presidency and in the *Labour Gazette*. As the Commission are also not concerned with agricultural wages no attempt has been made to reproduce the figures here. But should the Commission require any information on this subject it can be supplied.

No reliable information with regard to wages in other industries is available.

The appendix to the Workmen's Compensation Section giving the wage groups of persons receiving compensation may be of interest in this connection.

#### MOVEMENTS IN RECENT YEARS

Speaking generally there have been no important changes in rates of wages in any industry in any centre in the Bombay Presidency since the wage cut of 15·625 per cent., *i.e.*, two and a half annas in the rupee, effected by the Ahmedabad Millowners' Association in June 1923. A few cotton mills in the districts have reduced the percentages granted during the years 1919 to 1921 for dearness allowance but no detailed information with regard to these reductions or their effects is available.

In the cotton textile industry in Bombay City the Bombay Millowners' Association gave an increase of 15 per cent. in wages to all workers on the 1st January 1918. This was increased to 35 per cent. on the 1st January 1919. The next increase granted on the 1st February 1920 was 20 per cent. extra to male workers on time rates and to female workers both on time and piece rates, and 40 per cent. extra to male operatives on piece rates—the total percentages amounting to 55 and 75 respectively. On the 1st November 1920 the 55 per cent. was increased to 70 per cent. and the 75 per cent. to 80 per cent. There have been no changes in these percentages since the year 1921. The percentage dearness allowances have been maintained right through as a separate item on the muster. In the Seventeen Demands submitted by the Joint Strike Committee during the General Strike of the year 1928, Demand No. 12 required that the present high prices allowance should be consolidated with the original wages. The views of the Bombay Strike Enquiry Committee with regard to this demand are contained in paragraphs 171 to 179 (pp. 82-85) of their Report. The Committee held that this demand was fair and reasonable and recommended that in view of the advantage of simplifying wage-calculations so as to make them intelligible to the operatives, and, in particular, the desirability of facilitating the introduction of the Standardisation Scheme, it was advisable for the Association to do away with the present cumbrous system, founded as it was on the basic wages of 15 years ago, and to take advantage of the proposed standardisation

of wages to embody in the scheme a consolidated wage-scale incorporating the existing high prices allowances with any slight modifications that might be desirable for rounding off figures, etc.

The Joint Strike Committee also stated during the course of the strike of last year that individual mills in Bombay had made several attempts in various ways to reduce the earnings of the workers. Mr. N. M. Joshi, on behalf of the Joint Strike Committee, sent a statement to Government on the 21st May 1928 showing the reductions in wages which had been made in 18 mills. Government forwarded the statement to the Mill-owners' Association with a request that inquiries should be made into the matter. The Millowners' Association in replying to Government on the 16th June stated that from investigations made the Committee of the Association were satisfied that the statements made in the Press and elsewhere by the Joint Strike Committee to the effect that wages had been reduced in many ways, direct and indirect, were without foundation. They further stated, however, that adjustments had to be made occasionally in the rates of wages according as the rates were found too high or too low when compared with the rates in other mills; and that, if in certain cases it had been found necessary to reduce wages, they had certainly been increased in certain other cases. The whole question was subsequently examined by the Bombay Strike Enquiry Committee in connection with Demand No. I of the Seventeen Demands which required that "the present practices resorted to by some millowners which result in the reduction of wages shall be stopped, and reductions and altered conditions already effected since 1925 shall be restored." The Joint Strike Committee submitted to the Bombay Strike Enquiry Committee that reductions in monthly earnings had been effected owing to the following causes :

- (a) Introduction of new varieties of cloth at rates which did not bring the level of wages to those earned on the production of the old sorts ;
- (b) reduction of piece rates to meet unanticipated high production by individual operatives ;
- (c) adjustments in rates made to bring them in line with the rates prevailing in other mills ;
- (d) no adjustments made to increase rates in cases where mills went on finer counts ;
- (e) introduction of artificial silk and inferior raw material ;
- (f) gradual withdrawal of bonuses such as good attendance and efficiency bonus, free railway passes to workers, etc. ; and
- (g) introduction of a method of paying wages on the weight of the cloth after it had undergone a subsequent process, instead of on the actual weight produced on the looms.

The Committee held that in view of the proposed Standardisation of Wages it would serve no useful purpose to discuss the various cases cited with regard to the alleged reductions, whatever foundation there might have been for these allegations and some of which appeared to have been substantiated. The Standardisation Scheme was an effective answer to this demand.

When the Standardisation Schemes come into operation, they will no doubt tend to raise the wages of the operatives in those mills where wages are low but it will also, on the other hand, reduce the wages of the operatives of many mills where the existing rates of wages are higher than those fixed in the Standardisation Schemes. As this subject has been fully discussed in the Bombay Strike Enquiry Committee's Report it is not considered necessary to go into it further here.

Complete information is not available with regard to the changes in the rates of wages in the Ahmedabad mills between the years 1914 and 1923. Prior to 1917 no concerted action was taken by the millowners with regard to granting percentage increases and each mill did as it pleased. The differences in the rates between mill and mill although wide were not very abnormal. From December 1917 to 1921 the Managing Committee of the Millowners' Association or the Arbitrators or Umpires chosen from time to time awarded increments to different departments in different proportions. The warpers obtained an increase of 25 per cent. in their rates in 1917. The weavers were awarded an increase of 35 per cent. in 1918, and spinners were given an increase of 85 per cent. in March 1919 when the weavers also obtained a further increase. In the beginning of the year 1920 Mr. Ambalal Sarabhai, the then President, and the Managing Committee of the Association granted an increase of 62½ per cent. in wages to workers in the Sizing, Calendering and Engineering Departments. The same increment was granted to Mochies and the pay of some workers in the Cloth Folding Department was fixed after giving a similar increase. About the same time increases ranging from 60 to 62½ per cent. over the wages of July 1917 were granted to blacksmiths, to the workers in the Yarn Bundling Department and to some workers in the Cloth Department. In the same year the hours of work for spinners were reduced from 12 to 10 in consequence of a strike, and a further increase of about 40 per cent. was granted to spinners. In order to keep other workers contented an increase of 40 per cent. was granted to Winders and workers in the Frame Department, 33½ per cent. to Weavers, Warpers and Drawers and 25 per cent. to Bobbin Carriers, Lorrymen, Oilmen, workers in the Blow and Card Rooms and other low paid time workers. In 1921 the Arbitrators recommended that Blow Room and Card Room workers should be granted an increase of 40 per cent. in place of the 25 per cent. of the previous year. In the same year Seth Mangaldas granted an increase of about 15 per cent. to spinners on account of the high level of house rents and the dearness of food-grains.

In June 1923 wages in the Ahmedabad mills were reduced by 15·625 per cent. on account of depression in the industry and the difference between real wages in Bombay and Ahmedabad. Since the year 1923 no general changes have been made in rates but slight changes have been effected in piece rates for certain sorts in particular mills but these changes have not affected the general level of wages to any appreciable extent.

No information with regard to wage movements either in the cotton mills outside Bombay and Ahmedabad or in any other trade or industry is available.

### AMOUNTS SENT TO VILLAGES

As regards amounts sent to villages by the working classes in this Presidency for the support of their dependants living in the mofussil a certain amount of information has been collected by the Labour Office in the course of its family budget investigations.

In Bombay City, the average working class family consists of 4·8 persons, 4·2 of whom live in the city and 0·6 in the mofussil. A large number of workers in Bombay City do not maintain an establishment but live as boarders, and though married, keep their dependants in their villages. In the case of families, the average monthly amount remitted comes to Rs. 1-11-1 which constitutes 3·2 per cent. of the family income which is Rs. 52-4-6 per month. In the case of persons living singly in the city, the average monthly amount remitted comes to Rs. 11-7-1 which constitutes 26·2 per cent. of the monthly income which is Rs. 43-10-3.

It has already been pointed out that the labour force in Ahmedabad is not immigrant to the same extent as in Bombay and therefore remittances to dependants is not such an important item in the worker's budget. The family there consists of 4 persons of whom 3·87 live in Ahmedabad and 0·13 in the mofussil.

From the family budget enquiry made by the Labour Office it appears that nearly 7 per cent. of the working class families in Ahmedabad remit money to their dependants living away from them. The average remittance per family comes to as. 7 p. 1 per month and the average for only those remitting money comes to Rs. 6-6-9. For all the families the average monthly expenditure on this account comes to 1·00 per cent. of the monthly income which is Rs. 44-7-2.

Sholapur draws its labour force from the immediate neighbourhood and the labour there is not of the same cosmopolitan character as in Bombay. The average cotton mill worker's family contains 4·68 persons, only 0·11 of whom live away from Sholapur. Of the total number of families whose budgets were collected during the Family Budget investigation only 6 per cent. reported that they had to remit money every month to their dependants living away from them. The average of the amount remitted by such families comes to Rs. 4-12-7. The average for *all* the families from whom budgets were collected comes to Rs. 0-4-6 per month. This constitutes 0·70 per cent. of the monthly family income which is Rs. 39-14-10.

### PAYMENT IN KIND AND ALLIED PROBLEMS

Wages to industrial workers in the Bombay Presidency are almost universally paid in cash. In some cases housing is provided free of rent in addition to the cash wage but this facility is extended more to the employees of the "Watch and Ward" departments of the factories or establishments where the system prevails rather than to the actual process operatives. It also exists in the case of a few establishments where the nature of the work done demands that the workers should live on the premises. The only two known instances where wages in kind

are given in addition to a cash wage in industrial concerns are the cotton mills in Sholapur City and the British India Printing Press in Bombay.

In the cotton mills in Sholapur, all operatives who do not lose more than four days in the month get a grain allowance which takes the form of a right ordinarily to purchase 20 seers of grain,—18 seers of jowari and 2 seers of dal—for a sum of Rs. 2, irrespective of the retail selling prices of these food-grains in the City. In the case of one mill, Jobbers are allowed to purchase 31 seers of grain for a sum of Rs. 3-8-0. Half-timers have the right to purchase 10 seers of grain for one rupee. In the case of another mill only two-loom weavers have the right to purchase 20 seers and one-loom weavers and half-timers can only purchase 10 seers. The value of the grain given differs from month to month according to the variation in prices. For the purposes of the enquiry conducted by the Labour Office into wages in Sholapur City for the month of July 1926 for which two mills were covered, the total price of the grain supplied worked out at Rs. 3-12-1 in the case of one mill and Rs. 3-14-3 in the case of the other—the variation being due mainly to the prices at which the mills bought wholesale. The value of the actual benefit gained by the worker getting this allowance was of course higher than the difference between these figures and the price at which the grain is given to the worker on account of the fact that he would have had to purchase this grain at retail prices. No option of a cash equivalent is given and workers sell the grain if it is not required for their own consumption although such instances are very rare.

In the British India Press, which employs nearly 500 workers, special arrangements are made for Boarding and Lodging about 30 workers in a special building provided in the premises of the Press. No charge is made for the services of a barber and washing, and medical attendance is also provided free. In addition to free board and lodging they receive in cash the difference between the rates of pay to which they would be entitled if they did not receive these privileges and Rs. 25 the cost per head for the arrangements provided. This system has been established in the Press for several years as the result of the desire of its founder to procure young and intelligent men from his native district for training in Printing Press work and at the same time to protect them from the evils of town life by providing for their board and lodging in a place close to their work. No restrictions of any kind are, however, placed on these men who are allowed the fullest liberty of movement outside working hours, but all Boarders arriving after midnight have to report their names to a night watchman. If any worker persists in the habit of returning after midnight he is warned, and if a warning has no effect he is deprived of his rights of being housed in the firm's Hostel.

In almost all factories in the Bombay Presidency which produce articles used or consumed by the workers, the operatives are given the right to purchase limited quantities sufficient for their own consumption at cost price. A number of Textile Mills in all centres of the Presidency have special cloth shops attached to the mills for the sale of cloth to their

workers and the value of the sale is in some cases deducted from wages. Fents or pieces of cloth spoilt during manufacture are sold at less than cost price to the workers of the establishments concerned. Some factories such as Flour Mills, in addition to selling flour to their workers at cost price, allow them the right to grind their own corn free of charge.

#### METHOD OF FIXING WAGES

##### *By Negotiated agreements or other means*

In the section dealing with Conciliation and Arbitration Machinery, full details have been given with regard to the Permanent Arbitration Board which functions in Ahmedabad for settling disputes between the employers and the employed. Appendix XII gives the various awards of the Arbitrators since the formation of the Permanent Board in April 1920. Most of these awards, however, dealt only with questions concerning percentage increases or decreases for particular groups of occupations. As far as Government are aware, none of these awards related to the fixation of a 'basic' rate. Notwithstanding this fact, however, a certain similarity exists with regard to the basic rates of Process Operatives in the spinning sections of the Ahmedabad mills. This is due not to the formulation of a scheme of standardisation or concerted action by all the millowners, but to efforts made by individual mills to have basic rates similar to those in adjacent mills. Wage fixation by negotiated agreements may, therefore, be considered to exist in the Ahmedabad mills only so far as general increases or wage cuts are concerned.

In the Bombay cotton mills there have been many strikes during the last ten years, both general and individual, in connection with demands for increases in rates of wages or proposals for cuts in wages. Similar strikes have also occurred in several industries throughout the Bombay Presidency. The majority of the strikes prior to the year 1923 where workers demanded increases in rates met with considerable success, and the workers have also had some success since then; but in all cases where employers agreed to enhance rates, the increase was made either in the form of a flat percentage covering all workers or an increase in the piece rates for particular sorts. No endeavour was made to ascertain what is a living wage or whether a standard rate should be introduced for a given piece of work in a particular unit or in a particular industry in a particular centre. The first concerted action in this connection was the proposal made by the Bombay Millowners' Association in the year 1928 to adopt standard rates of wages for all cotton mills in Bombay. This will be fully dealt with in the next section. Mention is made of it here because the scheme has been under continual discussion between the Millowners' Association and the representatives of Labour since it was framed in July 1928. The manner in which rates of wages are fixed on Railways will be dealt with in the Memorandum being prepared by the Railway Board.

The law of supply and demand, in conjunction with custom, appears to have been the basis of wage fixation in all industries in all centres in

so far as the existing rates of wages are concerned. These remarks also apply to the Ahmedabad mills subject to the qualification that a greater attempt has been made in that centre to fix general increases or cuts by negotiation between the representatives of the employers and the employed. The Permanent Board of Arbitrators, consisting of Seth Mangaldas and Mr. M. K. Gandhi, are now considering the question of the restoration of the wage cut of 15½ per cent. effected in all the Ahmedabad cotton mills in June 1923.

The result of the lack of proper wage fixation is that time rates of wages show an enormous variation, not only between district and district and centre and centre, but also between unit and unit in the same industrial class in one town or centre. It may be true that Process Operatives in textile mills get the same rates of wages that are paid to other operatives doing the same class of work, as far as a particular unit is concerned. But this does not hold good for the majority of the workers in the Maintenance Departments of the textile mills or in the engineering workshops or other classes of factories where a worker who enters into employment for the first time on a time rate does not necessarily get the wage that was paid to his predecessor for doing identical work. He is more often than not paid a lower wage and when there are others who are prepared to take up the work on the wage offered, he has either to take it or leave it. Occasionally, of course, the converse has happened, while in every industry there are many examples where long years of service on the same work, or special efficiency have earned the operative a wage very much higher than that paid to other men doing the same work.

#### EXTENT OF STANDARDISATION

Prior to the proposal made by the Bombay Millowners' Association during the general strike of the year 1928 to standardise wages in all the cotton mills in Bombay City, there was, so far as the Government of Bombay are aware, nothing like standard rates of wages in any industry or centre in the Bombay Presidency except, to a limited extent, in the case of basic time rates for Process Operatives in the Spinning Sections in the Ahmedabad cotton mills. Whilst dealing with the question of prevailing rates of wages and earnings in the first section in this chapter it was shown that there was a complete lack of uniformity in the methods adopted in calculating the different additions and deductions to "basic" rates of wages in the Ahmedabad mills. It is necessary to repeat here that the term "basic" does not apply to any particular period for the whole industry. It varies as between groups and groups and also between mills and mills. In the case of some occupations the term may relate to the pre-war year. In the case of others it may relate to any other year. But for particular occupations covered by the Awards of Arbitrators it relates to the date on which an award for a percentage or a flat rate of increase was granted.

Similar "basic" rates with small variations are to be found in almost all the cotton mills in Ahmedabad for Process Operatives in the Spinning Departments. This is due not so much to the introduction of a scheme



of standardisation on scientific principles, but to an arbitrary levelling up of rates as the result of the various awards granted by individual arbitrators or by the Permanent Arbitration Board during the years 1917-20. There is no standardisation or similarity in rates whatever in the Ahmedabad mills with regard to piece rates. These vary from mill to mill for the same class of production although two or more mills may give similar rates. Propinquity plays an important part in the fixing of both time and piece rates in all industries at all centres, and there have been many disputes due to the workers of one mill or concern demanding the higher rates paid for similar class of work in an adjacent mill or a concern of the same type. In the case of skilled artisans such as carpenters, blacksmiths, fitters, etc., and the workers in the Maintenance Departments (as distinct from Process Operatives) who are all on time rates, the same wide variation in the methods of wage calculations exists; the general tendency, however, being towards consolidation without any additions or deductions. There is little similarity between the rates of different workers of the same class even in the same mill—the rates depending on the degree of skill possessed by each individual.

The question of standardising wages in the cotton mills in Bombay City has been under consideration by the Millowners' Association for several years. In the written statement submitted by the Association to the Bombay Strike Enquiry Committee they stated that "the advantage of standardisation was already perceived as far back as 1891 when the late Honourable Mr. N. N. Wadia had prepared a draft scheme." The attempt was, however, not successful. Several attempts were made subsequently but for one reason or another the old system was allowed to continue. In 1921 the Industrial Disputes Committee recommended standardisation of wages in the following terms:—

"Amongst the employers of labour there are strong organizations and the present tendency is for them to become more and more representative; but employers' associations have not yet evolved any standard scales of wages and individual employers are usually ignorant of how their rates compare with the wages given by others. The uncorrelated raising of wages in one factory is almost invariably seized upon as a grievance in other factories of the same class, and instances of strikes caused in this way are within the memory of all. The attempts made to standardise wages on a definite principle have hitherto been largely ineffective, though the Bombay Millowners' Association and more recently, we understand, the Engineering Employers' Federation have begun exploring the ground in that direction. It appears to us that the continual insistence of our witnesses on the differences of machinery and conditions of labour in the various factories, however justified, is liable to obscure the importance of a common practice in the scale of wages which, if it is not reached by agreement amongst the employers, will eventually be arrived at by pressure from amongst the men at a greater sacrifice of industrial peace. We think the subject is one which merits the most careful consideration for all employers."

No effective action was, however, taken on this recommendation. In January 1927 the Indian Tariff Board (Cotton Textile Industry Enquiry) also recommended standardisation of wages. Paragraph 65 (page 140) of the Report of the Board stated :—

“ We cannot regard as satisfactory the present system, under which the wages in the Bombay mill industry vary from mill to mill, even when the managing agents are the same, and would recommend, for the consideration of the Millowners' Association, the adoption of a system of standardised wages for the same class of work as between mill and mill. We realise that the adoption of such a system presents very great difficulties in Indian conditions owing to the illiteracy and imperfect organisation of Labour and that its introduction might probably cause discontent among those operatives whose wages might be prejudicially affected. None the less, we think that the standardisation of wages throughout the Bombay industry would tend to strengthen its position. A suitable scheme could, of course, only be satisfactorily drawn up in consultation with representatives of Labour. It is obviously preferable that it should be adopted by all mills but if a large proportion of the mills were willing to accept it, it would not be long before the others followed suit.”

In pursuance of this recommendation the Committee of the Millowners' Association appointed, on the 6th January 1928, a special Sub-Committee “ to investigate and report as to the measures which might reasonably be taken towards the standardisation of muster-rolls and wage rates.” (A full account of the work of this sub-committee is given in paragraphs 185-187 (pages 87-88) of the Fawcett Committee's report.) In the meanwhile, the Joint Strike Committee, which had been formed early in May 1928 in connexion with the general strike of that year, included in the Seventeen Demands which they published on May 3, one that “ conditions of employment, work and payment should be standardised.” In the reply which the Millowners' Association gave to these demands on the 12th May they stated with reference to this particular demand that the matter had already received their attention and that a scheme had been prepared. This was the first public intimation given by the Association of its intention to standardise wages. Subsequently in a statement which the Association published on the 17th May defining the terms on which they would re-open the mills affiliated to their Association and readmit the employees to work, they specified that the workers would only be readmitted on standardised rates of wages and revised and standardised muster-rolls. Several discussions on the Millowners' scheme took place between the sub-committees of the Association and the Joint Strike Committee appointed to discuss the proposed scheme. A certain measure of agreement was arrived at at one stage, but the negotiations eventually broke down over the proposal made by the Association to fix the standard piece rates for weavers in such a manner as to bring about a cut of  $7\frac{1}{2}$  per cent. on the average earnings of those operatives. The schemes submitted for consideration of the Bombay Strike Enquiry Committee were those that were presented to the Joint Conference on the 4th October 1928.

The Standardisation Scheme of the Millowners' Association is divided into two parts :—

(1) The Standardisation Scheme proper for the regulation of wages and work in the majority of the mills in Bombay and

(2) The Efficiency Scheme, called in discussion "Rationalisation," for the regulation of wages for work requiring greater efficiency such as attendance by a Sider on two sides of a Ring Frame instead of the ordinary one, or by a Weaver on three or four looms instead of the ordinary two with a suitable increase in wages.

The latter scheme was further sub-divided into two parts, one applicable to the mills under the agency of Messrs. E. D. Sassoon & Co., Ltd., and the other to the mills under the agency of Messrs. James Finlay & Co. ; and, to a certain extent, in the Kohinoormills under the agency of Messrs. Killick Nixon & Co. Messrs. E. D. Sassoon & Co. were successful in introducing double frame working in all their mills by the year 1928 although their attempt led to a prolonged strike of about two months during January and February 1928 in all their mills. The workers were, however, eventually defeated and the Sassoons were successful in introducing the system. An earlier attempt made by the same firm to introduce three-loom working in their Apollo and Manchester mills in 1927 also met with strikes lasting for about a month in both these mills. These strikes also resulted in favour of the employers. In all cases where the Sassoons introduced Efficiency measures the percentages granted for the additional work were standardised but the actual rates, basic or otherwise, in the individual mills remained the same and will continue on the existing bases till such time as the general Standardisation Scheme is introduced by the Millowners' Association in all mills in Bombay City which are affiliated to the Association.

The general Standardisation Scheme, as it is to be applied to the majority of the mills in Bombay, follows in the main the "Uniform Lists" which obtain in Lancashire. The fundamental basis of the whole scheme is stated by the Millowners' Association to be "a fair day's wage for a fair day's work". The main principles on which the scheme was based were as follows :—

(1) There should be no variation between mill and mill in the rates of wages of operatives of the same class doing the same amount of work with the same skill and similar machinery and material, and that variations in the earnings of individuals should depend on their own individual labour and skill as tested by production.

(2) Operatives should not suffer owing to defects in machinery or material.

(3) All the operatives except the weavers should get at least the same average wages that they have been hitherto getting provided they work with reasonable efficiency, but that there should be a cut of  $7\frac{1}{2}$  per cent. from the present average wages of the weavers.

The scheme as put forward by the Association at the Conference on the 4th October 1928 was considerably modified as a result of meetings

that took place between the Sub-committees of the Association and the Joint Strike Committee in January and February 1929 during the sittings of the Bombay Strike Enquiry Committee. This modified scheme was accepted by the Joint Strike Committee subject to some general objections and some qualifications which have been dealt with in paragraphs 188 and 266 of the Committee's Report. The Committee held that the Scheme, as modified, was fair and reasonable with a few minor alterations on some points of difference between the parties (Paragraphs 268, 272, 273, 277, 278, 280 and 281-A of the Report), subject to such revision of the part of the scheme that related to the wages of weavers as might be necessary to prevent a cut of  $7\frac{1}{2}$  per cent. in their wages, if the Committee's recommendations on this point in paragraph 239 of their Report were adopted. The Scheme itself reserved various matters for subsequent standardisation and it was proposed to revise sections of it after a few months' trial, if necessary. With this object and that of avoiding strikes and lockouts, machinery was provided by "Mediation Rules" agreed to by both sides for setting up Joint Committees to enquire into disputes arising under the Scheme and to arrange for their settlement. The part of the Standardisation Scheme which is called the "Rational" or "Efficiency" System and which aims at reducing the number of operatives employed in mills while raising their wages and providing conditions favourable for extra efficiency expected from the operatives was also held to be fair and reasonable. The modified main "Standardisation" and "Efficiency" Schemes are given in Appendices VIII and IX at pages 202-239 of the Committee's Report.

The Millowners' Association proposed to bring the main Standardisation Scheme into operation with effect from 1st October 1929 after discussing the recommendations made by the Bombay Strike Enquiry Committee with the representatives of Labour. In view of the fact, however, that the joint discussions on the Committee's Report broke down on the 24th April in consequence of the refusal of the Millowners' Association to agree to the reinstatement of 6,000 hands displaced as a result of the three strikes in the Wadia group of mills in Bombay, and also in view of the progress of the present General Strike, it is not known, at the moment of writing, whether the Association will be in a position to bring the Scheme into operation with effect from the date proposed.

#### EFFECT OF WAGE-CHANGES ON LABOUR SUPPLY

Although there have been no general changes in the rates of wages obtaining in the chief industries in the Bombay Presidency since the reduction of  $15\frac{1}{2}$  per cent. effected by the Ahmedabad Millowners in June 1923, several individual concerns have made direct and indirect attempts to reduce wages during the last five years. In the case of some up-country mills outside the cities of Bombay, Ahmedabad and Sholapur these attempts by employers have met with some success mainly owing to want of effective Trade Union organisation. But, as far as Government are aware, these attempts have had no perceptible effect on Labour Supply. The comparatively high absenteeism which is to be found

among workers employed in Indian industrial concerns gives employment to a large number of 'badlis' or substitutes who are able to get a fair amount of employment during the month by securing temporary work in different concerns.

Another important factor for consideration in dealing with this question is the fact that the Indian industrial worker is primarily an agriculturist. If he cannot get employment in industry he returns to his native village and either cultivates his own land or works for another cultivator. One of the reasons why the strikers were able to last out for over five and a half months in the big strike of 1928 was that thousands of workers who could not earn a living or raise funds by other means in Bombay migrated to their villages.

Government possess no statistics or information with regard to the question of unemployment in industrial concerns in the Bombay Presidency. Labour leaders frequently state that a good deal of unemployment in industry exists, but this has not been substantiated to any extent by the personal investigations made by the officers of the Labour Office although there was a displacement of a large number of hands consequent on the introduction of the double-frame working and other efficiency measures in the mills under the agency of Messrs. E. D. Sassoon and Co., during the years 1927 and 1928. One of the principal clauses of the agreement of the 4th October 1928 was that "the question of musters shall not arise" in so far as the offering of employment to the number of workers who had originally gone on strike was concerned. The Mill-owners' Association insisted on the insertion of this clause because they wanted to bring their standardised muster into immediate operation on resumption of work. The effect of the introduction of the standardised muster in October 1928 was to displace about six to eight thousand workers. A few disputes occurred on account of displacements in individual mills but as it was, some mills were not able to secure the full complements they required because several thousands of the workers who had left Bombay during the strike had not returned. It is probable that many of these were under the impression that their places must have been permanently filled and did not return at all. The introduction of the Standardisation Schemes, when they are brought into complete operation, will probably result in the displacement of a few thousand more workers.

The question of "effects of wage-changes on labour supply" has, generally speaking, not arisen in the Bombay Presidency in such a manner as to justify an enquiry into it, and consequently no further information than that given above is available on the subject.

It is assumed that the Commission, in this section, do not wish to deal with the question of the effect of *industrialism* on agricultural labour. Every big Engineering work, *e.g.*, the Tata Hydro-Electric Schemes, the Irrigation Dams and Canals of the Public Works Department, absorbs for the time being a quantity of labour from surrounding villages attracted by the relatively high wages paid on such works and causes either a shortage of agricultural labour or sends up its cost. But this

is presumably not a matter for discussion under the heading of "effects of wage-changes on labour supply."

#### MINIMUM WAGES

##### *Advisability and possibility of statutory establishment*

There are three main considerations which govern the adoption of legislation on minimum wages. These are (a) the living wage, (b) the fixing of minimum wages in any trade in relation to the wages paid to workers in the same trade in other districts and (c) the capacity of an individual industry to pay what is regarded as a minimum wage. When it has been decided upon what basis legislation is to be framed, there are various methods of applying the principles. By the first method different minima may be fixed for different industries by *ad hoc* boards appointed to deal with each industry as is done under the Trade Board system in England and in the Wages Boards in certain Australian States. According to the second method, national minima may be fixed for various industries as is done in certain parts of Canada, the United States of America, etc. According to the third method, an actual figure may be laid down in law as a minimum to apply for the whole country as was done by the Minimum Wage Act of New South Wales in 1908.

The Government of Bombay have no information in their possession which suggests that conditions in the Presidency necessitate legislative action on this subject, although they agree that the principle is unobjectionable.

One of the chief objects of Minimum Wage Legislation of the English type is the prevention of "sweating" particularly in what are known as the Home working trades. These in the sense in which the term is usually understood, do not exist to any large extent in this Presidency and if the object of the legislation is to prevent sweating in such trades, so far as this Presidency is concerned such legislation would appear to be quite unnecessary.

The question of a minimum wage in the Bombay cotton mill industry has been considered by the Fawcett Committee in their report in connexion with the Seventeen Demands submitted by the Joint Strike Committee. After discussing the principles underlying Minimum Wage Legislation and the opinions expressed on this question by various authorities the Committee say, "In the present case, we have material for safely saying that any considerable increase in the Wages Bill would hamper the industry to an unjustifiable extent in the existing circumstances of trade depression; but we may well decline to go further and say that the state of the trade does not permit of even a small increase in the lowest wage proposed to be paid if it is shown that the wage does not enable the workers concerned to maintain a suitable standard of living." They further observe, "We do not think that in this enquiry we should be justified in importing the principle of a minimum wage to the extent demanded, viz., the fixing of a definite standard of Rs. 30 below which the wages of no mill operative in Bombay should fall. The introduction of such a standard was not contemplated by the parties when they agreed

to the reference, as is clearly indicated by the fact that the Standardisation Scheme put forward by the Joint Strike Committee themselves in opposition to that of the Millowners contains a number of instances in which the wages are less than Rs. 30."

While considering the question whether the minimum wage should apply to female as well as male operatives the committee arrived at the conclusion that a woman can maintain herself in Bombay on Rs. 18 per month. They point out that they appreciate the contention that the standard of comfort of textile workers in Bombay is exceedingly low and sympathise with their aspirations to improve it. But they think that any attempt to do this by raising the general level of wages in the mill industry in the present circumstances of trade depression and fierce outside competition might only result in the closing down of more mills and thus in the end be injurious to the interests of the working classes. In their opinion to impose a minimum wage of Rs. 30 might also probably lead to the return of the former practice of employing boys instead of adults.

#### DEDUCTIONS

The Labour Office of the Government of Bombay conducted a comprehensive enquiry during the years 1926 and 1927 into the subject of Deductions from Wages or Payments in respect of Fines. It was held in response to a Circular Letter issued by the Government of India to all Provincial Governments requesting them to obtain information on the extent of the practice, in their respective administrations, by which employers in industrial concerns are empowered to inflict fines upon their workmen. The enquiry covered all Industrial establishments and also all the larger labour employing organisations, such as the Docks, Municipalities, Building and Construction Works, Railways, Tramways, Shipping Agencies, Hotels, Restaurants, Shops, Clubs, Stores, etc., and all large offices in the Bombay Presidency. The scope of the enquiry was not confined to the question of deductions only; and many of the other more important matters dealt with in the English Truck Acts were also covered. In the case of the Textile Industry the period selected was the first ten months of the year 1926. The whole of the year 1925 was taken for all the other factories, industrial organisations, etc., included in the investigation. The results of the enquiry were published in the form of a special Report during the year 1928 with the title "Report of an Enquiry into Deductions from Wages or Payments in respect of Fines."

The following notes contain the results of the 1926-27 Enquiry conducted by the Labour Office. The proposals made by the Bombay Millowners' Association to standardise rules governing conditions of employment and discipline, the infliction of fines, etc., which were one of the Terms of Reference of the Bombay Strike Enquiry Committee, appointed by the Government of Bombay on the 13th October 1928, are given at the end of this section together with the recommendations of the Committee.

#### *System of Fining*

The system of making deductions from wages in respect of fines is general in the Textile Industry in all parts of the Bombay Presidency.

With regard to factories, the system exists in almost all Government and Local Fund Factories and in the majority of the more organised and larger workshops. It is also associated with Municipalities, factories and establishments working regularly throughout the year. It does not appear to be the general practice in seasonal establishments such as Gins and Presses. In offices the system is almost wholly limited to the fining of peons and menials in the establishments where the system exists, although a few cases were reported where clerks were also occasionally fined. Among the classes of concerns included in the group "Miscellaneous Establishments" fining was general in the large hotels, clubs and restaurants but was almost absent in most of the larger commercial organisations such as shops, stores, etc.

The table below shows the number of establishments among those sending in returns in which fines were stated to be inflicted :—

Groups of Establishments covered	Number of returns	Number of concerns in which fines were inflicted
I. Textile Mills—		
(a) In Bombay .. .. .	76	76
(b) In Ahmedabad .. .. .	49	49
(c) In Sholapur and Other Centres .. .. .	19	19
II. Factories (excluding Textile Mills)—		
(a) Government and Local Fund .. .. .	32	23
(b) Ordinary Factories .. .. .	277	75
(c) Gins and Presses .. .. .	400	30
III. Public Utility Establishments .. .. .	18	18
IV. Municipalities .. .. .	68	57
V. Government and other Non-Factory Establishments.	15	11
VI. Steamship Lines .. .. .	12	12
VII. Offices .. .. .	180	48
VIII. Miscellaneous Establishments (Shops, Stores, Hotels, Restaurants, Clubs, Theatres, etc.)	85	23
Total ..	1,231	441

All Textile Mills in Bombay City have printed rules and regulations governing conditions of employment, dismissal with or without forfeiture of wages, fines, etc. Only three mills in Ahmedabad city reported the existence of such rules. In the mills in the remaining centres of the Bombay Presidency rules are occasionally found to exist. All Municipalities and Government and Local Fund factories have properly drawn up rules which, among other things, lay down the conditions under which fines may be imposed. The infliction of fines is also governed by prescribed rules in Railway Workshops, the larger and the better organised factories, in large Public Utility Companies and in some of the larger non-factory establishments. If the results of the enquiry as a whole are considered, it would appear that outside the Textile Mills in Bombay and the larger workshops, rules setting out the conditions of fining are the exception and not the rule.



As regards the extent to which fines could be inflicted in industrial establishments by persons in the position of Foremen, Jobbers, Mukadams, etc., only one or two Textile Mills in Bombay reported that the power was delegated to Jobbers. In many of the Ahmedabad Mills, this power rests with special employees who are called "Detectors." With the exception of these cases, all the remaining factories and concerns reported that the power to fine rests with the Heads of Departments. In some cases, a confirmation is required by the Manager or Superintendent-in-charge of the whole establishment. In the smaller concerns, the Proprietors, who act also as Managers, reserve the power to themselves.

With the exception of a few workshops and factories, which give employment tickets or check cards with the main rules under which fines are inflicted, printed on their reverse, no endeavour appears to have been made to communicate to employees the conditions under which fines are imposed beyond posting the rules, where they exist, in prominent positions. In the majority of cases, the reporting concerns stated that such rules and conditions were known by custom or usage—the few notable exceptions being the few mills and factories which maintain records of signatures or thumb impressions signifying that the rules have been made known to the signatories.

With the exception of the Railway Workshops, the large Public Utility Companies, Municipalities, some of the larger Government and non-Government factories and non-factory establishments, no limits appeared to have been prescribed with regard to the extent to which fines may be inflicted.

The offences for which fines are inflicted are generally breaches of discipline, insubordination, disobedience, bad or negligent work, careless or negligent loss of or damage to tools or machinery, etc. In some cases special lists of further offences connected with the nature of the work undertaken are drawn up. Deductions made from wages in respect of *actual fines* for bad or negligent work did not appear to cover the loss sustained by the employer with regard to the spoilt or damaged article, but appeared to be, in most cases, (to quote the Government of India's letter) "*bona fide* fines inflicted as correctives."

Generally speaking, the employee fined is given full particulars relating to the fine at the time of the occurrence necessitating it. In the case of some Municipalities and a few of the larger workshops, the procedure is more elaborate. The offence for which a fine is intended to be inflicted is put down on a "Charge Sheet" and the worker is asked to record his explanation—a fine being imposed only if the explanation tendered is unsatisfactory. In some cases, appeals against fines inflicted by subordinate officers in the position of Heads of Departments lie to the controlling authority.

Out of the 144 Textile Mills in the Presidency which furnished information on this subject, 84 mills or 58·3 per cent. reported that deductions were made from wages in respect of material spoilt or damaged during manufacture and handed over to the workers concerned. In most cases, the deduction was made at the price at which the article would have been

sold had it not been spoilt or damaged and only in a few cases at actual manufacturing cost or at a price intermediate between the cost and the selling value of the undamaged article. This practice is very rare in factories and establishments outside the Textile Industry.

All amounts realised in respect of these deductions were generally credited to the "Sales Account" except in the case of a few mills in Ahmedabad where a certain percentage of such deductions was handed over to detecting folders.

Speaking generally, there are few deductions made from wages in the Bombay Presidency on account of charges for supply of tools or materials to workers. In cases where such deductions were reported they appeared to be on account of the supply of special tools to special workers. In the Textile Industry, some mills require weavers to provide themselves with their own reed hooks and combs and in cases where these are supplied by the mills, their cost is recovered in cash or by deductions from the wages. The conditions governing such deductions, where they exist, are made known to the workers concerned prior to engagement.

A few cases were reported where a worker preferred to resign rather than be fined, but the evidence with regard to this question was overwhelming that workers generally preferred to be fined rather than to forfeit their service instead.

The punishment of suspension is general in Municipalities and in Government establishments. A few of the larger workshops inflict no fines at all and only punish offenders by suspending them from work for some days. This form of punishment is also found to exist in Railways, other Public Utility Companies and some of the larger non-factory organisations in addition to a few concerns in all the other groups.

Speaking generally, some sort of punishment for late attendance is universal except in the case of the majority of the seasonal factories such as Gins and Presses. In some cases employees are not admitted to work after a period of grace has expired. In some others, "pay for work" is the rule; i.e., employees only receive pay for the actual number of hours worked. But in the majority of cases where late attendance is punished by the infliction of a fine, the fine is either a fixed amount or it is graded according to the number of minutes late.

Non-attendance is similarly punished in various ways. In the mills in Sholapur City, the "double khada" rule is observed—loss of two days' wages for each day's absence without leave. This practice is also followed in various mills and factories in all parts of the Presidency. In some cases the penalty for continued absence without leave over a number of days (prescribed in most cases), is dismissal with or without forfeiture of wages. In some other cases, absence without leave is punished by set fines. In almost all cases wages are not given for the days of absence.

#### EXTENT OF FINING

##### *The Textile Industry*

The following table shows the deductions made in respect of fines together with the numbers of instances in which fines were inflicted in 45 Textile mills in all parts of the Bombay Presidency employing an average

daily number of 90,819 workers comprising 68,754 men, 20,568 women and 1,497 children, with a total wages bill of Rs. 2,63,89,592-14-8. Only 45 mills correctly gave the information in the detailed manner in which it is set out here.

Subject of Deduction	Number of instances in which fines were inflicted during the first ten months of the year 1926			Total amount of deductions made in respect of fines		
	Men	Women	Children	Men	Women	Children
<i>Fines for—</i>				Rs. a. p.	Rs. a. p.	Ba. a. p.
(a) Breaches of discipline or establishment rules.	14,782	6,332	44	4,259 3 6	1,161 14 3	11 10 9
(b) Bad or negligent work.	284,951	15,334	11	69,223 6 3	2,535 6 6	1 6 6
(c) Loss of and injury or damage to materials, tools, machinery or plant belonging to the employer.	11,568	1,077	236	4,371 13 6	225 12 0	19 15 0
(d) Any other purposes than those enumerated in (a), (b) or (c).	6,028	1,911	932	1,432 12 9	185 6 6	115 13 0
<b>Total ..</b>	<b>316,229</b>	<b>24,654</b>	<b>1,223</b>	<b>78,287 4 0</b>	<b>4,158 7 3</b>	<b>148 13 8</b>

An examination of the above table shows that fines for offences connected with bad and negligent work predominated both in the case of men and women operatives, the proportions of instances under this head to the total number of offences for which fines were inflicted being 89·54 per cent. in the case of men and 62·20 per cent. in the case of women. The incidence of fines for bad or negligent work works out to 3 annas and 10 pies for offences committed by men and 2 annas and 8 pies for offences committed by women. This suggests that fines of this nature are, generally, *bona fide* fines inflicted as correctives and not with a view to recompense the employer for damage sustained. An important caveat to this statement, however, is the fact that in the Textile Industry, nearly 60 per cent. of the reporting mills hand over spoilt or damaged material to the workers concerned and recover the cost—generally at the selling price of the undamaged materials—from the workers' wages. This practice is dealt with in a subsequent paragraph; but it will be obvious that the real extent of the worker's financial loss depends upon the price he obtains for the article and on that point no information was available.

In the case of children, fines were inflicted in 76·21 per cent. of the instances for reasons other than Breaches of Discipline, Bad or negligent work and Loss of or injury to materials, tools, etc. Fines, in the case of children, are generally for loss of identification tokens. The incidence of fines under this head works out at 2 annas per offence. If all offences are considered together, the incidence of fining works out at 3 annas and 11 pies per offence in the case of men, 2 annas and 8 pies per offence in the case of women and 1 anna 11 pies in the case of children. The

proportion of total fines to the total Wages Bill for the 45 Textile Mills covered by the statistics contained in the above table works out at 0·313 per cent.

Many mills did not give particulars under the separate heads (a), (b), (c) and (d) but gave combined figures for one or more of the four sections. It was possible, however, to obtain from these returns figures showing (a) the Wages Bill; (b) the numbers of workers employed; and (c) the total amount of fines inflicted. Grouping these figures, it is found that in the case of 66 Textile Mills in Bombay City employing 146,753 workpeople—comprising 113,506 men, 33,192 women and 55 children,—with a total Wages Bill of Rs. 4,73,83,399 for the first ten months of the year 1926, the total fines inflicted amounted to Rs. 1,18,707 or 0·25 per cent. of the Wages Bill.

In the 30 mills in Ahmedabad which supplied similar information, the total amount of fines inflicted was Rs. 1,02,488 as against a total Wages Bill of Rs. 1,01,66,873 for 31,396 workers comprising 24,170 men, 6,087 women and 1,139 children. The proportion of fines to wages in this case amounts to 1·01 per cent.

For 16 mills in Sholapur and other centres, employing 26,134 workers, comprising 18,390 men, 5,732 women and 2,012 children, with a total Wages Bill of Rs. 49,80,528, the total amount inflicted in fines during the period covered was Rs. 21,268 or 0·43 per cent. of the Wages Bill.

If the above figures are combined for all the Textile Mills in the Bombay Presidency, it is found that in 112 mills employing 204,283 workers comprising 156,066 men, 45,011 women and 3,206 children, with a total wages bill of Rs. 6,25,30,800 the total amount of fines inflicted was Rs. 2,42,463 or 0·39 per cent. of the wages bill.

#### *Factories (excluding Textile Mills)*

The following table presents statistics in respect of 25 factories and workshops employing 25,359 workpeople, comprising 25,031 men, 251 women and 77 children with a total wages bill of Rs. 88,17,530 for the year 1925 which furnished detailed information under group I (a), (b), (c) and (d):—

Subject of deduction	No. of instances in which fines were inflicted during the year 1925			Total amount of deductions made in respect of fines inflicted			
	Men	Women	Children	Men	Women	Children	
<i>Fines for—</i>				Rs.	a. p.	Rs.	a. p.
(a) Breaches of discipline or establishment rules.	6,785	..	..	5,274	1 9	..	..
(b) Bad or negligent work	2,668	1	..	4,434	0 4	1 0 0	..
(c) Loss of and injury or damage to materials, tools, machinery or plant belonging to the employer.	1,659	1	20	1,787	14 1	5 0 0	10 0 0
(d) Any other purposes than those enumerated in (a), (b) or (c).	2,799	..	..	4,437	5 6	..	..
<b>Total ..</b>	<b>13,911</b>	<b>2</b>	<b>20</b>	<b>15,933</b>	<b>5 8</b>	<b>6 0 0</b>	<b>10 0 0</b>

An examination of the above table shows that fines were inflicted in factories for breaches of discipline to a greater extent than for bad or negligent work, the proportion of instances under this head to total instances amounting to 48·77 per cent. Women operatives were only fined in 2 cases, Rs. 5 in one case and Re. 1 in the other. The incidence of fining per offence works out at Rs. 1-2-4 for men, Rs. 3 for women and 8 annas for children, and the proportion of total fines to the total wages bill amounts to 0·18 per cent.

*Public Utility Establishments*

Out of the 18 returning organisations or departments of organisations included under the category of "Public Utility Departments," eight departments submitted detailed information in the schedule with regard to deductions made under the various sub-heads under Group I. The following table summarises the deductions made in the case of these eight departments during the year 1925 out of the earnings of 8,512 workpeople comprising 8,223 men, 167 women and 122 children with a total Wages Bill of Rs. 40,19,980 :—

Subject of deduction	No. of instances in which deductions from wages were made			Total amount of deductions		
	Men	Women	Children	Men	Women	Children
				Rs. a. p.	Rs. a. p.	Rs. a. p.
<b>I. Fines for—</b>						
(a) Breaches of discipline or establishment rules.	7,096	5	8	4,595 12 0	1 14 0	2 0 0
(b) Bad or negligent work .	725	..	3	1,852 12 6	..	1 0 0
(c) Loss of and injury or damage to materials, tools, machinery or plant belonging to the employer.	756	..	..	652 1 7	..	..
(d) Any other purposes than those enumerated in (a), (b) or (c).	2,185	..	..	1,840 8 0	..	..
<b>Total ..</b>	<b>10,762</b>	<b>5</b>	<b>6</b>	<b>8,450 2 1</b>	<b>1 14 0</b>	<b>3 0 0</b>

It will be seen from the above figures that the incidence of fining per offence amounted to 12 annas 7 pies in the case of men, 6 annas in the case of women and 8 annas for children. The proportion which the total amount of fines bears to the total Wages Bill is 0·21 per cent. The majority of fines were inflicted for breaches of discipline.

Five Public Utility Establishments or Departments did not supply detailed information under each sub-head but gave total amounts for fines inflicted and the numbers of instances. All these five departments gave figures for the total Wages Bill for the year 1925 but information

regarding workpeople involved was furnished by only three departments. If the figures for these five departments are combined with the group figures for the above eight departments it is found that in 13 departments with a total Wages Bill of Rs. 55,18,301 fines were inflicted in 11,602 instances and amounted to Rs. 9,337 or 0·17 per cent. of the total Wages Bill. The average amount of fine per instance works out at 12 as. 11 ps.

#### *Municipalities*

All the 68 Municipalities which furnished replies in the questionnaire did not give figures with regard to the numbers of workers employed and the Wages Bill,—only twenty Municipalities giving complete information with regard to numbers employed, the total Wages Bill, the amounts inflicted in fines and the numbers of instances in which they were inflicted. The tabulated results for these twenty Municipalities showed that out of a total number of 1,832 employees comprising 1,252 men, 545 women and 35 children, with a total Wages Bill of Rs. 3,24,098 for the year 1925, the total amount imposed in fines was Rs. 337 inflicted in 569 instances. The incidence of fining per offence works out at 9 annas 6 pies and the proportion of fines to the total Wages Bill at 0·10 per cent.

Six Municipalities employing a total of 263 workers, comprising 174 men, 77 women and 12 children, with a total Wages Bill of Rs. 37,690 reported that no fines were inflicted during the year covered by the enquiry.

Five Municipalities which did not supply information regarding either the Wages Bill or the numbers of workpeople employed, although called for, showed that a total amount of Rs. 461-8-0 was deducted as fines in 386 cases. The incidence of fining per offence in these cases worked out at Rs. 1-3-2. If the combined figures for all Municipalities which supplied information regarding amounts of fines and instances are taken, it is found that the incidence of fining worked out at 13 annas 5 pies per offence.

Four other Municipalities supplied figures for the total amounts of fines deducted, but gave no information regarding the number of instances in which they were inflicted or figures for the Wages Bill and the numbers of workpeople employed. The total amounts of fines inflicted in these four Municipalities during the year 1925 amounted to Rs. 422-12-6.

#### *Government and Other Non-Factory Establishments*

The returns from the Kandivli Quarries of the Bombay Reclamation Scheme ; the Shivrajpur Mines ; and the Works and Dredging Fleet and Stores Departments of the Bombay Port Trust submitted properly classified information under each head under Group I of the schedule. The following table gives a summary of the deductions made under each head in the case of 8,264 employees, comprising 6,959 men,

1,288 women and 17 children, with a total Wages Bill of Rs. 36,84,102 for the year 1925 :—

Subject of deduction	No. of instances in which deductions from wages were made			Total amount of deductions		
	Men	Women	Children	Men	Women	Children
<b>I. Fines for—</b>				Rs. a. p.	Rs. a. p.	Rs. a. p.
(a) Breaches of discipline or establishment rules.	329	..	..	343 5 0	..	..
(b) Bad or negligent work	871	..	..	400 8 0	..	..
(c) Loss of and injury or damage to materials, tools, machinery or plant belonging to the employer.	169	..	..	161 11 0	..	..
(d) Any other purposes than those enumerated in (a), (b) or (c).	234	..	..	145 10 0	..	..
<b>Total ..</b>	<b>1,603</b>	<b>..</b>	<b>..</b>	<b>1,050 2 0</b>	<b>..</b>	<b>..</b>

It will be noticed that no deductions on account of fines were made in the case of women and children. The proportion of the amount of fines to the total Wages Bill is 0·03 per cent. The incidence of fining per offence works out at 10 annas and 6 pies.

Two other establishments did not give classified figures under the various sub-heads under Group I, but gave only the total amounts inflicted in fines together with the number of instances in which the fines were recovered. If the figures for these two departments are combined with the figures of the four departments already dealt with, it is found that the amount of fines inflicted in the case of 12,439 workpeople comprising 11,129 men, 1,293 women and 17 children, with a total Wages Bill of Rs. 67,63,400 was Rs. 1,527 recovered in 1,637 cases. The proportion of fines to the Wages Bill in this case works out at 0·02 per cent. and the incidence per offence at 14 annas and 11 pies. One Manganese Mine employing over 1,000 workpeople reported that the total amount of deductions in respect of fines during the year 1925, amounted to Rs. 14-2-0 recovered in two instances. The mine, however, did not give its total Wages Bill for the year. The dredging section of the Bombay Reclamation which employed over 500 workers with a Wages Bill of nearly Rs. 2½ lakhs for the year 1925, reported that deductions in respect of fines amounted to Rs. 48-11-0, but no information was available regarding the number of instances in which these deductions were made.

Twelve offices employing 2,102 clerks and peons, comprising 2,083 men, 1 woman and 18 children, with an annual Wages Bill of Rs. 23,69,837 for the year 1925, reported that the total amount deducted in fines during the year was Rs. 508-1-0 recovered in 266 instances. The proportion of fines to the total wages bill was

0·02 per cent. and the incidence of fining worked out at Rs. 1-14-7 per offence.

Nineteen other offices in which no fines were inflicted during the period covered by the enquiry gave the number of workers and the total wages bill. The tabulated results for these offices showed that the total Wages Bill for 849 workers, comprising 838 men, 7 women and 4 children, amounted to Rs. 11,63,611. If these figures are combined with the previous figures, it is found that in the case of 2,951 workers comprising 2,921 men, 8 women and 22 children, with a total wages bill of about Rs. 35,33,450 the total amount of fines inflicted was Rs. 508-1-0, or 0·01 per cent.

#### *Miscellaneous Establishments\**

Thirty-five out of the 76 reporting concerns gave information in the schedule. In 16 out of these 35 concerns no fines were inflicted. In the 19 concerns where fines were inflicted the results of the tabulations showed that out of a total wages bill amounting to Rs. 8,99,113 for the year 1925 for 2,664 workers comprising 2,417 men, 89 women and 158 children, fines amounting to Rs. 6,094 were deducted in 5,621 instances, the proportion of fines to total wages being 0·68 per cent. and the incidence of fining per offence amounting to Rs. 1-1-4. If these figures are combined with the 16 concerns in which no fines were inflicted, it is found that deductions amounting to Rs. 6,094-14-2 were made in 5,621 cases out of a total wages bill of Rs. 12,62,951 for 3,278 employees comprising 2,967 men, 133 women and 178 children. The proportion of fines to the wages bill in this case worked out at 0·48 per cent.

#### *Steamship Companies*

No information was available with regard to the extent of fining in the steamers under the agencies of the various companies with offices in Bombay and Karachi. Fines to seamen are regulated by law and are laid down in the articles.

#### OTHER DEDUCTIONS

The figures returned in the enquiry on account of deductions made from wages under the various other heads were not capable of tabulation in summary form. Deductions from wages on account of supply of tools, materials, etc., provided by the employers were negligible. Deductions for supply of water were fairly frequent. Only a small number of textile mills reported that deductions from wages were made for the supply of medicines and medical attendance. Almost all establishments which provided housing for their workers stated that rent was collected by making deductions from the wages of their employees. Education appeared to be an item for which no deductions of any importance were made from the wages. Deductions on account of Provident Fund were generally confined to Government organisations, Public Utility concerns, larger non-factory establishments such as Port Trusts, etc. Establishments

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\* The group "Miscellaneous Establishments" includes shops, stores, wholesale book depots, hotels, restaurants, clubs and gymkhanas, theatres, cinemas and other similar concerns.



mainly connected with the Railways reported deductions from the salaries of their better paid employees for the provision of reading rooms and libraries. All the textile mills in Bombay and Ahmedabad which charge interest on advances granted to their employees frequently make deductions on that account. Although a few returns showed that deductions were made in respect of compulsory contributions to charity this practice appeared to be very rarely followed. Deductions for articles damaged during manufacture were almost entirely confined to textile mills, and 84 mills in the Bombay Presidency reported such deductions. In the 46 mills which furnished statistics regarding both the amounts realised for such deductions and the number of instances in which they were effected it was found that these deductions amounted to Rs. 1,60,326-5-4 and related to 50,981 instances.

#### UTILISATION OF FINES

##### *Textile Industry*

In Bombay City, all deductions from wages in respect of fines, and the value of spoilt or damaged material handed over to the workers were made in the pay books from the gross wages payable and disbursement was only made of the net wages due. In the case of fines, 67 out of the 76 reporting mills stated that the amounts of fines were deducted from the gross wages bill and only net wages actually payable were drawn from the bank for wage payments. The amounts for fines thus went to the reduction of the total wages bill. Out of the remaining 9 mills, 6 mills reported that the amount recovered in fines was utilised for Workmen's Welfare Work. One mill had a special Fines Fund to which all fines were credited. This fund is entirely used for Welfare. One mill reported that it utilised fines not only for Welfare but also for payments of gratuities to retiring operatives and heirs of deceased workmen. Another mill stated that it proposed to devote all fines collected for donations to various charitable objects. The total value of the deductions made in respect of spoilt material handed over to the workers was generally credited to the sales account but in some cases the amount was considered as a reduction in the wages bill.

As in the case of the textile mills in Bombay so also in Ahmedabad, amounts recovered in fines and deductions for the value of spoilt or damaged material handed over to the workers are not recovered after payment of gross wages have been effected but are deducted from the gross wages payable, and net wages only are disbursed. The amounts recovered in fines either go towards a reduction of the wages bill or are computed separately and variously credited either to the wages account, the general fund account or to some other special account. In some cases the amounts were utilised for cost of replacement and were credited to depreciation. Out of the 49 reporting mills in Ahmedabad only 2 mills utilised the amounts recovered in fines specifically for Welfare Work. One mill devoted all money thus recovered entirely to charitable purposes and another mill appropriated half the total amount and made over the other half proportionately

between the informers who brought offences punishable by fines to the notice of the management.

With regard to deductions made in respect of spoilt or damaged articles handed over to the workers, the proceeds were credited to sales account in 9 cases. Ten mills reported that half the amount thus recovered was credited to the Company's accounts and the other half handed over to the "detecting folders." One mill made over the whole of the amount so realised towards rewards to detectors, whereas in one case the proportion of the amount realised handed over to these detectors was nine-sixteenths. Two mills credited this amount to the wages account and in the remaining mills the amount went directly to the credit of the profit and loss account.

In Sholapur and other centres in all cases where deductions were made on account of spoilt material handed over to the workers the amount realised in such deductions was appropriated by the Company either by crediting the amount to Sales Account or some other head of revenue. With regard to the disposal of fines, 17 mills credited the amount of fines to the Wages Account and only two mills utilised the amount realised in connection with Welfare Work.

### *Factories*

#### *(Government and Local Fund)*

One factory reported that the amounts recovered in deductions for spoilt material or lost tools were used entirely for Welfare Work. Five factories reported that all fines were credited to special Fines Funds. In the remaining cases, fines are recovered in the pay bills submitted either to Government or to the controlling authority as the case might be, and automatically go towards the reduction in the Wages Bill. In all cases where Fines Funds exist, the funds are governed by prescribed rules. These rules provide that all fines shall be credited to the Fines Fund and that the assets of the Fund are to be placed in a bank to the credit of the controlling officer under his official designation. The following is legitimate expenditure from the fund :—

- (a) Gratuities or Donations to workmen on discharge ;
- (b) Donations to widows and families of deceased workmen ;
- (c) Allowances to sick or injured men in special cases ;
- (d) Relief in deserving cases, *e.g.*, losses from floods or fires in the houses of men who have claims on the factory ;
- (e) Cost of construction and maintenance of such buildings and institutions as rest and dinner sheds, grain and other shops and schools for the benefit of the workmen and their families provided that the entire expenditure on this account, Capital as well as recurring, is met from the Fines Fund and no portion thereof is charged against the working expenses of the factories ; and
- (f) Bonuses which may be given periodically for good attendance or long service or for specially good service.

Separate cash books are maintained for the Fines Fund and it is laid down that this Fund should not appear in the factory balance-sheets. It is a distinct Fund at the disposal of the controlling officer and is not to be merged in the factory permanent advance or general cash account.

*Ordinary Factories (excluding Gins and Presses)*

Eighteen concerns included under the group of non-Government or Ordinary Factories, did not appropriate the amount of the fines inflicted to their own credit. In six cases which included almost all the larger Railway Workshops, all fines are credited to special Fines Funds which are entirely devoted to Welfare Work. In two cases fines were credited to the employees' Sports Funds; in one case it was utilised for the purchase of medicines for employees; in one case it was distributed, at the end of the year, amongst those who showed specially good conduct; in one case they were utilised in giving an annual feast to the workers; in one case all fines were added to the annual Divali Bonus; in two cases they were devoted to charity; in one case the amount was utilised for gratuities to good workers and to donations for charitable objects; in one case all fines were refunded to the workers at the end of the year if their conduct, subsequent to being fined, was found to be satisfactory; in one case fines were credited to the Subscriptions and Donations Account and, in the last case, they were applied to the School Fund. In the case of the remaining factories all fines were appropriated by the establishments concerned.

Deductions made in respect of damaged materials handed over to the workers went to the credit of "Sales" accounts.

*Other Establishments*

In the case of the other classes of establishments fines inflicted for damages to or loss of tools, materials, etc., were generally utilised for replacements. Fines inflicted for other reasons were utilised in some form or other for the welfare or benefit of the employees in the majority of the 'Public Utility Establishments,' 'Offices' and 'Miscellaneous Establishments.' In the case of 'Cotton Gins and Presses,' all Municipalities except the Bombay Municipality which reported the existence of special Fines Funds utilised for the benefit of the workers, and the majority of 'Government and other non-Factory Establishments' the amounts realised in fines were generally credited to the establishments concerned.

The question of standardising the various rules in the Bombay mills regarding the conditions of employment of operatives arose at an early stage of the general strike of the year 1928. The Joint Strike Committee in May 1928 included in their demands one that the conditions of employment, work and payment should be standardised (No. 10), and another that all the rules that are usually posted in the mills or departments should be standardised by the Millowners' Association so that they should be uniform in all the mills (No. 15). In reply, the committee of the Association answered that they agreed that there should be such

standardisation, and said that rules accordingly had been already formulated, and would be published in due course. During the strike, draft rules were discussed with some of the Labour representatives, and some of the proposed rules amended. The draft that was submitted to the Bombay Strike Enquiry Committee for consideration was the one finally presented by the Millowners' Association on the 4th of October 1928. Some proposals for amendments and additions were submitted to the Committee by the Association on the 15th January 1929, but the Committee concerned themselves primarily with the draft of the 4th October.

## STANDARDISED SERVICE RULES

### PROPOSALS OF MILLOWNERS

The following is a Comparative Statement showing the Standing Orders as presented by the Millowners' Association at the Conference of the 4th October 1928 and these Orders as amended by the Committee in the form in which the Committee considered they might be approved as fair and reasonable.

*(Some new Orders subsequently presented by the Association to the Committee during their discussions are printed in italics)*

#### *Millowners' Draft*

##### The (Mill Company) Limited Standing Orders for Operatives

1. These Orders shall come into force as and from the 1928.
2. "Operatives" means all work-people male or female employed in the mill and includes "Jobbers."  
"The Company" means The (Mill Company) Limited.  
"The Manager" means the Company's Manager or Acting Manager for the time being.  
Masculine includes feminine.
3. The decision of the Manager upon any question arising out of, in connection with, or incidental to these Orders shall be final, subject however to appeal to the Managing Agents.
4. The Company may, on one month's prior notice, add to or alter these Orders or substitute new Orders or any new Orders and any such addition, alteration or substitution shall be as binding on the operatives as if originally incorporated in these Orders. Such notice to be posted prior to the last day of the month.

#### *Committee's Draft*

##### The (Mill Company) Limited Standing Orders for Operatives

1. These Orders shall come into force as and from the 1929.
2. In these Orders, unless there is anything repugnant in the subject or context,
  - (a) "Operatives" means all work-people male or female employed in the mill and includes "Jobbers";
  - (b) "The Company" means The (Mill Company) Limited;
  - (c) "The Manager" means the Company's Manager or Acting Manager for the time being; and
  - (d) Masculine includes feminine.
3. The decision of the Manager upon any question arising out of, in connection with, or incidental to these Orders shall be final, subject however to appeal to the Managing Agents and without prejudice to any right of an operative aggrieved by his or their decision to resort to legal proceedings in a court of law.
4. (Omitted here and placed as Standing Order 22.)

*Millowners' Draft*

5. The Mill will work each day for such number of hours as the Manager may from time to time fix in accordance with the Factories Act.
6. Notice of the time of beginning and ending work will be posted on the Board outside the Time-Keeper's Office.  
The hours of work for adult operatives until further notice will be as follows :—  
7 a.m. to 9-30 a.m.  
9-30 a.m. to 10 a.m.—Recess.  
10 a.m. to 1 p.m.  
1 p.m. to 1-45 p.m.—Recess.  
1-45 p.m. to 6-15 p.m.  
(This is subject to the approval of the Factory Inspector and the consent of the operatives.)  
Operatives attending late are liable to be shut out and treated as absent, but may be admitted on payment of a fine.  
Operatives shall only take their food at the Recess Times. Any break of this Order will incur dismissal.

7. Each operative without exception will be provided with a departmental ticket showing his number, name and occupation, and on attendance each day shall deliver up the ticket at the place provided.
8. Any operative who, after presenting his ticket, is found absent from his post without leave without sufficient cause is liable to be treated as absent without leave. Any operative who desires to obtain leave of absence must apply previously to the Head of his Department or any officer appointed by the Manager for this purpose.

*New Order*

*When on an application for special leave, leave exceeding one day and not exceeding two months, is granted to an operative, the period of leave granted shall be stated in writing by the head of his department. In the event of an operative taking leave in excess of the period granted, he shall lose all rights to reinstatement unless he has previously secured permission in writing to extend the leave originally granted and returns to work on the first working day following the period covered by any such extension.*

*Committee's Draft*

5. The Mill will work each day for such number of hours (not ordinarily exceeding ten) as the Manager may from time to time fix in accordance with the Factories Act.
6. Notice of the time of beginning and ending work will be posted on the Board outside the Time-Keeper's Office.  
The present hours of work for adult operatives are as follows :—  
7 a.m. to 12 noon.  
12 noon to 1 p.m. (Recess.)  
1 p.m. to 6 p.m.  
Provided that, with the approval of the Factory Inspector and the consent of the operatives or their representatives, these hours may be modified so as to allow of a morning recess in addition to the mid-day one.  
Operatives attending late are liable to be shut out and treated as absent, but may be admitted on payment of a fine.  
When a morning recess is provided, operatives shall take their food only at the Recess Times, and any breach of this Order will render the offender liable to be punished for misconduct under Orders 17 and 18.
7. *Same as the Millowners' Draft.*

8. Any operative who after presenting his ticket is found absent from his proper place or places of work without leave or other sufficient excuse is liable to be treated as absent without leave. Any operative who desires to leave his work, except for a temporary purpose within the mill premises, must apply previously in accordance with Order 8-A.

8-A. Any operative who desires to obtain leave of absence must apply previously to the Head of his Department or any officer appointed by the Manager for this purpose, who, if he thinks fit, may grant him leave for a period not exceeding two months. If the leave granted exceeds one day, the officer granting it shall keep a record of its grant, and give the operative a written and signed certificate as to the period of leave granted to him. In the event of an operative taking leave in excess of the period granted he shall lose all his rights to reinstatement, unless he has previously secured written permission to extend the leave originally granted

*Millowners' Draft*

9. Operatives will be classed as (1) Probationary and (2) Permanent. A Probationary operative is one who is provisionally engaged for the first time on a particular post for a period of two months during which he may be dismissed at any time without notice. At the end of two months if not dismissed a Probationary operative becomes permanent.
10. No operative shall enter or leave the mill premises except by the gate appointed for the purpose.
11. All male operatives are liable on leaving the mill premises to be searched by the gateman and all female operatives are liable to be detained by the gateman for search by the female searcher.
12. Before the beginning of each month a notice will be posted outside the Time-Keeper's Office and in the Mill stating (a) the days on which the mill will be closed during the following month, and (b) the date or dates on which wages will be paid.  
*Wages will be calculated to the nearest pie and the percentage allowance paid for the high cost of living shall be calculated on this amount including annas and pies, but no payment of pies shall be made. If the last figure of this calculation is five pies or less it shall be neglected; if the last figure of this calculation amounts to six pies or more, the annas column will be increased to the next higher figure.*
13. The Company may at any time or times and for any period or periods at their discretion in the event of a strike, fire, catastrophe, emergency or epidemic, or when it is necessary to do so because of the state of the trade stop any machines or machines, department or departments. The operatives employed on those machines or in those departments will be "played off," i.e., temporarily stopped without notice and without compensation in lieu of notice. The employees so "played off" are not to be considered as dismissed from service, but are temporarily unemployed and will not

*Committee's Draft*

and returns to work on the first working day following the period covered by any such extension, or unless on his return to work he gives a satisfactory explanation for his omission to apply for such an extension and the extension is retrospectively sanctioned.

9. Operatives will be classed as (1) Probationary and (2) Permanent. A Probationary operative is one who is provisionally engaged for the first time on a particular post for a period of two months during which he may be discharged or may leave at any time without notice. At the end of two months, if not discharged, a Probationary operative becomes permanent.
10. No operative shall enter or leave the mill premises except by the gate appointed for the purpose.
11. All male operatives are liable on leaving the mill premises to be searched by the gateman, and all female operatives are liable to be detained by the gateman for search by the female searcher, if acting without malice he suspects that any operative so detained or searched has wrongful possession of property belonging to the Company.
12. *Same as the Millowners' Draft.*
- 12-A. *Same as the Millowners' Draft.*
13. The Company may at any time or times and
  - (a) for any period or periods at their discretion in the event of a strike, fire, catastrophe, epidemic or other emergency rendering it necessary or advisable to do so; and
  - (b) for a period not exceeding two days in the event of the state of the trade rendering it necessary to do so, stop any machine or machines, department or departments. The operatives employed on those machines or in those departments will be "played off," i.e., temporarily stopped without notice and without compensation

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be entitled to wages during such un-employment. Such employees will be given the first chance of work again on the resumption of work on such machines or departments.

*New Order.*

*In the event of a stoppage of machinery due to a breakdown or stoppage of the power supply during working hours, the operatives affected shall be informed, as soon as practicable, when work will be resumed and whether they are to remain or leave the mill. The period of detention in the mill shall not ordinarily exceed one hour after the commencement of the stoppage or breakdown. If the period of detention does not exceed one hour, operatives so detained shall not be paid for the period of detention. If the period of detention in the mill exceeds one hour, operatives so detained shall be entitled to receive wages for the whole of the time during which they are detained in the mill as a result of the stoppage. Operatives shall not be paid during the period of any breakdown or stoppage when they are not detained in the Mill.*

14. The service of any operative drawing a monthly wage may be terminated on one month's notice or on payment of one month's wage in lieu of notice. Any operative drawing wages on a daily earning basis may be dismissed on one month's notice or 28 days' earnings (computed on the average earnings of such operative for the month last passed) in lieu of notice.
15. Any operative desirous of leaving the Company's service shall, on the last day of the month, or if that day be a holiday, on the day previous, give one month's notice to the Head of the Department concerned. The wages due to such an operative must be paid within three days after the expiry of the notice; if more than 20 per cent. of the operatives in a department give notices simultaneously, the period of three days to be extended to one week. If any permanent operative leaves without such notice he shall forfeit the whole or part of the wages due to him for the month at the discretion

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in lieu of notice, provided that an employee "played off" for a period longer than seven days may leave the Company's service on intimation of his intention to do so, without any further notice. The employees so "played off" are not to be considered as dismissed from service, but are temporarily unemployed and will not be entitled to wages during such unemployment, except to the extent mentioned in Order 13-A. Such employees will be given the first chance of work again on the resumption of work on such machines or departments.

- 13-A. In the event of a stoppage of any machine or department under Order 13 during working hours, the operatives affected shall be informed, as soon as practicable, when work will be resumed and whether they are to remain or leave the mill. The period of detention in the mill shall not ordinarily exceed one hour after the commencement of the stoppage. If the period of detention does not exceed one hour, operatives so detained shall not be paid for the period of detention. If the period of detention in the mill exceeds one hour, operatives so detained shall be entitled to receive wages for the whole of the time during which they are detained in the mill as a result of the stoppage. In the case of piece-workers, the average daily earnings for the previous month shall be taken to be the wages for 10 hours.
14. The service of any operative may be terminated by 14 days' notice or by payment of 13 days' wages in lieu of notice. If he draws wages on a piece rate basis, the 13 days' wages shall be computed on the average daily earnings of such operative for the previous calendar month.
15. Any operative desirous of leaving the Company's service shall give 14 days' notice to the Head of the Department concerned. The wages due to such an operative must, if possible, be paid on the day the notice expires and in any case within three days after the expiry of the notice. If any permanent operative leaves without notice, he shall be liable to forfeit by way of liquidated damages at the discretion of the Manager the whole or part of the wages due to him for the 14 days immediately prior to his so leaving, provided that no such order of forfeiture shall be passed without giving

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of the Manager by way of liquidated damages.

*No corresponding rule framed by the Millowners' Association, but they stated in May 1928 that they had no objection to unclaimed wages being made available to operatives at any time on sufficient identification.*

16. Each Jobber will be deemed to have knowledge of the rules under the Indian Factories Act as regards the employment of women and children and will be personally responsible to see that those Rules are not infringed.
17. Any operative who is adjudged by the Manager on examination of the man, if present, and of the facts to be guilty of misconduct is liable to be summarily dismissed without notice or, at the Manager's discretion to be fined.

The following acts or omissions will be treated as misconduct, namely—

- (a) insubordination or disobedience whether alone or in combination with another or others to a superior or to the Manager;
  - (b) striking work either singly or with other operatives without giving one month's previous notice;
  - (c) inciting whilst on the premises any operative to strike work without giving one month's previous notice;
  - (d) habitual breach of any rules for the maintenance and running of any department and maintaining its cleanliness; and
  - (e) theft.
18. Operatives will ordinarily be fined after being heard (but the acts on being repeated or in any gross case may be treated as misconduct under Order 17) for any of the following offences, namely—
- (a) absence without leave for more than three days without sufficient cause;
  - (b) negligence in work or neglect of work;
  - (c) smoking on the mill premises except in places where smoking is permitted;

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the operative an opportunity of being heard, if he is present or his attendance can be procured without undue difficulty.

- 15-A. Any wages due to an operative but not paid on account of their being unclaimed will be paid by the Company at any time on their being claimed by the operative or his legal representatives, subject to the operative being sufficiently identified.

16. (Omitted in view of Standing Order 20.)

17. Any operative who is adjudged by the Manager on examination of the man, if present, and of the facts to be guilty of misconduct is liable to be summarily dismissed without notice or at the Manager's discretion, to be fined.

The following acts or omissions among other things justifying summary dismissal under the ordinary law of Master and Servant, will be treated as misconduct, namely—

- (a) wilful insubordination or disobedience whether alone or in combination with another or others to any lawful and reasonable order of a superior or of the manager;
- (b) striking work either singly or with other operatives without giving 14 days' previous notice;
- (c) inciting whilst on the premises any operative to strike work without giving 14 days' previous notice;
- (d) habitual breach of any rules for the maintenance and running of any Department and maintaining its cleanliness; and
- (e) theft, fraud or dishonesty in connection with the Company's business or property.

18. Operatives will ordinarily be fined after being heard (but the acts on being repeated or in any gross case may be treated as misconduct under Order 17) for any of the following offences, namely—

- (a) absence without leave for more than three days without sufficient cause;
- (b) negligence in work or neglect of work;
- (c) smoking on the mill premises except in places where smoking is permitted.



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- (d) entering or leaving or attempting to enter or leave the mill premises except by the gate provided for that purpose;
- (e) habitual late attendance;
- (f) absence without leave without sufficient cause from appointed work in the mill;
- (g) quarrelling or behaving in a noisy or obnoxious manner or doing anything likely to cause a breach of the peace, and
- (h) taking bribes from or giving bribes to any other operative or person employed in the mill, or from or to any other person having dealings with the Company as a motive or reward for doing or omitting to do any act, the performance or omission whereof would be prejudicial to the interests of the Company.

The total amount of fines inflicted under this Rule (18) during any particular month shall in no case exceed 2 per cent. of the operative's total earnings for that month.

*New addition to this Rule*

*Fines imposed under this rule shall be utilized for the welfare work of the Company.*

19. The order and the reasons for fine or dismissal of any operative shall be in writing and shall be dated and signed in the case of a fine by the Head of the Department concerned, and in case of dismissal by the Manager, and shall in the event of a fine, state the amount. A copy of such order, if demanded, should be supplied to the operative.

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- (d) entering or leaving or attempting to enter or leave the mill premises except by the gate provided for that purpose;
- (e) habitual late attendance;
- (f) absence without leave or without other sufficient excuse from appointed work in the mill;
- (g) quarrelling or behaving in a noisy or obnoxious manner or doing anything likely to cause a breach of the peace;
- (g-A) breach of any rules for the maintenance of and running of any department and maintaining its cleanliness; and
- (h) taking bribes from or giving bribes to any other operative or person employed in the mill, or from or to any other person having dealings with the Company as a motive or reward for doing or omitting to do any act, the performance or omission whereof would be prejudicial to the interests of the Company.

The total amount of fines inflicted under this Order 18 during any particular month shall in no case exceed 2 per cent. of the operative's total earnings for that month.

All fines imposed under this Order will be credited to a Welfare Fund and utilised for such benefit or benefits to the operatives as the Company may determine.

No fine shall be inflicted by an officer lower than the Head of the Department in which the operative fined is employed.

19. The order and the reasons for fine or dismissal of any operative shall be in writing and shall be dated and signed in the case of a fine by the Head of the Department concerned, and in case of dismissal by the Manager, and shall in the event of a fine, state the amount. A copy of such order should, in the case of a dismissal, be supplied to the operative concerned, unless it is impracticable to do so, and in the case of a fine should be supplied if demanded by the operative concerned. Any operative aggrieved by any such order of the Head of a Department can appeal to the Manager, and any order of the latter is appealable to the Managing Agents under the provisions of Order 3.

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20. Each Overseer, Jobber or Muccadam will be personally held responsible for the proper and faithful observance of the special rules made under the Factories Act and posted in the mill, particularly regarding the employment and working of women and children under him.
21. A copy of these Orders in the vernacular will be handed to each operative when engaged, and he shall accept work at the Mill on the understanding that he has read these Orders and agrees to abide by them.

*Corresponds to Order 4 above*

*Committee's Draft*

20. *Same as the Millowners' Draft.*
21. A copy of these Orders, or of the Orders as altered under Rule 22, in the vernacular will be handed to each operative when engaged, and he shall accept work at the Mill on the understanding that he has read the said Orders and agrees to abide by them.
22. The Company will not rescind, add to or otherwise alter these Orders unless—
- (1) at least two months' clear notice of the proposed rescission, addition or other alteration has been posted up in the vernacular and a copy of the same forwarded to the Millowners' Association;
  - (2) objections or suggestions, if any put forward by the operatives or their representatives within one month after the posting up of the notice have been considered by the Company;
  - (3) the Millowners' Association has signified its assent in writing to the proposal, or to any modification thereof; and
  - (4) the said alteration, in the form finally approved by the Millowners' Association, has been posted up in the vernacular for the information of the operatives of the Company, not less than fourteen days prior to its being given effect to.
- Upon substantial compliance with the above conditions, the said alteration shall be binding on the operatives as if originally incorporated in these Orders:
- Provided that nothing in the foregoing part of this rule will preclude the Company from—
- (a) making any such alteration with effect from an earlier time than is required by the above provisions with the consent of the operatives, or their representatives and with the approval of the Millowners' Association, or
  - (b) making by-laws or rules, not inconsistent with the Standing Orders, for the maintenance or running of any Departments, maintaining cleanliness or other similar matters of internal administration.

*New Order regarding compulsory purchase of damaged Cloth.*

*This Order as tentatively proposed by the Committee.*

*Millowners' Draft*

*The Company shall be entitled to debit a weaver's wages with the cost of cloth damaged by the negligence of the weaver concerned. The piece or pieces damaged shall become the property of the weaver. The decision to debit the wages of a weaver with the cost of damaged cloth under this rule shall be made by an officer of the Company not lower in rank than an Assistant Weaving Master.*

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The Company shall not be entitled to debit a weaver's wages with the cost of cloth damaged by his negligence, unless he elects to take it over on those terms. Otherwise the Company may deduct from his wages an amount corresponding to the estimated loss caused to it by such negligence, provided that, if the proposed deduction exceeds the sum of Rs. or the weaver disputes the damage being due to his negligence, the deduction shall not be made by an officer of the Company lower in rank than an Assistant Weaving Master. If the latter officer directs a deduction of Rs. or over, and the weaver disputes his liability to pay the same there shall be a joint examination of the damaged cloth by such officer of the Company as the Manager appoints and a representative of the weavers who may be either an employee of the Company or an official of a registered Trade Union. If they agree in their decision, the Manager shall accept their decision. If they disagree, and there is no independent person to whom the Manager and the weaver's representative agree to refer the dispute, the Manager shall decide what amount (if any) shall be deducted from the weaver's wages.

It is not necessary for the purposes of this memorandum to summarise the comments made by the Committee on these rules or the considerations which led them to frame the rules in the form given. These matters are discussed at pages 13 to 58 of the Committee's report.

**DESIRABILITY OF FINES LEGISLATION**

Having carefully considered the results of the Labour Office enquiry, Government came to certain conclusions with regard to the desirability of legislation and the form it should take, and these conclusions were submitted to the Government of India in 1927. The Government of Bombay see no reason to modify the opinion then formed. Briefly the following principles should govern any legislation that is proposed :—

1. Fines cannot be altogether abolished as a method of maintaining discipline and efficiency. The alternatives of suspension and dismissal would be unsuitable in cases of offences of a minor character. Legislation, therefore, should not prohibit fines, but only aim at their regulation and control.
2. The maximum amount of fine should be fixed and no fine should be paid by instalments or carried over to another wage period.
3. All fines should be devoted to welfare work for employees.
4. No employee whose remuneration depends in any shape or form on the amount of fines which he inflicts should be allowed either to

recommend or to inflict a fine on a worker. The power to fine should be vested only in Managers and heads of departments.

5. Employers should be required to maintain complete and detailed registers of all fines inflicted.

6. All offences for which fines could be inflicted should be clearly defined and made known to the workmen.

7. The withholding of wages as a form of punishment should be prohibited.

8. Forfeiture of wages as a punishment should not be permitted except where, as laid down by the Fawcett Committee in Rule 15 of the rules referred to above, a workman does not give the employer the prescribed notice demanded by his conditions of service. In such cases wages due at the time could be forfeited as liquidated damages.

9. A fine should be substituted for the present system of handing over spoilt material to the worker and charging him its value.

10. The "double khada" system whereby employers have the power to cut a man two day's wages for each day's absence without leave should be abolished. Government understand that the Bombay Mill-owners' Association have definitely condemned this system, and that no provision to this effect has been incorporated in their standardised rules.

11. Employers should not be allowed to make compulsory deductions for medical attendance as such deductions are not fair to employees not taking advantage of the facilities offered and also because the worker is made to pay for something over which he has no control.

12. Compulsory deductions for the use of reading rooms and libraries should not be made although there is no objection to employers asking for voluntary contributions.

13. Compulsory contributions to charities selected by the employer should be abolished.

14. The rate of discount charged for cashing "havala" tickets, i.e., the pay-note given to employees who leave the service of an employer before pay-day, as explained in the Wages Section of this memorandum, should be limited to the amount necessary to defray the extra cost of making payments other than on pay-day.

15. Every employer must frame rules and bring them to the notice of his employees showing the terms of employment and the conditions under which fines may be inflicted. The amount of the fine inflicted together with the reasons therefor should be made known to the worker at the time of inflicting the fine, i.e., when the offence is detected.

16. The power of suspension should be retained, but all punishments of this kind inflicted should be recorded in a register.

17. Every employee should be given a notification slip informing him of the reasons for his dismissal.

The results of the Labour Office enquiry showed that the system of fining prevailed in almost all the various types and classes of establishments and concerns covered by the enquiry, but only in the large industrial establishments did it appear to have reached such proportions as to necessitate legislation. Government consider that it would be premature at the present stage to apply to all concerns the provisions of any legislation that might be passed and it does not appear necessary. Even if a simple act were passed the present inspecting staffs of the Factories and Mines Departments would have to be considerably strengthened for its proper administration. Detailed legislation might cost more than would be justified by the results. Besides it might not be possible to administer the law effectively if it entered into too many details. Government further held that the employers' interests would also have to be taken into account as too much interference with industry was undesirable. It was recommended therefore, that the proposed legislation should be confined, for the present, to factories and mines coming under the Factories and Mines Acts.

Government were of the opinion that even if the proposed legislation was confined to factories and mines coming under the Factories and Mines Acts its proper enforcement would present innumerable difficulties. The existing Factories and Mines Departments appear to be the most suitable agencies for administering the law in its broader aspects. The work of inspecting the registers and of prosecuting defaulting employers could be entrusted to them. Their activities would however have to be supplemented by some other agency who would hear complaints, investigate into their causes and bring them to the notice of the prosecuting authority. This appears to be essential if the spirit of the law as well as the letter is to be observed.

Government did not consider it necessary to recommend to the Government of India that the proposed legislation should cover such matters as fines for damage to or loss of property; deductions for supply of materials and tools, in respect of rents for housing provided by employers, for supply of food grains, for supply of water, for contributions to provident funds, or for entertainments provided by the employer, because no abuses appeared to exist in connection with such deductions. It was also not considered desirable to have any legislative control for bonuses for regular attendance or for better work.

#### PERIODS OF WAGE PAYMENT

##### *Periods for which wages are paid and periods elapsing before payment*

In September 1924 the Government of India in the Department of Industries and Labour requested all Local Governments to collect full and authoritative information as to the extent to which wages are paid daily, weekly, fortnightly, monthly or for other periods, the normal time which elapses between the close of the month in which the wage was earned and the actual payment of the wage; and the extent to which the practice of providing rations or giving advances prevails.

The Labour Office conducted a comprehensive enquiry on the subject, the results of which were published in the issue of the *Labour Gazette* for January 1925. To the best of the knowledge of the Labour Office no radical changes have taken place in any industry in the Bombay Presidency with regard to the systems which prevailed in the year 1924 both with regard to the periods for which wages were paid and the periods elapsing before payment. The results of the 1924 enquiry may therefore be considered as exhibiting the conditions which prevail today.

In the *Cotton Mill Industry* which is the premier industry in this Presidency two different systems of wage payment prevail. In the mills in Bombay City and, it is believed, in mills at such other centres as are affiliated to the Bombay Millowners' Association, wages are calculated on a monthly basis and payments are effected from 12 to 15 days after they become due. One of the terms of reference which the Bombay Strike Enquiry Committee, appointed on the 13th October 1928 in connection with the General Strike in the Bombay Textile Mills of the year 1928, were asked to consider was: "whether the Standing Orders for operatives as amended and presented by the Millowners' Association on the 4th October 1928 are fair and reasonable." Standing Order 12 of these Rules laid down that "before the beginning of each month a notice will be posted outside the Time-keeper's office and in the Mill stating (a) the dates on which the mill will be closed during the following month and (b) the date or dates on which wages will be paid." A list submitted by the Millowners' Association showed that in recent years pay days were mostly between the 11th and 15th of a month and in some cases even the 9th was suggested if falling just before a Sunday or other holiday. As the advisability of legislation to prevent undue delay in the payment of wages to industrial workers was already under the consideration of the Government of India, the Committee were of opinion that this question should best be left to the Government of India and to the decision of the legislature if a Bill on the subject was introduced. The Committee were, however, of opinion that there are undoubtedly good arguments to be urged in support of the proposal that monthly wages should ordinarily be paid within a week of the close of the month for which they are due; but, on the other hand, they appreciated the difficulty in the way of making a general rule to that effect. The Committee recommended that the Millowners' Association should, without waiting for legislative effect, try to get their members to agree to a reduction of the period, at any rate, to 10 days and they considered that as the Joint Committee of the employers and the employed was to be established under the proposed Mediation Rules, this was a matter which could very well be referred to them for discussion.

In the *Ahmedabad Mills* and, it is believed, in mills at such other centres as are affiliated to the Ahmedabad Millowners' Association, wages in the case of piece-workers are calculated on a fortnightly basis and are paid about 8 days after they are due, and in the case of time workers are calculated on a monthly basis and are paid about 15 days after they are due. The term "fortnightly" is used with reference to what is known as "haptas." A "hapta" is a period

which varies from 14 to 16 days, not according to the solar or lunar calendar, but according to the convenience of each particular mill and which may begin and end on any day in the month. In all centres when important holidays fall a day or two before the pay-day, payment of wages is usually made a day or two earlier.

With regard to the facilities for purposes of mitigating the extent of indebtedness due to the withholding of payment of wages, the Bombay Millowners' Association conducted an enquiry on behalf of the Labour Office in the year 1924, the results of which showed that out of 62 mills which supplied information 40 per cent. were conducting cheap grain shops where food grains were sold at wholesale market prices on the basis of cash as well as credit. In the latter case payment was recovered on pay-day. Just before and during the time when prices were controlled in Bombay City, namely, in 1918-19, 49 mills out of the 62 mills which provided information to the Bombay Millowners' Association in 1924 had opened cheap grain shops. The object of these cheap grain shops was not so much the offering of any particular facilities for the purpose of mitigating the hardships caused by the withholding of wages as to afford some measure of relief against the high prices charged by unscrupulous retail grain dealers at a time when the market was disorganised. With the return to normal market conditions 24 out of these 49 mills had closed these special shops. Thirteen out of the 62 reporting mills had no grain shops at any time. Since 1924 these cheap grain shops have been discontinued in most cases, the cause for discontinuance being that the workmen would not take advantage of these shops because their *Banias* (retail grain dealers) did not give those who did not buy grain from them credit for other purchases they might choose to make. This worked as a hardship on the men and they preferred to buy the grain also from the *Banias*.

In the enquiry conducted by the Labour Office in the years 1926-27 in connection with the question of Deductions from Wages or Payments in respect of Fines only 12 out of the 76 reporting mills stated that grain was given in the shape of advances to workers, who required loans for purchasing articles of food. At the present moment, Messrs. E. D. Sassoon & Co. who are the Agents of 11 Textile Mills in Bombay City are about the only large employers of textile labour in the City who provide cheap grain shops at their mills for the benefit of their workers. The total sales from these shops during the year 1928 amounted to Rs. 34,554 and to Rs. 37,398 for the half year ending 30th June 1929.

In the 1924 enquiry 56 per cent. of the mills were found to advance money to the workmen in times of difficulty, either against the Provident Fund or wages, at nominal or no interest, or through Co-operative Credit Societies, where the rates of interest varied from 9 per cent. to 18½ per cent. per annum. In the 1926 enquiry 46 or 60·5 per cent. of the reporting mills stated that no advances were granted either directly by the mills or through privileged "pedhiwalas" or grain dealers, appointed or recognised by the mill authorities. Twenty mills or 26·3

per cent. of the reporting mills granted advances against wages due. Interest at 9 per cent. was charged in 3 cases, at one anna per rupee in 2 cases and at half an anna per rupee in one case, in all cases up to next pay-day. In the case of "havala" tickets they were cashed at a discount of  $3\frac{1}{2}$  per cent. The term "havala" requires to be understood. When a worker leaves the service of a mill before pay-day and has arrears of wages due to him at the time of leaving, he does not generally receive his wages in cash at once. Instead he gets a ticket on which the amount of wages due to him is entered. This ticket is called a "havala." The worker, if he remains in Bombay, can present the ticket for payment on the regular pay-day or ask one of his friends to collect the money and remit it to him in case he leaves Bombay. If the worker, however, requires the money at once, he presents the "havala" ticket to a pedhiwala (money-lender) or a grain dealer who is often both a retail merchant and a money-lender and cashes the ticket at a varying rate of discount. Eight mills permitted recognised grain dealers or pedhiwalas to grant advances to their workmen at specified rates of interest. In two cases the rate permissible was half an anna per rupee: in one case one anna per rupee and in four cases a quarter of an anna per rupee. One mill, which permitted a privileged money-lender to grant advances at one anna per rupee, prescribed that the interest which could be charged on "havala" tickets should be half an anna per rupee only.

In the case of the Ahmedabad mills only 5 out of the 49 reporting mills for the 1926 enquiry did not grant advances to their operatives. In the remaining 44 cases advances were granted but only for bigger festivals such as Divali, Holi, etc., in 5 cases. In 26 mills no interest was charged. In the remaining 18 mills interest was charged at varying rates. In 9 cases the rate charged was either 3 pies per rupee per fortnight or per month according as the worker concerned was a fortnightly or monthly employee. In one case it was 2 pies per rupee and in another  $1\frac{1}{2}$  pies per rupee up to the next pay-day. In 2 mills the rate charged was 3 pies per rupee for fortnightly workers and one anna per rupee for monthly workers. Two mills charged 6 pies per rupee—in one case per month and in the other up to the next pay-day. Three mills, however, charged one anna per rupee per "hapta" or per month according as the workers concerned were fortnightly or monthly employees. It is interesting to observe that the rate of interest in these cases works out at 150 per cent. per annum in the case of loans given to fortnightly workers and at 75 per cent. in the case of loans granted to monthly workers.

In the mills in Sholapur and other centres, 8 out of the 19 mills which furnished information for the 1926 enquiry reported that advances were normally granted on demand; in 2 cases only if the circumstances under which advances were asked for were considered to be sufficiently sound to warrant them and in another case loans against wages due were given only before special festivals or holidays. In one case advances were made from the Provident Fund provided that an employee who asked for such an advance was a subscribing member to the Fund. Interest



was charged in three cases—at half an anna per rupee in one case, at one anna per rupee in another and at a nominal rate of interest in a third. In the cases where advances were granted from the Provident Fund Account the rate of interest charged was  $6\frac{1}{2}$  per cent.

In *Cotton Ginning and Pressing Factories* wages are paid in as many as four different ways—daily, weekly, fortnightly and monthly. In the first two cases there is no delay in the payment of the wages due ; but when wages are paid fortnightly the interval between the completion of the period and the actual payment varies from 3 to 20 days. A similar period in the case of monthly wages varies from 1 to 14 days. The 1924 enquiry showed that no facilities for rations were provided for gin and press workers but advances were granted in some cases to regular monthly paid workers. In the 1926 enquiry no fewer than 191 concerns out of the 400 reporting gins and presses stated that advances were granted to their employees. In four of these cases advances were granted before employment owing to the fact that gin and press labour is difficult to secure. The limit to which advances could be granted was laid down at 75 per cent. of the wages due in one case. In all cases where advances were granted no interest was charged. It was not possible to ascertain the reasons which led up to a greater latitude in the matter of granting advances to gin and press workers between the years 1924 and 1926. In a few cases where owners of presses forwarded covering letters commenting on the 1926 enquiry they expressed the view that the system of fining could not be introduced in the mofussil gins and presses owing to a shortage in the labour supply during the season. It was also pointed out that advances had to be granted to prospective employees in order to attract them into service. Sometimes advances have to be granted to the Mukadums who act as labour recruiting agents. But these facts alone would not account for the great increase in the number which reported in 1926 that facilities in the form of advances against wages were given.

In the *Engineering Industry* payment for regular workers is generally on a monthly basis. In a very few cases wages are calculated on a fortnightly basis. The number of days for which wages are withheld in the case of monthly payments varies from 1 to 30, but 15 to 20 days is the general rule. In cases where wages are settled fortnightly payment is withheld for periods varying from 6 to 15 days. Where workmen are engaged for job work the method varies according to the particular arrangements made, but payment is generally effected within one or two days after the close of the period. There is very little in the nature of the granting of any special facilities to the workpeople. In *Iron and Steel Works* wages are generally calculated on a monthly basis, and the period after which payment is made varies from 1 to 15 days. Advances are seldom made, but, if given at all, are granted to the extent of one-fourth to one-half of the pay earned at the time when the advance is asked for. In the case of contract labour wages are calculated for fortnightly periods, and are paid from 10 to 28 days after they are due.

In *Brick Factories* the systems mostly in vogue are daily and weekly payments with no delay in payment of the wages due. In cases where wages are paid weekly payment is made after a lapse of one day in one case, and on the following marketing day after the completion of the week in another. Fortnightly and monthly systems are also to be found, and in one case wages are calculated on the completion of a particular contract or a definite piece of work, and are paid either at the end of the year or on the completion of the work. Advances are, however, given from time to time against wages earned, but there are no other special facilities.

In *Flour Mills* the monthly system may be said to be general with a delay of 1 to 10 days in respect of payment of wages due although in some cases the period of delay is as long as 30 days. Daily and weekly systems exist generally with no delay in payment. In one case of weekly payment a delay of ten days was reported. Where wages are paid monthly cash advances are often given, but there are no facilities for rations. In one case a mill reported sales of flour to its employees at production prices.

In *Printing Presses* the monthly system is general and wages are paid from 1 to 30 days after they are due. In one case a delay of 20 days to 2 months was reported. Cash advances are generally given. In two cases where wages are paid fortnightly the period of delay varies from 5 to 25 days and no advances are given. There is one case of weekly payments and wages are paid 10 days after they become due.

In *Rice Mills*, the monthly system was found to prevail in 8 cases; the weekly and daily system in 4 cases, and the fortnightly and the bi-weekly systems in one case each. There is generally no delay in payment where wages are calculated weekly, fortnightly or bi-weekly, but where wages are paid on the daily method payment is made every second day in two cases and daily in others. Where wages are paid monthly the period of delay in payment varies generally from 1 to 7 days, but cases have been reported of delays up to 10 and 15 days. In a few cases advances are given, but there are no other facilities.

In *Tanneries* wages are paid weekly, fortnightly and monthly and the period of delay varies up to 15 days, but 5 days is the general rule. Advances are given to workers where wages are calculated on the monthly basis, but no facilities at all are granted in other cases.

In *Docks* and other outdoor establishments there are five different methods of wage payments. In the case of monthly and fortnightly payments the period of delay varies from 1 to 15 days and in the case of weekly payments it varies from 3 to 7 days, while in the case of daily payments there is no delay. In one case wages are paid on a ten day basis but 2 or 3 days after they become due. Facilities in the shape of cheap grain and advances are given in some cases and employees' Co-operative Credit Society advances loans in one case. In the case of *Tramways* wages are in two cases paid monthly after a lapse of 10 days and in one case fortnightly after a lapse of a period which may vary from 1 to 20 days. No facilities of any kind are given.

In *Municipalities* the monthly system is fairly general, with a delay which varies up to 15 and 20 days in one case each. The weekly method was reported in 4 cases, with a delay of 1 to 8 days for payment, and the fortnightly method in 6 cases with a delay of 1 to 10 days. There are practically no facilities allowed.

In *Government Factories* wages are paid monthly after a lapse of 1 to 10 days. In one case, piece workers are reported to be paid after a lapse of a period varying from 10 to 15 days.

The following table gives a general summary of the 1924 enquiry for the whole of the Presidency by industries or classes of establishments covered :—

Establishments	Period of payment (daily, weekly, monthly, etc.)	Number of days normally elapsing between conclusion of period of work and actual payment	Notes regarding facilities, if any, for obtaining rations from employers
Cotton Spinning & Weaving Mills.	(a) Fortnightly (Process workers in mills affiliated to the Ahmedabad Mill-owners' Association).	8 days.	
	(b) Monthly (all other workers).	12 to 15 days.	
Cotton Ginning & Pressing Factories.	(a) Daily ..	Nil	None.
	(b) Weekly ..	Nil. 1 or 2 days in a few cases.	None.
	(c) Fortnightly ..	3-4 days in one case and 20 days in another case.	None.
	(d) Monthly ..	1 to 14 days	Advances are in a few cases paid if required.
Engineering Works ..	(a) Monthly in 14 cases ..	Two weeks on an average in 11 cases. 20 to 30 days in three cases.	Advances given in 3 cases only.
	(b) Fortnightly in three cases.	One week in two cases and one to two weeks in one case.	No facilities.
	(c) Contract labour on completion of jobs or according to terms agreed upon.	1 or 2 days	Advances given if required except to daily wage-earners.
Iron and Steel Works.	(a) Monthly in four cases ..	1 to 15 days	(a) Advances given in one case to the extent of $\frac{1}{2}$ to $\frac{1}{3}$ of the pay.
	(b) Contract labour fortnightly in one case.	10 to 28 days.	
Brick Factories ..	(a) Daily in three cases ..	Nil	No facilities.
	(b) Weekly in five cases ..	One day in one case, on the market day in one case, in all other cases nil.	Advances paid in two cases.
	(c) Fortnightly in one case ..	10 days.	
	(d) Monthly in one case ..	Nil.	
	(e) On the completion of work in one case.	When the work is finished or at the end of the year.	Money paid in advance from time to time.
Flour Mills ..	(a) Monthly in 15 cases ..	1-10 days, 15 days in one case, 7-30 days in one case, and 2-25 in one case.	Advances paid in 7 cases.
	(b) Weekly in four cases ..	Nil	Advances paid in only one case.
	(c) Daily in three cases ..	One day in one case only.	

Establishments	Period of payment (daily, weekly, monthly, etc.)	Number of days normally elapsing between conclusion of period of work and actual payment	Notes regarding facilities, if any, for obtaining advances from employers
Printing Presses	(a) Monthly in 18 cases .. (b) Fortnightly in two cases ..	1—15 days. 20 days to 2 months in one case. 5—25 days in one case ..	Advances paid in 7 cases. No facilities.
Rice Mills	(a) Monthly in 8 cases .. (b) Weekly in three cases .. (c) Daily in four cases .. (d) Fortnightly and Bi-weekly in one case each.	1—7 days but 7—10 and 10—15 days in one case each. Nil .. Every second day in two cases and every day in two cases. Nil.	Advances paid in 4 cases. Advances paid in 1 case only. Advances paid in one case only.
Tanneries	(a) Monthly in three cases .. (b) Fortnightly in one case .. (c) Weekly in one case ..	10—15 days in one case. Within five days in other cases. Only one day .. 1—15 days ..	Advances paid if required. No facilities. No facilities.
Decks	Monthly ..	14 days ..	Employees' Co-operative Credit Society advances loans.
Tramways	(a) Monthly in 2 cases .. (b) Fortnightly in one case ..	10 days .. 1—20 days ..	No facilities. No facilities.
Municipalities	(a) Monthly in 20 cases .. (b) Fortnightly in 5 cases .. (c) Weekly in four cases ..	3—10, 5—15 and 1—12 in one case each and 1—10 days in other cases (1—15 days in 12 cases). 1—10 days .. 1—3 days ..	Practically no facilities. No facilities. Advances paid to labourers in one case only.
Local Government Factories.	Monthly ..	1—10 days. Piece-workers 10—15 days in one case.	No facilities.
Government Offices	Monthly ..	1—15 days. School teachers up to 20 days and village officers upto the end of the following month.	No facilities.

*Desirability of legislation to regulate periods of wage payments.*

The question of shortening the period for which wages are paid in the Bombay cotton mills received the earnest attention of Government early in the year 1924. His Excellency the Governor of Bombay endeavoured to bring the Millowners' Association round to the view that wages should be paid fortnightly. The Association originally agreed with His Excellency on the point that wages should be paid on a fortnightly basis but eventually decided in full Committee that the proposal was not a popular one because (1) the workers themselves did not desire more frequent payment; and (2) it was impracticable from the employers' point of view. The Association quoted the instance where the system had been introduced into the mills under the Agency of Messrs. E. D. Sassoon and Company and had to be abandoned subsequently at the request of the employees themselves.

In October 1924 the Government of India invited the views of all Local Governments on a private Bill introduced in the Legislative Assembly

by Diwan Chaman Lal for weekly payment of wages. After consulting the various interests concerned the Government of Bombay arrived at the conclusion that the demand for such legislation should precede its introduction and that it would be futile to place on the Statute Book an Act which is asked for by nobody and would therefore remain a dead-letter in a great number of cases, and be used as an engine for blackmail and false accusations in the remainder. In replying to the circular letter issued by the Government of India, the Government of Bombay said that it would probably come as a surprise to many members of the public, and especially to the public of other countries, to learn that it has been repeatedly ascertained from the Bombay mill hands that they do not desire any change in the monthly system of wages now prevailing. One of the main reasons why the mill hands appear to prefer the monthly system is their apprehension that, if wages are paid weekly, the traders who deal with them on credit, as also their money-lenders, will demand the making up of accounts weekly without any reduction in the rate of interest. It is an axiom that when dealing with compound interest any given rate operates more severely the more frequently it is computed. The money-lender probably argues with the customer that one anna per rupee per month is the same as one pice per rupee per week. But as a matter of fact with these two rates of interest, the former made up monthly and the latter weekly, the sum of Rs. 100 invested at the beginning of the year (without any repayment during the year) will amount at the end in the one case to Rs. 206-5-1 and in the other to Rs. 223-14-4. This apprehension was believed by Government to be perfectly genuine and would constitute the main objection to the acceptance of the principle asked for by Diwan Chaman Lal.

It was stated that from the point of view of the employers there was no doubt that, having regard to the character of Indian labour, industrial concerns on this side of India would suffer considerably more from absenteeism under the weekly than they do now under the monthly basis for payment of wages. It has been observed in studying the returns from mills supplying information to the Labour Office that there is almost invariably a marked drop in the number of workmen attending the mill on the day succeeding pay-day. With weekly payment instead of monthly payment of wages this marked drop would occur four times instead of once in the month. It is believed that if weekly payment of wages were the best method in the general interests of the industry, the Bombay Millowners' Association would have introduced it long ago. The Government of Bombay see no reason to modify now the views then expressed. In view of almost general opposition, Diwan Chaman Lal withdrew his Weekly Wage Payment Bill in the Legislative Assembly on the 4th February 1926.

#### *Desirability of legislation to prevent delay in payment*

The Government of India in the Department of Industries and Labour issued a circular letter to all Local Governments in July 1926 requesting their views, after consulting the interests concerned, regarding

the advisability of legislating for the purpose of preventing undue delay in the payment of wages to industrial workers. The Government of India briefly outlined the matters to govern which legislation might be provided. The main points for consideration were (1) the principle of such legislation ; (2) the scope of the proposed measure ; (3) the method of its enforcement ; (4) the statutory limits to the time within which wages must be paid ; (5) the statutory limits for wage payments in the case of piece workers ; (6) the dates on which periods for which payments are to be made should begin and end ; (7) the question of including bonuses within the scope of the legislation ; (8) the limitation of wages to payments in cash ; (9) penalties ; (10) disposal of fines inflicted under the Act ; (11) power of local Governments to grant exemptions ; (12) advisability of legislation providing for shorter periods of wage payments ; (13) forfeiture and withholding of wages ; and some other miscellaneous points such as the necessity for providing co-operative societies amongst workers, etc.

In replying to the Government of India's letter, the Government of Bombay agreed with the view expressed by the Government of India that if abuses can be checked or eliminated by legislation, it is the duty of Government to introduce such legislation. It was, however, essential first to ascertain whether the evil it was desired to eradicate was a real one and prevailed to such an extent as to justify the somewhat drastic remedy of penal legislation with its natural accompaniments—interference with long established methods of conducting business and an addition to the expenditure of Local Governments. Such considerations ought to carry no weight if the lot of the workers in this Presidency could be improved by legislation of the kind proposed, and it was necessary therefore to examine the proposed legislation and the assumptions on which it was based in order to see if the conditions laid down had been fulfilled.

The Government of India's letter suggested that Government action was necessary because systematic delays in the payment of wages add appreciably to the economic difficulties of workmen. This was perfectly sound theoretically but it required examination in the light of the practice as regards payment in industry generally, and when so examined this argument lost a good deal of its force. As was pointed out by the Bombay Millowners' Association, who quoted a speech of the Honourable Sir B. N. Mitra, Member of Industries and Labour, in the Legislative Assembly in February 1926 : " What the worker wants is that his wages should be paid quickly." The workers whose economic difficulties were affected by the present delay of a fortnight in the payment of monthly wages were those who take up employment in a particular mill or other establishments for the first time, *i.e.*, it is only the first period of wages that is withheld for longer than a month because after the first period of waiting is over the worker gets his wages *regularly* every month. Under the monthly system of payment prevalent throughout India,—*with which it was not proposed to interfere*—a new worker entering a mill, etc., at the beginning of a month has to

wait nearly six weeks for his first month's wages. Thereafter he is paid promptly every month. The legislation that was proposed would therefore in practice benefit only the irregular or casual worker or the person entering into employment for the first time and then only to the extent that at the best he would receive his *first* wages a fortnight earlier than is usual but most probably not more than a week earlier than usual. The Government of Bombay were unable to see that the economic position of industrial workers generally would be materially assisted by legislation of this kind. There was an almost general concensus of opinion that legislation of the kind proposed should be, and could in practice only be, applied to those establishments coming under the Factories and Mines Acts, but these are the establishments where the regular payment of wages is the rule. The practical effect of such legislation therefore would be to permit a relatively small number of workmen to receive their first month's wages a week earlier than they do at present. Government were unable to agree that penal legislation was necessary in such circumstances, for the practical benefit to the worker in industry generally would be negligible. While being of opinion that the proposed legislation was not required, the Government of Bombay after consulting various labour and employers' interests, submitted the following views on the points raised in the Government of India's letter in case it was decided by that Government to proceed with the proposed legislation.

*Scope of the Measure.*—Opinion was overwhelmingly in favour of confining such legislation, if it was necessary, to establishments subject to the Factories and Mines Act, the main reason for such limitation being the practical impossibility of enforcement if it were made generally applicable. The workers' interests generally agreed to this limited application but suggested that State employment, railways, municipalities and all organised industries and large establishments should be covered while the Central Labour Board were of opinion that it should also be extended to other industrial concerns "where the more intellectual classes such as clerks are employed." The Bombay Textile Labour Union recognised that additional staff would have to be employed but considered it worth while incurring this extra expenditure.

*Method of Enforcement.*—Opinion on this subject was largely in favour of the responsibility for enforcing legislation being confined to the existing Factories' and Mines' staff. The workers' interests, however, favoured an "outside and independent agency" to enforce the Act. The Bombay European Textile Association (which is composed of mill managers) objected because the duties of the Factory Inspector should not entail having to take sides between employers and employees where wages are concerned.

After carefully considering the various suggestions that were made, the Government of Bombay were unable to agree that the power of putting the penal law in motion should be given to any other authority than the officials who would be responsible for administering the Act, that is, Factory Inspectors. The Director of Information and Labour Intelligence pointed out that a clear distinction should be drawn between

procedure for the prompt recovery of wages due to a worker and the punishment of an employer for an infringement of the law. A workman or an organisation of workmen might draw attention to breaches of the Act and ask for the law to be put in motion, but the initiation of proceedings should be in the hands of the administrative authority. Government concurred with this view and were opposed to any suggestion that the power to prosecute should be given to private individuals or associations of individuals.

*Statutory Limits of Wage Payments.*—Government agreed with the view expressed in the Government of India's letter that a bill providing for the weekly payment of wages was not likely to receive the support of public opinion or to prove effective in its operation. It was pointed out by one group of mills that in 1912 they made the experiment of fortnightly payments, but the attempt had to be given up owing to opposition from the work-people. The workers' interests who dealt with this point in their reply to the Government of India's letter recognised that the system of monthly payments was the one most favoured by the workers. The Social Service League hoped, however, that public opinion would soon be unanimous for weekly payment of wages, while the Bombay Textile Labour Union felt confident that if the advantages accruing from a weekly system of wage payments were fully explained to the workers, they would withdraw their opposition and agree to the system of payments for shorter periods. One labour organisation, however, definitely stated that the monthly system of wages was more advantageous to the majority of workers. The Bombay European Textile Association pointed out that the Association had approved of the fortnightly payment of wages but when their members were instructed by their respective employers to persuade the operatives employed under them to accept this system, they were in almost every case informed by the operatives themselves, that any departure from the present monthly system would be detrimental to their interests. The operatives refused to accept any change from the present system and said that any attempt to change would be met by a strike.

Government were in entire agreement with the views expressed almost unanimously by well-informed opinion. They considered that legislation therefore should deal only with wages paid under the existing system which in the Bombay Presidency is almost universally monthly, the chief exception being the Ahmedabad mills.

*Period within which wages should be paid.*—There was wide difference of opinion on this point. The view of Government was that in organised industries wages were already paid *regularly* and the practical benefit of reducing the period within which wages must be paid after they become due would be very small. Government were therefore inclined to the view that so far as piece workers were concerned 14 days should be allowed after the end of the month but in the case of workers on time rates, the period should be seven days. In the Ahmedabad mill industry, where payment on a fortnightly basis is general,—the men affected being mostly piece workers—and for



fortnightly wages generally, the period should be seven days. For weekly workers it should be three days, but where workers were engaged from day to day they should be paid off at the end of each day. It was important in framing legislation that the period for which wages were paid and the rate at which they are calculated should be kept distinct because workers may be engaged on weekly or daily rates of pay, but may be paid once a month or once a fortnight or once a week as the case may be. Employers should also be empowered to fix the date upon which they elect to begin and close the month and to fix different dates for different departments.

*Inclusion of Bonuses.*—Only a few opinions were received on the question of including bonuses within the scope of the legislation. Government were of opinion that where a bonus was another name for a high cost of living allowance or an allowance at a fixed percentage over basic rates or was a reward for good work or good attendance and is provided for in the muster rolls and paid regularly month by month, it should be treated as other wages were treated. Bonuses which take the form of payment to the employees when the profits of the business, in the opinion of the employers, justify such a distribution should clearly not be affected by the operation of the Act.

*Limitations of wages to payments in cash.*—Government did not consider that any expression of opinion was called for upon this question as it could more appropriately be dealt with in any legislation which might be considered necessary as the result of the enquiry which was being conducted at the request of the Government of India into the question of fines in industry and deductions from wages.

*Penalties for infringement.*—None of the non-official bodies consulted and very few officials expressed any opinion as to the extent of the penalty. Government concurred with the suggestion of the Director of Information and Labour Intelligence that penalties might be fixed at Rs. 100 for the first offence, Rs. 250 for the second offence and Rs. 500 for the third and subsequent offences, the fines recovered under the Act to be credited to the Public Treasury in the same way as the fines inflicted for any other breach of the law.

*Exemptions.*—Government were of opinion that power should be reserved to local Governments to grant exemptions from the Act in cases where special circumstances rendered this necessary.

*Payment of Wages for Broken Periods.*—Several questions were raised in the course of the enquiry regarding points not specifically covered by the Government of India's letter. The most important related to the question of the forfeiture and withholding of wages. Government held that the period of notice in any particular industry varies and is largely a question of custom which it will be difficult to deal with by legislation, but the question of payment for broken periods should be considered.

Government were of opinion that this question of prompt payment for broken periods depends upon whether the period of employment is broken by the action of the employer or of the employee. Where an employee takes a job which is payable monthly and leaves before the end of that

period it is not unreasonable for the employer to insist that the ordinary procedure should be followed and that the wages should not be payable until the regular pay day. Where, however, an employer himself gives notice to an employee at any time in the course of the month he should be compelled to pay the wages of that employee up to date and the wages of that employee should continue until payment is received.

#### INDEBTEDNESS

Indebtedness prevails to a very large extent among industrial workers in the Bombay Presidency and there is considerable statistical information available on the subject, mostly collected by the Bombay Labour Office during the course of its family budget investigations.

According to the report on an Enquiry into Working Class Budgets in Bombay City published by the Labour Office in 1923, interest on debts forms nearly 3 per cent. of the total monthly expenditure. Of the families considered, no fewer than 47 per cent. were in debt. The extent of the indebtedness of the family in debt is ordinarily the equivalent of two and a half months' earnings. The extremes were 14 months' and one-third of a month's earnings respectively. The usual rate of interest is one anna per rupee per mensem or 75 per cent. per annum and in a few cases 150 per cent. The interest is often not paid monthly and the worker frequently does not know what his interest charges are. Some money-lenders obtain in fact even a higher rate than 150 per cent. by taking promissory notes for larger amounts than the loan actually given.

As regards single men, for whom 603 budgets were collected, 45 per cent. were in debt, the average expenditure on interest being 12 as. 3 ps. and the average expenditure on interest for those in debt being Re. 1-11-2 per month.

The Labour Office made in the year 1926-27 an Enquiry into the social and economic conditions of workers belonging to the Bombay Port Trust and living in the tenements built by the Trust. Over 80 per cent. of the families considered were found to be in debt. In the majority of cases the amount of debt varied from a month's income to four months' income. The rates of interest paid on the money borrowed were very high. In over 40 per cent. of the cases the rate was 150 per cent., in three cases it was 225 per cent. and in three other cases it was 300 per cent.

The Ahmedabad worker is also heavily in debt. According to the Labour Office enquiry made in the year 1926, 69 per cent. of the families were in debt. The amount of debt varies from a few rupees to many times the monthly income. The most common rates of interest are from 12 to 24 per cent. but higher rates of interest are not unknown and in fact in one case the rate of interest reported was as high as 225 per cent.

According to an enquiry made by the Labour Office in the year 1925 into the family budgets of cotton mill workers in Sholapur City, 63 per cent. of the cotton mill workers' families in Sholapur are in debt, the extent of which varies from less than a month's income to many times

the monthly income. In 49 per cent. of cases, however, it is equal to between one and four months' income of the family. The rate of interest paid is between 36 and 42 per cent. in 40 per cent. of the cases. The highest rate of interest reported was 150 per cent. These conclusions regarding the heavy indebtedness of the working classes are confirmed by investigations made by social workers and the experience of the Commissioner for Workmen's Compensation.

In Bombay City money is usually borrowed either from a Marwari or from a Pathan. The Marwari generally lends money on good security such as ornaments, utensils, etc. The Pathan, on the other hand, usually lends money on personal security only and charges a higher rate of interest than the Marwari. The Pathan's methods of collecting his debts seldom require him to have recourse to a Court of Law. In Ahmedabad and Sholapur money is usually borrowed from the local *sowcar*.

As regards the causes of indebtedness, it is difficult to generalise. The almost universal system of paying wages monthly means that the workers live on credit all the year round. A man taking up a job for the first time, or after a spell of unemployment or on return from a holiday, if his place has not been kept open for him, may have to wait for as long as six weeks before he draws any pay, for pay-day is usually ten days after the expiry of the month in which the pay was earned. It is easy for such a man to get into debt and be forced to borrow money to cover it. Once he gets into debt high interest charges usually keep him in debt. The extraordinarily high amounts which are spent on marriages and other ceremonials, however, account for the bulk of the money which the workers owe to the money-lenders. Social customs and religious observances are responsible for great waste of money, because the amount a working man spends on them is out of all proportion to his income. Drink, amongst those who do drink, often leads to indebtedness, while the available surplus on a working man's budget leaves but a small margin for emergencies or extraordinary expenses.

#### BONUS AND PROFIT SHARING SCHEMES

##### *Nature and effect of schemes which are or have been in operation*

The system of paying bonus in addition to a cash wage either for better work or for better attendance obtains in several industrial concerns in the Bombay Presidency and may be said to be almost general in textile mills especially in Bombay and Ahmedabad. The Labour Office collected complete information with regard to this subject during the enquiry conducted by it in the years 1926-27 with regard to deductions from wages or payments in respect of fines. In the textile industry no fewer than 109 out of the 144 mills in the Presidency which furnished returns reported that bonuses were granted for regular attendance and 76 or 52·8 per cent. stated that bonuses were given for turning out work better than specified standards. Several cotton gins and presses also reported that such bonuses were granted but in the majority of such cases, these rewards took the form of annual bonuses given on the results of a season's

working. In a few cases the system is similar to that of profit sharing—the bonuses payable being dependent on the profits made by a concern during the year. Bonuses for better work were, however, not generally granted in Railways, Public Utility Companies, Municipalities, Commercial Offices, and Government and Other Non-Factory organizations. The results of the 1926-27 Labour Office enquiry are summarised below according to the classes of industries covered.

### *The Textile Industry*

Fifty-eight mills in Bombay City granted bonuses for regular attendance. These bonuses were generally found in the Carding, Winding, Spinning and Frame departments for time workers. As the earnings of piece workers such as weavers are dependent on their output and production, the system of bonuses for good and regular attendance has not been introduced to any appreciable extent amongst piece workers although a few mills reported that such bonuses were also granted in the Weaving departments. In one case bonuses for better attendance were granted to young workers only, in order to encourage them in regularity. With regard to bonuses for better work, 51 out of the 76 reporting mills stated that no inducement was offered in the form of higher wages or bonuses for work better than specified standards. Twenty-five mills, however, reported that such bonuses were given. In one case it was only granted in certain departments. In another case, operatives of the Card and Frame departments received 15 to 20 per cent. more over their earnings per day if output was greater than normal specified standards. Similar bonuses on a greater numbers of hanks than the averages laid down were also given in the Frame Department, but two mills which reported with regard to this did not give any information in respect of the rates of increase.

During the proceedings of the Bombay Strike Enquiry Committee, the Bombay Millowners' Association stated that the system of granting bonuses was to be entirely done away with as soon as their proposals with regard to standardisation of wages in cotton mills in Bombay City take effect—the standard rates fixed having been based on consolidation of average earnings, which include rates *plus* bonuses.

In Ahmedabad bonuses both for regular attendance and for work done above specified standards were more frequently found than in the case of the Bombay mills, no fewer than 40 out of the 49 reporting mills stating that such bonuses were granted. Bonuses for good attendance were generally confined to time workers only and were extended to weavers and other piece workers only in a few cases. In some cases, the bonus granted for better output was conditional on regularity in attendance also.

With regard to bonus for better work, three up-country mills reported that special efficiency bonuses were granted to jobbers who showed production figures higher than specified standards for the workers under their control. Eight mills reported simply that bonuses for better work were given but no information was furnished as to the form which such

bonuses took. Eleven mills excluding those in Sholapur stated that bonuses were allowed for better attendance. In most cases this bonus, as in the case of the Bombay and Ahmedabad mills, was given in the form of a cash payment. The mills in Sholapur, however, observe an entirely different system. The Millowners in Sholapur pay all workers who have not lost more than four days' work in a month a grain allowance. The system adopted is that a worker who has put in a required minimum is allowed to purchase a quantity of grain for Rs. 2, the market price of which may be about Rs. 3-8-0 or more. Full details with regard to this practice have already been incorporated in the section dealing with "Payment in kind and allied problems."

*Government and Local Fund Factories.*—Bonuses for turning out better work were reported as having been granted to all classes of workers in three cases and to certain classes of operatives only in one case. In one Government printing press a bonus for better attendance was granted to compositors only. Annual bonuses covering both better work and better attendance were granted in one case.

*Ordinary Factories (excluding Gins and Presses).*—Bonuses for regular attendance were granted in 34 factories. In one factory all employees who put in full attendance during the month received a special bonus of Rs. 5 per head. Special prizes were granted periodically in one factory to those workers who showed the best attendance on the muster-rolls. It is interesting to observe that one factory reported that they had introduced a system of 29 days' pay for 28 days' regular work, but "dropped it because the attendance improved marvellously." Regular bonuses for better work were granted by 31 factories and one factory gave bonuses only if production was specially good. In two cases it was rewarded by rapid promotions and in six cases only those workers who showed a better output than the normal received special annual bonuses.

*Gins and Presses.*—About 120 gins and presses reported that bonuses were given to their employees. These took various forms. In three cases there was a special regular attendance bonus, and in 38 cases bonuses were given for better work. In most cases it took the form of an annual payment, generally dependent upon profits, and varied from a gift of clothes to the equivalent of a fortnight's or a month's pay. In some cases all the employees in a factory were covered; but, bonuses were generally given only to the permanent staff on a monthly basis of pay. In two cases the rate of bonus was determined at two annas per rupee on the wages earned by each employee at the end of a season.

*Public Utility Establishments.*—Better work and better attendance in the departments of public utility companies were generally rewarded by more rapid promotion and not by special time bonuses. In one case one month's extra pay was, however, given for 12 months' regular service.

*Municipalities.*—Municipalities do not give any bonus for better attendance. Bonuses for better work were, however, reported as having been given in one instance and for especially praiseworthy work in another. One municipality reported that cases were known where a

bonus of better work had been granted. In the case of one municipality better work and better attendance counted whilst calculating the amount of gratuity payable to a municipal employee on leaving service.

*Government and Other Non-Factory Establishments.*—Bonuses for both better work and better attendance were given in three establishments included in this group. In three other cases they were rewarded by promotion.

*Miscellaneous Establishments.*—Bonuses for better attendance were granted in one case but no concern reported special bonuses for better work only. In the case of clubs there is a general practice of collecting "Christmas Boxes" by voluntary donations from the members. Two clubs reported that the amounts of gratuities from "Christmas Boxes" to the members of the club establishments were determined according to the attendance put in and work done. One large confectionery shop in Bombay City gave conditional remuneration for both better work and better attendance up to a maximum of 25 per cent. of pay in addition to fixed wages. This concern also gave 13 months' pay for 12 months' regular work throughout the year.

#### ANNUAL LEAVE

Leave on pay is generally not granted to industrial employees in the Bombay Presidency, except in the case of some Government factories and Public Utility Concerns, which extend the privileges of the Government Fundamental Rules with regard to leave for workers on fixed monthly rates of wages. For example, in the Government Central Press at Bombay every employee on a time rate is entitled to a month's leave on full pay for every 11 months of service in addition to 20 days' casual leave on full pay during the calendar year. In the case of piece workers one month's pay for every 12 months' attendance in all cases where workers have not been absent for more than 15 days during the year is granted.

During the General Strike in the Bombay textile mills of the year 1928, Demand No. 14 of the Seventeen Demands put up by the Joint Strike Committee required that the Millowners' Association should make standard rules for the guidance of its members regarding the grant of leave to their employees. In the reply which the Millowners' Association gave on the 12th May 1928 to these demands, the Association stated that the question of granting leave on pay to the operatives was considered by the Association in the past but in view of the high percentage of absenteeism and the migratory habits of the workers, it was decided that no such concession could possibly be granted. This answer was given under the impression that the demand referred to leave *on pay*. The Millowners' Association, during the proceedings of the Bombay Strike Enquiry Committee, drew up rules regarding the grant of leave without pay to all employees.

The Committee recommended that the following redraft, of which the main features were accepted during the course of the discussions on this rule, should be adopted :

"Any operative who desires to obtain leave of absence must apply previously to the Head of his Department or any officer appointed by the Manager for this purpose, who, if he thinks fit, may grant him leave for a period not exceeding two months. If the leave granted exceeds one day, the officer granting it shall keep a record of its grant, and give the operative a written and signed certificate as to the period of leave granted to him. In the event of an operative taking leave in excess of the period granted, he shall lose all his rights to reinstatement, unless he has previously secured written permission to extend the leave originally granted and returns to work on the first working day following the period covered by any such extension, or unless on his return to work he gives a satisfactory explanation for his omission to apply for such an extension, and the extension is retrospectively sanctioned."

The Bombay Electric Supply and Tramways Company Limited grants one day "off" on pay per week to those men who have not been absent without leave during the week, and pay for 15 days is also granted at the end of each year in respect of other casual leave taken during the year without pay thus making a total of 67 days leave on pay during the year.

The Bombay Municipality grants 12 days' leave in the year on pay to all male employees in the Conservancy Department and women get 42 days' leave on full pay for confinement. The employees of the superior and subordinate clerical grades are governed by Municipal Leave Rules.

In the Parel and Matunga workshops of the G. I. P. Railway, 15 days' leave on full pay is granted every year to all employees. With regard to other Railway workers Government Fundamental Leave Rules are generally followed in the case of all Government-owned Railways; but full particulars with regard to this question will be incorporated in the memorandum being submitted by the Railway Board.

No particulars are available with regard to the manner in which leave is granted or controlled in industrial concerns in the Bombay Presidency not specifically dealt with above. The information gained, however, from the personal observations of the Investigators of the Labour Office shows that industrial workers are apt to take leave whenever they want to do so and that in almost all cases where it is specifically asked for it is granted without pay. The returns received by the Labour Office for the Wage Census conducted by it in the textile mills in Bombay, Ahmedabad and Sholapur in the year 1926 showed that in some cases full pay was granted to the workers although they had been shown as having been absent for several days during the month. Personal enquiries which were made in connection with some of these cases elicited information that leave on pay was granted to particular individuals in view of their length of service and meritorious work in the past.

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\* Information regarding the Engineering trades will be found in Appendix XIII.

## CHAPTER XI—INDUSTRIAL EFFICIENCY OF WORKERS

No systematic attempt has been made to study this question scientifically either by Government, or, so far as is known, by anyone else. The Government of Bombay has therefore no information on the subject, but the following note is of interest.

### EFFECT ON PRODUCTION OF CHANGES IN WORKING CONDITIONS

An Ahmedabad weaving shed adopted a fairly efficient gutter system of ventilation and humidification in 1926 in one of its sheds. An average of the average yardage multiplied by the picks per  $\frac{1}{4}$ " produced in the first four months of 1926 and 1927 was worked out in the Factory Office as follows :—

Year and month				Shed I	Shed II
<i>1926</i>					
March	..	..	..	599	626
April	..	..	..	605	636
May	..	..	..	563	578
June	..	..	..	558	579
Total ..				2,325	2,419
<i>1927</i>					
March	..	..	..	592	594
April	..	..	..	644	633
May	..	..	..	609	609
June	..	..	..	587	582
Total ..				2,432	2,418

Thus shed No. 1 showed an increased production of 4·6 per cent. which as far as could be judged was solely due to the improvement in working conditions. This figure was confirmed by the Agent.

A second mill reported an increased production in the weaving shed of 9 per cent. after installing a ventilating, cooling, and humidifying plant. It appears from the figures given in the Annual Factory Report for 1928 that Ahmedabad is convinced that expenditure on such apparatus means increased production.



## CHAPTER XII—TRADE COMBINATIONS

## EXTENT OF ORGANISATION

*Employers*

There are nearly thirty Associations in the Bombay Presidency representing almost every important Trade and Industry in the Province. In addition to these there are some associations of professional men as distinguished from associations or unions of clerical or manual workers such as the Bombay Architectural Association and the Bombay Association of the Institute of Engineers. The three Chambers of Commerce in Bombay, Karachi and Aden, the two Indian Chambers of Commerce in Bombay and Karachi, the Maharashtra and the Marwari Chambers of Commerce in Bombay, the Bombay Presidency Trades Association, the Motor Manufacturers and Importers Association Ltd., and the Buyers and Shippers Chamber in Karachi are associations of both commercial houses and industrial employers but their main interest is commercial.

Among the more important associations of purely Industrial employers may be classed the Bombay and the Ahmedabad Millowners' Associations and the Bombay Engineering Employers' Federation. The Bombay Type Foundry Owners' Association and the Press Owners' Association are also associations of Industrial Employers but their memberships do not include many of the larger and the more important concerns in their respective trades.

With the exception of eight mills (six cotton, one woollen and one silk), all the Textile Mills in Bombay City and Island, including Kurla, are members of the Bombay Millowners' Association. The membership of the Association also covers the Sholapur Spinning and Weaving Mills, the Vishnu Cotton Mills, the Lakshmi Cotton Mills and the Jam Shri Ranjitsinghjee Mills in Sholapur; the Khandesh Spinning and Weaving Mills, and the Bhagirath Spinning and Weaving Mills in Jalgaon, Khandesh; and the Gokak Mills at Gokak Falls in the Belgaum District. In addition to these, some mills in the Madras Presidency, Bengal, the Central Provinces and Berar, the Nizam's Territory, Central India, Coimbatore, Tinnevely and Ceylon and three Ginning and Pressing Factories are also affiliated to the Association.

The membership of the Ahmedabad Millowners' Association covers almost all the Textile Mills in Ahmedabad City, the Kadi Laxmi Cotton Mills at Kadi, the New Shorrock Spinning and Manufacturing Mills at Nadiad, the Saraswati Ginning and Manufacturing Mills at Broach and the Surat Cotton Spinning and Weaving Mills at Surat. Unlike the Bombay Millowners' Association which has a membership confined to the Textile Industry, the Ahmedabad Millowners' Association covers the Gujarat Oil Mills, the Ahmedabad Dyeing Factory, the Ahmedabad Victoria Iron Works, the Imperial Iron Works, the Bansi Roller Flour

Mills, the Gujarat Islam Match Manufacturing Company, the Gujarat Chemical Works, the Nowrojee Vakil Brick and Tile Works and the Ahmedabad Electricity Company Limited.

The membership of the Bombay Engineering Employers' Federation, formed in 1921 mainly in order to combat the growing industrial unrest prevalent in the Bombay Presidency during the years immediately following the end of the war, is confined to those concerns whose administration is mainly in the hands of Europeans, but notwithstanding this fact it covers the industrial operations of almost all the larger Non-Textile employers of labour in Bombay such as the G.I.P., the B.B. & C.I., and the Port Trust Railways, the Bombay Electric Supply and Tramways Co., Ltd., the Standard and the Burma Oil Companies, the Asiatic Petroleum Co., the Bombay Gas Works, the Government Dockyard, Messrs. Mackinnon McKenzie & Co.'s Mazagon Dock, the Telegraphs, and the workshops under the control of Messrs. Richardson and Cruddas, Messrs. Turner Hoare & Co., Ltd., Messrs. McKenzies Ltd., Messrs. Mather and Platt, the Jost's Engineering Co., Ltd., the British Thomson Houston Co., Ltd., Messrs. Turner Morrison & Co., Messrs. H. L. Rochart & Co., etc. According to the constitution of the Association concerns as such are not admitted as members and the membership is personally limited only to European representatives of each large labour employing organisation having some engineering interest.

Among purely commercial associations having little or practically no interest in industrial labour may be included the Bombay Fire Insurance Association, the Association of Wiring Contractors, the Bombay Native Piece Goods Merchants' Association, the Bombay Paper and Stationery Merchants' Association, the East India Cotton Association, the Grain Merchants' Association, the Motor Trade Association (Western India), Ltd., and the Sugar Merchants' Association. The Bombay Textile and Engineering Association affords opportunities for promoting acquaintanceship and interchange of opinion amongst employers, managers, engineers, foremen, draftsmen and apprentices connected with the diverse Textile and Engineering Trades in all their various branches including merchants, salesmen and suppliers directly connected with these trades.

The Bombay European Textile Association is an association of Europeans employed in the organisation and management of the textile industry of Bombay and has for its objects the protection of the mutual interests of its members and the advancement of the industry chiefly. The Indian Textile Association is a body similar to the European Textile Association but its membership is mainly confined to Indians. These associations primarily represent the employers' interest in the Textile Industry as far as Labour is concerned and include in their memberships superintendents of groups of mills attached to the offices of the agency firms of various mills although the main object of these Associations is the promotion of the welfare of their members as employees of the owners.

The Bombay Accident Insurance Association is an Association of those Insurance Companies which underwrite insurances under Workmen's Compensation. The majority of the mills affiliated to the Bombay

Millowners' Association have their own Association for 'underwriting Workmen's Compensation risks and this is known as the Bombay Mill-owners' Mutual Insurance Association, Ltd. These two Associations are very important bodies in connection with questions relating to the Workmen's Compensation Act and from this point of view they may be considered as representing the interests of Industrial Employers.

### *Employed*

Active Trade Unionism in the Bombay Presidency may be said to have commenced after the end of the war although four Unions had been formed during the previous twenty years. The first Union was the Amalgamated Society of Railway Servants of India and Burma, formed in April 1897 and registered under the Indian Companies Act. This Society on registering under the Indian Trade Unions Act, 1926, in August 1928, changed its name to the National Union of Railwaymen of India and Burma. Its membership is spread over more than fifty branches at various stations on almost all Railways in India and Burma. Just after the end of the war, the Amalgamated Society had a membership of nearly ten thousand but as a result of the formation of various Unions having a more local character as far as the individual Railways are concerned, its membership has been steadily declining and now stands at about 1,600. The activities of this Association are primarily concerned with providing various benefits for its members such as Legal Defence, Sickness Insurance, Life Assurance, etc.

The next Union to be formed in the Bombay Presidency was the Bombay Postal Union, founded in 1907 mainly for the clerical classes employed in the Bombay Post Offices. A Union of the warpers of the Ahmedabad Cotton Mills was formed in 1917 by Miss Anasuya Sarabhai, but the members of this Union were absorbed in the Weavers' Union formed in the year 1920. The Clerks' Union was established in April 1918 in order to organise various classes of clerical labour employed in commercial and other offices in Bombay City. This Union remained dormant between the years 1924 to 1927 but has revived its activities since its registration under the Trade Unions Act in October 1928.

The acute industrial unrest of the years 1919 to 1921 was responsible for the formation of several Unions of Postal employees in various parts of the Bombay Presidency, of Railway employees in Bombay, Ahmedabad, Karachi, Barsi and Sukkur, of Textile Workers in Ahmedabad, and of Port Trust employees and Seamen in Bombay. No figures are available to show the growth of the movement prior to the year 1921 when the newly formed Labour Office of the Government of Bombay started the collection of statistics for Trade Union membership.

The workmen of the Carriage and Wagon (workshops) Departments of the G. I. P. Railway formed a Union under the name of the G. I. P. Railwaymen's (Carriage and Wagon Departments) Union in May 1919. This Union subsequently changed its name in August 1926 to the 'G. I. P. Railway Workmen's Union'. Just prior to its amalgamation in October 1928 with the G. I. P. Railway General Employees' Union, formed in

May 1927 to cover the line staff and the subordinate services of the administrative establishment of the Railway, the membership of this Union covered, and was fairly representative of, the employees of the G. I. P. Railway workshops at Parel and Matunga in Bombay. The employees of the B. B. & C. I. Railway at stations in the Gujarat Division of the Bombay Presidency formed the B. B. & C. I. Railway Employees' Association in February 1920 with its Head Office in Ahmedabad, and the workmen of the B. B. & C. I. Railway workshops at Parel formed the B. B. & C. I. Railway Employees' Union in August 1920. The workers of the Bombay Port Trust workshops formed a Union in March 1920 and those of the Bombay Port Trust Railway formed the Port Trust Railway Staff and Employees' Union in June of the same year. Two Unions of the employees of the North Western Railway were formed at Karachi and Sukkur in September 1920. The Sukkur Branch of the Union ceased to function as a separate entity with effect from April 1928. A Union of the employees of the Barsi Light Railway, which was formed in March 1921, was wound up in September 1925. The Indian Seamen's Union, with a membership of 10,000 Goans, employed as Saloon Crews mainly in the steamers run by the Peninsular and Oriental and the British India Steam Navigation Companies, was also one of the earlier formations established in April 1921 by an amalgamation of two small Unions—the Asiatic Seamen's Union and the Portuguese Seafarers' Union which were formed in 1919.

Among the earlier Unions of workers employed in the Textile Industry were the Mill Jobbers' and Mukadams' Union formed in Ahmedabad in February 1919 and the seven separate Unions of the employees of the Throstle, the Weaving, the Folding, the Sizing, the Winding, the Card, Blow and Frame Departments, and the Drivers, Oilmen and Firemen of the Ahmedabad Cotton Mills formed between February and September 1920 and which had a total membership of 24,185 in June 1922. The Jobbers' and Mukadams' Union ceased functioning in the latter half of the year 1922 but was re-created in March 1926. The separate Unions of the employees of the Folding and the Sizing Departments were wound up during the latter half of the year 1923. The Unions of the employees of the Cotton Mills in Ahmedabad are practically the only instance of Unions of industrial employees which are organised laterally, that is to say, by occupations, and not vertically by mills, factories or establishments, or territorially by town localities, although the lateral method of combination exists in the case of Unions of clerical workers, and Peons and Menials both of the Postal Department and of administrative offices. The Unions of the Ahmedabad Cotton Mill operatives are run by a central organisation called the Labour Union. Separate accounts are maintained for the individual Unions, which make *pro rata* contributions for expenses of administration and the various welfare activities conducted by the Labour Union. These activities have been dealt with in other sections.

Curiously enough there were no stable and effective Unions of Textile Operatives in Bombay City until the formation of the Bombay Textile Labour Union by Messrs. N. M. Joshi and R. R. Bakhale of the Servants

of India Society in January 1926 although several so-called Unions or Strike Committees had been formed from time to time since the year 1919 whenever a General Strike took place in the Industry. The interests of labour employed in the Bombay Cotton Mills were more or less vested in the Kamgar Hitwardhak Sabha, an Association founded in the year 1909 by the late Mr. B. R. Nare, a retired weaving master, and Messrs. S. K. Bole, M.L.C., and H. A. Talcherkar, "for watching the interests of Indian working men." During normal times the activities of the Sabha were confined to Social Welfare, but in times of industrial unrest the Sabha did its best to carry on negotiations between the masters and the men. In 1926 it was the intention of this Association to reconstruct its constitution with a view to making it a thoroughly representative Trade Union to be registered under the Trade Unions Act, but the idea was subsequently abandoned owing to the success met with by the Bombay Textile Labour Union, on the Committee of which Mr. S. K. Bole, the moving spirit of the Kamgar Hitwardhak Sabha, was appointed a Vice-President.

The Girni Kamgar Sangha was founded by Messrs. Kanji Dwarkadas, Laxmidas Raojee Tairsee and D. R. Mayekar, a storekeeper in the Colaba Land Mills, during the general strike of Cotton Mill operatives in Bombay City in the year 1919. This Union passed through various changes and vicissitudes and eventually was registered by Mr. Mayekar under the Indian Trade Unions Act under the name of the Girni Kamgar Mahamandal on the 21st May 1928. According to the constitution of this Union no persons who are not employed as workers in the Bombay Cotton Mills can be admitted as members of its executive.

There was practically no expansion in the Trade Union movement in the Bombay Presidency during the years 1922 to 1925. The number of Unions, as recorded in the list of Trade Unions maintained in the Labour Office, fluctuated between 19 and 23 from June 1922 to December 1924 when the addition of fifteen Unions, mainly of Postal employees which had been formed between the years 1918 to 1924 and which had not previously been included in the Labour Office list on account of the fact that they were considered to be Quasi-Unions, were added and this brought the recorded number of Trade Unions to 36 with a membership of 52,227. The figures for the membership of the Unions prior to the year 1925 are not quite satisfactory owing to the fact that most Unions did not maintain proper registers of members and supplied round figures for membership from recollection or gave exaggerated figures with a view to overstate the importance of the Unions concerned. As a result, however, of a demand made by the Labour Office for an examination of registers of members before accepting the figures supplied by Trade Union officials most Unions began to record membership figures systematically in special registers from about the end of the year 1924 and since that date more or less accurate figures have been supplied. This statement however needs qualification owing to the fact that in many cases the membership figures represent the total number of names on the registers rather than an effective paying membership.

There was a sudden growth in the movement in the first quarter of the year 1926, when fifteen new Unions were added to the Labour Office list of Trade Unions in the Bombay Presidency, bringing the number of Unions as at 1st March 1926 to 51, with a total membership of 59,544.

By the end of the year the number of Unions increased to fifty-six with a membership of a little under seventy-five thousand.

At the end of the year 1927 the total number of Unions stood at 72 with a membership of 87,340.

The year 1928 saw a very rapid expansion of the Trade Union movement not only in the number of new formations but also in the figures of membership of the existing Unions. This was mainly due to the tendency of employers to recognise Unions which had been registered under the Indian Trade Unions Act, 1926, which came into operation with effect from the 1st June 1927. The number of individual Unions, excluding Federations of Trade Unions, stood at 94 as at 1st December 1928 and the total membership of these Unions amounted to 198,072. The increase of nearly 70 per cent. in the number of Trade Unionists in the Presidency over the figures of the previous quarter as at 1st September was mainly due (a) to the success met with by the Bombay Girni Kamgar Union after the settlement of the General Strike of last year on the 4th October 1928 when, within two months, this Union was able to enrol an effective membership of 54,000 workers in the Bombay Textile Mills, and (b) to the large increase in the membership of the G. I. P. Railway-men's Union.

The Bombay Girni Kamgar Union owes its formation directly to the General Strike of the year 1928. At the beginning of that year there were five Unions of textile workers in Bombay City: (1) the Bombay Textile Labour Union, formed in January 1926 and registered under the Indian Trade Unions Act on the 23rd December 1927; (2), (3) and (4) three Unions known as Girni Kamgar Mahamandals at Chinchpokli, Prabhadevi and Ghorupdeo and (5) the Bombay Mill Workers' Union formed in March 1928 by Mr. S. H. Jhabwalla, a Vice-President of the Bombay Textile Labour Union, who was not in agreement with the policy of that Union. The moving spirit in calling out the workers at the beginning of the General Strike of 1928 on the 16th April was Mr. Jhabwalla. Within a few days of its commencement Mr. Jhabwalla sought and secured the assistance of Messrs. S. A. Dange, B. F. Bradley, S. S. Mirajkar and R. S. Nimbkar from the Workers' and Peasants' Party, an organisation which had not previously been prominent in the textile labour movement in Bombay except in the case of a few strikes immediately preceding the General Strike. These persons were successful in persuading Mr. A. A. Alwe, the President of the Girni Kamgar Mahamandal (Prabhadevi Mandal) to join them in forming a Strike Committee for the conduct of the strike. When His Excellency the Governor of Bombay met the Millowners' Association on the 27th April to discuss the situation in connexion with the strike, the representatives of the Association gave an assurance to His Excellency that they would be prepared to receive

representatives of registered Trade Unions with a view to opening negotiations for a settlement of the dispute. The Bombay Textile Labour Union was the only Union of cotton mill workers in Bombay City which had so far registered under the Act. Mr. Mayekar registered the Girni Kamgar Mahamandal on the 21st May and Mr. A. A. Alwe thereupon formed a new Union under the name of the Bombay Girni Kamgar Union with himself as President and an executive consisting of Messrs. S. H. Jhabwalla, B. F. Bradley, R. S. Nimbkar and P. T. Thambhanekar as Vice-Presidents, Messrs. B. T. Alwe and S. V. Ghate as Treasurers, Mr. S. A. Dange as General Secretary, Mr. K. N. Joglekar as one of three Secretaries and Mr. S. S. Mirajkar as one of the members of the Managing Committee. All these persons, excepting Messrs. P. T. Thambhanekar and B. T. Alwe, were active members of the Workers' and Peasants' Party. This Union was registered on the 23rd May. Mr. Jhabwalla registered his Bombay Mill Workers' Union on the 1st June. After the settlement of the 4th October 1928 which resulted in the appointment of the Bombay Strike Enquiry Committee with Sir Charles Fawcett, Kt., I.C.S., as Chairman, the Bombay Girni Kamgar Union, as mentioned above, rapidly increased its membership.

As regards railway workers, there are two Unions of the Employees of the B. B. & C. I. Railway, in Bombay and Ahmedabad. The Bombay Union covers the workers in the B. B. & C. I. Railway workshops at Parel and the Ahmedabad Union covers line workers in the stations in Gujarat and other classes of workers excluding those employed in the Parel workshops. The N.-W. Railway has only one Union of its workers in the Bombay Presidency at Karachi.

The position in connection with the workers of the G. I. P. Railway is very complicated.

The G. I. P. Railway Staff Union is a Federation which was registered on the 17th August 1928 and has the following nine District Unions with a total of 3,740 members as at 1st March 1929 affiliated to it.

1. The Wadi Bunder Staff Union (G. I. P. Railway).
2. The Victoria Terminus Commercial Section Staff Union (G. I. P. Railway).
3. The G. I. P. Railway Cabin Staff Union, Bombay.
4. The G. I. P. Railway Poona Staff Union, Poona.
5. The G. I. P. Railway Audit Staff Union, Bombay.
6. The G. I. P. Railway Dhond Staff Union.
7. The G. I. P. Railway Sholapur Staff Union.
8. The G. I. P. Railway Administrative Office Staff Union, Bombay.
9. The G. I. P. Railway Mechanical Department Office Staff Union, Bombay.

As a counter move to the G. I. P. Railway Staff Union, another Union of the employees of the G. I. P. Railway in May 1927 under the name of the G. I. P. Railway Employees' General Union was formed. This

Union amalgamated with the G. I. P. Railway Workmen's Union to form the G. I. P. Railwaymen's Union which was registered on the 5th October 1928 with Mr. F. J. Ginwala as President, Mr. B. F. Bradley as one of three Vice-Presidents, Mr. S. H. Jhabwalla as General Secretary and Mr. K. N. Joglekar as an Organising Secretary. Messrs. Bradley and Joglekar were members of the Workers' and Peasants' Party. At the general meeting of the Union held at Chalisgaon on the 25th May 1929, Mr. Ginwala was not re-elected as the President and the members who were present at the meeting elected Mr. B. T. Ranadive on the new executive in place of Messrs. Bradley and Joglekar. As Mr. F. J. Ginwala and his group were against the inclusion of outside persons with Communist tendencies on the executive of the Amalgamated Union, those members of the Amalgamation who had come in from the G. I. P. Railway Workmen's Union decided to resign from the Union and to form a new Union under the name of the G. I. P. Railway Kamgar Union to cover the workers in the G. I. P. Railway workshops in Bombay. The constitution of this Union has not yet been finally decided upon but Mr. F. J. Ginwala has already been elected its President.

The G. I. P. Railwaymen's Union claims a membership of 41,000.

It has already been stated in an earlier paragraph that the Indian Seamen's Union comprised of Goans working as members of Saloon Crews, was formed in April 1919. In July 1926 it was decided to make the Union thoroughly representative of all classes of seamen and as a result of extensive propaganda the Union succeeded in registering 5,968 Khalasis, Serangs, Tindals, etc., from Engineering and Deck crews as members. The constitution was remodelled and at a meeting of the members held on the 19th October 1926, Mr. N. M. Joshi, M.L.A., was elected Treasurer and Mr. Syed Munawar, M.L.C., was appointed General Secretary. The Union was registered under the Trade Unions Act on the 1st December 1927. Mr. N. M. Joshi was elected President of the Union about the middle of the year 1928 and Mr. S. V. Parulekar, another member of the Servants of India Society, was appointed Treasurer. The membership of the Indian Seamen's Union stood at 21,512 as at 1st March 1929. A few years ago a number of members of this Union broke away and formed a separate Union called the Bombay Seamen's Union which now has a membership of 8,548. Efforts to bring about a reconciliation between these two Unions with a view to an amalgamation have failed. A third Seamen's Union in the Presidency was formed at Karachi in July 1927 under the name of the Indian Seamen's Union, Karachi, but the membership of this Union as at 1st March 1929 stood at only 25.

Among the best organised workers in India are the employees of the Postal Department. In the first place there is the Bombay Presidency Postal and R. M. S. Association formed in April 1920 which is a Federation of 16 District Unions of workers in the Postal and Railway Mail Services. There is also the Bombay Presidency Postmen's and Lower Grade Staff Union with 12 affiliated unions with a membership of 2,729.

The Trade Union movement among Municipal workers began early in 1927 with the formation of the Karachi Municipal Sweepers' Union. This



was followed by the organisation of the employees of the Bombay Municipality into the Bombay Municipal Workmen's Union in March and of the clerical classes into the Bombay Municipal Officials' Association in April 1927. In view of the fact that the Workers' and Peasants' Party was represented on the executive of the Bombay Municipal Workmen's Union, the Servants of India Society and the Social Service League formed another Union of the workmen of the Bombay Municipality under the name of the Bombay Municipal Kamgar Sangh in September 1928. A Union of municipal sweepers in Ahmedabad was formed in January 1928 by the Labour Union. The total membership of these five Municipal Unions stood at 4,092 as at the 1st March 1929.

The workers of the Bombay Port Trust were among the earlier groups to unite and a Bombay Port Trust Employees' Union covering the Workshops Department was formed in March 1920 and this was followed by the formation of the Bombay Port Trust Railwaymen's Union in June. The Dock Staff Offices under the Administration of the Port of Bombay formed a Union in July 1926. This was followed by the organisation of two separate Unions of the employees of the Royal Indian Marine and the Mazagaon Docks in March 1928. The employees of the Karachi Port Trust also formed a Union in November of the same year. The total membership of the five Unions of Port Trust and Dock employees, excluding that of the Bombay Port Trust Railwaymen's Union, amounted to 5,906 as at the 1st March 1929.

Among Unions of clerical workers outside Posts and Telegraphs, Railways, Municipalities and the Port Trust may be mentioned the Clerks' Union formed in 1918 to which reference has already been made; the Central Body Military Accounts Association founded in February 1920; the Bombay Currency Association formed in March 1923; the Professional Letter-Writers' Union; the British India Steam Navigation Co.'s Staff Union; the Central Board of Revenue Ministerial Officers' Union formed in January, May and November 1927 respectively; and the Bombay Mill Clerks' Union, founded by the Servants of India Society with Mr. N. M. Joshi as President, in May 1928.

Among Unions of workshop employees other than those of Railway, Municipal and Port Trust workshops are the General Workshopmen's Union formed in May 1928 and the Bombay Engineering Workers' Union formed in December in the same year. A Union of the workers in the Government Arsenal at Kirkee was formed in July 1928.

The employees of the Kurla and the Ambernath Match Factories were also organised into separate Unions in May 1928. In addition to the above, there is a Union of the employees of the Bombay Telephone Company formed in March 1928; two Unions of office peons,—the Government Peons' and Menial Service Union with 907 members as at 1st March 1929 formed in February 1926 and the Bank Peons' Union with 331 members formed in June 1928; two Unions of Press workers, the Poona Press Workers' Union, founded as early as February 1921, and the Bombay Press Workers' Union formed in March 1927. Among Unions of Gold Thread workers are the Bombay Kasbi

Karigars' Union and the Jari Workers' (Gold Thread Workers') Union both formed in March 1927. A Union of the employees of the Bombay Electric Supply and Tramways Co., Ltd., was first formed in January 1921 with 1,500 members. This ceased to exist in 1922 but a further attempt to reorganise the Tramway employees was made in April 1927 when Messrs. Ginwalla and Jhabvala formed the Tramwaymen's Union. In October 1927 the Union was again reported to be defunct owing to the fact that the Tramway Company's employees did not take sufficient interest in it. A still further attempt was made by Messrs. Jhabvala and S. A. Dange to organise these workers early last year with the result that the Tramwaymen's Union with 769 members was formed and registered under the Indian Trade Unions Act on the 24th May 1928. The present membership of this Union stands at a little over 800.

Other Unions in the Bombay Presidency are the Shop Assistants' Union in Bombay and the Sind Workers' Union formed in May and October 1927; and the Bombay Taxi Drivers' Union and the Bombay Oil Companies' Employees' Union formed in August and October 1928.

In addition to the Bombay Presidency Postal and R. M. S. Association, the Bombay Presidency Postmen's and Lower Grade Staff Union, the G. I. P. Railway Staff Union and the Ahmedabad Labour Union—Federations of Trade Unions which have already been dealt with above—there are the Central Labour Board and the Bombay Trades Council both with their head offices in Bombay. The Ahmedabad Labour Union is not exactly a Federation of individual Trade Unions in the accepted sense of the term but rather a Central Bureau controlling the administration of the individual Unions of cotton mill operatives and of the Municipal sweepers in Ahmedabad City.

The Central Labour Board was formed in Bombay in 1922 to federate into one Central Union the various Unions in Bombay City irrespective of the Trade or Industry which they represented. Since 1925 its principal activities have been centred in propaganda for the creation of new Unions and the carrying on of Purity Mission work. Although intended to be a very active and live Trade Union organisation when formed, the Central Labour Board has not achieved many of the objects for which it was created beyond the propaganda work conducted by Mr. Jhabvala personally. Its membership is now limited to only four Unions in Bombay: (1) The G. I. P. Railwaymen's Union; (2) The B. B. & C. I. Railway Employees' Union; (3) The Bombay Port Trust Employees' Union; and (4) The Bombay Presidency Telegraph Peons' Union. All these Unions with the exception of the last are also affiliated to the Bombay Trades Council which was formed in February 1928.

Thirty-two representatives of twelve Trade Unions in the City of Bombay met on the 11th February 1928 on the invitation of Mr. S. H. Jhabvala and a resolution was passed at the meeting to form a Trades Council for the City of Bombay. Mr. S. H. Jhabvala was appointed President of the Council, Messrs. R. S. Nimbkar and Marcel Fernandes, Joint Honorary Secretaries, and Mr. Syed Hussein, Honorary Treasurer.

The Executive Council was to consist of Messrs. K. G. Kulkarni, V. N. Juvekar, B. K. Parab, K. N. Joglekar and S. S. Mirajkar in addition to the other officers. It will be seen that the Workers' and Peasants' Party was thoroughly represented. The objects of the Council are to co-ordinate the efforts and activities of all the Labour Unions and the Branches of such Unions in the City of Bombay and suburbs, generally to further the interests of the workers in economic and political matters, to assist in local industrial disputes and generally to watch local conditions of labour in the interests of the workers, to organise educational classes on Trade Unionism and to carry on propaganda among the working classes by organising periodic demonstrations, to become the co-ordinating body in Bombay to assist in the economic and political emancipation of the workers, etc. The Council has not achieved any results up to the moment of writing. The following eleven Unions are affiliated to it :—

1. The Bombay Port Trust Employees' Union	..	1,891
2. The Bombay Port Trust Railwaymen's Union	..	457
3. The G. I. P. Railwaymen's Union	.. ..	41,000
4. The Bombay Kashi Karigars' Union	.. ..	600
5. The Jari Workers' (Gold Thread Workers') Union	..	120
6. The Bombay Municipal Workmen's Union	..	2,109
7. The Bombay Mill Workers' Union	.. ..	984
8. The General Workshopmen's Union	.. ..	500
9. The Bombay Press Workers' Union	.. ..	310
10. The B. B. & C. I. Railway Employees' Union	..	6,108
11. The Bombay Tramwaymen's Union	.. ..	824
Total		54,903

In addition to the six Federations of Trade Unions there is also the Central Council of the employees of the Bombay Port Trust. This Council has no separate identity of its own and functions only when the interests of all the workers of the different departments of the Bombay Port Trust are affected. There is also the All-India Trade Union Congress to which some Unions in the Bombay Presidency are affiliated. Mr. N. M. Joshi is the General Secretary of the Congress.

To sum up, the position in connection with the Trade Union movement in the Bombay Presidency as at the 1st March 1929 was that there were six Federations of Trade Unions and ninety-five individual Unions with a total membership of a little over 200,000. Of these 95 Unions, 46 with a membership of 162,187 are in Bombay City, 10 with a membership of 24,152 in the City of Ahmedabad, and 39 with a membership of 13,986 in the rest of the Presidency. The following table shows the development of the movement, according to the statistics collected by the Labour Office every three months since June 1922.

Summary Table showing the Membership of the Unions

Three months ended 1st	Number of Unions	Membership at end of quarter	Percentage increase (+) or decrease (-) on previous quarter	Three months ended 1st	Number of Unions	Membership at end of quarter	Percentage increase (+) or decrease (-) on previous quarter
June 1922..	22	57,914	..	Dec 1925..	38	49,318	- 8.97
Sept 1922..	23	52,776	-8.87	Mar 1926..	51	59,544	+20.73
Dec 1922..	22	51,472	-2.47	June 1926..	53	64,572	+ 8.44
Mar 1923..	22	48,669	-5.45	Sept 1926..	56	72,411	+12.14
June 1923..	21	51,276	+5.08	Dec 1926..	56	74,875	+ 3.4
Sept 1923..	19	41,846	-18.77	Mar 1927..	56	75,602	+ 0.97
Dec 1923..	19	46,037	+10.54	June 1927..	66	75,847	+ 0.32
Mar 1924..	21	48,502	+5.4	Sept 1927..	68	81,107	+ 6.94
June 1924..	21	49,729	+2.5	Dec 1927..	72	87,340	+ 7.68
Sept 1924..	21	47,242	-5.0	Mar 1928..	74	95,321	+ 9.14
Dec 1924..	36*	52,227	+10.7	June 1928..	87	111,320	+16.78
Mar 1925..	36	51,625	-1.25	Sept 1928..	88	117,004	+ 5.11
June 1925..	38	53,591	+3.8	Dec 1928..	94	198,072	+69.29
Sept 1925..	38	54,175	+1.09	Mar 1929..	95	200,325	+ 1.14

\* The rise in the number of Unions from 21 to 36 in December 1924 is due to the inclusion of 15 Unions of Postal employees formed between 1918 and 1924 which were not included in the Labour Office list of Trade Unions prior to that date.

The table in Appendix XI gives the names of all known Trade Unions in the Bombay Presidency, together with their dates of formation and membership as at 1st March 1929, grouped territorially by Industries and Trades in the order in which they were formed.

Details regarding the names of the principal office-bearers, rates of subscription, and the average monthly income and expenditure of the individual Unions will be found in three tables published at pages 796 to 824 of the April 1929 issue of the *Labour Gazette*. Since the publication of the information contained in these tables the following three Unions of Textile workers in Bombay have been formed :—

Name of Union	Date of formation	Number of members
1. The Chinchpokli Textile Workmen's Union (registered on 5th August 1929.)	5th July 1929	11
2. The Fergusson Road Textile Workmen's Union.	6th July 1929	9
3. The Elphinstone Road Textile Workmen's Union.	9th July 1929	9

An examination of the classified list of Trade Unions given in Appendix XI shows that employees in almost every important trade and industry in the Bombay Presidency, and especially in Bombay City are now organised to a greater or less degree. Both the G. I. P. and the B. B. & C. I. Railways have Unions of their workers as also the Port

Trusts, the large Municipalities, the Posts and Telegraphs, Workshops, Match Factories, Tramways, Printing Presses, the Telephone Company, Government and private offices, etc. Seamen are also organised at both the Bombay and the Karachi Ports. In the Textile Industry, there are seven separate Unions in Bombay City, six Unions under the central control of the Ahmedabad Labour Union in Ahmedabad and a branch of the Bombay Textile Labour Union in Sholapur. But although Trade Union organisation has permeated into almost all branches of Trade and Industry in the Presidency, the number of workers who are organised form a comparatively small percentage of the total numbers employed in many of the Trades or Industries concerned. In the Textile Industry, 42·50 per cent. of the operatives in the Bombay Cotton Mills are organised. In Ahmedabad only 28·52 per cent. of cotton millworkers are covered and in Sholapur less than five per cent. In the cotton mills in the Rest of the Presidency, there are no Unions representing the twenty-two thousand odd workers employed. It has not been found possible to work out percentages to show the extent of Trade Union organisation in other trades and industries, but it may be safely said that outside the Posts and Telegraphs, and possibly the G. I. P. Railway, no other administrative or industrial unit has a Trade Union membership amounting to more than fifty per cent. of the total numbers employed. Moreover the organisation is very loose. Members do not pay their subscriptions regularly and generally show little interest in the unions in normal times.

#### **EFFECT OF ORGANISATIONS OF EMPLOYED ON CONDITIONS OF WORKERS GENERALLY**

The condition of workers in the Bombay Presidency has undoubtedly been improved during the last ten years as a result of their organisation into Trade Unions, although there has also been a considerable amount of distress, particularly during the last two years, among the workers in the Bombay cotton mills on account of prolonged strikes. The strike of 1928, however, enabled the millhands to secure many important concessions as a result of the appointment of the Bombay Strike Enquiry Committee, *e. g.*, the recommendation that the Millowners should give up their proposal to reduce the wages of weavers by 7½ per cent., the granting of most of the Seventeen Demands and the remodelling of the proposed Standard Rules in favour of Labour.

The Ahmedabad Labour Union has done much to ameliorate conditions of work in the Ahmedabad cotton mills and has provided medical and educational facilities for its members. The creation of a Permanent Arbitration Board for the consideration of all disputes which cannot be settled between the workers and the mills concerned or between the Labour Union and the Millowners' Association is, in itself, a great achievement. It is hoped that when the Mediation Rules proposed by the Bombay Strike Enquiry Committee are brought into effect, Trade Unions of textile workers in Bombay City will be able to achieve a certain amount of success by friendly negotiation rather than by resorting to frequent strikes.

In the case of the Railways, recognition following registration of Unions of Railway employees has led to the systematic representation of grievances which are assured of receiving sympathetic consideration.

There is still a vast amount of spade work to be done before Labour in the Bombay Presidency can expect to reap the full benefit of trade unionism. It is essential that the unions should build up an organisation, accumulate funds, start benefit schemes and in other ways impress on members that strikes are not the only method by which a trade union shows its utility. For example, the Commissioner for Workmen's Compensation has commented on the fact that except in Ahmedabad no trade union systematically takes up the work of obtaining compensation for the workers who are mostly represented by Claims Agencies. Here is a simple way in which unions can be of assistance to its members and thereby help forward the movement as a whole. A spirit of aggression towards capital and the importation of political prejudice into the relationship between employers and employed will do no good to the trade union movement. On the contrary it will definitely retard its growth.

#### NATURE OF ACTIVITIES

##### *Workers*

The activities of Trade Unions in the Bombay Presidency have so far been confined to attempts to secure the redress of the grievances of their members by making representations to their employers. With the exception of the Ahmedabad Labour Union whose welfare activities have been dealt with in the Chapters on Health, Housing and Welfare, there are very few Unions in the Bombay Presidency which are financially strong enough to render any monetary help to their members during strikes or to undertake activities in the direction of paying any sickness, unemployment or superannuation benefits. There are some Unions which give Death Benefits, some meet the burial expenses on the death of a member and there are one or two others which have made special provision for legal defence, insurance and sickness benefit. The National Union of Railwaymen of India and Burma, formerly known as the Amalgamated Society of Railway Servants of India and Burma, has separate funds for insurance, legal defence and sickness insurance, but in each case only those members who specifically subscribe to these funds are entitled to the privileges afforded by them. Most Unions in the Presidency include all kinds of Trade Union benefits for their members in their rules but very few have been able to carry out any effective work in connection with them. About twenty-five Unions, however, publish weekly, monthly or quarterly journals for the benefit of their members. These journals are more or less devoted to the ventilation of grievances. The following list of objects taken from the constitution of the Bombay Textile Labour Union is more or less representative, with minor variations here and there, of the "objects" adopted by the majority of the Unions:—

- (a) To organise and unite the workers;
- (b) to secure to members fair conditions of life and service;

- (c) to try and redress their grievances ;
- (d) to try to prevent any reduction of wages, and, if possible, to obtain an advance whenever circumstances allow ;
- (e) to endeavour to settle disputes between employers and employees amicably so that a cessation of work may be avoided ;
- (f) to endeavour to provide against sickness, unemployment, infirmity, old age and death ;
- (g) to endeavour to secure compensation for members in cases of accidents under the Workmen's Compensation Act ;
- (h) to provide legal assistance to members in respect of matters arising out of, or incidental to, their employment ;
- (i) to endeavour to render aid to the members during any strike or lockout brought about by the sanction of the Union ;
- (j) to obtain information in reference to the industry in India and outside ;
- (k) to co-operate and federate with organisations of labour, having similar objects in India and outside ;
- (l) to help, in accordance with the Indian Trade Unions Act, the working classes in India and outside in the promotion of these objects ; and
- (m) generally to take such other steps as may be necessary to ameliorate the social, educational, economic, civic and political condition of the members.

The activities of the Bombay Girmi Kamgar Union with regard to strikes and particularly the General Strike which is now in progress in the Bombay textile mills are matters which are *sub judice* owing to their being covered by the terms of reference to the Court of Enquiry appointed under the Trade Disputes Act. The report of the Court, when published, will give a full account of these activities ; and, it is not considered necessary, therefore, to enter into a description of them here.

#### *Employers*

Generally speaking, employers in the Bombay Presidency have organised themselves in the interests of Commerce and Trade, and not with reference to the regulation of the relations between employers and employees. Their object has been the collection of commercial and industrial information and its dissemination to members and the maintenance of arbitration machinery for the settlement of disputes between members in connection with the purchase and sale of goods, etc. The examination of legislation affecting their interests has also been one of the important objects of these Associations. Some of the employers' organisations are directly represented on the local legislatures and in the central legislature. A few years ago it was proposed to organise a federation of employers' associations, one of whose objects would be the "inauguration of a concerted policy in regard to labour legislation", but no such federation has been formed. Some of the members of all these bodies employ industrial labour but in very few cases do the aims and objects of the Association specifically refer to the relations of the Association with labour. The Ahmedabad Millowners' Association, however, has for

one of its objects " the promotion of good relations between employers and employees ", while the specific object of the Engineering Employers' Federation is to " discuss matters of mutual interest which have relation to the general conditions of service of members' employees ". As will be apparent from the various sections of this Memorandum, the Bombay Millowners' Association and the Ahmedabad Millowners' Association have had a great deal to do in their collective capacity, with wage questions and other matters affecting the labour employed in the textile industry. The other Associations have not been prominent in such matters and have not taken concerted action for the regulation of wages in the industries with which they are connected. Both the Government of India and the Government of Bombay consult these Associations when Labour legislation is being considered as well as, of course, in regard to legislation which affects Commerce and Industry, and the views of these bodies undoubtedly receive very careful consideration and have had some influence upon the measures proposed. The action taken by the Millowners' Associations has had a direct effect on labour conditions. For example, the success of the propaganda for the removal of the Excise Duty saved a cut in the wages of operatives in Bombay in 1925, while the strike of 1928 was due to concerted action on the part of employers to enforce standardisation in the mills. Apart from matters of this kind, the effect of employers' associations on industry and on the conditions of workers generally cannot be estimated.

#### INDIVIDUAL TRADE UNIONS

##### *History*

While dealing with the question of the " extent of organisation of employed " in the Bombay Presidency historical details with regard to the growth of some of the more important individual unions of industrial workers were given. It is not necessary, therefore, to go into further detail here, but if the Commission require any additional information with regard to any particular unions it can be supplied.

##### *Attitude of Workers and extent of their control*

The outstanding feature of trade union administration in the Bombay Presidency—and, indeed, in India generally—is the fact that it is largely controlled by persons who are not engaged in the industry with which the union deals, and that many of these people are interested in several unions in different industries. The illiteracy of the workers is the principal reason for this peculiarity. Another is the fact that social reformers have taken the lead in organising labour and rousing them to a sense of their grievances and insistence on their rights. Up to very recently the bulk of the unions were very loosely organised and activity was only apparent when a strike was in existence or threatened, or when wage increases were being discussed. This is particularly seen in the case of the Ahmedabad Unions. While the Unions were successful in securing favourable awards from the Board of Arbitrators during the years 1920 to 1922 the membership figures of the individual unions under the control of the Ahmedabad Labour Union stood at their peak, but



after the wage cut of 15½ per cent. was effected in June 1923 and during the years 1924 to 1927, when no dispute went up to the Arbitration Board, there was a sharp decline in the membership of all the unions. Generally speaking the workers of Bombay did not appreciate the necessity for building up a strong organisation, accumulating funds, and increasing membership. They took little interest in the work of their unions and were wholly indifferent to the movement as a whole. The position is not much better to-day, although as regards management the rank and file are undoubtedly taking a keener interest.

While the above remarks apply to the majority of the unions in the Presidency, there are notable exceptions. The members of all the various unions of workers in the Postal Department of the Government of India which exist in the Bombay Presidency take a considerable interest in the Unions' affairs largely because they are better educated and more homogeneous. Outsiders are admitted on the executive, not so much for purposes of assistance in administration, but primarily for the advantages that can be secured by having prominent and influential persons as Presidents or Secretaries,—the main advantages being the facilities thus afforded for asking questions and raising debates in the Legislative Assembly on matters connected with the grievances and conditions of service of Postal Employees. There are also the National Union of Railwaymen of India and Burma, formerly known as the Amalgamated Society of Railway Servants of India and Burma Limited, and the All India and Burma Covenanted Non-Gazetted Railway Services' Association whose affairs are directly under the control of the members themselves. The only outsider on the executive of the former Union up to two years ago was a paid General Secretary. The present General Secretary, is an *ex-railway* employee. Amongst unions of industrial employees the only other instance where no outsider is admitted on the executive of the Union is the Girni Kamgar Mahamandal, a small union in the Bombay Mill Industry.

The Indian Trade Unions Act, 1926, has had a good effect in securing greater recognition for trade unions. Registration under the Act has in most cases resulted in the recognition of the unions by employers. This recognition has stimulated membership and done away with any reluctance on the part of workers to join a union of which their employer might not approve. The Trade Unions Act permits the executive of a union to contain 50 per cent. of "outsiders" that is to say, persons not engaged in the industry. Few unions have so large a proportion and the management of affairs nominally devolves on the workers themselves. As a result the members of various unions have for the last two years been taking a greater interest in their activities and are also participating to a greater extent in the control of the union. Questions of policy are, however, still largely decided by the "outsiders" on the executives.

Perhaps the best example of true trade union organisation is that which obtains in the Ahmedabad textile unions although none of them have registered under the Act—for political reasons, largely. The affairs of the individual unions are controlled by a Council of Representatives elected

by the workpeople triennially in the proportion of one seat for every fifty members or less and two seats for more than fifty or less than 100 with an additional seat for every 100 or fraction in excess thereof. The Council of Representatives elects an Executive Committee consisting of the office-bearers and three to nine workpeople. The office-bearers can be dismissed by the Council of Representatives. The Ahmedabad Labour Union consists of the constituent unions. In order to ensure close contact with the various departmental unions a Joint Council of Representatives of the different unions has been formed, invested with exclusive authority to determine, with the help of the Advisory Committee, all questions involving the common interest of two or more individual unions. The total strength of the Joint Council is about 160. The Executive Committee of the Central Union consists of office-bearers, *viz.*, the President, the Treasurer and the Assistant Secretary and at least one non-official member from the Executive Committee of each union. The Executive Committee of the Central Union administers the funds and other assets of the Union, subject to the control of the Joint Council of Representatives. The surplus funds are invested in the name of the President in a bank or banks in the manner approved of by the Advisory Committee. The Advisory Committee consists of Mr. M. K. Gandhi, Miss Anasuya Sarabhai, Mr. Shankarlal G. Banker and Lala Gulzarilal Nanda. This committee lays down the policy for the guidance of the Council of Representatives, engages the staff, distributes the work among office-bearers, and generally advises in all matters connected with the work of the individual unions. The office-bearers and members of the Executive Committee of the Central Union are, strictly speaking, "outsiders". The Council of Representatives takes a keen interest in the affairs of the union. During 1928 there were 31 meetings of the Joint Council and the average attendance of the members at these meetings amounted to 77 per cent. The workers follow the proceedings of the Council intelligently and are able to suggest changes in details. If the workers prove obdurate and do not accept a certain line of action suggested by the Advisory Committee, the Advisory Board and the officers resign and leave the workers to conduct their own affairs. This actually happened in 1922 when the spinners struck work for a bonus against the mandate of the Advisory Board. Left to themselves they were not able to do anything owing to their illiteracy and so they requested the Committee to take up their cause again. They were allowed to join the Union after paying a fine of annas 4 each and expressing regret for their hasty action in declaring an unauthorised strike.

As has been pointed out above, a characteristic of the trade union movement in the Bombay Presidency is the association of a few individuals with a large number of unions. Mr. N. M. Joshi, B.A., M.L.A., in addition to being the General Secretary of the All India Trade Union Congress and the President of the G. I. P. Railway Staff Union, is connected, either as President or Treasurer, with eleven other unions in the Presidency. Mr. S. H. Jhabvala, B.A., is actively interested in two Federations and eighteen unions. Mr. F. J. Ginwala, M.A., LL.B., M.L.C., is the President of the Central Labour Board and is on the executives of thirteen

other unions. Mr. S. C. Joshi, M.A., LL.B., M.L.C., is the General Secretary of two Federations and is either the President or the General Secretary of eleven other unions. Mr. S. V. Parulekar, M.A., a member of the Servants of India Society, is connected as a Treasurer, General Secretary or Assistant Secretary with seven different unions. Mr. P. S. Bakhle, B.A., LL.B., is connected with six unions; Messrs. B. D. Mistry B.A., LL.B., R. S. Asavale, M.L.C., and A. H. Kirtikar are connected with four unions each. Mr. R. R. Bakhle, the General Secretary of the Bombay Textile Labour Union, is also a Vice-President of the Bombay Engineering Workers' Union and the General Secretary of the Sholapur Branch of the Bombay Textile Labour Union. Mr. Syed Munawar, B.A., M.L.C., the General Secretary of the Indian Seamen's Union is also connected with the R. I. M. Dock-workers' Union and the Bombay Textile Labour Union.

Early in 1928 when Mr. S. H. Jhabvala found that he could not cope with the work that was devolving on him in view of his association with twenty unions in Bombay City brought in Messrs. S. A. Dange, R. S. Nimbkar, K. N. Joglekar and S. S. Mirajkar, all of them belonging to the extreme left wing of labour, into the trade union movement. Mr. S. A. Dange was put in charge of the Tramwaymen's Union, Mr. K. N. Joglekar was put on the executive of the G. I. P. Railwaymen's Union, Mr. S. S. Mirajkar on the Bombay Municipal Workmen's Union, Mr. R. S. Nimbkar on the Bombay Trades Council and the Bombay Oil Companies' Employees' Union. Mr. B. F. Bradley, an English Communist, was put on the executive of the B. B. and C. I. Railway Employees' Union. Messrs. Jhabvala, Dange, Nimbkar, Bradley and Joglekar were all nominated on the executive of the Bombay Girni Kamgar Union.

It is inevitable, for many years to come, that the educated non-industrial worker shall play a large part in the guidance and control of trade unions, and that labour leaders will be drawn from the ranks of the intelligensia rather than the workers. Where such leaders are imbued with sound trade union principles and have no other interest at heart but that of the workers the trade union movement stands to gain by their leadership. It is otherwise when the intelligensia seek to exploit labour for political ends, or have no knowledge of trade unionism and its functions.

*Attitude of Employers towards individual trade unions and relations with them*

Prior to the passing of the Trade Unions Act, the attitude of employers towards unions of their employees was generally lukewarm if not actively hostile. It was only after the unions were registered under the Act that employers began to extend their recognition to associations of their employees. This question will be further dealt with under the heading "Opportunity afforded to workpeople of making representations."

**TRADE UNION ACT, 1926**

*Extent to which utilised*

The Indian Trade Unions Act, 1926, was brought into operation with effect from the 1st June 1927. During the first ten months ending 31st

March 1928, twelve Unions with a total membership of 52,201 had registered out of 74 Unions (as recorded in the list of Trade Unions maintained by the Labour Office) with a total membership of 95,321. During the next twelve months ending 31st March 1929, one Federation,—the G. I. P. Railway Staff Union,—and 24 more Unions were registered. The G. I. P. Railway Workmen's Union, which was registered on the 27th October 1927, amalgamated with the G. I. P. Railway Employees' General Union (registered on the 31st October 1927) on the 5th October 1928 to form the G. I. P. Railwaymen's Union. The total number of registered Unions as at 1st April 1929 stood at one Federation and 35 Unions with a membership of 156,787 out of six Federations and 95 Unions with a total membership of 200,325. The following table shows in a comparative form the progress of registration of Unions (excluding Federations) under the Act by quarters since September 1927 together with the membership figures for all Unions :—

Period	Total Number of Unions	Membership	Number of registered Unions	Membership
September 1927 .. ..	68	81,107	1	1,200
December 1927 .. ..	72	87,340	11	45,243
March 1928 .. ..	74	95,321	12	52,201
June 1928 .. ..	87	111,320	18	64,660
September 1928 .. ..	88	117,004	27	74,176
December 1928 .. ..	94	198,072	30	152,061
March 1929 .. ..	95	200,325	35	156,787

In the list of Trade Unions in the Bombay Presidency which is given in appendix XI those Unions which have been registered under the Act have been marked with an asterisk. The Ahmedabad Labour Union which controls six Unions of cotton mill workers in the Ahmedabad mills and the Municipal Sweepers' Union in Ahmedabad do not intend to register for political reasons. Among the six Federations and 95 individual Unions in the Presidency as at 1st April 1929, there were two Federations of Postal Unions and 37 Unions of Government servants comprising 29 Unions of Postal employees, 2 Unions of Telegraph employees, the Government Peons' and Menials' Union, the Central Board of Revenue Ministerial Officers' Union, the Central Body Military Accounts Association, the Bombay Currency Association, the Kirkee Arsenal Workmen's Union, and the R. I. M. Dock Workers' Union. The last Union was formerly known as the Bombay Dock Workers' Union and was registered as such on the 24th May 1928. Subsequently on account of the fact that some members of the Workers and Peasants Party were represented on the executive of that Union, the workers employed in the R. I. M. Dock, who formed a majority in the Union, ousted the old executive and changed the name of the Union into the R. I. M. Dock Workers' Union. If employees of State-owned Railways, although technically Government servants,

are excluded, the R. I. M. Dock Workers' Union is the only Union of Government servants that has been registered under the Act. And this Union was registered as stated above under the name of the Bombay Dock Workers' Union comprising workers from all Docks in Bombay.

Recognised Associations or Unions of Government employees have been asked not to apply for registration under the Act pending the consideration by the Secretary of State, of amendments to the Government Servants' Conduct Rules which are in conflict with the Trade Unions Act. It is anticipated that as soon as a decision with regard to this matter is reached, all Unions or Associations of Government employees will register under the Act.

### *Effects*

Out of the one Federation and the thirty-five individual unions registered under the Act in the Bombay Presidency, one Federation and 29 unions are in Bombay City. As has already been shown in the previous section there is no question that registration of trade unions under the Act has led to increased recognition of unions by the employers. The consequences of both registration and recognition have led to a considerable improvement in the conduct and administration of the registered unions and the proper maintenance of accounts and registers of members. In the form prescribed under the Bombay Trade Union Regulations, 1927, for the annual return to be made by all registered unions 'Unpaid Subscriptions Due' have to be shown separately and this has led to a more careful scrutiny of the Membership Registers in order to avoid bloated figures being shown under this head. Some unions, however, still continue to maintain on their registers names of members who have not, in many cases, paid their subscriptions for a year or more.

The effect of section 17 of the Act was exemplified in May 1928 when a union of cotton mill operatives was formed in Sholapur which the Bombay Textile Labour Union claimed to be a branch of their Bombay Union. This branch appointed a separate Executive including a President and a Treasurer and took an active part in the general strike in the Sholapur mills of last year. One of the mills in Sholapur prosecuted certain members of the Union for criminal conspiracy under section 120B of the Indian Penal Code on the ground that the Union was not a registered union and was therefore not protected by the Trade Unions Act. The case is still proceeding.

Mr. N. M. Joshi, M.L.A., introduced a Bill in the Legislative Assembly on the 8th September 1928 to amend the Indian Penal Code in order to give the members and office-bearers of any union protection from criminal liability under section 120B of the Indian Penal Code in respect of acts by any two or more persons acting in contemplation or furtherance of a trade dispute or in restraint of trade. This was sought to be done

by adding the following proviso to section 43 of the Indian Penal Code :—

“ Provided that nothing is illegal if done or procured to be done by two or more persons in contemplation or furtherance of a trade dispute or in restraint of trade unless it be an offence when committed by one person.”

The Government of Bombay stated that they were definitely and entirely opposed to the Bill as they considered it most undesirable that any encouragement should be afforded to the organisation of unregistered Trade Unions. The effect of the Bill might be most disastrous so far as registration of trade unions was concerned and might seriously affect the organisation of labour in this country on true trade union lines.

On the 8th September 1928 Mr. Joshi moved a motion in the Legislative Assembly that the Bill should be referred to a Select Committee. The motion was strongly opposed both by Government and by commercial interests in the Assembly and when put to the vote was lost by 57 votes to 49.

In view of the considerable industrial unrest which has existed in Bombay since the Trade Unions Act was brought into operation it has not been possible to form any definite opinions as to the effects of the Act.

#### *Possible Amendments*

Before proceeding to deal with the question of possible amendments of the Trade Unions Act it may be of interest to give the rulings by the Registrar of Trade Unions in the Bombay Presidency in connexion with the interpretation of the Act and the Bombay Trade Unions Regulations, 1927, in respect of matters with regard to which the Act or the Regulations were not quite clear.

*Section 2 (h).*—It was held that a retired or an ex-employee in a particular trade or industry can be an ordinary member of a union connected with that trade or industry.

*Section 4.*—It was held that honorary members as well as ordinary may be signatories to applications for registration.

*Section 6 (d).*—It was held that a provision in the rules of a union to the effect that a week's notice should be given by members wishing to inspect the books of the union did not appear to be in accordance with the requirements of the Act.

*Section 6 (e).*—A paid official of the union who is neither on the Executive nor engaged in the industry concerned may be made an honorary member of the union and in that capacity be a signatory to the application of the union for registration.

*Section 6 (f).*—The definition of fines and forfeitures includes the limitation of the rights of membership and the conditions under which restrictions may be imposed.

*Section 8.*—It was held that the application for registration and the rules of a registered trade union should be considered as a part of the register of trade unions and should be open for inspection by the public.

*Section 15 (1).*—It was held that the division of the funds of the union on the secession of certain members from the union to form a new one is not governed by this section.

*Section 15 (2).*—Subscriptions from any part of the general funds to any association, charitable or otherwise, was held to be *ultra vires* of the Act unless that institution or fund was intended to benefit workmen in general.

*Section 15 (3).*—It was held that the general funds of the union may be utilised for payment of fines imposed on office-bearers under sections 31 and 32 of the Act provided no fraudulent intention was proved against them.

*Section 15 (4).*—It was held that the general funds of a registered trade union cannot be spent for the maintenance of a Co-operative Society. In this connexion it was further held that as section 62 of the Bombay Co-operative Societies Act, 1925, lays down that “no person other than a registered society shall, without sanction of Government, trade or carry on business under any name or title of which the word ‘co-operative’ or its vernacular equivalent forms part,” and also in view of the fact that the registration of registered trade unions under the Bombay Co-operative Societies Act would be void, *vide* section 14 of the Indian Trade Unions Act, no registered trade union could form a Co-operative Society for its members unless an entirely separate society was formed and registered under the Co-operative Societies Act.

*Section 15 (5).*—It was held that it would be *ultra vires* for a registered trade union to raise a Legal Defence Fund by compulsory levy on the members of the union for the defence of a member charged with an offence under the Indian Penal Code. It was also held in the same case that there is no objection to subscriptions being raised for such a fund on an entirely voluntary basis from members who might desire to contribute provided that the failure of a member to contribute does not in any way affect his rights as a member and that he is not deprived of any of those rights for refusing to contribute.

*Section 15 (6).*—It was held that the general funds of a union could be utilised for the prosecution of any legal proceeding covering a dispute between a member and “a person whom the member employs” provided the employment is connected with the member’s trade, *i.e.*, where weavers employ their own beam carriers, or in coal-mining and stevedoring where workmen employ other workmen and there is no question of sub-contracting.

*Section 20.*—The word “members” alone was considered sufficient to connote the meaning conveyed by the words “an officer or member” occurring in this section in view of the fact that office-bearers must be either honorary or ordinary members.

*Section 28 (2).*—If a vacancy in the executive is filled after registration of the trade union the appointment made should be notified to the Registrar for entry in the Register ; but if the individuals holding posts on the executive change posts after registration, these changes are to be notified in accordance with section 28 (2), *i.e.*, in the Annual Return.

*Section 29 (2) (a).*—It was held that when a fresh certificate of registration is issued for the registration of an amalgamation of two or more registered trade unions, the full fee under regulation No. 7 of the Bombay Trade Unions Regulations, 1927, should be charged.

No appeals against any of the rulings given by the Registrar of Trade Unions in the Bombay Presidency have yet been preferred ; and it is not possible, therefore, to state, at the present moment, whether any amendment of the Act in respect of any of the matters dealt with above is necessary. However, there are two or three matters regarding which it has been suggested that an amendment of the Act is desirable. Section 16 of the Act deals with the constitution of a separate fund for political purposes. Section 6 sets out the matters for which the rules of a trade union must provide. There is nothing in this section which makes it obligatory for a registered trade union to make rules regarding its political fund. One union applying for registration had a separate Political Fund. When its rules were submitted for examination it was suggested that rules should be framed for dealing with the Political Fund. The reply was that the Act did not compel the union to do this, and that the union did not propose to make any rules. Section 16 (3) of the Act lays down that no member shall be compelled to contribute to the political fund, but as the average trade union member is ignorant of the Act it is more than probable that when a levy for a political fund is made the members will contribute under the impression that they must do so. It appears to be desirable that where a union has a political fund it should be compelled to incorporate in its rules the provisions of section 16 in order that members of the trade union shall know precisely what their rights are and that their membership of the union cannot be affected by their refusal to contribute to this fund.

Section 15 (g) of the Act permits the "general funds" of a registered trade union to be utilised for "the issue of or the undertaking of liability under policies of assurance on the lives of members . . ." Insurances would normally be undertaken only on the lives of those members who subscribe premia for policies. But if the premium rates are not drawn up on sound actuarial lines there is every possibility of the general funds of the trade union being applied to meet the claims of its members. Section 3 of the Provident Insurance Societies Act, 1912, limits the application of that Act only to those societies which do not insure lives for amounts greater than Rs. 500 for full life policies. A trade union carrying on a scheme of life insurance for its members under the provisions of the Provident Insurance Societies Act, 1912, becomes immune from the operation of the restrictive provisions of that Act (*vide* section 14 of the Trade Unions Act) when it registers under the Trade Unions Act. The Act does not empower the Registrar to exercise any control



over the conditions under which a registered trade union offers benefits to its members. In view of the possible danger to the interests of members of unwarranted rates of premia or the maximum amounts for which life policies may be under-written it appears desirable that the safeguarding provisions of the Provident Insurance Societies Act, 1912, should be made applicable to insurances undertaken by trade unions. The Government of India considered that this matter could be provided for by asking for a separate return from registered unions submitting annual returns in respect of any insurance business undertaken by them. The Government of Bombay are, however, doubtful whether this is a matter which can be satisfactorily dealt with in the manner suggested by the Government of India and whether the interest of the members should not be safeguarded by amending the Act in the manner suggested.

Section 7 (2) of the Act provides that if the name under which a trade union has proposed to be registered is identical with that by which any other existing trade union has been registered or, in the opinion of the Registrar, so nearly resembles such name as to be likely to deceive the public or the members of either trade union, the Registrar shall require the persons applying for registration to alter the name of the trade union stated in the application and shall refuse to register the union until such alteration has been made. The question arises whether under this section the Registrar of one province should confine his scrutiny to his own Register or should consult the Registers of other provinces as well in order to ascertain whether the name of a trade union applying for registration is identical with or nearly resembles the name of any other union. *Prima facie* there is nothing in the section to limit the Registrar's scrutiny to his own province although in practice that is all he could do as there is no official record published of registered unions in other provinces. If a trade union registered outside the Bombay Presidency under a name identical with or similar to the name of a union on the register of this Province transfers its head office to Bombay the Registrar has no alternative but to enter the name of the transferring union in his register (*vide* rule 11 (2) of the Bombay Trade Unions Regulations, 1927). He cannot refuse to place its name on the register in exercise of his power under section 7 (2) of the Act because the provisions of the section referred to are applicable only to an original application for registration under the Act. Consequently there would be on one and the same register two unions the names of which are identical, a position that is not intended by the Act. The contingency cannot be considered as by any means remote especially in the case of unions of employees of Railways which extend into two or more provinces. The Government of Bombay have suggested to the Government of India that all provincial Registrars should furnish to the Government of India the names of trade unions as soon as they are registered and that the Government of India should publish those names regularly in the *Gazette of India*. There would then be an official record which could be consulted by Registrars before registering any Trade Union. This would be a possible means of getting over the difficulty but it might be advisable to make a definite provision for this in the Act itself.

## CHAPTER XIII—INDUSTRIAL DISPUTES

The Labour Office of the Government of Bombay has collected statistics of all industrial disputes in the Bombay Presidency since the 1st April 1921. A dispute, as reckoned by the Labour Office, is an interruption of work involving 10 or more persons and of not less than 24 hours' duration,—no distinction being made between a "strike" and a "lock-out". Complete and detailed information with regard to every dispute has been published in the *Labour Gazette* monthly in articles under the heading "Industrial Disputes in the Presidency". In addition to the monthly articles, annual reviews for calendar years have also been published for most years. The May 1926 issue of the *Labour Gazette* contained a quinquennial review of industrial disputes in the Bombay Presidency for the five years ending 31st March 1926. For the purposes of this section the statistics published in that review have been brought up to date for a total period of 8 years and 3 months ending the 30th June 1929.

No detailed or statistical information is available with regard to industrial disputes prior to 1st April 1921 but the following extract from the Report of the Industrial Disputes Committee appointed by the Government of Bombay in November 1921 "to consider and report on the practicability or otherwise of creating machinery for the prevention and early settlement of industrial disputes" is of interest in connection with those strikes which occurred during the period immediately after the end of the War and prior to the collection of full statistics by the Labour Office.

"Since the mill strikes of 1918-19 and January 1920, which lasted for a month and a half and a month, respectively, and involved about 150,000 men, there have been no general strikes in the textile industry in Bombay City. But we have had a postal strike lasting five months from September 1920 till February 1921, a tramway strike in October 1920, lasting six weeks, and another lasting a fortnight in December of the same year, a gas strike lasting nearly three months in October 1920, and two strikes among the Oil Companies in September 1920, and January 1921. Each of these strikes involved about 2,000 men. We have had, besides, a strike in the B. B. & C. I. Railway Parel Workshop for a fortnight in February 1921, involving 5,500 men and a more serious strike in August 1920 in the G. I. P. Railway Parel Workshop, involving 7,000 men and lasting for two months, and a general strike involving 33,000 men in Ahmedabad in October 1921. Before that the last serious strike at Ahmedabad was the spinners' strike in 1920, involving 30,000 men. In Sholapur the whole labour force is now on strike. This is the first strike in that centre since the strike of 1920, which involved some 16,000 men and was an organised extension of the Bombay mill strike. Short strikes in single factories, often on trivial grounds, have, however, become

matters of daily occurrence and are always liable to start a general conflagration."

The following table shows the number of disputes, the number of workpeople involved in these disputes and the number of working days lost, in a summary form, year by year, from the 1st April 1921 to the 30th June 1929 :—

Year	Number of disputes	Number of workpeople involved	Number of working days lost
1921*	104	131,999	1,272,362
1922	143	173,386	756,747
1923	109	109,332	2,836,000
1924	50	179,522	7,559,401
1925	69	175,631	11,987,797
1926	57	29,314	78,113
1927	54	28,078	165,061
1928	114	326,196	24,629,715
1929†	38	161,587	5,249,096

\* The figures are for nine months from April to December.

† The figures are for six months from January to June.

#### EXTENT OF STRIKES AND LOCK-OUTS

The total number of disputes during the period 1st April 1921 to 30th June 1929 amounted to 738. Of these, 22 were strikes affecting more than one industrial concern as shown in the table below :—

	Number of factories and concerns affected
1. Strike in Ahmedabad (7th October 1921)	6 Spinning and Weaving Mills.
2. Do. do. (19th October 1921 to 29th October 1921).	47 Do. do.
3. Do. do. (27th January 1922 to 28th January 1922).	13 Do. do.
4. Do. Sholapur (2nd March 1922 to 24th March 1922).	6 Do. do.
5. Do. Karachi (10th March 1922 to 11th March 1922).	5 Firms of Stevedores.
6. Do. Bombay (1st August 1922 to 2nd August 1922).	34 Spinning and Weaving Mills.
7. Do. Surat (3rd October 1922 to 23rd October 1922).	4 Do. do.
8. Do. Ahmedabad (10th November 1922 to 17th November 1922).	29 Do. do.
9. Do. do. (1st April 1923 to 4th June 1923).	56 Do. do.
10. Do. Karachi (16th April 1923 to 26th April 1923).	6 Firms.
11. Do. do. (25th May 1923)	6 Do.
12. General strike in Bombay (17th January 1924 to 25th March 1924).	75 Spinning and Weaving Mills, 2 Silk Mills, 2 Woollen Mills and 2 Dye works.

	Number of factories and concerns affected
13. Strike in Sind (17th April 1925 to 30th June 1925).	Carriage and Loco Shops and Running Shed, Karachi; Fitting Staff, Kotri; Loco and Carriage Shop and Engine Shed, Sukkur.
14. General Strike in Bombay (15th September 1925 to 3rd December 1925).	76 Cotton Mills, 2 Silk Mills, 2 Dyeworks.
15. Strike in Bombay (2nd January 1928 to 25th February 1928).	9 Spinning and Weaving Mills under the Agency of Messrs. E. D. Sassoon & Co.
16. General Strike in Bombay (16th April 1928 to 6th October 1928).	All Spinning and Weaving Mills, in Bombay except the Colaba Land and the Jehangir Wadia Mills. 2 Silk Mills and one Bleaching Mill.
17. Strike in Sholapur Mills (21st April 1928 to 6th October 1928).	5 Spinning and Weaving Mills.
18. Strike in Kurla Mills (14th May 1928 to 6th October 1928).	2 Do. do.
19. Strike in Bombay Oil Companies (7th December 1928 to 23rd February 1929).	3 Oil Companies.
20. Strike in Bombay (25th February 1929 to 18th March 1929).	7 Spinning and Weaving Mills.
21. Strike in Bombay (3rd March 1929 to 18th March 1929).	5 Do. do.
22. Strike in Bombay (26th April 1929 to )	64 Do. do.

It is not intended in this memorandum to examine these strikes in great detail as full particulars in connection with them have been given in the tables and articles published every month in the *Labour Gazette*. In the event of the Commission requiring fuller details in connection with any of these disputes these will be immediately supplied. The following summaries give the main features of each of these 22 disputes :

(1) On the 7th October 1921, 289 mukadams and oilmen from six cotton mills in Ahmedabad struck work demanding a bonus equal to one month's pay. The managements of the mills affected immediately paid Rs. 36 to each striker drawing under Rs. 40 per month, Rs. 40 to those earning Rs. 40 per month and promised to give one month's pay to those who earned more than Rs. 40 per mensem. The workmen resumed work the same day and the result was completely successful from the view point of the employees.

(2) With the success of the above strike it was natural that a demand similar to that made by jobbers and mukadams would also be made by the general body of workmen employed in the Ahmedabad Cotton Mills. On the 19th October 1921, the workmen of nine cotton mills demanded a bonus amounting to 1½ month's pay, and when this demand was refused

all the operatives of these nine mills went on strike. By the 26th October the strike had spread to 47 mills in all, of which 31 had completely closed down and 16 remained partially closed. Mr. M. K. Gandhi represented the case of the workers and Seth Mangaldas that of the owners. When these two arbitrators failed to arrive at a satisfactory agreement, Pandit Madan Mohan Malaviya was asked to act as an umpire. Pandit Madan Mohan Malaviya published his award on the night of the 28th October 1921 recommending (1) that to every one whose salary was below Rs. 75 per month a bonus equal to one month's average salary *plus* a sum of Rs. 15 should be given; the maximum not to exceed Rs. 75. In calculating the salary or the wages earned by time-workers or piece-workers the bonus earned for regular attendance or good work should be included. In the case of half-timers the bonus should be one month's salary *plus* Rs. 7-8-0; (2) that to every one whose salary was Rs. 75 or more a bonus of Rs. 75 should be given; (3) that the method of calculating the period of service of each employee should be the same as was adopted at the time of the settlement of the last bonus dispute; (4) that in calculating the period of service absence due to child-birth and accidents in the mills should be counted in such period. Other recommendations included suggestions for the removal of minor grievances. The strikers accepted the award of the umpire and normal working was resumed in all mills on the morning of the 29th October 1921. Although the result of this strike has been considered as a compromise it must be admitted that it was a very satisfactory conclusion from the view point of the workmen.

X (3) Thirteen cotton mills in Ahmedabad were affected by a strike on the 27th January 1922 owing to the Muhammadan millhands demanding the weekly holiday on Friday instead of on Sunday. The number of workpeople affected amounted to 3,672. The Secretary of the Labour Union issued a mandate to the strikers to resume work until the question was decided by the Ahmedabad Millowners. The men accordingly resumed work unconditionally on the next day. This strike therefore ended unfavourably to the employees.

✓ (4) On the 25th February 1922 the workpeople of all the six cotton mills in Sholapur made a joint representation by distributing leaflets printed in Marathi to the Managers of their respective mills, demanding (1) that all workpeople who had been dismissed during the 1920 strike should be reinstated; (2) that the newly formed labour union should be recognised by the Sholapur Millowners; and (3) that all representations of workers' grievances made through the Union should receive proper recognition. The operatives threatened that if these demands were not acceded to within 8 days, they would go on strike. The men, however, did not wait till the period of the expiry of the notice and 18,000 operatives struck work on the 2nd March 1922. Two mills which attempted to re-start on the next day found that it was not possible to continue work on account of the rowdiness of the strikers. The Owners consequently declared a lock-out which continued up to the 16th March. On the 17th, 3,500 men resumed work unconditionally and 3 mills began partial working. By the 24th March normal working had been resumed.

(5) About 150 daily wage labourers engaged in sewing up filled gunny bags for shipment in five commercial firms at Karachi struck work on the 10th March 1922 demanding an increase of 4 annas per head in their daily rates of wages. The firms affected were Messrs. Ralli Bros., Messrs. Strauss & Co., Messrs. Louis Dreyfus & Co., Messrs. Sanday Patrick & Co., and Messrs. E. D. Sassoon & Co. The Jamedars and the contractors of these companies carried on the work in the absence of the coolies, but on the next day the strikers in the first three firms resumed work as their wages were increased. The men in the other two firms did not return to work as their employers no longer required their services. This strike thus resulted favourably to the employees of the first three firms and unfavourably to those of the other firms.

(6) The strike which occurred in the cotton mills of Bombay in August 1922 can hardly be termed a dispute according to the accepted meaning of this term. 61,000 odd strikers in 34 cotton mills in Bombay struck work on the 1st August 1922 on account of the second anniversary of the death of Mr. B. G. Tilak. On the next day all the strikers returned to work peacefully. The question whether the result of this strike was favourable or otherwise to the employees does not arise because the strike was organised only for abstention from work for one day in honour of a departed national leader.

(7) The strike of October 1922 in the cotton mills of Surat was due to the demand for the payment of the usual annual bonus. 2,296 out of 2,765 workers in the 4 cotton mills of Surat went on strike on the 3rd October and elected a committee of 20 representatives from their ranks to negotiate with the Owners on their behalf. The Owners proposed to give bonuses calculated on varying percentages of the previous year's bonus except in one mill which was to give no bonus. The strikers refused to accept this offer and made a counter offer of their own, asking for a bonus equivalent to 42½ per cent. of the average monthly pay for the last 12 months but agreeing to work for one day without wages as a punishment for going on strike without notice. On the 11th the operatives of the Surat Weaving Mills submitted a petition to the Collector and District Magistrate to arbitrate with the Owners on their behalf. The workmen of the Surat Spinning and Weaving Mills presented their case to the Collector through a local pleader. On the 12th and 13th all the operatives of the Hatim Mills and Surat Weaving Mills resumed work. The men of the Surat Spinning and Weaving Mills resumed work on the 14th in accordance with the settlement arrived at in that mill as a result of the intervention of the Collector. The men of the Industrial Mills refused to accept a bonus of 25 per cent. which was offered to them by the Management and decided to have their wages paid up. There was no change in the situation in this mill till the 19th when 370 men returned to work unconditionally. Of the remaining employees, 171 hands were paid off on the 20th and the rest on the 23rd. The result of this dispute was on the whole not successful to the employees.

(8) The next big strike which occurred in the Ahmedabad Cotton Mills in November 1922 also arose over the question of the payment of the annual bonus. The arbitrators elected by the Millowners

Association and the Labour Union gave their award on the 1st October. Whilst the negotiations in connexion with the question as to the payment of this bonus were in progress between the Association and the Union, the Association put forward certain proposals to reduce the "*Moghvari*" (dearness) allowance granted to spinners whilst high prices prevailed. The throstlemen in 29 cotton mills, however, impatient at the delay in the payment of the bonus, struck work on the 10th November 1922. The President of the Millowners' Association promised to give a sympathetic hearing to the case of the workers if work was resumed. The operatives of 10 mills accordingly resumed work on the 12th November, of 13 mills on the 13th, of 5 mills on the 14th and of 1 mill on the 17th November. The result of this strike was mainly favourable to the employees in all the mills except one where some new hands were engaged and some were admitted only on payment of a fine of Rs. 3 each.

(9) The strike in the cotton mills in Ahmedabad of the year 1923, was by far the biggest and the most disastrous from the workers' point of view that has ever occurred in that city. It affected 56 mills, involved 43,113 workpeople and resulted in a total time loss of 2,370,933 working days. It began on the 1st April and continued till the 4th June. The reasons for the strike were (1) the announcement that the Millowners in Ahmedabad would reduce wages by 20 per cent. with effect from 1st April 1923; and (2) the alleged non-payment by many mills of the bonus on the precise terms agreed on by the arbitrators to whom the settlement of this question was referred. The strike lasted for 64 days and the men were almost completely defeated. On the 4th June a compromise was arrived at by the terms of which (1) wages were to be reduced by 15½ per cent. instead of by 20 per cent.; and (2) the question of the interpretation of the last bonus award was to be again referred to arbitration. The President of the Millowners' Association also gave an assurance that wages would not be reduced again for at least six months from the date of the compromise.

(10) The strike of 650 employees out of a total number of 2,000 labourers employed by six commercial firms in Karachi which occurred in April 1923 has a close parallel to the similar strike in Karachi of the year 1922. In this case the workers went on strike on the 16th April 1923 demanding enhanced wages and the removal of certain grievances such as extortion by tindals. During the first week of the strike the men unsuccessfully endeavoured to persuade the Pathan labourers in the Karachi Docks to join them as well. On the 26th April work was resumed on a promise being made to the effect that the employers would favourably consider the question of an increase in wages. This strike thus ended in favour of the employees.

(11) The six firms referred to in the above dispute were again affected by another strike on the 25th May 1923. On this occasion the cause was a demand for the payment of Rs. 2 per day instead of Rs. 1-12-0 as was hitherto paid. 160 sack-sewers were affected. The increase of 4 annas demanded was immediately granted and work was resumed forthwith.

X (12) The general strike of 1924 in the Cotton Mill Industry in Bombay City had its origin in the no-bonus decision of the millowners of Bombay. The men had been paid bonus regularly for five years and had come to regard its payment as an annual affair. The bonus was usually paid in the middle of January in each year along with the pay due for the month of December. When the bonus was not paid at pay-time in January, the operatives of one mill demanded the payment of bonus on the 17th January and on its being refused went on strike. The strike-fever soon spread and in about a week almost all the cotton mills in Bombay had to close down. On the 22nd February 1924, His Excellency the Governor of Bombay appointed a Committee of Enquiry with the Honourable Sir Norman Macleod, Kt., Chief Justice of the High Court in Bombay, as Chairman to enquire into the dispute. The terms of reference were (1) to consider the nature and basis of the bonus which was granted to the employees in the cotton mills of Bombay since 1919, and to declare whether the employees had established any enforceable claim, customary, legal or equitable; and (2) to enquire into the profits made in each year since 1917 with a view to comparing these profits with the profits made in the year 1923, and to report on the contention of the Millowners that the grant of a bonus such as was given in previous years was not justified by the profits of the mill industry as a whole in 1923. The findings of the Committee on these points were submitted to Government on the 11th March and were (1) that the mill-workers had not established any enforceable claim, customary, legal or equitable to the annual payment of a bonus; and (2) that the results of the working of the mill industry as a whole for the year 1923 were such as to justify the contention of the Millowners that the profits did not admit of the payment of a bonus. The strike, however, did not terminate till the 25th March when work was resumed in almost all the mills although with considerably reduced staff due to the fact that there was an almost general exodus of all up-country workers to their homes before the strike ended.

(13) The N. W. Railway strike of 1925 is the only important Railway strike which has occurred in the Bombay Presidency during the last five years. The remote cause of the dispute was the secession from the N. W. Railway Union of Mr. J. B. Miller who in conjunction with Messrs. Hall and M. A. Khan started agitation against the recognised union. In addition to indeterminate demands for increases in pay the men's demands included an eight-hour day, reinstatement of men dismissed in 1922, 50 per cent. increase of pay when no free quarters were given, no one who had served more than five years to be dismissed, all retrenched employees to be reinstated, all Union fees to be recovered by the Railway administration from the pay of the men and credited to the Union, etc. The unrest was originally confined to the Punjab but spread to the Bombay Presidency on the 17th April when 2,223 workmen of the N. W. Railway Carriage and Loco Shops and the Running Shed at Karachi struck work in sympathy with the strikers at Rawalpindi and other stations on the N. W. Railway line in the Punjab. 154 railway men ab-



Kotri and 742 men from the Loco and Carriage Shops and Engine Shed at Sukkur joined the strike on the 20th. By the 7th June the total number of workmen affected at Karachi, Kotri and Sukkur amounted to 6,186. The Punjab strikers resumed work on the 19th June from which date the railwaymen affected in the Bombay Presidency also started resuming work in increasingly larger numbers until conditions had become normal on the 30th June. No settlement was reported in the case of this strike, but it would appear that the employees failed completely in getting any of their grievances redressed.

(14) There was a general strike in the cotton mills in Bombay City and Kurla at the end of the year 1925. The strike had its origin in the decision arrived at by the Bombay Millowners' Association in July 1925 to reduce the wages of all workpeople in the mills affiliated to the Association by eleven and a half per cent. with effect from the 1st September 1925. The Millowners stated that they were forced to reduce wages on account of the severe and unprecedented depression which had overtaken the cotton mill industry in India during the year 1925 on account of (1) high prices ruling for cotton; (2) increased costs of production due principally to the high standard of wages paid to workpeople and generally to increased prices of coal and stores and heavier interest charges; (3) Japanese competition; (4) the maintenance of an excise duty of three and a half per cent. on cotton manufactures; and (5) unprecedented accumulations of cloth and yarn due to the demand for cloth not keeping pace with production. Several representations were made to the Government of India urging them to abolish the excise duty entirely or, alternatively, to suspend the collection of this duty for the remainder of the current financial year. The Millowners maintained that the non-collection of the duty would afford relief to the industry to the extent of nearly a crore of rupees which would help to tide over an exceptionally critical period. Proposals were also put before Government to afford protection to the industry either by increasing the import duty on Japanese cotton manufactures and/or by the levy of an export duty on raw cotton purchased by Japan in India. His Excellency the Viceroy in his reply to the address presented to him by a joint deputation of the Bombay and the Ahmedabad Millowners' Associations said that it was impossible to remove the excise duty in the middle of the financial year before the commitments and the prospects of the next year were fully known, and that it would only be at the time of the next budget that the situation could be thoroughly reviewed and a proper estimate formed. His Excellency pointed out (1) that the remission of Provincial Contributions to the Central Exchequer was the first charge on the consideration of the Government of India; (2) that the position of the industry could not be considered at that juncture to be so exceedingly critical as to justify the abolishing of the duty; and (3) that the duty would be abolished as soon as financial considerations permitted.

The Millowners stated that in view of the very unsatisfactory reply received from the Government to their various representations regarding the abolishing of the excise duty they had no other alternative left open

to them except to call on their workpeople to share the burden of the bad and difficult times through which the industry was passing and to consent to a cut in their wages.

X The workpeople refused to agree to any reduction in their wages. They stated (1) that they had obtained the increases granted to them in the shape of dearness allowances on their pre-war wages as the result of several hard and bitter struggles during which they lost very heavily owing to loss of wages for the periods for which they were on strike; (2) that the present rates of wages received by them were insufficient to provide for a decent standard of living; and (3) that the Millowners ought to hold an enquiry with a view to effecting a decrease in the cost of production by retrenchment in other directions. Labour leaders, after consulting the workpeople, offered to meet the Millowners half way by agreeing to follow the example of Lancashire and to work shorter hours with a view to lessening the evils of over-production. The Millowners contended that if the working hours were reduced by one day's work in a week the wages of the workmen would be reduced by  $16\frac{1}{2}$  per cent. instead of by  $11\frac{1}{2}$  per cent. as proposed by the Owners; and that the proposal for going on short time was not feasible in view of the fact that the cost of production would go up by five-eighths of an anna per lb. of cloth which would only result in still further increasing the prices of cloth and making it more difficult to sell the products of the mills in the home market against competitive Japanese goods. The Millowners therefore adhered to their decision to cut wages and the men went out on strike.

X No warning was given of the threatened strike. 33,249 workpeople from 15 mills suddenly downed tools on the 15th September and by the 2nd of October there was a complete stoppage of work in all the mills in the city. The two cotton mills at Kurla, employing a total number of 4,600 workpeople and which are usually the last to be affected by a strike in the Bombay mills, were also compelled to close down on the 6th October. The total number of workpeople involved in the general strike therefore amounted to 151,986.

X Several meetings were arranged between the Owners and the representatives of the men, and His Excellency the Governor received frequent deputations from time to time from both parties with a view to formulating some basis for a compromise. Several discussions also took place on the subject in the Legislative Assembly and in the Bombay Legislative Council. The only point on which there appeared to be a general unanimity was the necessity for the immediate suspension of the excise duty. His Excellency the Governor and the Government of Bombay made representations to the Government of India to suspend the duty and the Press in India constantly demanded its total abolition. Both the parties to the dispute remained quite firm in the respective standpoints which they had taken up and the strike dragged on till the end of November, when, at length, His Excellency the Viceroy suspended, by Special Ordinance, the collection of the excise duty with effect from the 1st December 1925.

In view of the repeated assurances given by the Bombay Millowners' Association that the old rates of wages would be restored in the event of the excise duty being removed, the strike virtually ended as soon as the Ordinance was published. The mills started their engines from the 3rd December onwards according as sufficient numbers of workpeople offered themselves for employment; but the strike cannot be considered to have terminated on that date in view of the almost complete exodus of up-country workers to their homes. On the 7th December only 44,584 or nearly 30 per cent. of the workpeople had returned to work and on the 13th December 88,388 or nearly 60 per cent. The total number of working days lost as a result of the strike amounted to nearly eleven millions. If the average daily earnings of all workpeople in the mills in Bombay City be taken as Re. 1-4-2 according to the figure published by the Labour Office in its second Report on an Enquiry into Wages and Hours of Labour in the Cotton Mill Industry in the Bombay Presidency in August 1923, the workpeople lost 137 lakhs of rupees in wages during this strike.

X (15) At the beginning of the year 1928 a strike broke out in 9 cotton mills under the management of Messrs. E. D. Sassoon and Company, Bombay, over the question of the introduction of new systems of work in accordance with the recommendations of the Indian Tariff Board (Cotton Textile Industry Enquiry) whereby each weaver was to look after three looms instead of two as before and each spinner two sides of the spinning frame instead of one at an increase of 50 per cent. in wages. The dispute lasted 54 days and in the end the workers resumed work unconditionally. The total number of workpeople involved was 14,187 and the time loss amounted to 535,602 man-days. This strike may be considered as the most important dispute immediately preceding the General Strike of the year 1928 because the chief reason which led to that strike and which helped to maintain it for a period of nearly six months was the fear of unemployment consequent on a probable extension of the efficiency methods introduced by Messrs. E. D. Sassoon and Company in their own mills to other mills in the City.

X (16) The General Strike in the cotton mills in Bombay City which lasted from the 16th April to the 6th October 1928, and involved 147,644 workpeople was mainly due as stated above to the threatened general introduction of new systems of work and standardisation in accordance with the recommendations of the Textile Tariff Board. The new systems of work, which were adopted for achieving greater efficiency of labour, naturally involved retrenchment of hands. The hours of work for certain operatives were increased and additional emoluments in the form of bonus, etc., were curtailed. These reforms began to be gradually introduced from the middle of the year 1927 and several strikes of the operatives in individual mills occurred since August 1927 as a protest. The moderate labour leaders who then completely controlled the textile labour force in Bombay City were opposed to a general strike and brought about a settlement of the disputes in individual mills on the best terms possible. Subsequently, however, the members of the Bombay Branch of

the Workers and Peasants Party, a Communist organisation, exercised a considerable influence over the cotton mill operatives, and mainly as a result of their instigation, the operatives of the Currimbhoy group of mills struck work on the 16th April, and brought out the men of all the other cotton mills in Bombay City, with the exception of those in the Colaba Land and the Jehangir Wadia Mills, by the 26th April. The employers were not given previous notice of the proposed strike. In view of the serious situation thus created, His Excellency the Governor of Bombay came down to Bombay from Mahabaleshwar and granted separate interviews on the 27th and the 28th April to the representatives of the Millowners' Association, the Bombay Textile Labour Union and the Girni Kamgar Mahamandal. The Millowners' Association assured His Excellency that they would be prepared to open negotiations with the representatives of registered Unions of Textile mill-operatives. This was the first instance in the Bombay Presidency where the special status of a Trade Union as the result of registration was publicly recognised. As a result of the visit of His Excellency, the extremists and the moderate labour leaders joined hands and formed a Joint Strike Committee on the 2nd May, prepared a statement of the demands of the strikers and forwarded it to the Millowners' Association on the 3rd May 1928. The statement contained 17 demands, which included (1) the restoration of the wage rates that prevailed in 1925; (2) that the hours of work of any class of workers should not be increased without the consent of the workers concerned and without granting overtime pay for the additional time put in; (3) that the new systems of work should not be introduced or continued without the consultation and free consent of the workers expressed through their organisations; (4) the necessity for making standard rules for all mills; and (5) that no member of the Association should be allowed to alter the conditions of service to the disadvantage of the workers. On the 12th May the Millowners' Association issued a press communique replying to the 17 demands put forward by the Joint Strike Committee. They denied any reductions in wages and laid stress on the need for a standardised muster and a standardised schedule of rates of wages. They also stated that it was essential that disciplinary measures should be strictly enforced.

As the Millowners' Association refused to have anything to do with the Joint Strike Committee as it included officials of unregistered Unions, the Bombay Mill Workers' Union, the Girni Kamgar Mahamandal and the Bombay Girni Kamgar Union registered under the Indian Trade Unions Act and every member of the Joint Strike Committee thus became connected with one or other of the registered Unions of cotton mill-operatives in Bombay City. The Honourable the General Member of the Government of Bombay met deputations from the Millowners and the Joint Strike Committee on the 15th May with a view to smoothing the way for a Round Table Conference.

The Millowners' Association published a statement in the Press on the 16th June defining the terms on which they would be prepared to reopen the mills. The terms included the unequivocal acceptance by the strikers,

of the following :—(1) Standardised rates of wages as prepared by the Millowners ; (2) Revised and standardised muster-rolls ; (3) full 10 hours work for all male operatives ; and (4) a revised set of Rules and Regulations with a view to enforce stricter discipline than obtained in the past. The Joint Strike Committee issued a rejoinder on the same day pointing out that the financial history of the industry did not warrant a reduction in wages and that in the preparation of the schemes of standardisation the Millowners had not consulted the workers' representatives. In reply, the Millowners stated in a Press Note, that the profits made by the mills were not, after all, high, and pointed out that the cost of living for workers had gone down.

On the 9th June, two representatives of each of the four registered Trade Unions of cotton mill workers in Bombay City were invited by the Millowners' Association to meet 8 members of their Negotiation Sub-Committee. The representatives of both sides met about half a dozen times before negotiations broke down over the question of a proposed cut of  $7\frac{1}{2}$  per cent. in the rates of wages for weavers. On the 3rd July, the Millowners' Association posted notices at the mills announcing the terms on which the strikers could resume work and also arranged for the standardisation schemes being clearly explained to the operatives at the mills. On the advice of the Commissioner of Police, only two picketers were posted at each mill. Several women workers volunteered their services as picketers. The Millowners attempted to reopen the mills in batches with effect from the 6th August, but without success.

The Honourable the General Member convened a joint conference of the representatives of the Millowners and the Joint Strike Committee on the 15th and 16th August in order to ascertain if they would agree to the dispute being referred to a Conciliation Board. The conference broke down on the question of the immediate calling off of the strike. Subsequently Dr. G. V. Deshmukh, the then President of the Bombay Municipal Corporation, did his best to bring the parties to the dispute together and to arrive at terms satisfactory to both sides, but with no effect. The representatives of the Joint Strike Committee again met the representatives of the Millowners' Association during the last few days of September, in order to explore the possibilities of arriving at an amicable settlement, but no agreement could be reached on the question of the cut of  $7\frac{1}{2}$  per cent. proposed by the Millowners' Association in weavers' wages. At this stage, another joint conference of the representatives of the two parties was called by the Honourable the General Member on the 4th October at which satisfactory terms of settlement were arrived at. According to the terms, the general strike was to be called off on the 6th October 1928, pending the report of a Committee to be appointed by Government to enquire into the whole dispute. The rates of wages were to be those prevalent in March 1927 and rates of advances to be paid to the strikers during the next two months were also specified. The strikers began to resume work from the 6th October and the mills resumed normal working by the 11th October. In accordance with the

agreement arrived at on the 4th October, the Government of Bombay appointed the following Committee—

Sir Charles Fawcett, Kt., I.C.S., Judge of the High Court of Judicature, Bombay (*Chairman*).

Messrs. M. P. Kharegat, I.C.S. (Retired Judge), and B. S. Kamat (*Members*).

with Mr. N. A. Mehrban, Investigator, Labour Office, and Assistant to the Registrar of Trade Unions, Bombay Presidency, as Secretary.

The terms of reference to the Committee were :—“(a) Whether the amended scheme of a standardised schedule of rates and of a standardised muster prepared by the Millowners' Association, and also the scheme prepared by the Strike Committee is fair and reasonable. (b) Whether the Seventeen Demands advanced by the Strike Committee are fair and reasonable and to what extent, if any, they should be met. (c) Whether the Standing Orders for operatives as amended and presented by the Millowners' Association on the 4th October 1928 are fair and reasonable.”

The total time loss to the textile industry on account of this strike amounted to nearly 22 million working days and the loss in wages to the labourers is calculated at approximately 3½ crores of rupees. The Bombay Strike Enquiry Committee sat for over five months and its report was published on the 26th March 1929.

(17) There was a prolonged dispute in all the cotton mills in Sholapur for practically the same period and duration as the General Strike in the Bombay mills of the year 1928, but whereas all textile mills in Bombay and Kurla with the exception of the Colaba Land and the Jehangir Wadia Mills were completely closed, some of the mills at Sholapur were affected only partially and for different periods. The main cause of the Sholapur dispute was alleged reduction in wages. The number of workpeople involved was 16,928 and the total time loss amounted to 897,012 working days. The result of the dispute was entirely unfavourable to the workers, who did not gain anything by this strike.

(18) The strike in the two spinning and weaving mills at Kurla, although reckoned as a separate dispute in the official statistics compiled and maintained by the Labour Office was really a part of the General Strike in the Bombay Mills of the year 1928—the only difference being that whereas the General Strike in Bombay was completely effective by the 26th April, the strike did not take effect in the Kurla mills till the 14th May. The settlement reached between the Millowners' Association and the Joint Strike Committee on the 4th October 1928 also covered the Kurla mills.

(19) A strike involving 1,790 employees of three oil companies in Bombay City started on the 7th December 1928 over the question of a proposed retrenchment of hands. The strikers in this case resorted to considerable rowdyism but were kept under control by the Police. After remaining out unsuccessfully for over two months, the strikers began gradually to resume work unconditionally from the 14th February 1929 and normal working was resumed in all the three establishments affected

from the 23rd February. The number of working days lost in this dispute amount to 95,839.

(20 and 21) A strike of the sizers of the mills under the Agency of Messrs. Currimbhoy Ebrahim & Sons in Bombay City started on the 25th February 1929 over the question of a demand for payment of wages at time rates according to the proposed standardisation scheme instead of the piece rates at which they were hitherto paid. As a result of this strike the weavers of many of these mills did not get sufficient material for work and they also started going out on strike from the 3rd March. The sizers resumed work on the 18th March on the management agreeing to grant an increase of two annas in the piece rates of wages. On the resumption of work by the sizers all the weavers also resumed work unconditionally. The result of this dispute was in favour of the workers. The total number of workpeople involved in the two strikes of the sizers and the weavers was 11,068 and the total number of working days lost amounted to 96,298.

(22) The origin of the present General Strike in the Bombay cotton mills which started on the 26th April and which, at the moment of writing, is still in progress, is traceable to the strikes in the Wadia group of mills which first originated in the Spring Mill on the 1st March with the dismissal of a worker of the Spinning Department, who is stated to have absented himself from work from the 14th February to the 28th February on account of the fact that his frame was put on to spinning 10s. When the frame was again put on to spinning higher counts on the 28th February he presented himself for work but was refused admission on the ground that he had been absent without leave. The worker stated that he had taken leave from the jobber who, however, denied the statement. Thereupon, the Mill Committee of the Bombay Girni Kamgar Union demanded the immediate reinstatement of the dismissed worker and, on this being refused by the Management, called a strike of about 600 operatives of that department in contravention of a written undertaking given by the President, the General Secretary and a member of the executive of the Union to the Management on the 23rd November 1928 to the effect that there would be no lightning strike in the Wadia group of mills in future "without first putting through a regular channel any grievances that the operatives might have." On account of the strike the Management kept the mill entirely closed from the 2nd March to the 8th April when they re-started the mill with about 275 old and new hands. In the Textile Mill, two workers who returned to work on the 2nd March after several days of absence without leave were refused reinstatement and consequently 185 operatives of the mill struck work in sympathy on the same day. This mill also remained closed up to the 8th April on which day it recommenced work with 725 old and new hands. In the Century Mill a jobber of the Spinning Department was discharged on the 1st March for having stopped the Spinning Department without orders at 3 p.m. on the 28th February for cleaning the frames. The operatives of the department concerned demanded the reinstatement of the dismissed man and as their request was not acceded to by the Management, 650 men struck work after the recess on the 1st March.

They, however, resumed work unconditionally on the 4th March. The Management dismissed 7 men on that date and 6 on the 5th March for their having been responsible for inciting the workers to go on strike. The Bombay Girni Kamgar Union officially demanded the reinstatement of the dismissed men and as the Management refused, the Union took out on strike about 1,300 men from the departments where the dismissed men had been employed. This mill remained closed from the 15th March up to the 8th April and restarted work on the latter date with about 1,000 old and new hands. By the 24th April, the total number of hands working in the three mills increased to about 10,000 of which about 6,500 were new hands employed in place of the strikers. The Bombay Girni Kamgar Union interpreted the dismissals to be the outcome of a systematic policy of victimisation adopted by the Management against the workers who took a forward part in the activities of the Union inside the mills. The displacement of such a large number of old hands was also resented by the workers. Consequently, at a joint conference of the Millowners' Association and the Joint Strike Committee held on the 24th April in order to consider the recommendations of the Fawcett Committee, the representatives of the Bombay Girni Kamgar Union threatened to withdraw from the Conference if the Association did not take concerted action to prevent individual millowners from victimising workers taking an active interest in the Union's affairs. The Owners stated that the dismissals were on purely disciplinary grounds and led evidence to prove their statement. The representatives of the Bombay Girni Kamgar Union demanded that witnesses on their side should also be examined but the request was not acceded to as it was considered that it would be unwieldy and cumbersome for the Joint Conference to examine a large number of witnesses. A way out of the difficulty was suggested by a representative of the Bombay Textile Labour Union, who proposed that a Sub-Committee might be appointed to enquire into and report on the question of the alleged victimisation. The Millowners were prepared to consider the proposal if the Bombay Girni Kamgar Union agreed to it. The latter, however, demanded the reinstatement of all the old hands in the Spring, the Textile and the Century Mills as a condition precedent to signifying their approval to the proposal in question. The Millowners were not prepared to dismiss the new hands employed in place of the old hands who had gone out on strike and consequently the Bombay Girni Kamgar Union decided to call a general strike in all the Textile Mills in Bombay City at noon on the 26th April. For this purpose, the Union issued on the 25th April, Marathi leaflets advising the millhands to strike work at exactly 12 noon on the appointed date. Accordingly, 74,675 workers in 41 mills struck work after the recess on the 26th. About nineteen thousand more hands from thirteen mills were out on the 27th and 9,634 hands from seven mills on the 29th. On the 30th, one more mill employing 1,420 hands was closed on account of the strike. By the 1st May the strike had spread to 64 mills in all affecting a total number of 109,232 operatives. The Bombay Textile Labour Union refused to associate themselves with the strike and the mills controlled by this Union did not come out.



His Excellency the Governor came down to Bombay from Mahabeshwar on the 3rd May and granted interviews to the representatives of the Bombay Girni Kamgar Union, the Millowners' Association and the Bombay Textile Labour Union on the 5th and 6th May. A joint conference of the representatives of the Millowners' Association and the Bombay Girni Kamgar Union was held on the 7th May 1929 presided over by His Excellency the Governor but no agreement could be arrived at on the main point at issue. A further attempt was made by the Hon'ble the General Member to bring about a reconciliation between the two parties but with no effect.

His Excellency the Governor of Bombay again came to Bombay from Poona on the 18th June and held a joint conference of representatives of eighteen public bodies and associations on the 19th June in order to ascertain public opinion on the best method of dealing with the situation. His Excellency, in his opening speech, said that the object of the conference was to consult the widest possible interests from the point of view of the City as a whole as Government wished to learn the views held by representative public bodies as to the measures necessary to cope with the strike situation; and that if the conference were agreed in making any constructive suggestions he proposed to explain what the attitude of Government would be towards those suggestions and what each of them would involve. All the Bodies at the conference then expressed their views on the measures which should be taken by Government to deal with the situation. In concluding the day's proceedings, His Excellency stated that a summary and notes on the existing legislation which was appropriate to the various forms of action which had been suggested, together with proposals regarding any additional legislation that might be necessary, would be circulated to the bodies which had been represented at the Conference; and the meeting was adjourned until Friday the 21st June. When the Conference re-assembled on that date, the representatives of the various public bodies again expressed their views on the measures that were necessitated by the strike situation in the light of the discussions of the 19th June, and the notes and the summary which had been forwarded to them by Government. His Excellency then outlined the steps which Government proposed to take to deal with the situation in the light of the opinions expressed at the Conference. His Excellency stated that Government equally with the members attending the Conference were against anything in the nature of repressive measures and that a Court of Enquiry under the Trade Disputes Act, 1929, would be set up immediately with the following terms of reference:—

1. To inquire into and ascertain the exact nature of the dispute or disputes between the employers and workmen of the following mills\*..... which led to the strike in those mills in March and April 1929.

2. If there was any such dispute, to what extent the employers or workmen or both are responsible in matters connected therewith ?

\* List not reproduced.

3. What are the causes of the prolongation of the strike ? Whether the employers or workmen, or both are responsible for such prolongation, and, if so, to what extent ?

4. What are the difficulties in the way of a settlement of the dispute or disputes between the employers and the workmen ?

His Excellency then said that intimidation and terrorisation of the kinds generally agreed to exist at some of the chawls of the workers could not be permitted to continue ; and while he would strongly urge that the action of the parties concerned should in their own interests equally with those of the general public help to enforce their eradication, the Police would also be directed to pay particular attention to this. His Excellency further announced that Government intended to take all necessary steps to stop it and in order that the initiative might not be left to private persons, the Governor General would be moved to make and promulgate an Ordinance making the offence of criminal intimidation of the kind to which he had referred cognisable pending the legislation necessary to effect this change in the Law. A Bill for the purpose of controlling picketing on the lines of the English Law would also be placed before the Legislative Council at its next session. Government also contemplated the introduction in the Legislative Council of a measure on the lines of the Presidency Areas Security Act of Bengal. Its object was to carry out in a very much better way than had been possible so far, the measures necessary to deal with hooligans and bad characters such as had necessitated the temporary prison at the Worli chawls during the recent communal riots. In conclusion His Excellency said that it was his earnest hope that the employers of labour would, as one of the lessons of the present troubles, take counsel together and organise themselves in a determined effort to make a real difference in the life of the work-people, and so with the confidence of a happier, and contented population, place the mill industry of Bombay on a far sounder basis than ever before.

In accordance with the announcement made by His Excellency the Governor on the 21st June, a Court of Enquiry under the Trade Disputes Act consisting of the following three persons was appointed by Government on the 3rd July 1929 :—

The Honourable Mr. H. G. Pearson, Puisne Judge, Calcutta High Court (*Chairman*).

Mr. F. S. Talyarkhar, Bar-at-Law (*Member*).

Mr. Rupchand Bilaram, B.A., LL.B., Additional Judicial Commissioner, Sind (*Member*).

Mr. H. D. Warden, a Senior Superintendent in the General Department, was appointed to act as Secretary of the Court.

Full details of the progress of this dispute are being published monthly in the current issues of the *Labour Gazette*. At the moment of writing (1st August) about 40 per cent. of the workers originally affected still remain out.

## GENERAL EFFECTS OF DISPUTES

The general effects of all the 738 disputes which have occurred in the Bombay Presidency during the period 1st April 1921 to 30th June 1929 are shown in the two following tables (1) by Localities and (2) by Classes of Industries :—

Locality	Total number of disputes in 8 years 3 months from April 1921 to June 1929	Total number of workpeople affected	Total number of working days lost
Bombay .. .. .	401	1,077,927	49,297,817
Ahmedabad .. .. .	221	135,200	2,605,087
Sholapur .. .. .	10	39,484	1,214,434
Virangam .. .. .	8	3,705	32,854
Broach .. .. .	22	8,966	85,022
Karachi .. .. .	14	9,893	399,554
Jalgaon .. .. .	7	4,445	56,990
Surat .. .. .	12	4,840	35,254
Poona .. .. .	11	3,763	40,903
Rest of the Presidency .. .. .	32	21,288	181,399
Total .. .. .	738	1,309,511	53,949,314

It will be seen from the above table, that 401 or 54 per cent. of the total number of disputes occurred in Bombay City; 221 or nearly 30 per cent. occurred in Ahmedabad and 116 or about 16 per cent. in the rest of the Presidency. Out of 1,309,511 workpeople affected in these disputes 1,077,927 or a little over 82 per cent. were involved in Bombay City and 135,200 or a little over 10 per cent. in Ahmedabad City. The total number of working days lost amounted to 53,949,314 out of which the time loss for Bombay City alone amounted to 49,297,817 working days or 91 per cent.

Class of Industry	Total number of disputes in 8 years 3 months from April 1921 to June 1929	Total number of workpeople affected	Total number of working days lost
Spinning and Weaving .. ..	612	1,233,170	52,450,814
Metal and Engineering .. ..	21	3,215	17,584
Railway Workshops .. ..	14	29,742	764,753
Railways (excluding Railway Workshops).	15	4,587	23,501
Printing Presses and allied concerns..	9	1,395	25,044
Government and Public Concerns ..	10	1,529	7,050
Municipalities .. ..	12	8,299	36,894
Others .. ..	45	27,574	623,674
<b>Total ..</b>	<b>738</b>	<b>1,309,511</b>	<b>53,949,314</b>

In the re-classification of the statistics given in the first table according to industries concerned, Cotton Spinning and Weaving Mills are responsible for nearly 83 per cent. of the total number of disputes. The number of workpeople affected in the disputes in the cotton Spinning and Weaving Mills was 94 per cent. of the total number of workpeople involved in all disputes. With regard to the question of time loss, nearly fifty-two and a half million working days were lost to the Cotton Mill Industry alone. The percentage of the time loss in the Cotton Industry to the total time loss to the whole Presidency is 97. Railway Workshops were affected to the extent of a little more than three-quarter of a million working days and "other classes of concerns" to a little more than six hundred thousand working days.

#### EXTENT OF DISPUTES

Out of the 401 disputes which occurred in Bombay City, 317 or 79 per cent. occurred in Textile Spinning and Weaving Mills, 19 or about five per cent. in Metal and Engineering concerns other than Railway Workshops, seven in Railway Workshops, seven in Printing Presses and allied concerns and four in Government and Public concerns. There were in all six disputes between the Bombay Municipality and its workers. Railways (excluding Railway Workshops) had eight disputes in all—on an average about one for each year but with the exception of a strike of the gangmen on the B.B. & C.I. Railway early during the year 1929, Railways, as far as Bombay City is concerned, have been singularly free from strikes during the last five years. In Ahmedabad 218 out of the 221 strikes in that city occurred in Spinning and Weaving Mills. In Sholapur all the ten strikes during the period under review occurred in Textile Mills, but Sholapur has no other important factories if the Textile Mills are excluded. The following table shows the number of industrial disputes in the Bombay Presidency

during the period covered, classified territorially according to Classes of Industries :—

*Classes of Industries*

Locality	Spinning and Weaving	Metal and Engineering	Railway Workshops	Railways (excluding Railway Workshops)
(1)	(2)	(3)	(4)	(5)
Bombay .. ..	317	19	7	8
Ahmedabad .. ..	218	2	.....	.....
Sholapur .. ..	10	.....	.....	.....
Virangam .. ..	8	.....	.....	.....
Broach .. ..	22	.....	.....	.....
Karachi .. ..	.....	.....	4	1
Jalgaon .. ..	7	.....	.....	.....
Surat .. ..	10	.....	.....	.....
Poona .. ..	4	.....	.....	2
Rest of the Presidency .. ..	16	.....	3	4
Total .. ..	612	21	14	16

Locality	Printing Presses and allied concerns	Government and Public concerns	Municipalities	Others	Total
(1)	(6)	(7)	(8)	(9)	(10)
Bombay .. ..	7	4	6	33	401
Ahmedabad .. ..	.....	.....	..	1	221
Sholapur .. ..	.....	.....	..	..	10
Virangam .. ..	.....	.....	..	..	8
Broach .. ..	.....	.....	..	..	22
Karachi .. ..	.....	2	1	6	14
Jalgaon .. ..	.....	.....	..	..	7
Surat .. ..	.....	.....	2	..	12
Poona .. ..	2	2	1	..	11
Rest of the Presidency .. ..	.....	2	2	5	32
Total .. ..	9	10	12	45	738

The next table shows the number of workpeople involved classified territorially according to Classes of Industries concerned. It is natural that in view of the preponderance of cotton mills in Bombay, Ahmedabad and Sholapur the percentages for the numbers of workpeople involved in Cotton Spinning and Weaving Mills when compared with the total number of workers affected in all disputes should be considerable. If Spinning and Weaving Mills are excluded, it is found that in Bombay City only 56,245 workpeople were affected in disputes in all the other classes of concerns put together out of a total of over a million workers concerned in all disputes.

Locality (1)	Spinning and Weaving (2)	Metal and Engineering (3)	Railway Workshops (4)	Railways (excluding Railway Workshops) (5)
Bombay .. ..	1,021,682	3,045	20,450	2,496
Ahmedabad .. ..	135,005	170	....	....
Sholapur .. ..	39,484	....	....	....
Virangam .. ..	3,705	....	....	....
Broach .. ..	8,966	....	....	....
Karachi .. ..	....	....	7,965	73
Jalgaon .. ..	4,445	....	....	....
Surat .. ..	4,318	....	....	....
Poona .. ..	2,050	....	....	175
Rest of the Presidency .. ..	13,515	....	1,327	1,843
Total .. ..	1,233,170	3,215	29,742	4,587

Locality (1)	Printing Presses and allied concerns (6)	Government and Public concerns (7)	Munici- palities (8)	Others (9)	Total (10)
Bombay .. ..	1,285	405	7,143	21,421	1,077,927
Ahmedabad .. ..	....	....	..	25	135,200
Sholapur .. ..	....	....	..	..	39,484
Virangam .. ..	....	....	..	..	3,705
Broach .. ..	....	....	..	..	8,966
Karachi .. ..	....	39	35	1,781	9,893
Jalgaon .. ..	....	....	..	..	4,445
Surat .. ..	....	....	522	..	4,840
Poona .. ..	110	1,058	370	..	3,763
Rest of the Presidency .. ..	....	27	229	4,347	21,298
Total .. ..	1,395	1,529	8,299	27,574	1,309,511

- If the statistics for "number of disputes" are classified by Classes of Industries according to the numbers of workers affected, it is found that out of the 738 disputes which occurred in the Bombay Presidency during the period under review, 205 or 27·78 per cent. of the disputes affected less than a hundred workers. Three hundred and sixty-nine or 50 per cent. of the disputes affected less than 250 workers in each case. Two hundred and six or 27·91 per cent. of the disputes affected from 251 to 1,000 workers in each case, the total number of disputes affecting 1,000 workers or less amounting to 575 or 77·91 per cent. of the total. One hundred and thirty-seven or 18·56 per cent. of the disputes affected between 1,001 and 5,000 workers in each case; 15 or 2·03 per cent. affected 5,001 to 10,000 in each case and there were eleven disputes in all in which 10,000 or more workers were concerned. Four hundred and sixty-five or 76 per cent. of the disputes which occurred in textile mills in all parts of the Presidency affected less than 1,000 workers in each instance.

The following table gives the classification of disputes by the number of workers affected :—

Number of workers affected (1)	Spinning and Weaving (2)	Metal and Engineering (3)	Railway Workshops (4)	Railways (excluding Railway Workshops) (5)
10 to 100 ..	155	9	3	5
101 to 250 ..	132	10	2	5
251 to 500 ..	123	1	1	2
501 to 1,000 ..	55	1	2	2
1,001 to 2,000 ..	63	....	2	1
2,001 to 3,000 ..	42	....	....	....
3,001 to 4,000 ..	13	....	....	....
4,001 to 5,000 ..	8	....	....	....
5,001 to 10,000 ..	10	....	4	....
10,000 and above ..	11	....	....	....
Total ..	612	21	14	15

Number of workers affected (1)	Printing Presses and allied concerns (6)	Government and public concerns (7)	Municipalities (8)	Others (9)	Total (10)
10 to 100 ..	7	6	4	16	205
101 to 250 ..	....	2	2	11	164
251 to 500 ..	1	1	3	6	138
501 to 1,000 ..	1	1	1	5	68
1,001 to 2,000 ..	....	....	..	5	71
2,001 to 3,000 ..	....	....	1	1	44
3,001 to 4,000 ..	....	....	1	..	14
4,001 to 5,000 ..	....	....	..	..	8
5,001 to 10,000 ..	....	....	..	1	15
10,000 and above ..	....	....	..	..	11
Total ..	9	10	12	45	738

## CAUSES OF DISPUTES

The causes which most frequently lead to industrial disputes in the Presidency may be classified under the following seven main heads :—

- (1) Pay and allowances.
- (2) Personal causes such as dismissal or reinstatement of particular individuals.
- (3) Conditions of work, discipline, etc.
- (4) Bonus.
- (5) Fines.
- (6) Political. (Such strikes have not been included in the Labour Office statistics since 1927.)
- (7) Others.

The term "political" mainly refers to the cases in which workers observed a "hartal" or took a day or days off for reasons not connected with their work or conditions of service, but as a demonstration in connection with some public event.

Out of the 401 disputes which occurred in Bombay City between 1st April 1921 and 30th June 1929, 218 or 54·36 per cent. of these disputes occurred in connection with questions regarding pay and allowances. Forty-eight or nearly 12 per cent. of the disputes were connected with questions of conditions of work, discipline, etc. Twelve or 3 per cent. of the disputes arose over questions connected with the payment of either the annual or the good attendance bonus. A very frequent cause of dispute in India is sympathy with dismissed workers and this statement is illustrated by the fact that no less than 80 or nearly 20 per cent. of the disputes in Bombay arose in connection with this matter. An examination of the 221 disputes that occurred in Ahmedabad during the period covered shows that more than 40 per cent. of the disputes arose over personal causes and that the number of disputes in connection with matters relating to pay and allowances only amounted to 49 or 22·17 per cent. But the question of Bonus accounted for 28 or more than 12 per cent. of the total number of disputes in Ahmedabad as against 3 per cent. in Bombay. If the figures are considered for the whole Presidency, 391 out of 738 or nearly 53 per cent. of the disputes occurred in connection with pay, allowances and bonus and 184 or nearly 25 per cent. in connection with matters relating to the dismissal or reinstatement of particular individuals. The reasons for the comparatively smaller number of disputes in the Textile Mills in Ahmedabad as compared with Bombay are to be found in the Conciliation and Arbitration Machinery which exists at that centre for the negotiation and settlement of industrial disputes. As this will be dealt with fully in the next section it is not necessary to deal with it here. The existence of a strong Trade Union imbued with the right Trade Union principles is another important



factor. The two following tables show the causes of disputes (1) by Localities and (2) by Classes of Industries :—

TABLE I

Locality (1)	Pay and allowances (2)	Personal (3)	Conditions of work, discipline, etc. (4)	Bonus (5)
Bombay .. ..	218	80	48	12
Ahmedabad .. ..	49	89	36	28
Sholapur .. ..	6	2	....	1
Virangam .. ..	6	....	....	....
Broach .. ..	13	2	1	4
Karachi .. ..	10	2	1	....
Jalgaon .. ..	5	....	....	1
Surat .. ..	6	1	1	4
Poona .. ..	5	3	....	2
Rest of the Presidency ..	20	5	3	1
<b>Total ..</b>	<b>338</b>	<b>184</b>	<b>90</b>	<b>53</b>

Locality (1)	Fines (6)	Political (7)	Others (8)	Total (9)
Bombay .. ..	3	19	21	401
Ahmedabad .. ..	4	1	14	221
Sholapur .. ..	....	....	2	11
Virangam .. ..	1	....	....	7
Broach .. ..	2	....	....	22
Karachi .. ..	....	....	1	14
Jalgaon .. ..	....	....	1	7
Surat .. ..	....	....	....	12
Poona .. ..	....	....	1	11
Rest of the Presidency ..	....	....	3	32
<b>Total ..</b>	<b>10</b>	<b>20</b>	<b>43</b>	<b>738</b>

TABLE II

Class of Industry (1)	Pay and allowances (2)	Personal (3)	Conditions of work, discipline, etc. (4)	Bonus (5)
Spinning and Weaving .. ..	273	161	70	46
Metal and Engineering .. ..	7	3	5	1
Railway Workshops .. ..	3	6	5	..
Railways (excluding Railway Workshops) ..	10	3	2	..
Printing Presses and allied concerns ..	3	2	1	1
Government and public concerns .. ..	10	..	..	..
Municipalities .. ..	5	2	1	1
Others .. ..	27	7	6	4
Total ..	338	184	90	53

Class of Industry (1)	Fines (6)	Political (7)	Others (8)	Total (9)
Spinning and Weaving .. ..	10	17	35	62
Metal and Engineering .. ..	..	3	2	21
Railway Workshops .. ..	..	..	..	14
Railways (excluding Railway Workshops) ..	..	..	..	15
Printing Presses and allied concerns ..	..	..	2	9
Government and public concerns .. ..	..	..	..	10
Municipalities .. ..	..	..	1	10
Others .. ..	..	..	3	47
Total ..	10	20	43	738

#### DURATION AND CHARACTER OF DISPUTES

The Industrial Disputes Committee appointed by the Government of Bombay in 1921 found that the following were the main characteristics which were common to most of the strikes that had occurred between 1918 and 1921 :—

- (a) The frequency of the strike without notice.
- (b) The absence of any clearly defined grievance before striking.
- (c) The multiplicity and sometimes the extravagance of the claims put forward after the strike has begun.
- (d) The absence of any effective organisation (except perhaps at Ahmedabad) to formulate the claims of the parties and to secure respect for any settlement which may be made.
- (e) The increasing solidarity of employers and employed and the capacity of the operatives to remain on strike for considerable periods despite the lack of any visible organisation.

The findings of the Industrial Disputes Committee in the main apply to conditions in the period between the years 1921 and 1929. An unpleasant feature of the last two years has been the intimidation and

coercion of men willing to work, both in their chawls and on their way to and from work. Picketing at the place of business has been permitted by the police and a feature of the 1929 strike in Bombay has been counter picketing by the Millowners at the mill premises.

Out of the total number of disputes in the Presidency during the period under review 157 or 21·27 per cent. lasted for only one day, 321 or 43·50 per cent. lasted for 2 to 5 days, 182 or 24·66 per cent. lasted from 6 to 15 days, 41 or 5·56 per cent. lasted from 16 to 30 days, and, 33 or 4·47 per cent. lasted for over 30 days. Four disputes were in progress on the 30th June 1929. Out of a total number of 401 disputes in Bombay 18 or 4·49 per cent. lasted for over 30 days as compared with six disputes out of 221 or 2·71 per cent. in Ahmedabad.

Out of 612 disputes in the textile industry 400 or 65·36 per cent. lasted for one to five days, 146 or 23·86 per cent. from 6 to 15 days, 37 or 6·05 per cent. from 16 to 30 days, and 25 or 4·08 per cent. for over 30 days in each case. The detailed figures showing the duration of these disputes are given in the following two tables (1) by Localities and (2) by Classes of Industries.

Locality (1)	Number of disputes lasting—			
	1 day (2)	2-5 days (3)	6-15 days (4)	16-30 days (5)
Bombay .. .. .	69	172	115	23
Ahmedabad .. .. .	71	109	32	3
Sholapur .. .. .	..	3	3	3
Virangam .. .. .	1	2	3	2
Broach .. .. .	5	4	9	1
Karachi .. .. .	4	7	2	..
Jalgaon .. .. .	..	2	3	1
Surat .. .. .	1	7	2	2
Poons .. .. .	2	3	3	3
Rest of the Presidency .. .. .	4	12	10	3
<b>Total .. .. .</b>	<b>157</b>	<b>321</b>	<b>182</b>	<b>41</b>

Locality (1)	Number of disputes lasting		Total number of disputes (8)
	Above 30 days (6)	In progress (7)	
Bombay .. .. .	18	4	401
Ahmedabad .. .. .	6	..	221
Sholapur .. .. .	1	..	10
Virangam .. .. .	..	..	8
Broach .. .. .	3	..	22
Karachi .. .. .	1	..	14
Jalgaon .. .. .	1	..	7
Surat .. .. .	..	..	12
Poons .. .. .	..	..	11
Rest of the Presidency .. .. .	3	..	32
<b>Total .. .. .</b>	<b>33</b>	<b>4</b>	<b>738</b>

Class of Industry (1)	Number of disputes lasting					In progress (7)	Total number of disputes (8)
	1 day (2)	2-5 days (3)	6-15 days (4)	16-30 days (5)	Above 30 days (6)		
Spinning and Weaving..	136	264	146	37	25	4	612
Metal and Engineering..	3	12	5	..	1	....	21
Railway Workshops ..	3	6	2	1	2	....	14
Railways (excluding Railway Workshops).	2	8	4	..	1	....	15
Printing presses and allied concerns.	1	4	3	..	1	....	9
Government and public concerns.	2	3	4	1	..	....	10
Municipalities ..	1	7	3	1	..	....	12
Others ..	9	17	15	1	3	....	45
Total ..	157	321	182	41	33	4	738

#### NATURE OF SETTLEMENT

The statistics in connection with results of disputes have been classified under the following five heads :—

- (1) Entirely favourable to workers.
- (2) Partially favourable to workers.
- (3) Entirely unfavourable to workers.
- (4) Results unknown.
- (5) Inconclusive.

The results of 501 or 67·89 per cent. out of the 734 disputes were entirely unfavourable to the workers. One hundred and four or 14·09 per cent. were entirely favourable and 108 or 14·63 per cent. partially favourable to the workers. No information was available with regard to the nature of settlement in 20 or 2·71 per cent. of the cases. The result was inconclusive in one case. If the figures for Bombay and Ahmedabad are compared, it is found that whereas the workers in Bombay were entirely unsuccessful in 72·82 per cent. of the disputes, the workers in Ahmedabad were entirely unsuccessful in 61·99 per cent. of the disputes in that city—the actual figures being

(a) The multiplicity of the case of Bombay, and 137 out of 221 in the case of Ahmedabad respectively for an entirely favourable nature of settlement.

(d) The absence of any definite point of view are 11·22 and 19·46 for Bombay and Ahmedabad respectively. Again, if the figures are considered for the whole Presidency, it is seen that

(e) The increasing solidarity of the workers and their successful in 425 or 69·44 per cent. of the disputes and were entirely successful in 176 or 23·85 per cent. of the disputes.

The findings of the Industrial Disputes Commission with regard to the nature of settlement are also presented in the following table. The following is a pleasant feature of the last two years in the various classes of Industries.

TABLE I

Locality (1)	Entirely favourable to workers (2)	Partially favourable to workers (3)	Entirely unfavourable to workers (4)
Bombay .. ..	45	53	292
Ahmedabad .. ..	43	32	137
Sholapur .. ..	2	....	7
Virangam .. ..	2	2	3
Broach .. ..	4	6	12
Karachi .. ..	3	4	6
Jalgaon .. ..	1	1	5
Surat .. ..	2	2	80
Poona .. ..	1	....	1
Rest of the Presidency .. ..	17	8	21
<b>Total ..</b>	<b>104</b>	<b>108</b>	<b>501</b>

Locality (1)	Not known (5)	Incon- clusive (6)	In progress (7)	Total (8)
Bombay .. ..	7	....	4	401
Ahmedabad .. ..	9	....	....	221
Sholapur .. ..	1	....	....	10
Virangam .. ..	1	....	....	8
Broach .. ..	....	....	....	22
Karachi .. ..	1	....	....	14
Jalgaon .. ..	....	....	....	7
Surat .. ..	....	....	....	12
Poona .. ..	....	....	....	11
Rest of the Presidency .. ..	1	1	....	33
<b>Total ..</b>	<b>20</b>	<b>1</b>	<b>4</b>	<b>738</b>

TABLE II

Class of Industry (1)	Entirely favourable to workers (2)	Partially favourable to workers (3)	Entirely unfavourable to workers (4)
Spinning and Weaving ..	82	84	425
Metal and Engineering ..	6	4	10
Railway workshops ..	2	3	9
Railways (excluding Railway workshops).	2	1	12
Printing presses and allied concerns.	....	....	9
Government and public concerns.	3	1	6
Municipalities .. ..	2	8	5
Others' .. ..	7	12	25
<b>Total ..</b>	<b>104</b>	<b>108</b>	<b>501</b>

  

Class of Industry (1)	Not known (5)	Inconclusive (6)	In progress (7)	Total (8)
Spinning and Weaving ..	17	....	4	612
Metal and Engineering ..	1	....	....	21
Railway workshops ..	....	....	....	14
Railways (excluding Railway workshops).	....	....	....	15
Printing presses and allied concerns.	....	....	....	9
Government and public concerns.	....	....	....	10
Municipalities .. ..	1	1	....	13
Others .. ..	1	....	....	45
<b>Total ..</b>	<b>20</b>	<b>1</b>	<b>4</b>	<b>738</b>

## LOSS TO INDUSTRY

In dealing with the General Effects of Disputes, the total figures for the time loss, i.e., the number of working days lost, were shown in two tables by Localities and Classes of Industries. In the following table these figures are presented in further detail territorially by Classes of Industries :—

Locality	Spinning and Weaving	Metal and Engineering	Railway workshops	Railways (excluding workshops)
(1)	(2)	(3)	(4)	(5)
Bombay .. ..	48,259,737	17,294	366,400	7,914
Ahmedabad .. ..	2,604,737	290	.....	.....
Sholapur .. ..	1,214,434	.....	.....	.....
Viramgam .. ..	32,854	.....	.....	.....
Broach .. ..	85,022	.....	.....	.....
Karachi .. ..	.....	.....	391,342	73
Jalgaon .. ..	56,990	.....	.....	.....
Surat .. ..	33,100	.....	.....	.....
Poona .. ..	27,450	.....	.....	450
Rest of the Presidency .. ..	136,490	.....	7,011	15,064
<b>Total ..</b>	<b>52,450,814</b>	<b>17,584</b>	<b>764,753</b>	<b>23,501</b>

Locality	Printing presses and allied concerns	Government and public concerns	Municipalities	Others	Total
(1)	(6)	(7)	(8)	(9)	(10)
Bombay .. ..	18,586	805	33,723	593,358	49,297,817
Ahmedabad .. ..	.....	.....	.....	60	2,605,087
Sholapur .. ..	.....	.....	.....	.....	1,214,434
Viramgam .. ..	.....	.....	.....	.....	32,854
Broach .. ..	.....	.....	.....	.....	85,022
Karachi .. ..	.....	68	105	7,976	399,554
Jalgaon .. ..	.....	.....	.....	.....	56,990
Surat .. ..	.....	.....	2,154	.....	35,254
Poona .. ..	6,458	6,000	545	.....	40,903
Rest of the Presidency .. ..	.....	187	367	22,280	181,399
<b>Total ..</b>	<b>25,044</b>	<b>7,050</b>	<b>36,894</b>	<b>623,674</b>	<b>53,949,314</b>

The following table shows the classification of disputes according to the time loss to the industries concerned :—

Number of working days lost	Spinning and Weaving	Metal and Engineering	Railway workshops	Railways (excluding Railway workshops)
(1)	(2)	(3)	(4)	(5)
0 to 100 ..	95	1	1	2
101 to 250 ..	96	9	2	6
251 to 500 ..	78	4	3	1
501 to 1,000 ..	74	6	1	2
1,001 to 2,500 ..	94	....	1	1
2,501 to 5,000 ..	50	....	1	1
5,001 to 10,000 ..	46	....	2	2
10,001 to 20,000 ..	34	1	....	....
20,001 to 30,000 ..	11	....	....	....
30,001 to 50,000 ..	9	....	....	....
50,001 to 100,000 ..	11	....	2	....
100,000 and above ..	10	....	1	....
Total ..	608	21	14	15

Number of working days lost	Printing presses and allied concerns	Government and public concerns	Municipalities	Others	Total
(1)	(6)	(7)	(8)	(9)	(10)
0 to 100 ..	2	4	..	7	112
101 to 250 ..	2	4	5	9	133
251 to 500 ..	2	....	1	4	93
501 to 1,000 ..	1	....	1	8	93
1,001 to 2,500 ..	1	....	3	6	106
2,501 to 5,000 ..	....	....	..	5	57
5,001 to 10,000 ..	....	2	1	1	54
10,001 to 20,000 ..	1	....	1	1	38
20,001 to 30,000 ..	....	....	..	..	11
30,001 to 50,000 ..	....	....	..	2	11
50,001 to 100,000 ..	....	....	..	1	14
100,000 and above ..	....	....	..	1	12
Total ..	9	10	12	45	734*

\*Four disputes in progress are not included.



### CONCILIATION AND ARBITRATION MACHINERY

Prior to the passing of the Trade Disputes Act as an All-India measure early this year, there was no official machinery for conciliation and arbitration in industrial disputes in India. The Employers and Workmen (Disputes) Act which was passed in 1860 to make provision for the speedy termination of certain disputes between workmen engaged in Railway and other Public Works and their employees, and which was extended to the districts of Ahmednagar, Broach, Ahmedabad, Khandesh, Kaira, Poona, Sholapur, Surat and Thana in the Bombay Presidency in 1860 and 1861 and to Sind in 1873 deals with individuals and does not provide any machinery for the settlement of disputes in other trades or industries.

The Government of Bombay published a Bill to provide for inquiry into and settlement of trade disputes in the *Bombay Government Gazette* in May 1924. It was intended to introduce this Bill in the Bombay Legislative Council at the Poona session in July of the same year. But, in the meanwhile, the Government of India asked the local Government not to proceed with this measure because they themselves intended to introduce similar legislation for the whole of India. Subsequently, the Government of India, in the Department of Industries and Labour, issued a circular letter to all local Governments in August 1924 inviting an expression of their views, after consulting the interests concerned, on a Bill to make provision for enabling the investigation and settlement of trade disputes. The delay in the passage of the Trade Disputes Act since the circulation of the original Government of India Bill in 1924 was due to the intention of the Government of India to pass the Trade Unions Act first and to allow that Act to function for a year or two before proceeding with legislation on the lines of the Trade Disputes Act.

### RESULTS OF PREVIOUS INVESTIGATIONS

Although the Government of Bombay had no statutory machinery for the investigation, conciliation or arbitration of industrial disputes prior to June 1929 when the Trade Disputes Act was brought into operation, three *ad hoc* committees had been appointed during the previous ten years either to enquire into the question of providing machinery for the settlement of disputes or to deal with specific strikes. The first committee to be appointed was the Industrial Disputes Committee appointed on the 18th November 1921, with Sir Stanley Reed as Chairman, "to consider and report on the practicability or otherwise of creating machinery for the prevention and early settlement of industrial disputes." This Committee made several recommendations with regard to standardisation of wages, trade unions, the attitude employers should adopt towards unions of their workers, and the recognition of such unions, Works Committees, welfare work, co-operative societies, housing of labour, etc. These recommendations were in the nature of measures that might contribute to the prevention of industrial disputes. With regard to the methods of settlement when such disputes either develop irreconcilable differences between capital and labour or else become a menace to the community, the Committee recommended the formation of an Industrial

Court of Enquiry, to be followed if necessary, by an Industrial Court of Conciliation. They were of the opinion that no outside agency, and in particular, the agency of the State, should be used until all other means had been employed and failed; or, unless it was invited by one or other of the parties to the dispute; or, unless the situation was such that peace, order and good Government were prejudiced. The placing of the function of enquiry first and separate from the role of conciliation was done deliberately in order "to avoid too facile opportunism which seeks to patch up an industrial dispute by proposing a compromise between the views of the two parties without going down to the economic principles which are at stake." The Committee appended to its Report a draft for a Bombay Industrial Courts Act. For further information with regard to the work of this Committee reference is invited to its Report which was published in the issue of the *Labour Gazette* for April 1922.

The next committee to be appointed by the Government of Bombay was the Committee of Enquiry with the Honourable Sir Norman McLeod, Chief Justice of the High Court in Bombay, as Chairman, to inquire into the general strike of the Bombay cotton mill workers of the year 1924 in connection with the non-payment of an annual bonus for the year 1923 by the Bombay mills. The terms of reference to the Committee have already been given in the summary dealing with this strike. The Committee held that the mill workers had not established any enforceable claim customary, legal or equitable to the payment annually of a bonus, by which was meant that in the Committee's opinion such a claim would not be upheld in a court of law. The Committee also held that the results of the working of the mill industry as a whole for the year 1923 were such as to justify the contention of the Millowners that the profits did not admit the payment of a bonus. The Report of the Bonus Disputes Committee of Enquiry has not been printed as a separate document but it was published in the issue of the *Labour Gazette* for March 1924.

The Bombay Strike Enquiry Committee under the Chairmanship of Sir Charles Fawcett was appointed in connection with the general strike of the cotton mill workers in Bombay City of the year 1928, in pursuance of the agreement arrived at between the Bombay Millowners' Association and the Joint Strike Committee at a conference held under the Chairmanship of the Honourable Sir Ghulam Hussain Hidayatullah, General Member of the Government of Bombay, on the 4th October 1928. The recommendations and the findings of this Committee have already been dealt with in previous sections or will be dealt with in subsequent sections with regard to the specific questions dealt with in this memorandum. In view of the fact also that the Committee's Report is in itself a document worthy of special examination, it is not considered necessary to summarise its conclusions still further here.

#### *Part played by official or non-official conciliators in settling disputes*

The McLeod Committee did not play any part as official conciliators in the bonus dispute between the Millowners' Association and the Bombay mill workers during the 1924 strike. The Fawcett Committee, although appointed to enquire into and report on specific terms of reference

functioned as conciliators on many questions in connection with the Seventeen Demands, the Standing Orders, and the "Standardisation of Wages" and the "Efficiency" schemes. Several adjournments were given by the Committee to enable the parties to the dispute to discuss and arrive at settlements with regard to various matters. During a long adjournment granted in January and February 1929, the two parties reached a considerable measure of agreement on lines indicated by the Committee with regard to several points of difference in connection with the Standardisation Schemes.

In the case of almost all the general strikes that have taken place in Bombay City since the end of the war, the Governor of Bombay has invariably taken a considerable part in endeavouring to bring about a settlement between the employers and the employed. During each of the strikes in the Bombay Cotton Mills conferences were frequently held between the Governor and the representatives of the Millowners' Association and those who appeared to be in a position to speak on behalf of Labour. In the case of the General Strike of the year 1924 over the question of the non-payment of the annual bonus, the McLeod Committee of Enquiry was only appointed by Government when all other endeavours to bring about a settlement had failed. During the 1925 strike, which arose over the proposal made by the Millowners' Association to effect a general wage cut of  $11\frac{1}{2}$  per cent., the Government of Bombay approached the Government of India to suspend the collection of the Excise Duty of  $3\frac{1}{2}$  per cent. This was done and the Millowners' Association agreed to give up the proposed wage cut. The part played by the Governor and Sir Cowasji Jehangir (Jr.) and the Honourable Sir Ghulam Hussein Hidayatulla in order to bring about a settlement of the General Strike of last year has already been dealt with in the summary given in connection with that strike in the section on industrial disputes. Again, during the General Strike which is in progress in Bombay City at present both His Excellency Sir Frederick Sykes and the Honourable Sir Ghulam Hussein Hidayatullah held several conferences with the representatives of both parties in order to find a basis for settlement before appointing the Court of Enquiry under the Trade Disputes Act which is now sitting.

Among officials who have acted as conciliators in the case of disputes in the Ahmedabad Cotton Mills may be mentioned Mr. G. E. Chatfield, C.I.E., I.C.S., who was Collector of Ahmedabad in 1918 and Commissioner of the Northern Division from 1920, Professor A. B. Dhruv of the Gujarat College in 1918 and Dr. F. X. DeSouza, I.C.S., District and Sessions Judge in 1923. In a dispute which arose in the Ahmedabad mills in February 1918 over the demand by weavers for an increase of 35 per cent. in rates, Mr. M. K. Gandhi proposed that Mr. G. E. Chatfield should be appointed the Chairman of a Committee to decide whether the weavers' demand was fair and reasonable. Again, in May 1920, when another dispute arose over a demand made by spinners for an increase in wages, a 10-hour day and adequate facilities for drinking water, dining sheds, sanitation, etc., Mr. Ambalal Sarabhai, a prominent millowner of Ahmedabad, proposed Mr. G. E. Chatfield's name as an arbitrator. Neither of these

proposals materialised. But in a later year Mr. G. E. Chatfield induced Seth Mangaldas, another prominent millowner of Ahmedabad, to agree to accept Mr. Gandhi's award with a view to bringing about a speedy settlement of the dispute. Seth Mangaldas is reported to have accepted Mr. Chatfield's recommendation. It was Professor Dhruv who was eventually appointed arbitrator in the earlier dispute. He awarded an increase of 35 per cent. in the weavers' rates as demanded and the award was accepted by the Millowners' Association. In July 1923 a dispute arose in connection with the interpretation of clause 1 (b) of an award made by Seth Mangaldas and professor A. B. Dhruv in connection with the Bonus Dispute of the year 1922 with regard to the method of calculating bonus. When Seth Mangaldas and Mr. Dhruv could not agree as to the correct interpretation of their own award the Millowners' Association suggested Dr. DeSouza's name and the Labour Union accepted it. District Magistrates and Revenue Officers in the Presidency have also acted on many occasions as informal conciliators with regard to disputes that have occurred in textile mills outside the cities of Bombay, Ahmedabad and Sholapur.

The part played by Mr. M. K. Gandhi as a member of the Permanent Arbitration Board appointed by the Ahmedabad Millowners' Association in April 1920, in bringing about settlements of disputes in the Ahmedabad Cotton Mills, is dealt with below under the heading "Joint Standing machinery for regulation of relations between employers and workpeople". Prior to his appointment on the Permanent Arbitration Board, Mr. Gandhi, however, took a considerable part as a non-official conciliator or as a negotiator in settling disputes in the Ahmedabad mills. In December 1917, when the warpers asked for a 25 per cent. increase in rates, Mr. Gandhi was largely responsible in bringing about a settlement as a conciliator on the basis of an increase of 12 to 14½ pies in the rates. These rates were subsequently increased to 15 pies by the Millowners' Association. In another important dispute in February 1918 over the demand made by weavers for a 40 per cent. increase in the rates of wages, it was Mr. Gandhi's personal influence that was responsible for Labour modifying its demand to an increase of 35 per cent. Professor A. B. Dhruv was actually appointed an arbitrator for the settlement of this dispute but it was primarily due to Mr. Gandhi's influence that an award of an increase of 35 per cent. was granted and accepted by the Millowners' Association.

The position of Mr. Gandhi as a peace-maker in industrial disputes in Ahmedabad is a remarkable one, and is due to the fact that his political and spiritual ideals have won him devoted followers both in the ranks of Capital and in those of Labour. His impartiality is unquestioned, for it is known that he does not put forward a demand or support a proposal from labour unless he is convinced, in his own mind, that it is fair and reasonable. He is as severe in his condemnation of indiscipline among the workers as he is of failures on the part of millowners to treat their Labour fairly. It is his personal influence that has kept the peace so well in Ahmedabad, as compared with Bombay, and prevented the dislocation of the industry by ill-advised strikes or lock-outs.

Miss Anasuya Sarabhai, a sister of Mr. Ambalal Sarabhai, a prominent millowner of Ahmedabad, and Mr. S. G. Banker, both followers of Mr. Gandhi, have also played a considerable part in settling industrial disputes in Ahmedabad. Miss Anasuya Sarabhai has been a Patron of the Ahmedabad Labour Union since 1920 and its President since the year 1922, and has taken an active part in its welfare activities. She has been associated with every trade dispute that has occurred in Ahmedabad since her connection with the labour movement.

Mr. Banker has been associated with the labour movement in Ahmedabad almost from its inception and is, at present, the Secretary of the All-India Spinners' Association. He is also a member of the Permanent Advisory Committee of the Labour Union consisting of Mr. Gandhi, Miss Anasuya Sarabhai, Lala Gulzarilal Nanda and himself. Both Miss Sarabhai and Mr. Banker are staunch disciples of Mr. Gandhi and endeavour to work with his methods and principles. The organisation of a strong Trade Union movement in Ahmedabad owes more to these two persons than to anybody else.

*Use (if any) of Employers' and Workmen's Disputes Act, 1860*

At the moment of writing no information is available with regard to the extent to which the Employers' and Workmen's Disputes Act, 1860, has been made use of in the Bombay Presidency. As far as the knowledge of the Labour Office goes no use has been made of this Act since the year 1921, when the office was constituted.

*Joint Standing Machinery for Regulation of Relations between Employers and Workpeople*

Both the Great Indian Peninsula and the Bombay Baroda and Central India Railways provide for joint standing machinery for the regulation of relations between employers and workpeople. In the textile industry in Ahmedabad there is the permanent Arbitration Board consisting of Seth Mangaldas and Mr. M. K. Gandhi which was appointed by a resolution passed by the Ahmedabad Millowners' Association on the 4th April 1920 for the conciliation and arbitration of all industrial disputes where differences of opinion arise between the millowners and the workpeople which they are not able to settle among themselves. Machinery for the conciliation and settlement of disputes in their early stages in Bombay City with a view to preserve good feeling between employers and operatives was created under the Mediation Rules framed by the Fawcett Committee with the approval of the Millowners' Association and the Joint Strike Committee. These rules have not yet come into operation on account of the general strike which is now in progress among cotton mill operatives in Bombay. Prior to the formulation of these rules, joint standing committees consisting of representatives of the management and the workers had been created during the years immediately following the war in a few mills under the Agency of Messrs. Tata Sons, Ltd., Messrs. Currimbhoy Ebrahim and Sons, Ltd., and one or two other firms. These joint committees functioned successfully for a few months or for a year or

two in some cases but they had to be given up subsequently, either on account of the apathy of the workers or an inherent suspicion in their minds that such committees do not work in the interests of labour. The Bombay Post Office made an experiment with a similar committee during the year 1924 but no progress was made on account of reasons similar to those which led to the abandonment of the system in the case of the few textile mills which had it. To the knowledge of the Labour Office no other trade or industry in Bombay is known to have joint standing machinery of the kind which exists on the Railways and in Ahmedabad or similar to that which is to come into operation in the case of the Bombay mills. Descriptions of the different types of machinery which obtain at present in the Bombay Presidency are given below.

*The G. I. P. Railway.*—With the approval of the Railway Board, the Administration of the G. I. P. Railway decided in January 1924 to introduce, on the Railway, "Staff Councils" to consider questions governing conditions of employment and the well-being of the staff generally, and also to provide a regular method of negotiation for issues arising between the Railway and its employees. In introducing these Staff Councils the Agent remarked that the main object for creating these Councils was to provide means by which the staff and officers may have opportunities of conferring together on matters affecting the staff and the area generally and not to turn them into bureaux for complaints and nothing more, and that if this was the only result which emerged from them, they will have failed in their object.

The Councils were introduced as an experimental measure and are subject to alteration or abolition at the discretion of the Administration or in the event of over-riding legislation on the subject. Staff Councils include three different types of bodies: (1) Divisional Committees at Divisional Headquarters; (2) a Railway Council at Bombay; and (3) Station Committees at selected stations. The functions of Divisional Committees are (a) to provide a recognised means of communication between the employees and the Company; (b) to give the employees a wider interest in the conditions under which their work is performed; (c) to consider any matters of interest to their Division and to make recommendations to Divisional or District Officers with regard to those that affect them, subject to the right of the Railway Council to veto any recommendation if it be found to involve the interests of other Divisions or Districts or be in the opinion of the Railway Council objectionable; (d) to consider any matters sent from the Station Committees, or from the Railway Council; and (e) to make recommendations to the Railway Council. Among the more specific functions falling under (c) include suggestions for the satisfactory arrangement of working hours; the well-being of the staff in such matters as Co-operative Stores, recreation, institutes, etc.; the local application and interpretation of any agreement relating to general rules issued by the Railway in regard to salaries, wages, hours of duty, conditions of service, etc.; and suggestions for improvements in organisation of work, labour-saving appliances, etc. The functions of the Railway Council are (a) to consider questions and recommendations which may be referred to it by Divisional Committees,

or be raised by its own members ; (b) to refer to Divisional Committees any subjects for consideration and report ; and (c) to make recommendations to the Agent. The functions of the Station Committees are almost similar to those of the Divisional Committees but only in relation to matters affecting particular stations and the staffs at those stations.

Staff Councils are not allowed to deal with any matters they please. Questions of discipline and matters in connection with the treatment of any single individual are outside the scope of their discussions. Similarly, no recommendation involving expenditure can be put into force except under Administrative sanction by an officer duly authorised by the Administration.

As these Committees will no doubt be dealt with in detail in the Railway Board's memorandum, there is no need to discuss them further here.

The Staff Councils are reported to have done a considerable amount of constructive work since they were created in the year 1924. The majority of the higher paid operatives are recognising the advantages of these Councils for the presentation of demands and the redress of grievances. The Trade Unions are, however, not in favour of the Councils and the majority of the lower paid operatives are inclined to view the work done by them with considerable suspicion.

In May 1928 the Railway appointed a Special Liaison Officer to hear and inquire into, with the assistance of the heads of the departments concerned, all grievances submitted to the Administration by the different Trade Unions and in some specified cases by the workers themselves. Mr. K. S. Bakhale was the first officer to be appointed to hold this post in June 1928. Mr. Bakhale has now been replaced by Mr. S. M. Basrur. The system is reported to be working satisfactorily.

*The B. B. & C. I. Railway*—This Railway inaugurated Staff Committees on the various lines under their administration in the year 1921. A commencement was made with District Committees ; from these District Committees Central Committees were formed, and again from these Central Committees one Joint Select Committee was formed to represent the subordinate staff of the whole of each department. Subsequently, a proposal was made that a Joint Staff Committee consisting of representatives of every department should be formed for the discussion of matters of general interest to all departments. On the G. I. P. Railway the stages of progression are : Station Committees, Divisional Committees and the Railway Council. On the B. B. and C. I. Railway there are Departmental Committees by Districts, technically called District Committees, the Central Staff Committees, a Joint Select Committee, and finally the General Staff Committee. An important point of difference between the two sets of Staff Committees is that whereas in the case of the G. I. P. Railway, representatives to the various Committees are nominated and elected in equal numbers by the Administration and the workers respectively, the representatives for the Committees on the B. B. & C. I. Railway are almost entirely elected.

*District Staff Committees.*—The aims and objects of these Committees are (1) to encourage the staff to have free access to their District Officers

and to have a greater say in matters affecting their own welfare ; (2) to increase the good relations between the officers and the staff ; (3) to create a spirit of comradeship and goodwill amongst Railway employees and to cultivate a better understanding among themselves and their officers ; (4) to preserve the efficiency of the service ; and (5) to improve the moral and material well-being of the service. The District Committees consist of six members representing the staffs by whom they are respectively elected for the District concerned. Election is by ballot. The elected members nominate their own President and Secretary from amongst themselves. All employees who have put in more than twelve months permanent or temporary service are eligible to vote but only men who have put in at least seven years' permanent service are eligible for election. It is not necessary that the service should be continuous. The members are appointed for three years.

*Central Staff Committees.*—These Committees consist of two elected members from each District Committee. Whereas District Committees have free access to their District Officers, the Central Committees have free access to the Traffic Superintendent. Their duties are to investigate the general grievances of the staff which are left unredressed in the District Committee for one or other reasons, and examination of the cases which have been entered into the minutes of the District Committees for investigation by the Central Committee.

There are two Central Committees, one for the Broad Gauge system and the other for the Metre Gauge system. Both Central Committees are to meet once a year at any Station mutually agreed upon between the Secretaries of the Central Committees of both Gauges in consultation with the Central Committee members. The proceedings of all the meetings of each Central Committee are sent to the President and the Secretary of the other. Each Central Committee elects three members for the Joint Select Committee.

*Joint Select Committee.*—The Joint Select Traffic Committee consists of six members, three being elected from each Central Committee. The General Traffic Manager of the Railway is the *ex-officio* President of the Joint Select Committee. The Secretary is elected by the members from amongst themselves. The aims and objects of this Committee, in addition to those of the District and the Central Staff Committees are (a) to see that the staff generally are contented ; (b) to see that discontent, if any, is removed from the service ; and (c) to invite suggestions from the staff for improving the service. The Joint Select Committee has free access to the General Traffic Manager and officers subordinate to him. The Joint Select Committee meets when 10 or more items on the agenda are collected for discussion. The duties of this Committee are (a) to investigate the general grievances of the staff ; (b) to study carefully cases undisposed of by the District and Central Committees ; and (c) to suggest possible remedies for redressing established grievances.

*General Staff Committee.*—This Committee has been formed to encourage the staff to have access to the Agent of the Railway in matters affecting the welfare of the Railway staff in general through the General Staff



Committee and to foster a spirit of comradeship amongst the Railway employees throughout the line. The Committee consists of two elected members from the Joint Select Committee to represent the Traffic Staff of both the Broad and Metre Gauges, two elected members from the Joint Central Committee to represent the Engineering Staff of both Gauges, two elected members from the staff of the Audit Department of both Gauges, two elected members from the District Committees to represent the Electrical Department, two elected members from the District Committees to represent the Locomotive and Carriage Departments of the Broad Gauge, two elected members from the District Committees to represent the Locomotive Department of the Metre Gauge, two elected members from the District Committees to represent the Line Staff and the Workshops on the Metre Gauge, and one elected member each from the staffs of the Medical, and the Stores Departments. In the case of the Medical Department the staffs themselves elect their member through their Central Staff Committee, but in the case of the Stores Department the Central Committee selects a member.

The General Staff Committee meets twice a year. Its duties are to discuss general questions relating to the staff which may come up to them from the various Staff Committees or which are considered of sufficient importance to be brought up originally by the members themselves. The General Staff Committee are authorised to bring to the notice of the Agent cases of any general grievances of the staff which, in the opinion of the Committee, are likely to cause discontent and subsequent trouble.

The B. B. & C. I. Railway have also appointed a Special Officer, Colonel H. F. Hobbs, as a Staff Liaison Officer to receive complaints submitted by Trade Unions or direct by the workers themselves. Colonel Hobbs reports that the Staff Committees on the B. B. and C. I. Railway have generally worked excellently and continue to function in a satisfactory manner. Notwithstanding this, however, Trade Union officials and members do not regard these Committees as very satisfactory and the same suspicion which is found to exist in the case of the G. I. P. Railway is found in the case of the B. B. & C. I. Railway as well.

*The Ahmedabad Mill Industry.*—In the Ahmedabad cotton mill industry it has been mutually agreed between the Ahmedabad Millowners' Association and the Ahmedabad Labour Union that all grievances should, in the first instance, be discussed between the workers themselves and the managements of the mills concerned. If any worker has a grievance he reports it to a member of the Council of Representative, from his mill. The member speaks to the head of the department and the Agent of the Mill, if necessary. If the grievance is not redressed a formal complaint is recorded with the Labour Union. The Labour Union official—usually the Secretary or the Assistant Secretary—goes to the mill, ascertains the correctness of the complaint and requests the mill officer or the Agent to redress the grievance. If no settlement is arrived at during this stage the matter is reported by the Labour Union to the Millowners' Association. The Secretary of the Millowners' Association speaks to the mill concerned and tries to settle the matter.

amicably. The procedure in connection with grievances of a general nature referring to several mills or several workers in a mill are also similarly dealt with. If the workers do not get redress after the matter has been discussed between the Millowners' Association and the Labour Union, the matter is finally referred to the Permanent Arbitration Board consisting of Seth Mangaldas as the representative of the Millowners and Mr. M. K. Gandhi as the representative of Labour.

The formation of the Permanent Arbitration Board in Ahmedabad is largely due to Mr. Ambalal Sarabhai who was the President of the Ahmedabad Millowners' Association during the years 1918 and 1919 and also in the early months of 1920. At his instance a meeting was held on the 8th December 1919 between the Managing Committee of the Association and the accredited representatives of Labour with a view to frame recommendations for the creation of some permanent machinery for the settlement of disputes. On the 12th January 1920, a tentative scheme was drawn up for an informal discussion between the representatives of Labour and Capital in the first instance. This scheme provided for a Board of Referees with seven members from each side who were to elect a Chairman from among themselves for deciding disputes which could not be settled by informal discussions. The scheme was circulated among the members of the Association. A Labour Settlement Sub-Committee was appointed by the Association on the 15th February and they submitted their report on the 19th of the same month. A Sub-Committee of 12 members was again appointed on the 25th February to discuss with Mr. Gandhi questions connected with the formation of Unions and Conciliation Boards. In the meanwhile, Seth Mangaldas was appointed Chairman of the Ahmedabad Millowners' Association in succession to Mr. Ambalal Sarabhai. The discussions between the Sub-Committee appointed by the Association and Mr. Gandhi resulted in the formation of a Permanent Arbitration Board by a resolution passed by the Millowners' Association on the 4th April 1920. The following is an extract from this resolution :—

“If any dispute or difference of opinion arises between the millowners and workpeople and if they are not able to settle it among themselves such dispute shall be settled by Mahatma Gandhi and Seth Mangaldas. For doing so they are invested with such powers as are ordinarily given to arbitrators on such occasions.”

Mr. Ambalal Sarabhai was opposed to the nomination of a single individual to represent each side and was for appointing a panel of distinguished officials or leaders as umpires from whom the representatives of each side might choose their Chairmen. His suggestion was not followed, because the millowners thought that if they could not negotiate a settlement with a person of high moral principles like Mr. Gandhi, they would not be satisfied with the decision of an official or non-official umpire however eminent he might be.

The absence of an umpire leads to prolonged discussions as differences of opinion between members of the Arbitration Board cannot be referred immediately to a third party for final decision. The necessity for

referring disputed points to an umpire was actually felt in 1921 and 1923 when Pandit Madan Mohan Malaviya and Dr. DeSouza, I.C.S., acted as umpires. Occasions for differences of opinion would have been greater if anybody other than Mr. Gandhi represented Labour on the Permanent Board. His presence on the Board helps the comparatively smooth working of an imperfect machinery. Much depends on Mr. Gandhi's personality. In a recent dispute in January 1929 between the Labour Union and the Gujarat Ginning Mill, the mill objected to the nomination of somebody else to represent Labour on the Board whilst Mr. Gandhi was away and they wanted to wait till Mr. Gandhi's return from tour.

The sanction behind the awards of the arbitrators is moral and not legal. In the constitution of the Millowners' Association it is laid down that all special resolutions of the Association should be compulsorily binding on all local mills of the Association when the same are passed by a majority of three-fourths of the members present in the meeting and confirmed at a subsequent confirmatory meeting by a majority of three-fourths of the members present in the said meeting. If any member fails to observe such a resolution, the Managing Committee can call upon the member to explain his position and in case the Committee decide by a majority to put the member out of the Association he ceases to be a member under the penalty of forfeiture of all his rights and claims on the Association accrued up to that date. In accordance with this rule, if any mill does not abide by an award which has been accepted by the Association such mill can be expelled from the Association. Much, however, depends on the attitude of different millowners. There are many awards which have not yet been given effect to fully, e.g., those relating to the supply of cold drinking water, the provision of adequate dining sheds, etc.

There is often considerable delay in arbitration proceedings under the present arrangements. Mr. Gandhi is usually very busy with his various other activities and Seth Mangaldas also often finds it difficult to spare time in the midst of his other pre-occupations. The appointment of a Joint Committee to inquire into and settle complaints which arise from day to day is a long-felt necessity and this is seen from the long list of pending complaints with the Labour Union. 429 complaints were pending at the beginning of 1929 of which not less than 50 were said to have been pending since 1922. The Labour Union is keen on putting the whole system on a sound and constitutional basis with proper rules and regulations; but at the same time they recognise that whilst Mr. Gandhi's services are available to fight their battles for them, full justice will be given to their demands.

A summary of the previous investigations by conciliation and arbitration machinery in the Ahmedabad cotton mills is given in Appendix XII. As will be seen from that summary there were no references to the Permanent Arbitration Board during the four years 1924 to 1927. In November 1928 there was a dispute between the Millowners' Association and the Labour Union with regard to the collection of Union fees by Union officials within the precincts of the mills. The dispute was

referred to the Arbitration Board. The award given permitted the mills to deduct subscriptions from wages and to pay these to the Union by cheque. The Association accepted the award and this system obtains in the mills since that date. The Arbitration Board is at present engaged in considering the question of restoring the wage cut of 1923.

*The Bombay Mill Industry.*—Reference has already been made in the preliminary remarks to this section of the existence of joint committees consisting of the representatives of the managements and of the workers which were created in a few Bombay mills in the years immediately following the end of the war. For over five years prior to the formulation of the Mediation Rules by the Fawcett Committee there was no standing machinery in the cotton mill industry in Bombay City for the settlement or conciliation and arbitration of disputes between employers and the employed. The Mediation Rules framed by the Fawcett Committee are based on the Joint Rules for Settlement of Trade Disputes in the Cotton Industry in Lancashire, which are given at pages 119-126 of the "Uniform List of Prices for Weaving" for 1924. In commenting on the Rules framed by them, the Committee said they hoped that they would afford machinery for the discussion of disputes and would lead to a diminution of the present too common practice of "lightning strikes". The Committee remarked that although the agreement of the 4th October 1928 constituted a truce in "hostilities," such as strikes and lockouts, no less than 70 strikes of this nature took place during their proceedings. They held that it was obvious that this state of things is prejudicial to the wellbeing of the industry, including that of the workers themselves, and that its continuance, when combined with a high level of wages in Bombay, might result in increasing the existing tendency of millowners to establish mills up-country, where labour is cheaper and works more steadily. The present greater uncertainty as to when a lightning strike may take place in a mill necessarily disables its management in many ways, *e. g.*, in accepting large contracts, and the workers themselves ought surely to benefit by progress towards the stage now generally reached in Europe, where discussion and an attempt at settlement between the Workers' and the Employers' organisations are almost necessary preludes to a strike or a lock-out.

The "Mediation Rules" provide that in the event of a trade dispute arising between any member of the Millowners' Association, Bombay, and any operative(s), member or members of a Trade Union registered in accordance with the provisions of the Indian Trade Unions Act, 1926, in any mill or mills in Bombay City and Island, other than a trade dispute as to the correct interpretation of the standing Orders or the Standardisation rates of wages laid down for Bombay mills, which are members of the Bombay Millowners' Association, the following course shall be taken :—

(1) Before any notice shall be given by either party to terminate employment for the purpose of a lockout or strike, the dispute shall be brought forthwith before a joint meeting consisting of not less than two and not more than six authorised representatives of the mill or

mills concerned and an equal number of representatives of the Trade Union or Unions of which the operative(s) is a (are) member(s) and such meetings shall be called within four days from the date of a written application by either party for such a meeting; and if a settlement of the dispute is not come to at such meeting or at an adjournment thereof, then

(II) Before any notice shall be given by either party to terminate employment for the purpose of a lockout or a strike, the dispute shall be brought before a joint meeting consisting of two or more members of the Employers' Mediation Panel and an equal number of the Textile Trade Union Mediation Panel, and such meeting shall be called within seven days from the date of an application by either party for such a meeting, and if a settlement of the dispute be not come to at that meeting, or at an adjournment thereof, then

(III) Before any notice shall be given by either party to terminate employment, for the purpose of a lockout or strike, the dispute shall be brought before a joint meeting of the Committee of the Millowners' Association, Bombay, and the representatives of the registered Textile Trade Unions of Bombay, and such meeting shall be called within seven days from the date of an application by either party for such meeting, and if a settlement be not come to at such meeting, or at an adjournment thereof, then either party shall be at liberty to take whatever course it thinks fit.

In the event of a dispute arising as to the correct interpretation of the Standing Orders or the Standardisation Scheme of wages laid down for Bombay Mills which are members of the Bombay Millowners' Association, the following course is to be taken :—

(I) The dispute shall in the first instance be investigated without delay by the management of the mills concerned who shall, after completing their investigations, in those cases in which a settlement is not arrived at, submit a report within seven days in writing to the Secretary of the Millowners' Association and to the Secretaries of the Textile Trade Unions registered in Bombay.

(II) Upon receipt of such communication by the Secretary of the Millowners' Association, the dispute shall be brought before a joint meeting consisting of two or more members of the Employers' Mediation Panel, and an equal number of the Textile Trade Union Mediation Panel, to be called within seven days from the date on which the Secretary of the Millowners' Association received the notification referred to in sub-clause (I), and if a settlement of the dispute be not come to at that meeting, or at an adjournment thereof, then

(III) Upon application of either party to the dispute, the dispute shall be brought before a joint meeting of the Committee of the Bombay Millowners' Association and the representatives of the registered Textile Trade Unions of Bombay to be called within seven days from the receipt of an application by either party for such a meeting, and if a settlement be not come to at such a meeting, or at an adjournment thereof, then either party shall be at liberty to take whatever course it thinks fit.

Whenever a settlement of any trade dispute shall not have been come to and the operatives are on strike, or have been locked out, meetings shall be held periodically between the representatives of the Millowners' Association and representatives of the members of the Trade Unions concerned in the dispute. The first of such meetings shall be called within four weeks after the commencement of the strike or lockout, and subsequent meetings at monthly or shorter intervals thereafter. The exact date, time and place of the first of such meetings shall be decided at the last joint meeting previous to the commencement of the strike or lockout.

Upon an application from either the Millowners' Association, or at least one-half of the registered Textile Trade Unions, a joint meeting of the Committee of the Millowners' Association and the representatives of the registered Textile Trade Unions shall be called within 28 days from the date of such an application to discuss any suggestions for altering or amending terms and or conditions of employment affecting or likely to affect more than one-quarter of the Cotton Textile Mills in Bombay.

At a meeting held between the representatives of the Millowners' Association and the Joint Strike Committee on the 8th April 1929 for a discussion on the recommendations and the findings of the Fawcett Committee a tentative agreement was reached that the Mediation Rules should be brought into operation at once and that both parties should proceed to the formation of their respective panels. Before this could be done, however, the joint discussions between the Millowners' Association and the Joint Strike Committee terminated on the 24th April over questions now under investigation by a Court of Enquiry, connected with the recognition of the Bombay Girni Kamgar Union's Mill Committees functioning at the respective mills, refusal of the Association to permit the collection of Union subscriptions on mill premises, alleged victimisation of workers on the Union's Mill Committees and the alleged refusal by mills to consider representations submitted to them by the Union; and also in connection with the refusal of the Millowners' Association to reinstate the six thousand workers replaced in the Spring, the Textile and the Century Mills on account of the strikes which had either been supported or called by the Union in these mills during the month of March 1929. After a breakdown of the joint discussions on the 24th April, the Bombay Girni Kamgar Union called out the workers for a General Strike on the 26th April. This strike still continues and consequently no progress has been made with regard to bringing the Mediation Rules into operation.

*Opportunity afforded to workpeople of making representations*

The opportunities afforded by the Ahmedabad Millowners' Association and the G. I. P. and the B. B. & C. I. Railways to their workpeople for making representations have already been dealt with above. The Bombay Textile Labour Union often complained to the Fawcett Committee that the Bombay Millowners' Association, as a matter of

deliberate policy, refused to enter into any discussions with them with regard to complaints submitted by the Union in connection with specific matters of dispute in individual mills prior to the meeting which they had with the Joint Strike Committee early in June 1928. The decision of the Millowners' Association to enter into negotiations with representatives of registered Trade Unions was the first official recognition publicly announced of the right of registered Trade Unions to be heard. These remarks should not, however, be taken to mean that other employers did not recognise Unions of their employees. The Government of India extended official recognition to Unions of postal workers as early as the year 1924. Since that date Government have accorded official recognition to several Unions of employees of various Government Departments. Definite recognition by the Railways of the Unions of their employees was only accorded after registration under the Trade Unions Act. Most of the bigger employers are now insisting on registration prior to recognition. No information is available with regard to the procedure followed in industries where the workers are not organised.

#### TRADE DISPUTES ACT

This Act only received the assent of the Governor General on the 12th April 1929. It was brought into force from 8th May 1929 at the urgent request of the Government of Bombay so that machinery might be available for dealing with a general strike in the Bombay cotton mills. Rules were immediately framed and published in order that a Court of Enquiry should be able to function forthwith. That Court of Enquiry was appointed and is now sitting. This is the first tribunal to be established under the Act and therefore there has not been sufficient time to consider the effectiveness or otherwise of the measure as a means of dealing with industrial disputes. One or two defects, however, have been revealed. For example, section 3 is not suitable to existing industrial conditions. It refers only to trade disputes existing or apprehended between "an employer and his workmen." Neither this section nor any other part of the Act appears to recognise associations of employers or associations of workmen. Consequently, when the Court of Enquiry was appointed to investigate a dispute in the Bombay textile mills, it was not possible to frame the terms of reference on the basis of the facts of the situation, namely, that there was a dispute existing between the Millowners' Association and the Girmi Kamgar Union. Notifications issued under the Act had to set out the names of all the mills in Bombay City, and the workers in these mills, as separate parties. Notice had to be given to each mill separately and, in order to give notice to the other parties, namely, the workmen in seventy odd mills, notices had to be posted up at all the mills and served on all the Trade Unions of mill workers. An amendment of section 3 or a definition of employers and workers appears to be necessary in order to include associations of employers and associations of workmen, thus making it possible to set up a Court of Enquiry to deal with a general strike where the parties are an association on one side and a Union on the other.

As the Report of the Court of Enquiry may deal with matters of this kind, *i.e.*, defects in the Act, and as this Report will be available to the Royal Commission, the Government of Bombay do not desire to express any opinion on the subject at this stage. When the Bill was sent to Government for consideration, the Government of Bombay expressed their apprehension that the lack of conciliation machinery in industry itself was likely to cause embarrassment to local Governments in the administration of the Act. The events of the past 12 months have emphasised this point and the Government of Bombay are of opinion that the Trade Disputes Act should be reinforced by a system which would ensure the setting up in every important industry, of conciliation machinery and would provide that until that machinery had been made use of, the powers under the Trade Disputes Act should not be exercised. The present position is, in effect, that there exists no statutory method open to any Government to deal with a single strike in one industry or a general strike in a whole industry, except the Trade Disputes Act with its Courts of Enquiry or Boards of Conciliation. It appears to Government that the gap should be filled by the establishment of conciliation machinery within an industry itself set up by the parties concerned but validated if necessary by legislation. This would have the effect of narrowing down the issues in any particular dispute and would leave the machinery of the Trade Disputes Act to function only in disputes of serious importance, affecting a whole industry or raising questions of general application to all industries.



## CHAPTER XIV—LAW OF MASTER AND SERVANT

There are no special laws passed in this Presidency which govern this subject. The various Acts passed by the Governor General in Council which affect or relate to it are :—

- (1) The Employers and Workmen (Disputes) Act, 1860 (IX of 1860);
- (2) The Indian Factories Act, 1911;
- (3) The Workmen's Compensation Act, 1923 (VIII of 1923), as amended by Act V of 1929; and
- (4) The Trade Disputes Act, 1929 (VII of 1929).

The first Act has been extended to certain districts in this Presidency while the latter Acts apply to the whole of the Presidency. In matters which are not specially provided for in these Acts, the principles of the English common law are generally followed.

The relation of master and servant gives rise to four kinds of liabilities, namely :—

- (1) liability of master to third persons;
- (2) liability of servant to third persons;
- (3) liability of master to servant; and
- (4) liability of servant to master.

The first two relationships are not germane to the present enquiry and need not be discussed. As regards liability of master to servant, a master is liable to his servant for injuries received by him during the course of his employment and the doctrine of common employment and the provisions of the Workmen's Compensation Act, 1923, apply.

The contract of service governs such questions as wages and notice. Usually it is not a written contract and terms and conditions of service are a matter of custom. The Factories Act requires the exhibition of notices relating to certain matters covered by the Act some of which bear on the relationship between the owner and the worker. In many Textile Mills there are rules framed with regard to dismissal, etc., and the Fawcett Committee has laid down a series of rules which, when generally adopted, will form the basis of the contractual relationship between the millowner and the mill operative. Most of the large Government and semi-Government factories also have rules of the same kind.

A servant is liable to his master though not to others, for the consequences of his acts. A master can recover damages from his servant if damages have been recovered from him for the servant's negligence in doing the master's work.

## CHAPTER XV.—ADMINISTRATION

## CENTRAL AND PROVINCIAL LEGISLATURES

*Action and attitude on labour questions*

The last eight years have seen the enactment of labour legislation on a scale entirely unprecedented in the history of India. The Factories Act has been revised to such an extent as to be virtually a new Act. The Mines Act has been replaced by an entirely new Act, while an amending Act relating to the introduction of the Shift system has also been passed. The Workmen's Compensation Act, the first measure of its kind in India, has been passed into law. A Bill amending it was passed this year and further amendments are now under consideration. An Act for the registration and protection of Trade Unions has also recently been passed. The most recent labour legislation is the Trade Disputes Act which has for its object the establishment of tribunals for the investigation and settlement of trade disputes.

The local Council is taking considerable interest in labour questions. It has already passed a law for granting Maternity Benefits to factory women and the Rules under the Act have been published. A law has also been passed for granting separate representation to Labour in the Bombay Municipality through registered Trade Unions. The interest evinced by members of the local Legislature in Labour matters can be seen from the following typical resolutions which have been proposed to be moved in the Council from time to time but which were not discussed owing to time limits :—

1. Recommending to Government that a committee of officials and non-officials be appointed to consider a scheme for establishing a Bombay Presidency Workmen's Welfare Fund with the co-operation of municipal and other local bodies and various kinds of employers in the Presidency to be spent for the benefit of the workmen in organised industries.

2. Recommending to the Governor in Council to appoint a committee of official and non-official members of the Bombay Legislative Council and representatives of labour to enquire into and suggest ways and means of improving the general condition of labour of every kind, by organising welfare funds for the purpose of providing sickness, health, maternity, old age, unemployment and other kindred benefits, on the same lines as they exist in Great Britain and other civilised countries.

3. Recommending to the Governor in Council to appoint at an early date a committee with adequate representation of labour thereon to investigate and report upon the best ways and means of improving the condition of textile workers in the Bombay Presidency, with special reference to the system of recruitment, their hours of work, system of leave, housing and maternity benefit.

4. Recommending to Government to organise the Labour Directorate as a separate department to deal with all questions concerning labour.

During the general strike of last year in the Cotton Mill Industry the situation was discussed on a motion for the adjournment of the House and the appointment of a Committee to enquire into the cut in wages proposed by the Millowners and the whole question of the management of the Bombay mill industry was urged.

The voting of the Labour Office grant usually provokes a discussion on matters of labour interest. In 1928 the question of unemployment and labour exchanges was raised on a token cut and an interesting discussion followed. The result of the debate was that the motion for the cut was lost.

Three out of the nine seats in the Legislative Council reserved for nominated non-official members are given to representatives of labour. The present members are all on the executive, of Trade Unions, as are several of the elected members.

#### RELATIONS BETWEEN CENTRAL AND LOCAL GOVERNMENT

The relations between the Central and Local Government on labour questions have, on the whole, been cordial. In a few instances, however, the Bombay Government has had occasion to criticise the line of action adopted by the Government of India. In 1921 the Government of India invited the opinion of the Government of Bombay on the subject of the Draft Conventions and Recommendations of the Labour Conference at Washington regarding public employment agencies. In this case the Government of Bombay while replying to the specific questions made *inter alia* the following observations :

“ The Government of Bombay are inclined to doubt the wisdom of endeavouring to bring into force a number of measures relating to industrial questions without allowing sufficient time for the careful consideration which these measures demand. The questions raised in your letter under reply, and in the correspondence relating to the Workmen's Compensation Act, are admittedly of a difficult, and, as experience elsewhere has shown, of a complicated character. The Government of Bombay realise that the Government of India attach the greatest importance to the necessity of ensuring that industrial organisation in India should proceed on sound lines, but they have grave doubts whether this can be achieved by introducing legislation on all the most important industrial questions on *Western lines* without giving ample time to the Local Governments to formulate considered opinions and to decide whether the action that is proposed will be in every way suitable to Indian conditions.”

In the case relating to legislation for the provision of compensation to workmen which was referred to the Government of Bombay for opinion in the same year the following remarks were offered :—

“ While the Governor in Council is in general agreement with the view that an Act to regulate the important and difficult matter of Workmen's Compensation will eventually prove to be necessary, he is entirely opposed to hasty legislation on the subject in view of the difficulties which have surrounded the administration of the law in

England, and of the greater difficulties which are likely to arise in India unless all aspects of the case are subjected to prolonged and careful scrutiny." They further observed "The Governor in Council does not feel justified at this stage in offering any opinion in detail on the proposals which have been made, but would prefer merely to reiterate with emphasis the view expressed in connection with the allied subject of public employment agencies, that it would be in the highest degree unwise to proceed hastily with important industrial legislation for which no public demand has yet been voiced, and for which no adequate justification can be found in the present industrial situation."

In another case regarding the introduction of compulsory sickness insurance schemes in India in connection with the draft Conventions and Recommendations concerning Sickness Insurance adopted by the Tenth International Labour Conference held at Geneva in 1927, the Government of Bombay made the following observations:—

"While sympathising with any movement for the amelioration of the conditions of industrial labour in India, the Government of Bombay feel constrained to point out that the extra expenditure which will inevitably be occasioned by any legislation which involves the starting of sickness insurance schemes will fall entirely on the Local Governments. This Legislation will necessitate the maintenance of a staff of highly paid experts to deal with work which will be of a very technical nature, and the expenditure on this is bound to be considerable. The Government of Bombay have already had to incur extra expenditure in connection with the Trade Unions Act and the Workmen's Compensation Act. As the Government of India are aware, the financial position of the local Government is most unfavourable at present, nor does there appear to be any hope of an improvement in it in the near future unless some radical change in the Meston Settlement is made. . . . The recent tendency on the part of the Government of India, Industries Department, to introduce legislation aiming at the improvement of industrial labour conditions without apparently considering the financial burdens which it must impose on the Provincial revenues, and without first consulting those Governments on the question of their ability to bear these burdens or not cannot but alarm a Government so unfortunately situated as is the Government of Bombay at present in respect to finance."

The Government of India, however, asked this Government to reconsider their views. In reply the Government of Bombay stated that if the Commission after hearing evidence in all parts of India comes to the conclusion that a scheme of Sickness Insurance is desirable and is practicable, the Government of Bombay will give the scheme its hearty support.

It must not be assumed that the Government of Bombay is opposed to social legislation. Responsible as it is for the government of the most important industrial province in India, the welfare of the industrial population must always be its especial care. It does, however, desire

that its special knowledge and understanding of labour matters should not be forgotten and that any legislation that is proposed should be submitted to it for consideration before it is published as a Bill of the Legislative Assembly. The financial burden of all social legislation falls upon the Local Governments who have to administer it. There are many pieces of social legislation which might be excellent in theory, but the cost of administration and the burden on industry might far outweigh the benefits likely to be derived from them by the persons such legislation is intended to benefit. The financial position of the Local Government is worse than last year and must necessarily limit all social legislation involving State expenditure. It is imperative that no further obligations of this character should be assumed until either fresh sources of revenue can be made available or the Central Government undertakes to bear the expenditure.

#### ADMINISTRATIVE AUTHORITIES IN VARIOUS GOVERNMENTS

##### *Work of special Labour Offices or Officers*

In the Bombay Presidency the General Department of the Government of Bombay is the administrative authority which deals with all labour questions but the Revenue Department is consulted on labour questions relating to mines. There are four offices in the Bombay Presidency which deal with labour matters: (1) the Bombay Labour Office, (2) the Factories Department, (3) the office of the Commissioner for Workmen's Compensation, and (4) the Shipping Offices at Bombay and Karachi.

*Labour Office.*—The Bombay Labour Office was established in the year 1921. In the Government resolution announcing the establishment of this office the following were declared to be its functions.

(1) *Labour Statistics and Intelligence.*—These relate to the conditions under which labour works and include information relating to the cost of living, wages, hours of labour, family budgets, strikes and lockouts, and similar matters;

(2) *Industrial Disputes.*—As experience and knowledge are gained and the activities of the Labour Office develop it will promote the settlement of industrial disputes when these arise, and

(3) *Legislation and other matters relating to labour.*—The Labour Office will advise Government from time to time as regards necessary new legislation or the amendment of existing laws.

When the Labour Office was first started it was placed in charge of a Director of Labour. The post of the Director of Labour was however abolished in the year 1926 and at present the Officer in charge of the Labour Office is styled the Director of Information and Labour Intelligence. He is also the Registrar of Trade Unions and the Commissioner for Workmen's Compensation. In addition to the Director, there are three other Gazetted officers who are styled Investigators, one of whom is in charge of the Branch Office at Ahmedabad. There are also three whole-time Lady Investigators in Bombay. All Investigators receive conveyance allowances. The office staff contains two statistical assistants, three senior clerks, 8 junior clerks, two stenographers, one typist, one cashier and one despatcher. There are also one daftari and five peons

in Bombay and one peon in Ahmedabad. The work is broken up into branches as follows :—

Branch I.—General Registry, Accounts, etc.

Branch II.—Prices, Family Budgets, Rents, Cost of Living and Unemployment.

Branch III.—Wages, Strikes, Industrial Intelligence, Legislation and Trade Unions.

Branch IV.—Labour Gazette and Library.

Two branches are under each Bombay Investigator. Statistics are largely compiled by means of comptometers of which the Labour Office has five.

The Labour Office activities fall under the following heads :—

- (1) Prices and cost of living,
- (2) Wages and hours of labour,
- (3) Rents,
- (4) Economic and social conditions of various communities,
- (5) Unemployment,
- (6) Industrial disputes,
- (7) Trade Unions,
- (8) Other industrial and labour intelligence,
- (9) International Labour Intelligence,
- (10) Labour Legislation,
- (11) The Labour Gazette,
- (12) Library, and
- (13) Office organisation.

Information regarding the statistics collected by the Labour Office will be found in the section dealing with Intelligence and need not be repeated here. The only points which need to be discussed here are Labour Legislation, the Labour Gazette, and the Library.

As regards legislation, the Labour Office drafts bills on labour subjects for the Government of Bombay, supplies information required for the consideration of these bills, circulates them to interested persons and bodies for opinions, and summarises the various views expressed on each point covered by a Bill before submitting the case to Government with its own views and its answers to any controversial views expressed. It also drafts or subjects to examination in the same way any rules or regulations to be framed on the Labour Acts by the Local Government. So far the Labour Office has framed two Bills for the Local Government, one on Industrial Disputes and the other on the collection of Labour Statistics. The Labour Office has also drafted the Bombay Trade Unions Regulations, 1927, and the Rules under the Trade Disputes Act, 1929.

When any bill on labour subjects is introduced either in the Bombay Legislative Council or the Legislative Assembly it is reprinted in full in the Labour Gazette and all rules and notifications issued by the Bombay or the Central Government are similarly reprinted. Legislation of this nature undertaken by other provinces will also be reprinted in the Labour Gazette, but up to the present there has not been very much done except by the Bombay and the Central Governments.

The Labour Gazette has been published monthly since September 1921. It is intended to supply complete and up-to-date information on Indian labour conditions and especially the conditions existing in the Bombay Presidency, and to supply to local readers the greatest possible amount of information regarding labour conditions in the outside world. The Labour Gazette circulates to many different countries and is perhaps the only publication of its kind in this country from which foreigners interested in labour and economic conditions in India can obtain accurate and up-to-date information. It has also hitherto been practically the only medium through which the work and publications of the International Labour Office have been made regularly available to people in India.

A substantial grant is allowed for the purchase of books, and the Labour Office has now accumulated a very useful and fully catalogued library on labour, industrial and economic matters. The Labour Office library is open to research workers in Bombay. In addition to books, the library contains bound copies of all the more important periodicals received from Labour Ministries, International Organisations and Research Organisations in various parts of the world.

*Factories Department.*—The Factories Department is in charge of the Collector of Bombay. Information regarding the staff of the Department will be found in the section dealing with Factory Inspection.

*Office of the Commissioner for Workmen's Compensation.*—The Workmen's Compensation Act came into force on 1st July 1924 and the Government of Bombay appointed a special officer to hold the post of the Commissioner for Workmen's Compensation. In the year 1928 however the Officer in charge of the Labour Office was asked to hold the post in addition to his duties and that officer has been doing the work since then.

#### *Shipping Offices in the Bombay Presidency*

In addition to the shipping, paying off and discharging of ships' crews the Shipping Office has a variety of miscellaneous duties to perform. These include the settlement of disputes between ship-masters and seamen, the administration of the estates of deceased seamen of the Mercantile Marine, the disposal of distressed British and Indian seamen and the inspection of rations and water provided for the crews. The settlement of claims of seamen or their dependants in case of accident or death and the receipt and disposal of dead seamen's effects and the registration of seamen also come within the scope of the Shipping Master. An assistant to the Shipping Master, Bombay, has recently been appointed to assist in the proper recruitment of seamen.

During the year 1927-28 the Bombay Shipping Office signed on 33,661 seamen of many nationalities and discharged 35,209. About 10,480 Goanese were signed and 10,400 were discharged, almost all in the Stewards' Department. Over 20,000 other Indians were signed on and 21,800 discharged. Deck hands were both Hindus and Muhammedans but those in the engine room were exclusively Muhammedans.

The Karachi Shipping Office signed on 412 seamen and discharged 660.

As a result of the Indian Merchant Shipping (Amending) Act, 1928 (VI of 1928), which came into force from 1st April 1929 the Local Government have ceased to act as the agents of the Government of India in the administration of the subject "Shipping and Navigation."

#### ACQUAINTANCE OF WORKPEOPLE WITH FACTORY LEGISLATION

The workpeople in the larger industrial areas are fairly well acquainted with the provisions of the existing factory legislation. In the seasonal industries the workers have become far better acquainted in recent years as a result of the surprise visits and prosecutions instituted. An Abstract of the Act in the vernacular languages is posted in factories.

#### FACTORY INSPECTION

##### *Adequacy of Staff*

The full time Factory Staff in the Bombay Presidency consists of the Chief Inspector of Factories, 3 Inspectors, 3 Assistant Inspectors and 1 Woman Inspector. The Chief Inspector, 2 Inspectors and 2 Assistants have their headquarters in Bombay. An Inspector and an Assistant are stationed in Ahmedabad. The Woman Inspector has her headquarters in Bombay but has jurisdiction over the whole Presidency. She deals with problems mainly affecting women.

Full time Certifying Surgeons are stationed in Bombay and Ahmedabad. They have been appointed Additional Inspectors with powers under the health and sanitary sections of the Factories Act. They have also been granted powers under the provisions of the Maternity Benefit Act. The Director and Assistant Directors of Public Health have also been appointed Additional Inspectors under the health and sanitary sections of the Act. Their reports are sent to the Chief Inspector who passes orders on the same.

Local Magistrates have *ex-officio* powers under the employment sections of the Act.

##### *Uniformity of administration in different provinces, and rigour and efficiency of administration*

The following two tables show the number of persons convicted in the various Provinces in the years 1923 to 1927 and the number of uninspected factories :—

##### *Persons convicted*

Year	Madras	Bombay	Bengal	United Provinces	Punjab	Burma	Bihar and Orissa	Central Provinces	Assam
1923 .. ..	30	18	18	5	66	13	..	22	..
1924 .. ..	56	64	28	6	16	21	..	31	..
1925 .. ..	78	57	54	7	25	12	3	32	..
1926 .. ..	90	90	63	6	26	23	1	37	..
1927 .. ..	150	48	72	7	49	37	2	40	3
Total ..	404	277	236	31	181	106	6	162	3



*Uninspected Factories*

Year	Madras	Bombay	Bengal	United Provinces	Punjab	Burma	Bihar and Orissa	Central Provinces	Assam
1923 .. ..	17	71	320	44	33	82	112	34	430
1924 .. ..	89	52	315	33	56	88	44	12	352
1925 .. ..	50	27	291	37	48	138	62	5	318
1926 .. ..	46	26	243	33	36	99	50	3	311
1927 .. ..	16	12	160	41	44	123	140	9	267
Total .. ..	224	188	1,329	188	217	530	408	63	1,673
Average .. ..	45	38	266	38	43	106	82	13	336
Number of Factories in 1925.	1,121	1,358	1,149	276	527	893	242	644	589
Percentage of uninspected Factories.	4.0	2.8	23.2	13.8	8.2	11.9	33.9	2.0	57.0

*Prosecutions and their result*

Bombay may claim to have led the other Provinces in the matter of obtaining reasonable penalties for breaches of the Factories Act and the system introduced by the present Chief Inspector of obtaining convictions for the irregular employment of each person in contravention of the Factories Act has been followed elsewhere.

Prior to 1917, fines could not have been said to have acted as a deterrent. In a case in Ahmedabad in that year a manager was fined Rs. 100 in each of 10 cases for employing women at night. There was no appeal. In a similar case in 1918 the manager was fined Rs. 100 in each of 18 cases and an appeal to the Sessions resulted in the reduction of the fine to one of Rs. 100 since it was held that only one offence had been committed. An appeal to the High Court, however, upheld the legality of individual fines but reduced the fine in 17 cases to one of Rs. 50 in each case. In 1919 irregularities regarding labour were generally prevalent in Ahmedabad. The agents of several mills were successfully prosecuted and fines amounting to nearly Rs. 25,000 were imposed. This total included two fines of Rs. 3,000 each and one of Rs. 2,400.

The same system was introduced in Bombay in 1922 and prevented the irregular employment of reeler on the weekly holiday.

Although proviso (ii) to section 15 of the Act of 1891 was omitted in the Act of 1911, High Courts in India have decided that individual fines may be imposed where persons are irregularly employed.

Now-a-days it is not difficult to obtain a fine of Rs. 50 per individual in the case of the irregular employment of women at night.

Practically all prosecutions in the Bombay Presidency are conducted by the full time staff and reasonable fines are imposed. In 1928 the fines

imposed amounted to Rs. 8,275, the average per case being Rs. 25 and the average per factory Rs. 140. The following table gives a comparison between England and the Bombay Presidency :—

Year	Number of Inspectors	Number of cases	Average per Inspector	Total fines	Average per case
<i>1927</i> England .. ..	206	1,980	9	£4,558	Rs. 30
<i>1928</i> Bombay .. ..	6	326	54	Rs. 8,275	25

The Raver case which, after being three years before the courts, ended in the conviction of the occupiers and manager has had considerable effect on occupiers of mofussil factories and has enhanced the prestige of the Factories Department in these areas.

## CHAPTER XVI—INTELLIGENCE

## EXISTING STATISTICS

*Extent and Use*

Owing to the existence of a special Labour Office in the Bombay Presidency, the Government of Bombay are in a position to collect and publish a great deal of statistical material directly or indirectly connected with industrial labour. The published material falls into four classes :—(1) statistics published regularly every month in the *Labour Gazette* ; (2) statistics published in the reports based on the special investigations conducted by the Labour Office ; (3) statistics contained in the reports prepared by heads of departments dealing with the administration of certain Acts relating to labour such as the Factories Act, the Trade Unions Act and the Workmen's Compensation Act ; and (4) statistics regarding retail and wholesale prices published fortnightly and monthly in the *Bombay Government Gazette*.

The following statistics are published in the *Labour Gazette* :—

- Working class cost of living index number for Bombay,
- Cost of living index numbers in other countries,
- Wholesale prices index numbers for Bombay, with a chart showing a comparison between the index numbers of wholesale prices in Bombay and Calcutta,
- Wholesale and retail food prices index numbers in other countries,
- Retail prices of food in Bombay,
- Retail prices index numbers of food articles in five centres of the Bombay Presidency,
- Industrial disputes in the Presidency,
- Statistics regarding cases under the Workmen's Compensation Act decided by the various Commissioners in the Presidency,
- Statistics regarding the employment situation, together with figures of absenteeism in the textile and the engineering industries,
- Monthly statistics regarding prosecutions under the Indian Factories Act,
- Statistics of the production of cotton yarn and cloth,
- Four-monthly statistics of accidents, and
- Quarterly statistics regarding trade unions in the Bombay Presidency.

In addition to these statistics, the statistical results of enquiries conducted by the Labour Office which are not of sufficient importance to be incorporated into special reports are published occasionally in the *Labour Gazette*. For instance, the results of the following special enquiries conducted by the Labour Office have been published in the *Labour Gazette* from time to time :

- (1) Wages of peons in Bombay, 1923.
- (2) Welfare work in Bombay mills, 1924.

- (3) Rentals in Bombay, 1924.
- (4) Maternity cases among women operatives in the Bombay mills, 1924.
- (5) Method of Payment of Wages, 1925.
- (6) Agricultural wages and prices (1889-1923), 1925.
- (7) Unemployment among the middle classes in Bombay City, 1925.
- (8) Distance between mill operatives' home and place of work, 1925.
- (9) The food of the worker, 1925.
- (10) The condition of the children of Bombay mill operatives, 1925.
- (11) Creches in Bombay, 1925.
- (12) Ahmedabad Working Class Rents, 1925.
- (13) Rentals in Bombay for tenements owned by Public Bodies, 1925.
- (14) Clerical Wages in Bombay City—Preliminary results of the Labour Office Census, 1926.
- (15) Ahmedabad Mill Chawls, 1926.
- (16) Creches in Ahmedabad, 1926.
- (17) Welfare Work in the Bombay Presidency—Results of the Labour Office Enquiry, 1927.
- (18) House-rents in Ahmedabad, 1927.

The following is a list of special reports published by the Labour Office :—

- (1) Report on an Enquiry into Working Class Budgets in Bombay, 1923.
- (2) Report on an Enquiry into the Wages and Hours of Labour in the Cotton Mill Industry, 1923.
- (3) Report on an Enquiry into Agricultural Wages in the Bombay Presidency, 1924.
- (4) Report on an Enquiry into the Wages and Hours of Labour in the Cotton Mill Industry, 1925.
- (5) Report on an Enquiry into Middle Class Unemployment in the Bombay Presidency, 1927.
- (6) Report of the Labour Office Enquiry into Deductions from Wages or Payments in respect of Fines, 1928.
- (7) Report on an Enquiry into Middle Class Family Budgets in Bombay City, 1928.
- (8) Report on an Enquiry into Family Budgets of Cotton Mill Workers in Sholapur City, 1928.
- (9) Report on an Enquiry into Working Class Family Budgets in Ahmedabad, 1928.

A report on a wage census in the cotton textile industry in the Bombay Presidency conducted by the Labour Office in the year 1926 will shortly be published.

The industrial unrest in the City during the past eighteen months has seriously affected the work of the Labour Office in this direction. A family budget or any other enquiry based on the sample method cannot be conducted during periods of strikes or when conditions are abnormal.

As regards statistics published in the reports of heads of departments dealing with labour matters, mention may be made of the Report of the Chief Inspector of Factories for the Bombay Presidency, the Report of the Registrar of Trade Unions, and the Report of the Commissioner for Workmen's Compensation, Bombay.

Retail prices statistics contained in the *Government Gazette* relate to prices of articles consumed by people ordinarily in receipt of an income of not more than Rs. 50 per month and are collected by the Director of Agriculture with the assistance of the District Officers. The agency for collecting wholesale prices is the same, although the *Gazette* also contains wholesale prices published by the Chamber of Commerce.

It cannot be said that the existing statistics are widely used. Statistical science is still in its infancy all over the world and much more so in this country. The desire for a scientific use of statistics has not yet developed in this country to the same extent as it has, say, in an Eastern country like Japan. The use of the published statistics is therefore confined to scholars writing books, to committees and commissions appointed to enquire into specific problems, to Government Departments dealing with questions relating to salaries, allowances, etc., and to employers' associations and trade unions when they want to prepare cases on particular subjects.

#### *Method of Collection*

Various methods are followed in collecting the data enumerated above. The Bombay Labour Office, for instance, follows three methods: (1) collection of data by the interview method, (2) collection of data by the method of sending circulars, schedules and questionnaires to various selected bodies and persons, and (3) collection of data from published sources.

As regards (1) the Bombay Labour Office maintains a special investigating staff, including three Lady Investigators, whose duty it is to collect data by this method. The male investigators at Bombay restrict their investigation work to the collection of retail prices for the cost of living index number, to the verification of the data collected for the wholesale prices index number, to the collection of information regarding trade unions, to the verification of the data regarding strikes and industrial disputes, to making such personal inquiries as may arise in the course of statistical investigations and to the supervision and direction of the work entrusted to the Lady Investigators. Much of their time is devoted to office work, for they are the only Gazetted officers in the department under the Director and they are in charge of the various branches into which the work of the office is divided. The Investigator at Ahmedabad is a purely investigating officer. He collects data regarding prices, industrial disputes and trade unions in Ahmedabad and conducts such special investigations as he may be asked to do. The Lady Investigators attached to the Labour Office have no office work to do and their duty is to make house to house visits and to collect data regarding any topic which the Labour Office has decided to enquire into. All the family

budget investigations conducted so far by the Labour Office as also such special enquiries as the rent enquiry at Bombay and Ahmedabad, enquiry into maternity cases among women operatives in Bombay mills, enquiry into the condition of children of Bombay mill operatives, etc., were conducted by the Lady Investigators by visiting the houses of the work-people. In recent investigations the method usually followed is the method of sampling.

It is a matter of considerable controversy as to whether information collected by the interview method for enquiries relating to family budgets, rents, etc., is as accurate as the information collected with the help of schedules filled by the householders. The experience of the Labour Office seems to suggest that the view held by Dr. Royal Meeker, Commissioner of Labor Statistics, U. S. A., that it is possible to get accurate estimates of itemized family expenses by the interview method is correct and that if the investigating staff is sympathetic, tactful and honest, information can be collected with a fair degree of accuracy by the interview method. And the Labour Office is satisfied that the data which it has collected so far by the interview method is accurate, that is to say, the degree of accuracy reached is as high as such enquiries would permit. As regards (2), it is unnecessary to dwell at any length on the method followed. It will be sufficient to point out here that the schedules received are carefully scrutinised and, in order to test their accuracy, inquiries are very often made on the spot. Such personal inquiries have been numerous especially in such important matters as the cotton wage censuses conducted by the Labour Office. As regards (3), the sources usually used are the various market reports and economic and statistical journals. Sometimes information is also collected by letter.

The method followed for compiling the data for the annual administration reports of the various Acts is fairly simple. According to the Rules under the Factories Act, managers of factories are required to furnish to the Inspector of the area in which the factory is situated an annual return in a specified form. The Chief Inspector of Factories compiles his report on the basis of these returns. As regards the report on the administration of the Trade Unions Act, the Act lays down that every registered union shall furnish returns once a year in a specified form. The annual report is based on the tabulation of these returns. As regards the administration report on the Workmen's Compensation Act, the various employers and Ex-Officio Commissioners submit returns in a prescribed form to the Commissioner for Workmen's Compensation, Bombay, who compiles his annual report on the basis of these returns.

#### *Degree of accuracy*

In the absence of any well-informed criticism of the statistics published by the Government of Bombay, it is difficult to ascertain the degree of accuracy reached by the statistics published. Taking those published every month in the *Labour Gazette* it would appear that the cost of living index number for Bombay admits of improvement and the Government of Bombay have already under consideration a revision of the index

number. This revision would however entail a fresh family budget enquiry in Bombay City which cannot be undertaken until there is industrial peace. It is proposed also to revise the wholesale prices index numbers for Bombay and Karachi which are published every month in the *Labour Gazette* but the revision has been postponed pending consideration by the Government of India of the recommendations of the Economic Enquiry Committee's Report in which it has been suggested that a Central Statistical Bureau should be responsible for the collection of wholesale prices of the chief commodities of commerce. The information regarding industrial disputes which is published every month in the *Labour Gazette* is received from the Commissioner of Police so far as Bombay City is concerned and from District Magistrates from other centres in the Presidency. It is believed that this information is reasonably accurate. The monthly statistics regarding Workmen's Compensation published in the *Labour Gazette* can be regarded as quite accurate. As regards information regarding the employment situation and absenteeism, published every month in the *Labour Gazette*, the method of collecting the data is to send round schedules to various factories and concerns which they are asked to fill in. These returns are tabulated by the Labour Office. The returns received cannot be considered to have reached a high degree of accuracy, and the Labour Office is therefore shortly going to make inquiries into the matter to put these statistics on a sounder basis. The statistics published in the reports of the Registrar of Trade Unions, Commissioner for Workmen's Compensation and the Chief Inspector of Factories can be regarded as accurate.

It has already been pointed out that the statistics regarding retail and wholesale prices published in the *Bombay Government Gazette* are supplied to the Director of Agriculture by District Officers. The District Officers in turn entrust the collection of these data to their subordinates. The result, therefore, is that in spite of the fact that the Director of Agriculture maintains two Prices Inspectors whose duty it is to check the accuracy of the figures, the figures finally published are not as accurate as they should be. The Labour Office receives returns from District Officers regarding wages of skilled and unskilled workers in the mofussil. These returns are, however, not published in the *Bombay Government Gazette*. On the basis of these returns the Labour Office has already published a report. Efforts have been made to secure the improvement of these statistics by sending the Investigators of the Labour Office into the districts to discuss the returns with the district officers responsible for sending them in.

#### POSSIBILITY OF IMPROVEMENT IN STATISTICS

As regards the possibility of effecting an improvement in the available statistics, the question largely rests on considerations of finance. The matter received detailed and careful consideration at the hands of the Economic Enquiry Committee which was appointed by the Government of India in the year 1925 and published its report in the same year. It

suggested that every province should constitute a Statistical Bureau. The proposals of the committee are still under the consideration of the Government of India. It is hoped, however, that as the Bombay Labour Office develops and gets experience it will be possible for it in the course of time not only to collect additional statistics but also to improve those that are now available.

#### NATURE OF SPECIAL INVESTIGATIONS CONDUCTED

A list of reports incorporating the results of special enquiries conducted by the Labour Office has already been given above. Some of these enquiries were initiated by the Labour Office while others were undertaken in order to gather comprehensive and up-to-date data for the purpose of legislation relating to labour which was under contemplation by the Government of India. It will be seen from the list of reports published by the Labour Office that four of them relate to family budgets. In Bombay City in 1921-22, 3,076 working class budgets were collected and the report based on the results thereof was published in 1923. This investigation was followed up by another into the family budgets of middle class persons in Bombay City. 2,125 budgets were collected, out of which 1,325 were accepted for final tabulation and the report based on the results was published in the year 1928. The Labour Office also collected 985 budgets of working class families in Ahmedabad in 1926 and 1,133 budgets of cotton mill workers in Sholapur in 1925. The reports based on the results of these enquiries have already been published. An enquiry into the social and economic conditions of workers living in tenements built by the Port Trust for their employees in Bombay City has also been conducted but its results have not yet been published.

Another important topic which the Labour Office has investigated is that of wages in the cotton textile industry in the Bombay Presidency. A census of wages in this industry was conducted by the Labour Office in the year 1921. Another census was conducted in the year 1923 and the last census was conducted in the year 1926, the results of which will be published very shortly. The report on an enquiry into agricultural wages in the Bombay Presidency which was published in the year 1924 was based mainly on the returns received in the office of the Director of Agriculture and the intention in carrying out the enquiry was to ascertain the variations in agricultural wages from the year 1900 onwards. The enquiry into deductions from wages or payments in respect of fines, the results of which were published in the year 1928, was undertaken in connexion with an enquiry addressed to the Local Government by the Government of India.

In addition to the mere numerical statistics regarding family budgets and wages, the Labour Office has conducted enquiries into the more general and less commensurable factors such as utilisation of the workers' spare time, industrial welfare, health of the workers, maternity benefits and all kinds of welfare work. The results of these enquiries have been published from time to time in the *Labour Gazette*.



**FUTURE DEVELOPMENTS NECESSARY**

The statistics most in demand at the present time are those relating to wages and cost of living. It has been the endeavour, therefore, of the Government of Bombay to pay special attention to these two subjects and the Government of Bombay have already under contemplation the revision of the Bombay working class cost of living index number and have under preparation a working class cost of living index number for Ahmedabad and Sholapur. It has also lately, as pointed out above, conducted a wage census for the cotton mill industry and has also collected data with regard to wage rates in other industries. A wage census, where the information relates to earnings and is compiled from pay rolls, is the best method of dealing with the subject. But this type of enquiry involves an immense amount of labour both in collection and tabulation and even in England is not often attempted on a large scale. There wage rates—not earnings—are the usual form in which wage statistics are compiled and then compilation is relatively easy, because they are usually derived from trade agreements. In India such raw material is rarely available and the information has to be obtained from individual firms. The absence of standardisation also accounts for the wide variations both in rates and earnings.

As the future developments in connexion with labour statistics collected by the Government of Bombay will greatly depend upon the findings of the Commission and their recommendations, it is unnecessary at this stage to express any opinion on the subject. It would be sufficient, if it were pointed out here, that judging from the trend of opinion and events in recent years, in the near future there is likely to be a demand for statistics regarding employment and unemployment and statistics regarding morbidity among industrial workers. The nature of the statistics to be collected can be determined only when the purpose they are intended to serve is known.

## **APPENDICES**

## APPENDIX I

*Nature of accommodation provided by employers*

Locality	Firm	Nature of housing	Rents	Remarks
Bombay	Municipality	Line system and semi-detached houses.	....	....
Do.	Colaba Land and Mill Company.	134 rooms, average 10' x 11' chawl system. 226 rooms, 13' 10" x 12' 8" in lines of 26.	Rs. 4-Rs. 6. Rs. 6.	Verandahs, latrine accommodation line chawls built about 6 years ago. No difficulty in letting the accommodation to the mill hands. Mill is isolated in Colaba.
Do.	Romanji Petit Mill	157 rooms, 12' x 10' with kitchen, 4' x 10'.	Rs. 2-3-0- Rs. 3.	Flush latrines water supply on each floor. No difficulty in letting to employees—waiting list. Chawl system.
Do.	Manockji Petit Mill	150, 12' x 10' with kitchen, 4' x 10'. 217, 10' x 10'.	Old Rs. 2- Rs. 3. New Rs. 4- Rs. 4-8-0.	150 new chawls flush latrines. 97 old—flush latrines. 120 old—basket system. All occupied.
Do.	Victoria Mill	30, 10' x 10'	Rs. 7-8-0	Flush latrines three stored chawl.
Do.	Assur Veerjee Mill	148, 10' x 11'	Rs. 6	Basket system few rooms vacant and some let to outsiders. (Chawl near Railway line.)
Do.	Tata Mill	6 blocks, two storied buildings 161 single rooms, 10' x 12'. 1 block, two storied, 20 double rooms.	Rs. 3-3-0 Rs. 10-Rs. 13.	Flush latrines and washing accommodation. Flush latrines and washing accommodation. All occupied.
Do.	Kobincor Mill	10, 3 storied blocks, 618 single rooms, 10' x 12', 183 double 12' x 14'.	Single, Rs. 6-8-0— Double, Rs. 12.	Built in 1921 at a cost of 13½ lakhs. About 250 rooms normally vacant. Attributed to Bombay Development chawls. Irrecoverable rent per year Rs. 9,000. Bathing places and flush latrines.
Do.	Morarji Goualdas Mill	4 storied block verandah, 23 rooms, 10' x 10'. 2 storied block, 32 rooms, 12' 9" x 11' 6". Single line 22 rooms, 12' x 12'.	Rs. 5-8-0 single. Rs. 10-8-0 double.	Seven rooms let to outsiders. Flush latrines and bathing arrangements, workers apparently not very appreciative and further building abandoned.
Do.	Dinshaw Petit Mill	3 storied block, 98 rooms. 56 rooms in lines back to back.	Rs. 2 Rs. 5.	Rooms in demand. Flush latrines and washing accommodation.
Do.	Century Mill	19 lines, ground floor, back to back of 24 rooms in each—456, 10' x 11' verandah.	Rs. 5	A good housing scheme, flush latrines, washing accommodation, shops, school, in good demand.

## APPENDIX I—contd.

Locality	Firm	Nature of housing	Rents	Remarks
Bombay	Bombay Dyeing and Manufacturing Co. (Textile Mill.)	216 rooms—94 single line system, 9½' × 11½', 26 back to back, 9½' × 10', 96—2 flooded chawl, 10½' × 9½'.	Rs. 2-8-0	Utilised to fullest extent.
Do.	Bombay Dyeing and Manufacturing Co. (Spring Mill.)	504 rooms—8, three storied chawls, Development and Improvement Trust principle, 12' × 10'. 144 line quarters in sixlines, 10' × 12'.	Rs. 5	New housing scheme
Do.	Bombay Dyeing and Manufacturing Co. (Dye Works.)	96 rooms, line system back to back.	Rs. 2.	
Do.	E. D. Sassoon & Co. (David Mill.)	255, 16½' × 14' .. 9, 12' × 12' ..	Rs. 7 .. Rs. 5 ..	Fully occupied.
Do.	Jacob Sassoon Mill ..	190, 16' × 10' ..	Rs. 4-8-0. ..	
Do.	Meyer Sassoon Mill ..	16, 10' 7" × 10' 1½" 26, C. I. rooms, varying sizes.	Rs. 3-13-0. Rs. 4-12-0. Rs. 9-6-0.	
Kurla	Swadeshi Mill ..	693—164, 10' × 10' verandah, 4' × 10'  90, 12' × 10' verandah, 4' × 10'. 164, 12' × 10' verandah, 4' × 10'. 165, 14' × 12' passage, 8' × 10'. 110, double rooms, 10' × 10' and 10' × 8' with 4' verandah.	Rs. 3 ..  Rs. 3-12-0.  Double. Rs. 5-8-0	Basket system. Practically all occupied.
Ahmedabad	....	About 3,800 rooms have been erected for the workers in the textile industry.	....	Generally built on line system.
Bhopalpur	Bhopalpur Spinning and Weaving Company.	727 rooms in 8 blocks, line system.	2 per cent. on capital.	Single and double rooms.
Do.	Narsinggirji Mill ..	240 single and double rooms, 14' × 10' 9".	Rs. 4 per double room.	Designed by Consulting Surveyor to Government.
Do.	Laxmi and Vishnoo Mills.	400 rooms, lines, 12½' × 9½' (12 double rooms).	Rs. 1-8-0. Rs. 4.	
Do.	Jam Mill ..	159 rooms, 12½' × 9½', 12½' × 7½' Lines.	Rs. 1-8-0- Rs. 3.	
Barsi	Barsi Spinning and Weaving Mill.	Line system, 133 rooms, 12' × 10' brick buildings.	Rs. 1 to Rs. 1-8-0.	
Do.	Lokamanya Mill ..	28 C. I. rooms, 10' × 8½'.	Rs. 2	New Mill.
Do.	Jaysahankar Mill ..	20 C. I. rooms, 10' × 9'.	Rs. 2	New Mill.
Dhulla	New Pratap Mills ..	Line system, in blocks of six or seven.	....	Designed by Surveyor to Government.
Amalner, Chalisgaon, Jalgaon, Broach, Gokak.	All mills	Generally on line system.	....	....

APPENDIX I—*concl.*

Locality	Firm	Nature of housing	Rents	Remarks
Nasik	Government Security Press.	An excellent housing scheme. Details in Chief Inspector of Factories' Report, 1927.	....	....
Do.	Government Central Distillery.	A good housing scheme for all employees.	....	Stone quarters line system.
Mulund	Braithwaite & Company.	215, single line, 12' x 10' with 4' wide verandah.	Rs. 4	2-3 persons per room. Basket system. 150 occupied.
Ambernath	Factories	Provide housing on line system.	....	....
Thana	Messrs. E. D. Sassoon & Co. (Raymond Woollen Mill).	128 rooms, 11' x 10', line system.	Rs. 3	Fully occupied.

## APPENDIX

## Deaths by causes and occupations

Nature of Occupation	Causes of								
	All causes	Pulmonary Tuberculosis	Cancer	Rheumatic Fever	Gout	Diabetes	Alcoholism	Plumbism (Lead poisoning)	Disease of the Nervous system
<i>Production of Raw Materials— Class A (I and II)</i>									
Mines, Metallic minerals, coal, etc., and Petroleum wells.	..	..	..	..	..	..	..	..	..
Quarries of hard rocks ..	4	..	..	..	..	..	..	..	..
Salt works, extraction of saltpetre, alum, etc.	3	..	..	..	..	..	..	..	..
<i>III.—Industry</i>									
Textiles, cotton mills, workers in cotton.	70	4	..	..	..	1	..	..	..
Jute spinning, weaving, etc. ..	59	1	..	..	..	..	..	..	..
Rope, twine, and string making, workers in other fibres.	..	..	..	..	..	..	..	..	..
Woolen mills, blankets, carpets, etc. ..	4	..	..	..	..	..	..	..	..
Workers in silk and hair (camel, horse, etc.).	6	1	..	..	..	..	..	..	..
Dyeing, bleaching, calico printing, etc.	13	1	..	..	..	..	..	..	..
Other textiles and millhands, weavers, etc., insufficiently described.	1,314	66	2	..	..	1	..	..	8
Furriers, workers in leather, bone, etc.	23	4	..	..	..	..	..	..	1
Sawyers, carpenters, basket makers, etc.	189	24	1	..	..	..	..	..	1
Workers in iron, makers of guns, etc.	52	2	1	..	..	..	..	..	1
Workers in brass, copper and bell metal.	19	5	..	..	..	..	..	..	2
Workers in lead, quicksilver and other metals.	56	4	..	..	..	..	..	..	..
Workers in mints, die-sinkers, etc. ..	..	..	..	..	..	..	..	..	..
Workers in ceramics, glass, pottery, porcelain, bricks, etc.	21	4	..	..	..	..	..	..	..
Making of matches and explosives ..	..	..	..	..	..	..	..	..	..
Making of aerated waters and ice ..	2	..	..	..	..	..	..	..	..
Making of dyes, paints and ink ..	1	..	..	..	..	..	..	..	..
Making, refining vegetable and mineral oils.	..	..	..	..	..	..	..	..	..
Making of paper, papier mache, etc. ..	1	..	..	..	..	..	..	..	..
Making of soap, candles, perfumes, drugs.	4	1	..	..	..	..	..	..	..
Bakers, butchers, fish curers, flour-grinders, makers of other food.	49	10	..	..	..	..	..	..	1

\* Excluding intervening numbers

## II

in 1927—Bombay City

Death											Death-rate per 1,000 of actual workers by the Census of 1921	Population by the Census of 1921		
Valvular Disease of the Heart	Aneurism	Other Diseases of the Circulatory system*	Disease of the Respiratory system	Hernia	Disease of the Liver	Other Diseases of the Digestive System*	Bright's Disease	Other Diseases of the Urinary System	Suicide	Accidents		All other Causes	Actual workers	Dependants
..	..	..	..	..	..	..	..	..	..	..	..	92	185	
..	..	..	2	..	..	1	..	..	..	..	1	90.9	44	46
..	..	..	1	..	..	..	..	..	..	..	2	7.8	410	172
..	..	..	32	..	..	2	..	..	..	2	20	125,663	48,999	
..	..	..	23	..	..	1	1	..	1	1	26			
..	..	..	..	..	..	..	..	..	..	..	..	277	144	
..	..	..	8	..	..	..	..	..	..	1	..	10.9	149	64
..	..	..	8	..	..	1	..	..	..	..	1	135	507	
..	..	..	8	..	..	..	..	..	..	..	4	1,749	1,489	
..	1	7	650	1	7	39	2	3	1	26	501	5,865	3,458	
..	..	..	11	..	..	1	..	..	..	..	11	9.1	3,062	2,104
1	..	1	75	..	3	9	1	2	1	4	66	3.8	21,384	19,113
1	..	..	25	..	..	1	..	..	..	..	21	6.5	7,935	6,128
..	..	..	5	..	1	..	..	..	..	..	6	927	940	
..	..	..	29	..	2	2	..	..	1	1	17	26.1	1,800	1,388
..	..	..	..	..	..	..	..	..	..	..	..	145	160	
..	..	..	7	..	1	..	..	..	..	1	8	14.0	1,495	1,004
..	..	..	..	..	..	..	..	..	..	..	..	356	90	
..	..	..	1	..	..	..	..	..	..	..	1	23.8	84	35
..	..	..	..	..	..	1	..	..	..	..	..	10.4	96	42
..	..	..	..	..	..	..	..	..	..	..	..	139	69	
..	..	..	1	..	..	..	..	..	..	..	..	58.8	17	..
..	..	..	..	..	..	1	..	..	..	..	2	38.0	105	91
..	..	1	15	..	..	..	..	1	..	3	18	22.4	2,188	1,587

in preceding columns.

## APPENDIX

Nature of Occupation	Causes of								
	All causes	Pulmonary Tuberculosis	Cancer	Rheumatic Fever	Gout	Diabetes	Alcoholism	Poisoning (Lead poisoning)	Disease of the Nervous system
<i>Production of Raw Materials— Class III— Industry—contd.</i>									
Brewers, distillers, toddy drawers ..	14	..	..	..	..	..	..	..	..
Making of tobacco, opium and ganja ..	110	17	2	..	..	..	..	..	..
Tailors, etc., makers of umbrellas, boots, hats and other articles of dress.	202	21	2	..	..	..	..	..	3
Washing, cleaning and dyeing clothes ..	112	16	..	..	..	..	..	..	1
Barbers and other industries connected with the toilet.	47	3	..	1	..	..	..	..	..
Furniture, cabinet, tent makers, carriage painters, upholsterers, etc.	10	3	..	..	..	..	..	..	..
Building industries, lime burners, excavators, stone cutters, etc.	58	6	..	..	..	..	..	..	1
House decorators, builders, painters, plumbers, tilers, etc.	49	7	..	..	..	..	..	..	1
Makers of vehicles, ships, aeroplanes, etc.	..	..	..	..	..	..	..	..	..
Gas works and electric light ..	21	4	..	..	..	..	..	..	..
Printers, lithographers, engravers, etc.	62	5	..	..	..	..	..	..	3
Book-binders, makers of musical instruments, clocks, etc.	29	10	..	..	..	..	..	..	..
Workers in jewellery, necklaces, toys, etc.	36	2	..	..	..	..	..	..	1
Employees (not actors) in theatres, race-courses, contractors, etc.	15	..	..	..	..	..	..	..	2
Sweepers, scavengers, etc. ..	168	17	1	..	..	..	..	..	1
<i>IV.—Transport</i>									
Persons (not makers) concerned with aerodromes and aeroplanes.	..	..	..	..	..	..	..	..	..
Persons employed in transport by water.	145	11	..	..	..	..	..	..	2
Persons employed on construction, etc., of roads and bridges.	18	..	..	..	..	1	..	..	1
Managers and employers connected with vehicles.	27	..	1	..	..	..	..	..	1
Bullocks, ass, etc., owners and drivers.	184	10	1	..	..	..	..	..	4
Porters and messengers ..	12	2	..	..	..	..	..	..	..
Railway employees (other than labourers).	117	5	2	..	..	1	1	..	11
Labourers and coolies on railways ..	133	8	1	..	..	..	..	..	1
Post, Telegraph and Telephone services	35	2	..	..	..	2	..	..	..

\* Excluding intervening



## II—contd.

Death											Death-rate per 1,000 of actual workers by the Census of 1921	Population by the Census of 1921		
Valvular Disease of the Heart	Aneurism	Other diseases of the Circulatory system	Disease of the Respiratory system	Hernia	Disease of the Liver	Other Diseases of the Digestive System	Bright's Disease	Other Diseases of the Urinary System	Suicide	Accidents		All other Causes	Actual workers	Dependants
..	..	..	6	..	..	..	..	..	..	2	6	16.8	831	708
..	..	1	42	..	..	2	2	..	..	2	42	26.6	4,143	1,276
1	..	1	89	..	1	10	2	2	1	4	65	12.2	16,602	11,919
..	..	..	43	1	..	7	..	1	..	4	39	20.1	5,575	2,572
..	..	1	19	..	1	1	..	..	..	2	19	10.2	4,626	2,865
..	..	..	5	..	..	..	..	..	..	..	2	34.8	287	241
..	..	..	21	..	..	1	1	..	..	1	27	8.4	6,891	3,230
1	..	..	20	..	1	3	..	..	..	..	16	25.7	1,906	1,738
..	..	..	..	..	..	..	..	..	..	..	..	..	854	237
..	..	1	8	..	1	..	..	..	..	3	4	20.9	1,001	948
..	..	3	24	..	1	3	1	..	..	2	20	21.6	2,875	2,473
..	..	1	5	..	1	..	..	..	..	2	10	28.5	1,018	964
..	..	2	16	..	2	1	..	..	..	..	12	7.6	4,775	4,197
..	..	1	6	..	..	2	..	..	..	..	4	44.0	341	652
1	..	..	71	..	2	7	2	..	..	3	58	26.8	6,081	3,628
..	..	..	..	..	..	..	..	..	..	..	..	..	11	2
..	1	1	74	1	1	8	1	..	1	11	33	4.7	31,048	8,482
..	..	1	8	..	..	..	..	1	2	1	3	29.5	611	246
..	..	..	10	..	1	1	..	..	1	3	9	3.9	6,900	5,626
..	..	4	85	..	1	7	1	..	..	4	67	34.6	5,310	5,331
..	..	..	5	..	..	..	..	..	..	1	4	20.3	591	138
..	..	2	47	..	4	7	..	2	1	2	32	9.1	12,887	12,577
..	..	1	52	..	1	6	..	..	..	7	56	20.1	6,704	4,641
..	..	..	14	..	2	2	..	..	..	..	18	10.6	3,297	3,005

numbers in preceding columns.

**APPENDIX III**  
**GENERAL DEPARTMENT**

Bombay Castle, 19th March 1927

No. 4824-D.—In exercise of the powers conferred by clause (g) of sub-section (2) of section 37 of the Indian Factories Act, 1911 (XII of 1911), the Governor in Council is pleased to amend the Factories (Amended) Rules, Bombay, 1923, published in Government notification, General Department, No. 2343-B.,\* dated the 1st July 1923, as follows, namely :—

(1) To rule 2 of the said rules the following clauses shall be added, namely :—

(f) Artificial humidification means humidification of the air of a room by any artificial means whatsoever except the use of gas or oil for lighting purposes, or the unavoidable escape of steam or water vapour into the atmosphere directly due to the treatment of fibre by water or steam in its passage through a machine.

Provided that the introduction of air directly from outside through moistened mats or screens placed in ventilation openings at times when the temperature of the room is 80 degrees or more, shall not be deemed to be artificial humidification.

(g) Hygrometer means an accurate wet and dry bulb hygrometer conforming to the prescribed conditions as regards construction and maintenance.

(h) Degrees (of temperature) mean degrees of the Fahrenheit scale.

(2) After rule 20 of the said rules the following rules shall be inserted, namely :—

20A. There shall be no artificial humidification in any room of a cotton spinning or weaving factory

(a) at any time when the wet bulb reading of the hygrometer is higher than that specified in the following schedule in relation to the dry bulb reading of the hygrometer at that time; or, as regards a dry bulb reading intermediate between any two dry bulb readings indicated consecutively in the Schedule when the dry bulb reading does not exceed the wet bulb reading to the extent indicated in relation to the lower of those two dry bulb readings :—

*Schedule.*

Dry bulb	Wet bulb	Dry bulb	Wet bulb
60·0	58·0	90·0	84·5
61·0	59·0	91·0	85·0
62·0	60·0	92·0	85·5
63·0	61·0	93·0	86·0
64·0	62·0	94·0	86·5
65·0	63·0	95·0	87·0
66·0	64·0	96·0	87·5
67·0	65·0	97·0	88·0
68·0	66·0	98·0	88·5
69·0	67·0	99·0	89·0
70·0	68·0	100·0	89·5
71·0	69·0	101·0	90·0
72·0	70·0	102·0	90·0
73·0	71·0	103·0	90·5
74·0	72·0	104·0	90·5
75·0	73·0	105·0	91·0
76·0	74·0	106·0	91·0
77·0	75·0	107·0	91·5
78·0	76·0	108·0	91·5
79·0	77·0	109·0	92·0
80·0	78·0	110·0	92·0
81·0	79·0	111·0	92·5
82·0	80·0	112·0	92·5
83·0	80·5	113·0	93·0
84·0	81·0	114·0	93·0
85·0	82·0	115·0	93·5
86·0	82·5	116·0	93·5
87·0	83·0	117·0	94·0
88·0	83·5	118·0	94·0
89·0	84·0	119·0	94·5
		120·0	95·0

\* Printed at pages 1484-1527 of Part I of the *Bombay Government Gazette* dated 12th July 1923.

Provided, however, that this Rule shall not apply when the difference between the wet bulb temperature as indicated by the hygrometer in the department concerned, and the wet bulb temperature taken with a hygrometer outside in the shade is less than 3.5 degrees.

20B. In all departments of cotton spinning and weaving mills wherein artificial humidification is adopted, hygrometers shall be provided and maintained in such positions as are approved by the Inspector. The number of hygrometers shall be regulated according to the following scale:—

(a) *Weaving Department.*—One hygrometer for departments with less than 500 looms, and one additional hygrometer for every 500 or part of 500 looms in excess of 500.

(b) *Other Departments.*—One hygrometer for each room of less than 300,000 cubic feet capacity, and one extra hygrometer for each 200,000 cubic feet, or part thereof, in excess of this.

Provided also that one hygrometer shall be provided and maintained outside each cotton spinning and weaving factory wherein artificial humidification is adopted, and in a position approved by the Inspector, for taking hygrometer shade readings.

20C. When satisfied that the limits of humidity allowed by the Schedule to Rule 20A are never exceeded, the Inspector may, for any department other than the weaving department, grant exemption from the maintenance of the hygrometer. The Inspector shall record such exemption in form J.

20D. A legible copy of the Schedule to Rule 20A shall be affixed near each hygrometer.

20E. At each hygrometer maintained in accordance with Rule 20B correct wet and dry bulb temperatures shall be recorded thrice daily during each working day by competent persons nominated by the Manager and approved by the Inspector. The temperatures shall be taken between 7 a.m. and 9 a.m., between 11 a.m. and 2 p.m. (but not in the rest interval), and between 4 p.m. and 5.30 p.m. In exceptional circumstances, such additional readings and between such hours as the Inspector may specify, shall be taken. The temperatures shall be entered in a Humidity Register in Form G-1 maintained in the factory. At the end of each month the persons who have taken the readings shall sign the register and certify the correctness of the entries. The register shall always be available for inspection by the Inspector.

20F. (a) Each hygrometer shall comprise two mercurial thermometers respectively wet bulb and dry bulb of similar construction, and equal in dimensions, scale and divisions of scale. They shall be mounted on a frame with a suitable reservoir containing water.

(b) The wet bulb shall be closely covered with a single layer of muslin, kept wet by means of wick attached to it and dipping into the water in the reservoir. The muslin covering and the wick shall be suitable for the purpose, clean and free from size or grease.

(c) No part of the wet bulb shall be within 3 inches from the dry bulb or less than 1 inch from the surface of the water in the reservoir and the water reservoir shall be below it, on the side of it away from the dry bulb.

(d) The bulbs shall be spherical and of suitable dimensions and shall be freely exposed on all sides to the air of the room.

(e) The bores of the stems shall be such that the position of the top of the mercury column shall be readily distinguishable at a distance of 2 feet.

(f) Each thermometer shall be graduated so that accurate readings may be taken between 50 and 120 degrees.

(g) Every degree from 50 degrees up to 120 degrees shall be clearly marked by horizontal lines on the stem; each fifth and tenth degree shall be marked by longer marks than the intermediate degrees, and the temperature marked opposite each tenth degree, i.e., 50, 60, 70, 80, 90, 100, 110 and 120.

(h) The markings as above shall be accurate, that is to say at no temperature between 50 and 120 degrees shall the indicated reading be in error by more than two-tenths of a degree.

(i) A distinctive number shall be indelibly marked upon the thermometer.

(j) The accuracy of each thermometer shall be certified by the National Physical Laboratory, London, or some competent authority appointed by the Chief Inspector of Factories and such certificate shall be attached to the Humidity Register.

20G. Each thermometer shall be maintained at all times during the period of employment in efficient working order, so as to give accurate indications and in particular—

(a) The wick and the muslin covering of the wet bulb shall be renewed once a week.

(b) The reservoir shall be filled with water which shall be completely renewed once a day. The Chief Inspector of Factories may prescribe the use of distilled water or pure rain water in any particular mill or mills in certain localities.

(c) No water shall be applied directly to the wick or covering during the period of employment.

20H. If an Inspector gives notice in writing that a thermometer is not accurate, it shall not, after one month from the date of such notice, be deemed to be accurate unless and until it has been re-examined as above, and a fresh certificate obtained which certificate shall be kept attached to the Humidity Register.

20I. No hygrometer shall be affixed to a wall, pillar or other surface unless protected therefrom by wood or other non-conducting material at least half an inch in thickness and distant at least one inch from the bulb of each thermometer.

20J. No readings shall be taken for record on any hygrometer within 15 minutes of the renewal of water in the reservoir.

(3) After form R appended to the said rules the following form shall be inserted namely :—

FORM G-1

HUMIDITY REGISTER

Department :—

Hygrometer { distinctive mark or number.  
position in department.

Date	Readings of Hygrometer						If no humidity insert none	Remarks
	Between 7 and 9 a.m.		Between 11 a.m and 2 p.m. (but not in the rest period)		Between 4 and 5-30 p.m.			
	Dry bulb	Wet bulb	Dry bulb	Wet bulb	Dry bulb	Wet bulb		
	Year	Month	Day					
1st	..	..						
2nd	..	..						
3rd	..	..						
4th	..	..						
5th	..	..						
6th	..	..						
7th	..	..						
8th	..	..						
9th	..	..						
10th	..	..						
11th	..	..						
12th	..	..						
13th	..	..						
14th	..	..						
15th	..	..						
16th	..	..						
17th	..	..						

## FORM G-I—(contd.)

Date Year Month Day	Readings of Hygrometer						If no humidity insert none	Re- marks.
	Between 7 and 9 a.m.		Between 11 a.m. and 2 p.m. (but not in the rest period)		Between 4 and 5-30 p.m.			
	Dry bulb	Wet bulb	Dry bulb	Wet bulb	Dry bulb	Wet bulb		
18th .. ..								
19th .. ..								
20th .. ..								
21st .. ..								
22nd .. ..								
23rd .. ..								
24th .. ..								
25th .. ..								
26th .. ..								
27th .. ..								
28th .. ..								
29th .. ..								
30th .. ..								
31st .. ..								

At the beginning of the month the Sundays, whole holidays, and in the shorter months the 31st or other excess days should be erased.

(Signed)

Certified that the above entries are correct.

(Signed)

By order of the Governor in Council,

C. W. A. TURNER,  
Secretary to Government.

## APPENDIX IV

## BOMBAY ACT NO. VII OF 1929.

*An Act to regulate the employment of women in factories some time before and some time after confinement and to provide for the payment of maternity benefit to them.*

WHEREAS it is expedient to regulate the employment of women in factories some time before and some time after confinement and to provide for the payment of maternity benefit to them in the manner hereinafter provided; And Whereas the previous sanction of the Governor General required by sub-section (3) of section 80-A of the Government of India Act and the previous sanction of the Governor required by section 80-C of the said Act have been obtained for the passing of this Act; It is hereby enacted as follows:—

5 & 6  
Geo. V,  
c. 61.

1. *Short title.*—This Act may be called the Bombay Maternity Benefit Act, 1929.

2. *Extent and operation.*—(1) This Act shall apply in the first instance to the Bombay Suburban District and the cities of Bombay, Ahmedabad, Viramgam, Surat, Broach, Jalgaon, Sholapur, Belgaum, Amalner and Karachi. The Government may, from time to time, by notification in the "Bombay Government Gazette" extend this Act to such other places as it thinks fit.

(2) It shall come into operation on the first day of July 1929.

3. *Definitions.*—In this Act, unless there is anything repugnant in the subject or context,—

XII of  
1911.

(a) "Employer" includes an occupier of a factory as defined in the Indian Factories Act, 1911, and the manager of a factory;

XII of  
1911.

(b) the expressions "employ", "employed", "factory", and "inspector of factories" shall have the same meanings as are respectively assigned to them under the Indian Factories Act, 1911;

(c) "maternity benefit" means the amount of money payable under the provisions of this Act to a woman employed in a factory.

4. *After this Act comes into operation,—*

*Employment of or work by women in factories prohibited during certain period.*—(1) no employer shall knowingly employ a woman in any factory during the four weeks immediately following the day of her delivery; and

(2) no woman shall work in any factory during the four weeks immediately following the day of her delivery.

5. *Right to payment of maternity benefit.*—(1) Subject to the provisions of this Act, every woman employed in a factory shall be entitled to the payment of maternity benefit at the rate of eight annas a day for the actual days of her absence for the period immediately preceding her confinement and for the four weeks immediately following her confinement as mentioned in sub-section (2):

Provided that a woman shall not be entitled to maternity benefit unless she has been employed in the factory of the employer from whom she claims maternity benefit for a period of not less than six months immediately preceding the date on which she notifies her intention under sub-section (1) of section 6.

(2) The maximum period for which any woman shall be entitled to the payment of maternity benefit shall be seven weeks, that is to say, three weeks up to and including the day of her delivery and four weeks immediately following that day. If a woman dies during this period the maternity benefit shall be payable only for the days up to and including the day of her death.

6. *Procedure regarding payment of maternity benefit.*—(1) Any woman employed in a factory and entitled to maternity benefit under the provisions of this Act, who is pregnant may, on any day, give notice in writing to her employer stating that she expects to be confined within one month next following, that her maternity benefit may be paid to her, and that she will not work in any employment during the period for which she receives maternity benefit.

(2) The employer shall thereupon permit such woman to absent herself from the factory from the following day until four weeks after the day of her delivery.

(3) The amount of maternity benefit for the period up to and including the day of delivery shall be paid by the employer to the woman within forty-eight hours of the production of a certified extract from a birth register stating that the woman has given

birth to a child. The amount due for the subsequent period shall be paid punctually each fortnight in arrear.

7. *Payment of maternity benefit in case of a woman's death.*—If a woman entitled to maternity benefit under this Act dies during the period for which she is entitled to maternity benefit the employer shall pay the amount of maternity benefit due, if the newly born child survives her, to the person who undertakes the care of the child; and if the child does not survive her to her legal representative.

8. *No notice of dismissal to be given to a woman during period of maternity benefit.*—When a woman absents herself from work in accordance with the provisions of this Act it shall not be lawful for her employer to give her notice of dismissal during such absence or on such a day that the notice will expire during such absence.

9. *Forfeiture of maternity benefit.*—If a woman works in any factory after she has been permitted by her employer to absent herself under the provisions of section 6 she shall forfeit her claim to the payment of the maternity benefit to which she is entitled.

10. *Penalty for contravention of the Act by an employer.*—If any employer contravenes the provisions of this Act he shall, on conviction, be liable to a fine which may extend to five hundred rupees.

11. *Penalty for contravention of the Act by a woman.*—If any woman works in any factory within four weeks of the date of her delivery she shall be liable, on conviction, to a fine not exceeding ten rupees.

12. *Cognisance of offences.*—(1) No prosecution under this Act shall be instituted except by or with the previous sanction of the Inspector of factories.

(2) No Court inferior to that of a Presidency Magistrate or of a Magistrate of the First Class shall try any offence against this Act or any rules thereunder.

13. *Limitation of prosecutions.*—No Court shall take cognisance of any offence against this Act or any rule thereunder unless complaint thereof is made within six months of the date on which the offence is alleged to have been committed.

14. *Rules.*—(1) The Governor in Council may make rules for the purpose of carrying into effect the provisions of this Act.

(2) In particular, and without prejudice to the generality of the foregoing power, such rules may provide for,—

(a) the preparation and maintenance of a muster roll and the particulars to be entered in such roll;

(b) the inspection of factories for the purposes of this Act by Inspectors of factories;

(c) the exercise of powers and the performance of duties by Inspectors of factories for the purposes of this Act;

(d) the method of payment of maternity benefit in so far as provision has not been made in this Act; and

(e) any other matter for which no provision has been made in this Act and for which provision is, in the opinion of the Governor in Council, necessary.

(3) Any such rule may provide that a contravention thereof shall be punishable with fine which may extend to fifty rupees.

(4) The making of rules under this section shall be subject to the condition of previous publication. Such rules shall be laid on the table of the Bombay Legislative Council for one month previous to the next session thereof and shall be liable to be rescinded or modified. If any rule is modified the Governor in Council may accept the modification and reissue the rule accordingly or may rescind the rule.

15. *Copies of this Act and rules thereunder to be exhibited.*—A copy of the provisions of this Act and the rules thereunder in the local vernacular shall be exhibited in a conspicuous place by the employer in every factory in which women are employed.

#### GENERAL DEPARTMENT

Bombay Castle, 17th June 1929

No. 1066.—The following draft of a notification which it is proposed to issue under section 14 of the Bombay Maternity Benefit Act, 1929 (Bom. VII of 1929), is published as required by sub-section (4) of the said section for the information of all persons likely to be affected thereby, and notice is hereby given that the draft will be taken into consideration by the Governor in Council on or after the 25th July 1929.

2. Any objection or suggestion which may be sent to the Secretary to Government, General Department, by any person with respect to the said draft before the date aforesaid will be considered by the Governor in Council.

*Draft Notification*

No. .—In exercise of the powers conferred by section 14 of the Bombay Maternity Benefit Act, 1929 (Bom. VII of 1929), the Governor in Council is pleased to make the following rules, for the purpose of carrying into effect the provisions of the said Act, namely:—

1. *Short title.*—These rules may be cited as the Bombay Maternity Benefit Rules, 1929.

2. *Definitions.*—In these Rules:—

(a) "Act" means the Bombay Maternity Benefit Act, 1929.

(b) "Inspector" means an Inspector of factories appointed under sub-section (1) of section 4 of the Indian Factories Act, 1911, and includes an additional Inspector appointed under sub-section (4) of the said section.

3. *Mustor roll.*—The employer of every factory in which women are employed shall prepare and maintain a muster roll in the form of Schedule I to these rules. The names and record of employment of all women employed in the factory shall be entered therein and also the other particulars prescribed therein. All entries in the muster roll shall be maintained up-to-date and it shall always be available for inspection by the Inspector.

4. *Responsibility of Inspector.*—The Inspector shall be primarily responsible for the administration of the Act, within the area assigned to him under the Indian Factories Act, 1911; provided that in areas where there are more than one Inspector, the Collector of Bombay may allocate the factories within such areas to such Inspector as he shall deem proper.

5. *Powers of Inspector.*—(1) The Inspector may, within the area for which he is appointed, examine the muster roll maintained under rule 3 and shall have power to make such enquiries and to require the production of such papers or documents as he considers necessary for the purpose of ascertaining whether the provisions of the Act and of these rules are properly carried out in any factory or not; provided that he shall not require any employer to answer any question or to give any evidence tending to criminate himself.

(2) Every notice given under sub-section (1) of section 6 of the Act and every receipt for maternity benefit paid to any person under the provisions of the Act or of these rules shall, on demand, be produced before the Inspector.

6. *Penalty.*—If any employer contravenes the provisions of rule 3 he shall be liable, on conviction, to a fine not exceeding fifty rupees.

7. *Penalty.*—Any person who wilfully obstructs an Inspector in the exercise of his powers or the performance of his duties or fails to produce on demand the muster roll, or notices given under section 6 (1) of the Act or receipts for maternity benefits paid or other papers or documents necessary to enable the Inspector to ascertain that the provisions of the Act and these rules have been complied with, shall be liable, on conviction, to a fine not exceeding fifty rupees.

8. *Return.*—Every employer of women in a factory shall furnish to the Chief Inspector of Factories by the 1st of August in each year a return in the form of Schedule II to these rules.

9. *Records.*—Records relating to the payment of maternity benefit under the provisions of the Act or these rules shall be preserved for a period of two years from the date of their preparation.



**SCHEDULE 1**

(See Rule 3)

*Form of muster roll*

Name of Factory.....

(Muster Roll to be maintained up-to-date under the Bombay Maternity Benefit Act, 1929)

Month of 19 . . . . .

1 Name		2 Department		3 Ticket or departmental Number		4 Date		5 Total days	6 Date on which notice of pregnancy was given. [Section 6 (1)].	7 Date of birth of child.	8 Date of production of certified extract from birth register.	9 Date of first payment and amount of same [Section 6 (3)].	10 Date (s) of subsequent payment (s) and amounts thereof, [Section 6 (3)].	11 If the woman dies, date and amount of maternity benefit paid, and the names of persons to whom paid.	12 Remarks
	1		2		3		31								

SCHEDULE II

(See Rule 8)

*Return to be submitted to the Chief Inspector of Factories on or before the 1st August each year*

- Name of factory
- Name of Occupier
- Name of Manager
- Year ending 30th June 19 .....
- Average number of women employed daily
- Number of women who claimed maternity benefit under section 6 (1) of the Act
- Number of women who were paid maternity benefit for actual births
- Number of other persons who were paid maternity benefit (section 7)
- Total amount of maternity benefit paid

(Signature).....  
Employer.

By order of the Governor in Council,

R. B. EW BANK,  
Secretary to Government.

APPENDIX V  
CREDIT SOCIETIES

(a) Credit Societies in Mills

Name of Society	Date of Registration	Number of members	Loans due by Individuals	Share Capital paid	Loans and Deposits held at the end of the year from		Reserve Fund	Working Capital
					Members	Non-members		
1	2	3	4	5	6	7	8	9
			Rs.	Rs.			Rs.	Rs.
1. Alexandra & B. D. Sassoon Mills Co-operative Credit Society.	12th December 1921.	147	5,874	4,828	3,718	..	975	9,516
2. Apollo Mills Co-operative Credit Society.	14th October 1922.	122	4,077	3,306	290	..	670	4,356
3. Bombay Tardeo Mill-hands' Co-operative Credit Society.	2nd May 1913.	69	1,469	748	974	..	1,101	2,816
4. Bombay Woollen Mills Co-operative Credit Society.	25th September 1924.	79	1,350	784	..	..	186	920
5. Crescent Mills Co-operative Credit Society.	9th August 1918.	21	520	221	..	25	258	504
6. Crescent Mills Carding and Blowing Co-operative Credit Society.*	19th December 1919.	..	..	..	..	..	..	..
7. Crescent Mills Engine and Machine Department Co-operative Credit Society.	4th February 1919.	37	1,091	381	65	477	128	1,046
8. Crescent Mills Folding Department Co-operative Credit Society.	7th June 1919.	24	..	232	17	280	110	639
9. Crescent Mills Frame Department Co-operative Credit Society.	4th February 1919.	46	974	453	23	74	448	998
10. Crescent Mills Mule and Building Co-operative Credit Society.	19th December 1919.	22	474	220	10	313	52	595
11. Crescent Mills Ring Co-operative Credit Society.	22nd August 1919.	75	1,780	781	78	750	336	1,800
12. Crescent Mills Warping, Sizing and Drawing Co-operative Credit Society.	19th December 1919.	38	759	376	44	400	232	1,059
13. Crescent Mills Weaving Department Co-operative Credit Society.	7th June 1919.	59	1,096	580	23	325	271	1,199
14. Currimbhoy Mills Folding Department Co-operative Credit Society.	23rd May 1918.	40	805	480	51	..	237	718
15. Currimbhoy Mills Ring Department Co-operative Credit Society.	27th January 1920.	68	1,451	675	65	307	117	1,664

\*Non-working.

## APPENDIX V—contd.

Name of Society	Date of Registration	Number of members	Loans due by Individuals	Share Capital paid	Loans and Deposits held at the end of the year from		Reserve Fund	Working Capital
					Members	Non-members		
1	2	3	4	5	6	7	8	9
			Rs.	Rs.			Rs.	Rs.
16. Currumbhoy Mills Warping and Sizing Co-operative Credit Society.*	22nd August 1919.	..	..	..	..	..	..	..
17. David Mills Gadf (Mule) Department Co-operative Credit Society.	3rd March 1919.	67	8,011	1,085	..	..	1,064	2,149
18. David Mills Mechanic Building Department Co-operative Credit Society.	3rd March 1919.	37	812	550	..	..	427	977
19. David Mills New Blowing, Carding Department Co-operative Credit Society.	3rd March 1919.	20	426	341	..	..	529	870
20. David Mills New Framing Co-operative Credit Society.	3rd March 1919.	16	531	253	..	120	234	607
21. David Mills New Ring Co-operative Credit Society.	30th April 1919.	62	1,919	808	..	374	762	1,344
22. David Mills Old Framing Department Co-operative Credit Society.	3rd March 1919.	9	331	140	..	75	178	393
23. David Mills Old Ring Department Co-operative Credit Society.	30th April 1919.	50	2,016	860	..	..	669	1,529
24. Edward David Sassoon Turkey Red Dye Works Co-operative Credit Society.	19th March 1926.	147	5,638	6,563	1,578	..	462	8,603
25. Edward Sassoon Mills Co-operative Credit Society.	23rd May 1919.	110	1,766	1,408	623	..	639	2,670
26. E. Pabaney Mill-hands' Co-operative Credit Society.	3rd March 1919.	72	1,429	530	53	200	472	1,304
27. E. Pabaney Mills Weaving and Folding Co-operative Credit Society.	1st March 1919.	39	795	409	78	300	191	978
28. Farrubhoy Mill-hands' Co-operative Credit Society.	21st June 1918	73	2,276	611	7	463	684	1,948
29. Farrubhoy Mills Weaving and Folding Co-operative Credit Society.	3rd March 1919.	37	1,085	348	53	450	211	1,062

\* Non-working.

## APPENDIX V—contd.

Name of Society 1	Date of Registration 2	Number of members 3	Loans due by Individuals 4	Share Capital paid 5	Loans and Deposits held at the end of the year from		Reserve Fund 8	Working Capital 9
					Members 6	Non-members 7		
30. Indian Bleaching Dyeing and Printing Works Co-operative Credit Society.	4th February 1919.	85	Rs. 1,542	Rs. 852	44	200	Rs. 502	Rs. 1,598
31. Jacob Sassoon Mills Carding Department Co-operative Credit Society.	26th April 1921.	114	5,843	3,740	100	..	1,140	4,980
32. Jacob Sassoon Mills Engineering Department Co-operative Credit Society.	26th April 1921.	41	2,483	1,701	5	..	682	2,478
33. Jacob Sassoon Mills Folding Department Co-operative Credit Society.	26th April 1921.	57	2,478	1,555	250	..	418	2,223
34. Jacob Sassoon Mills Reeling Department Co-operative Credit Society.	23rd March 1926.	22	75	187	..	..	20	213
35. Jacob Sassoon Mills Spinning Department Co-operative Credit Society.	26th April 1921.	45	1,498	890	..	..	680	1,570
36. Jacob Sassoon Mills Weaving Department Co-operative Credit Society.	26th April 1921.	62	3,715	2,855	21	..	640	3,516
37. Jacob Sassoon Mills Warping and Sizing Department Co-operative Credit Society.*	..	..	..	..	..	..	..	..
38. Jacob Sassoon Mills Mill chawl Tenants' Co-operative Credit Society.*	..	..	..	..	..	..	..	..
39. Currimbhoy Mills Co-operative Credit Society.	20th March 1919.	48	1,190	473	74	200	264	1,011
40. Kastoorchand Mills Co-operative Credit Society.*	13th December 1921.	..	..	..	..	..	..	..
41. Mahomedbhoy Mills Ring Department Co-operative Credit Society.	25th May 1918.	90	1,835	906	134	387	558	1,985
42. Mahomedbhoy Mule Department Co-operative Credit Society.*	19th December 1919.	..	..	..	..	..	..	..
43. Mahomedbhoy Roving Department Co-operative Credit Society.	12th December 1919.	22	470	220	38	10	151	419

\*Non-working.

## APPENDIX V—contd.

Name of Society	Date of Registration	Number of members	Loans due by Individuals	Share Capital paid	Loans and Deposits held at the end of the year from		Reserve Fund	Working Capital
					Members	Non-me		
1	2	3	4	5	6	7	8	9
			Rs.	Rs.			Rs.	Rs.
44. Morarji Gokuldas Mill-hands' Co-operative Credit Society.	18th March 1916.	476	16,005	6,700	4,265	2,264	6,633	19,952
45. Meyer Sassoon Mills Co-operative Credit Society.	2nd November 1921.	835	6,719	7,894	164	..	1,001	9,659
46. Pearl Mill-hands' Co-operative Credit Society.	2nd July 1918.	34	765	370	..	..	361	781
47. Pearl Mill Folding Department Co-operative Credit Society.	7th June 1919.	25	410	227	5	..	193	425
48. Pearl Mill Ring Department Co-operative Credit Society.	7th June 1919.	70	1,752	307	144	500	342	1,693
49. Pearl Mill Warping and Sizing Co-operative Credit Society.	7th June 1919.	23	690	232	15	170	159	576
50. Pearl Mill Women Servants' Co-operative Credit Society.	16th May 1921.	47	840	427	38	425	127	1,017
51. Premier Mill Weaving Side Co-operative Credit Society.	13th March 1922.	33	829	371	18	593	186	1,167
52. Premier Mill Spinning Co-operative Credit Society.	13th March 1922.	39	985	390	270	515	93	1,030
53. Rachel Sassoon Mills Co-operative Credit Society.	14th October 1922.	106	4,518	4,012	205	..	697	4,914
54. Standard Mills Blowing and Carding Department Co-operative Credit Society.	4th February 1919.	41	652	313	204	200	186	903
55. Standard Mills Dying and Bleaching Department Co-operative Credit Society.	4th February 1919.	41	890	400	306	..	324	1,030
56. Standard Mills Electric and Mechanic Co-operative Credit Society.	4th February 1919.	56	1,596	651	325	500	305	1,681
57. Standard Mills Folding and Finishing Co-operative Credit Society.	4th February 1919.	33	840	319	98	200	295	912
58. Standard Mills Framing Co-operative Credit Society.	3rd March 1919.	67	1,304	653	336	..	413	1,403
59. Standard Mills Spinning Co-operative Credit Society.	28th July 1919.	71	1,249	547	109	300	360	1,316

## APPENDIX V—contd.

Name of Society	Date of Registration	Number of members	Loans due by Individuals	Share Capital paid	Loans and Deposits held at the end of the year from		Reserve Fund	Working Capital
					Members	Non-members		
1	2	3	4	5	6	7	8	9
			Rs.	Rs.			Rs.	Rs.
60. Standard Mills Warping, Sizing, etc., Department Co-operative Credit Society.	4th February 1919.	39	957	366	162	200	282	1,010
61. Standard Mills Weaving Co-operative Credit Society.	4th February 1919.	86	1,625	733	282	300	389	1,704
62. Tata Mills Bleaching, Dyeing Department Co-operative Credit Society.	2nd June 1919.	37	320	270	..	1,433	212	1,915
63. Tata Mills Co-operative Credit Society.	4th February 1919.	66	1,495	682	162	1,500	530	2,874
64. Tata Mills Spinning Department Co-operative Credit Society.	4th February 1919.	43	380	341	..	1,950	345	2,636
65. Kuria Swadeshi Mills Weaving Department Co-operative Credit Society.	2nd December 1919.	106	1,920	1,279	34	..	613	1,926
66. Kuria Swadeshi Mills Ring and Throstle Co-operative Credit Society.	2nd December 1919.	88	1,318	1,031	159	100	391	1,681
67. Kuria Swadeshi Mills Folding and Sizing Co-operative Credit Society.	22nd December 1919.	46	955	567	29	100	226	922
68. Kuria Swadeshi Mills Carding Co-operative Credit Society.	22nd December 1919.	70	1,495	977	342	250	384	1,953
69. Kuria Swadeshi Mills Mechanical Co-operative Credit Society.	30th January 1920.	34	526	374	16	101	182	623
70. Kuria Swadeshi Mills Dyeing and Bleaching Co-operative Credit Society.	30th January 1920.	39	580	334	8	200	102	644
71. Kuria Swadeshi Mills Reeling and Winding Co-operative Credit Society.	4th August 1921.	50	390	270	141	100	79	590
72. Kuria Swadeshi Mills Clerks Department Co-operative Credit Society.	5th January 1922.	30	345	438	10	450	63	960
Grand Total ..		4,406	117,484	73,135	16,257	18,481	32,683	1,40,718

## APPENDIX V—contd.

(b) Credit Societies of Labouring Classes working in Mills, Municipalities and other places

Name of Society	Date of Registration	Number of Members	Loans due by Individuals	Share Capital paid	Loans and Deposits held at the end of the year from		Reserve Fund	Working Capital
					Members	Non-members		
1	2	3	4	5	6	7	8	9
			Rs.	Rs.			Rs.	Rs.
1. Abu Building Co-operative Credit Society.	7th June 1919.	54	2,035	820	251	..	458	1,849
2. Bhiwandikar Maratha Co-operative Credit Society.	18th November 1920.	71	2,247	1,750	183	..	300	2,183
3. Bombay Soravadikar Co-operative Credit Society.	26th January 1924.	33	1,140	390	230	..	46	866
4. Dadabhoy Chawl Co-operative Credit Society.	25th May 1920.	44	969	502	69	..	205	776
5. Dadar Stable Co-operative Credit Society.	22nd October 1928.	121	5,093	2,458	5	811	..	3,749
6. Gas Workers' Co-operative Credit Society.	5th January 1922.	263	8,764	4,720	1,926	50	767	7,468
7. Goa Kamagar Co-operative Credit Society.	23rd September 1924.	66	1,747	1,155	47	..	87	1,709
8. Haji Kasam Chawl Co-operative Credit Society.	6th April 1923.	36	805	360	5	..	194	559
9. Kamathipura Stables Co-operative Credit Society.	24th May 1928.	33	1,286	935	10	..	..	1,445
10. Kowly Compound Co-operative Credit Society.	10th August 1918.	33	907	565	81	..	529	1,176
11. Kumbhkar Co-operative Credit Society.	22nd August 1919.	41	1,140	568	65	3	354	990
12. Natal Co-operative Credit Society.	3rd January 1924.	100	4,802	2,397	774	..	800	4,896
13. Parei Kahatriya Kulotpanna Maratha Co-operative Credit Society.	25th January 1919.	113	1,948	1,166	189	..	724	2,079
14. Tardeo Petal Compound Co-operative Credit Society.	4th May 1917.	53	1,053	530	160	..	452	1,142
15. Textile Mill Compound Co-operative Credit Society.	May 1921	40	684	440	20	5	213	678
16. Kahatriya Kulotpanna Maratha Vidyaprasarak Co-operative Credit Society.	29th September 1919.	60	995	484	29	200	214	927
17. Kahatriya Gadakari Maratha Co-operative Credit Society.	7th August 1920.	147	3,501	2,980	421	..	568	3,919



## APPENDIX V—contd.

1 Name of Society	2 Date of Registration	3 Number of members	4 Loans due by Individuals	5 Share Capital paid	6 Loans and Deposits held at the end of the year from		8 Reserve Fund	9 Working Capital
					6 Members	7 Non-members		
18. Karuneshwar Prasadik Co-operative Credit Society.	24th July 1914.	40	Rs. 1,021	Rs. 400	208	37	Rs. 524	Rs. 1,157
19.* Mazagaon Docks Co-operative Credit Society.	1st August 1920.	889	80,463	86,330	21,195	..	5,025	1,12,550
20. Rohidas Co-operative Credit Society.	3rd September 1920.	60	2,525	1,073	211	2	926	2,405
21. Rohidas Vidyavardhak Samaj Co-operative Credit Society.	1st March 1921.	44	1,987	788	33	..	863	1,614
22. Shree Ramprasadik Co-operative Credit Society.	Cancelled after March.	15	660	171	2	167	863	766
23. Warad * Co-operative Credit Society.	16th October 1916.	97	4,859	2,037	2,894	263	849	5,983
24. Bombay Meghaval Co-operative Credit Society, Unlimited.	19th August 1913.	98	8,250	491	..	2,200	8,722	11,413
25. Mitra Samaj Co-operative Credit Society, Unlimited.	3rd July 1914.	21	2,114	188	..	1,500	620	2,808
26. Shree Sant Prasadik Co-operative Credit Society, Unlimited.	4th May 1916.	16	1,811	226	..	1,215	368	1,809
27. Somavanshiya Co-operative Credit Society, Unlimited.	15th December 1913.	27	4,621	703	422	2,714	1,705	5,544
28. Fergusson Road Co-operative Credit Society, Limited.	27th February 1922.	50	1,043	709	3	..	117	1,039
29. Chinchpokli Road Co-operative Credit Society, Limited.	5th January 1922.	29	775	508	..	..	115	623
30. Samaj Hitachintak Mandal Co-operative Credit Society, Limited.	6th May 1920.	65	2,499	970	1,025	..	446	2,441
Grand Total ..		2,729	1,51,644	1,16,784	30,346	9,187	26,054	1,86,567

\* The Society is open to all the Employees of the Dock, but the majority of the members are labourers.

## CONSUMERS' SOCIETY

1. Currimbhoy Ibrahim Co-operative Stores, Ltd.	8th September 1916.	257	..	322	..	3,375	409	4,106
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## PRODUCERS' SOCIETY

1. Sahakari Manoranjan Mandal, Ltd.	30th November 1925.	128	493	647	..	..	..	647
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**APPENDIX V—contd.**  
**MILL-HANDS' SOCIETIES IN MOFUSSIL**

Name of Society  1	Date of Registration  2	Number of members  3	Loans due by Individuals  4	Share Capital paid  5	Loans and Deposits held at the end of the year from		Reserve Fund  8	Working Capital  9
					Members  6	Non-members  7		
1. Broach Fine Counts Mill Employees' Co-operative Credit Society.	1911	23	Rs. 2,877	Rs. 1,140	568	162	5,220	7,090
2. Broach Whittle Spinning and Manufacturing Co., Spinning Department, Co-operative Credit Society.	1920	395	3,306	2,655	56	393	709	3,312
3. Pratap Mill-hands' Co-operative Urban Bank, Amalner.	1916	621	1,42,921	18,005	1,08,799	19,502	8,910	1,67,211
4. Pratap Mill-hands' Nutan Co-operative Credit Society, Amalner.	1924	630	31,855	6,410	31,411	1,638	880	40,387
5. Dhulia New Pratap Mills Employees' Co-operative Credit Society.	1927	85	2,140	946	4,378	..	60	5,390
<b>Grand Total ..</b>		1,754	1,83,099	29,156	1,45,212	21,743	15,785	2,23,891
	<b>No.</b>							
Mill-Hands' Societies (Bombay and Suburbs).	72	4,406	1,17,434	73,135	16,257	18,481	32,883	1,40,713
Co-operative Societies of Labouring classes working in mills, municipality, etc.	30	2,729	1,51,644	1,16,764	30,346	9,167	26,054	1,86,567
Consumers' Society for mill-hands.	1	257	..	822	..	3,375	409	4,106
Producers' Society for mill-hands.	1	128	493	647	..	..	..	647
Mill-hands' Societies (Mofussil).	5	1,754	1,83,099	29,156	1,45,212	21,743	15,785	2,23,891
<b>Grand Total ..</b>	<b>109</b>	<b>9,274</b>	<b>4,52,670</b>	<b>2,20,024</b>	<b>1,91,815</b>	<b>52,766</b>	<b>74,931</b>	<b>5,55,924</b>

## APPENDIX VI

Statement of accidents in the following industries and Compensation paid for them from 1924 (six months) to 31st December 1928.

Year.	Reference to clauses of s.chl. II	Accidents resulting in			Compensation paid for			No. of cases where employers were insured	Remarks
		Death	Permanent disablement	Temporary disablement	Death	Permanent disablement	Temporary disablement		
					Rs. a. p.	Rs. a. p.	Rs. a. p.		
					(1) Railway	Servants			
1924 ..		2	..	..	3,250 0 0	....	....	..	
1925 ..		41	7	..	29,650 0 0	3,834 10 0	....	..	
1926 ..		70	23	..	55,285 0 0	12,145 13 9	....	..	
1927 ..		65	49	..	40,485 0 0	17,928 10 0	....	19	
1928 ..		56	55	8	44,560 0 0	20,707 8 0	292 8 0	28	These are cases where the railway companies employed contractors but were sued as principal, the contractors being insured.
Total ..		234	134	8	1,78,180 0 0	54,666 9 9	292 8 0	47	
					(2) Tram ways				
1924 .. (1)		..	..	..	....	....	....	..	
1925 .. "		..	1	..	....	1,008 0 0	....	..	
1926 .. "		2	..	..	1,800 0 0	....	....	..	
1927 .. "		3	2	..	3,900 0 0	714 0 0	....	..	
1928 .. "		1	1	..	750 0 0	630 0 0	....	..	
Total ..		6	4	..	6,450 0 0	2,352 0 0	....	..	
					(3) Textile Mills (including	Dyeing and Bleaching)			
1924 .. (11)		88	21	8	80,380 0 0	7,782 14 2	162 1 6	60	
1925 .. "		23	109	4	12,150 0 0	22,429 14 9	545 0 0	94	
1926 .. "		18	179	3	13,160 0 0	38,646 9 0	178 4 0	170	
1927 .. "		42	183	1	85,908 0 0	37,277 8 2	19 1 0	169	
1928 .. "		17	160	4	15,090 0 0	83,973 0 0	380 0 0	110	
Total ..		186	652	20	1,06,088 0 0	1,45,109 14 1	1,233 6 6	612	

## APPENDIX VI—contd.

Year	Reference to clauses of sch. II	Accidents resulting in			Compensation paid for			No. of cases where employees were insured	Remarks
		Death	Permanent disablement	Temporary disablement	Death	Permanent disablement	Temporary disablement		
		(4)	Factories	(other than Textile Mills and Railway Workshops)	Rs. a. p.	Rs. a. p.	Rs. a. p.		
1924	(ii)	1	3	..	1,050 0 0	404 4 0	....	2	Ginning and Pressing Factories are included here.
1925	"	15	27	4	15,507 8 0	10,155 4 0	141 9 4	18	
1926	"	9	34	4	12,615 0 0	9,449 2 0	212 8 0	23	
1927	"	17	50	..	15,430 0 0	13,094 4 5	....	24	
1928	"	14	64	..	16,230 0 0	20,919 7 2	....	40	
Total		56	178	8	60,862 8 0	54,022 5 7	354 1 4	107	
					(5) Railway Workshops				
1924	(ii)	..	..	..	....	....	....	..	
1925	"	7	5	..	7,800 0 0	3,224 5 0	....	..	
1926	"	3	16	1	1,500 0 0	8,311 6 0	252 0 0	..	
1927	"	2	30	..	1,337 8 0	9,349 1 0	....	..	
1928	"	7	18	..	5,400 0 0	7,236 11 0	....	..	
Total		19	69	1	16,037 8 0	28,621 7 0	252 0 0	..	
					(6) Mines and Quarries				
1924	(iii)	..	..	..	....	....	....	..	
1925	"	1	..	..	1,600 0 0	....	....	..	
1926	"	..	1	..	....	504 0 0	....	..	
1927	"	2	..	..	1,700 0 0	....	....	..	
1928	"	2	1	..	1,200 0 0	100 0 0	....	..	
Total		5	2	..	4,500 0 0	604 0 0	....	..	
					(7) Seamen				
1924	(iv)	..	..	..	....	....	....	..	The compensation in these cases was paid as the result of an agreement inserted in the articles. The seamen did not come under the Indian Act.
1925	"	2	..	..	3,900 0 0	....	....	..	
1926	"	1	..	..	1,337 8 0	....	....	..	
1927	"	9	4	..	13,450 0 0	1,956 0 0	....	..	
1928	"	4	6	1	3,637 8 0	2,510 6 0	343 12 0	..	
Total		16	10	1	22,375 0 0	4,466 6 0	343 12 0	..	
					(8) Loading and unloading Ships				
1924	(v)	..	..	..	....	....	....	..	
1925	"	2	4	..	1,800 0 0	935 0 0	....	..	
1926	"	4	2	1	3,600 0 0	1,513 0 0	....	..	
1927	"	5	6	1	3,007 8 0	2,994 4 0	100 0 0	3	
1928	"	5	10	2	3,600 0 0	4,063 0 0	50 0 0	7	
Total		16	22	4	12,007 8 0	9,504 4 0	150 0 0	10	

## APPENDIX VI—contd.

Year	Reference to clause of Sect. II	Accidents resulting in			Compensation paid for			No. of cases where employees were injured	Remarks
		Death	Permanent disablement	Temporary disablement	Death	Permanent disablement	Temporary disablement		
					Rs. a. p.	Rs. a. p.	Rs. a. p.		
					(9) Buildings and Bridges				
1924	(vi)	1	..	..	600 0 0	....	....	..	
1925	"	9	2	..	5,777 8 0	412 0 0	....	2	
1926	"	6	2	..	7,850 0 0	94 8 0	....	..	
1927	"	5	1	..	4,200 0 0	50 8 0	....	1	
1928	"	6	..	..	4,442 8 0	....	....	2	
Total		26	5	..	22,870 0 0	556 14 0	....	5	
					(10) Electric (Overhead) Cables				
1924	(vii)	..	..	..	....	....	....	..	
1925	"	2	3	..	2,700 0 0	688 5 0	....	4	
1926	"	1	1	..	1,050 0 0	800 0 0	....	2	
1927	"	3	..	..	2,310 0 0	....	....	1	
1928	"	9	10	1	9,007 8 0	3,264 15 0	27 2 0	19	
Total		15	14	1	15,067 8 0	4,758 4 0	27 2 0	26	
					(11) Sewers				
1924	(viii)	..	..	..	....	....	....	..	
1925	"	2	..	..	2,100 0 0	....	....	..	
1926	"	2	..	..	1,050 0 0	....	....	..	
1927	"	1	..	..	....	....	....	..	
1928	"	..	..	..	....	....	....	..	
Total		5	..	..	3,150 0 0	....	....	..	
					(12) Port Trust employees				
1924	..	1	..	..	900 0 0	....	....	..	These include workers on Port Trust Railway, in Workshops, and engaged in loading and unloading ships.
1925	..	..	..	..	....	....	....	..	
1926	..	4	2	2	4,200 0 0	1,172 8 0	610 0 0	..	
1927	..	3	4	..	2,400 0 0	3,003 0 0	....	..	
1928	..	6	4	..	5,800 0 0	2,804 0 0	....	..	
Total		14	10	2	13,300 0 0	6,979 8 0	610 0 0	..	

APPENDIX VI—*contd.*

Name of Industry	Reference to clauses of S.O. II	Accidents resulting in			Compensation paid for			No. of cases where and players were insured	Remarks
		Death	Permanent disablement	Temporary disablement	Death	Permanent disablement	Temporary disablement		
					Rs. a. p.	Rs. a. p.	Rs. a. p.		
					Total, 1924-1928				
Railway servants.	..	234	184	8	1,78,180 0 0	54,666 9 9	292 8 0	47	
Tramways	(i)	6	4	..	6,450 0 0	2,352 0 0	....	..	
Textile Mills.	(ii)	138	652	20	1,06,083 0 0	1,45,109 14 1	1,233 6 6	612	
Factories (other than Textile Mills and Railway Workshops).	..	56	178	8	60,882 8 0	54,022 5 7	854 1 4	107	
Railway Workshops.	..	19	69	1	16,087 8 0	28,621 7 0	252 0 0	..	
Mines and Quarries.	(iii)	5	2	..	4,500 0 0	604 0 0	....	..	
Seamen ..	(iv)	16	10	1	22,375 0 0	4,466 6 0	343 12 0	..	
Loading and unloading ships.	(v)	16	22	4	12,007 8 0	9,504 4 0	150 0 0	10	
Buildings and Bridges.	(vi)	26	5	..	22,870 0 0	556 14 6	....	6	
Electric Cables (over head).	(vii)	15	14	1	15,067 8 0	4,753 4 0	27 2 0	26	
Sewers ..	(viii)	5	..	..	3,150 0 0	....	....	..	
Port Trust.	..	14	10	2	13,300 0 0	6,979 8 0	610 0 0	..	
<b>Total ..</b>		<b>550</b>	<b>1,100</b>	<b>40</b>	<b>4,55,953 0 0</b>	<b>3,11,636 8 11</b>	<b>3,262 13 10</b>	<b>807</b>	

*Statement of accidents dealt with by the Ex-Officio, Commissioners in the Presidency from 1926 to 31st December 1928.*

Year	Accidents* resulting in			Compensation paid for			
	Death	Permanent disablement	Temporary disablement	Death	Permanent disablement	Temporary disablement	
1	2	3	4	5	6	7	
1926 ..	19	23	5	Rs. a. p. 13,721 0 0	Rs. a. p. 4,463 8 2	Rs. ..	} Amount shown in column 6 represents the amount of compensation deposited and that agreed upon under agreements registered.
1927 ..	28	36	4	15,097 8 0	13,577 10 0	..	
1928 ..	39	32	7	21,966 3 6	21,818 10 0	..	
<b>Total ..</b>	<b>86</b>	<b>91</b>	<b>16</b>	<b>50,784 11 6</b>	<b>39,854 12 2</b>	<b>..</b>	

\*Excludes 31 accidents, dealt with in 1924-25, for which figures of compensation are not available.

## APPENDIX VII

Number of persons in each wage class to whom compensation was awarded each year during the period from 1924 (six months) to 31st December 1928

	Assumed wage (see Schedule IV)	1924	1925	1926	1927	1928	Total number
	Rs. a. p.						
Adults..	8 0 0	..	2	..	4	1	7
	10 0 0	1	3	1	..	3	8
	12 0 0	..	3	2	7	3	15
	15 4 0	7	34	17	31	19	108
	20 0 0	9	57	38	45	46	195
	25 0 0	27	58	52	66	55	258
	30 0 0	8	32	23	32	33	128
	35 0 0	9	22	14	24	22	91
	40 0 0	3	18	14	17	17	69
	46 4 0	2	11	11	17	20	61
	55 0 0	2	14	6	12	9	43
	65 0 0	} 8 {	} 30 {	} 16 {	} 13 {	} 19 {	} 86 {
	75 0 0						
	83 5 4						
Total Adults ..	76	284	194	268	247	1,069	
	Rs. a. p.						
Minors..	8 0 0	1	2	1	1	1	6*
	10 0 0	..	3	..	2	..	5
	12 0 0	..	..	..	..	..	..
	15 4 0	..	..	..	1	..	1
	20 0 0	..	..	..	1	..	1
	25 0 0	..	..	1	..	..	1
	30 0 0	..	..	..	..	..	..
	35 0 0	..	..	..	..	..	..
	40 0 0	..	..	..	..	..	..
	46 4 0	} .. {	} .. {	} .. {	} .. {	} .. {	} .. {
	55 0 0						
65 0 0							
75 0 0							
83 5 4							
Total Minors ..	1	5	2	5	1	14	
Grand Total ..	77	289	196	273	248	1,083	

\* Of these six, five were fatal accident cases for which no wage-class could be given as compensation in case of a minor is limited to Rs. 200 only and is not based on wages.

APPENDIX  
Intervals, Holidays

District	Number of								
	Total	In which intervals are			In which holidays are		In which normal		
		Granted under			Granted on		For Men		
		Section 21 (1) (c) (i)	Section 21 (1) (c) (ii)	Proviso to 21 (1) (c)	Sundays only	Weekly days and Sundays	Not above 48	Above 48 and not above 54	Above 54
Bombay .. ..	374	309	1	13	113	246	94	63	207
Ahmedabad .. ..	166	151	..	..	5	155	3	2	157
Broach .. ..	52	50	..	..	4	48	..	1	51
Kaira .. ..	19	18	..	..	8	11	..	..	10
Panch Mahals .. ..	13	9	..	..	1	11	2	1	9
Surat .. ..	52	48	..	1	7	44	4	4	43
Thana .. ..	9	9	..	..	5	4	3	..	6
Bombay Suburban .. ..	27	22	..	..	2	22	1	6	18
East Khandesh .. ..	166	158	..	..	30	133	3	6	155
West Khandesh .. ..	74	65	..	..	5	69	1	1	72
Nasik .. ..	29	27	1	..	9	19	5	5	19
Poona .. ..	33	29	..	1	13	17	17	5	11
Sholapur .. ..	46	44	..	..	2	43	1	1	44
Ahmednagar .. ..	57	29	..	..	12	37	16	7	27
Satara .. ..	2	2	..	..	..	2	..	1	1
Belgaum .. ..	38	37	..	..	7	31	6	3	29
Bijapur .. ..	39	38	..	..	10	29	2	2	35
Dharwar .. ..	108	103	..	..	18	86	7	3	95
Kolaba .. ..	7	4	..	..	..	4	..	1	6
Kanara .. ..	3	3	..	..	3	..	..	3	..
Ratnagiri .. ..	2	2	..	..	..	2	..	2	..
Hyderabad .. ..	20	19	..	..	3	16	2	..	13
Karachi .. ..	52	33	3	..	14	30	10	13	26



VIII  
and Hours

Factories												Remarks
weekly hours are					Exempted from	In which majority of operatives are exempted from						
For Women			For Children			Section (24) (c)	Section 21	Section 22	Section 26	Section 27	Section 28	
Not above 48	Above 48 and not above 64	Above 64	Not above 30	Above 30								
36	76	84	8	18	..							46
4	1	136	49	8	..	11	2	..	..	2	80	Four factories did not furnish information.
..	1	48	9	3	..	2	..	..	..	..	5	
..	1	17	3	1	..	1	..	..	..	..	1	
..	..	6	..	..	..	3	..	..	..	..	2	One factory did not furnish information.
7	7	37	2	1	..	2	..	..	..	..	7	Do.
2	..	5	..	3	..	..	..	..	..	..	1	
1	5	12	3	10	..	3	1	..	..	1	7	Two factories did not furnish information.
3	44	112	4	1	..	6	1	..	..	1	8	Do.
1	1	72	..	..	..	9	..	..	..	..	1	
2	3	17	..	1	..	1	1	..	..	1	7	
2	2	5	1	5	..	3	3	..	..	2	10	
1	1	40	8	2	..	2	1	..	..	1	12	
13	10	19	1	2	..	21	1	..	..	1	..	Seven factories did not furnish information.
..	1	1	..	..	..	..	..	..	..	..	1	
5	4	28	2	1	..	1	..	..	..	..	3	
1	4	31	..	..	..	1	..	..	..	..	..	
6	1	94	2	1	..	3	2	..	..	2	7	Two factories did not furnish information.
..	..	2	1	1	..	3	3	..	..	3	..	
..	3	..	..	..	..	..	..	..	..	..	3	
..	1	..	..	2	..	..	..	..	..	..	..	
3	..	10	..	9	..	1	1	..	..	1	..	
3	3	10	..	..	..	13	5	..	..	4	4	Three factories did not furnish information.

## APPENDIX

District	Total	Number of								
		In which intervals are			In which holidays are		In which normal			
		Granted under			Granted on		For Men			
		Section 21 (1) (a) (i)	Section 21 (1) (a) (ii)	Proviso to 21 (1) (a)	Sundays only	Weekly days and Sundays	Not above 48	Above 48 and not above 54	Above 54	
Sukkur .. .. .	21	19	1	..	6	15	10	1	10	
Thar and Parkar .. .. .	18	13	..	..	2	11	..	..	13	
Nawabshah .. .. .	21	21	..	..	7	14	2	..	19	
Upper Sind Frontier .. .. .	5	5	..	..	1	4	..	..	5	
Larkana .. .. .	50	47	..	..	17	30	28	..	19	
<b>Total .. .. .</b>	<b>1,488</b>	<b>1,314</b>	<b>6</b>	<b>15</b>	<b>313</b>	<b>1,124</b>	<b>217</b>	<b>186</b>	<b>1,115</b>	
<b>Total for the year 1927 .. .. .</b>	<b>1,426</b>	<b>1,276</b>	<b>11</b>	<b>..</b>	<b>295</b>	<b>1,082</b>	<b>185</b>	<b>186</b>	<b>1,085</b>	
<b>Total for the year 1926 .. .. .</b>	<b>1,398</b>	<b>1,282</b>	<b>19</b>	<b>..</b>	<b>286</b>	<b>1,019</b>	<b>175</b>	<b>110</b>	<b>1,045</b>	

VIII—contd.

Factories											Remarks.		
weekly hours are					Exe m p t e d from	In which majority of operatives are exempted from							
For Women			For Children			Section (24 (a))	Section 21	Section 22	Section 26	Section 27		Section 28	Section 35
Not above 48	Above 48 and not above 54	Above 54	Not above 30	Above 30									
..	..	2	..	..	..	1	..	..	..	..	..	9	Three factories did not furnish information.
1	..	12	..	2	..	..	..	..	..	..	..	..	
11	..	10	..	12	..	..	..	..	..	..	..	..	
..	..	..	..	..	..	..	..	..	..	..	..	..	
5	..	4	1	..	..	..	..	..	..	..	..	..	
112	169	809	94	88	..	133	31	..	..	22	268	Thirty factories did not furnish information.	
107	167	777	99	102	..	120	30	..	..	19	261		
102	148	747	106	116	..	80	26	..	..	..	..		

**APPENDIX IX**  
**AVERAGE DAILY EARNINGS IN COTTON MILLS**

*Men*

Department and Occupation	Bombay			Ahmedabad			Sholapur		
	May 1921	August 1923	July 1926	May 1921	August 1923	May 1926	May 1921	August 1923	July 1926
<i>Mixing and Waste Room—</i>	Rs. s.p.	Rs. s.p.	Rs. s.p.	Rs. s.p.	Rs. s.p.	Rs. s.p.	Rs. s.p.	Rs. s.p.	Rs. s.p.
Jobbers and Mukadama. Time ..	1 10 5	1 10 5	1 9 5	1 0 1	1 4 8	1 2 7	0 14 1	0 8 0	13 10
Newghanies .. Time ..	1 2 2	1 2 9	1 2 2	0 11 9	0 15 8	0 14 7	0 11 4	0 12 8	0 12 5
<i>Blow Room—</i>									
Jobbers { Time ..	3 6 8	3 10 9	3 8 8	1 13 7	2 1 1	2 6 5	1 14 3	1 12 6	..
{ Piece ..	3 9 9	4 0 4	2 8 ..	.. ..	.. ..	2 10 10	2 11 8	..	..
Assistant Jobbers. { Time ..	1 15 4	1 18 4	1 12 10	1 8 6	1 0 1	1 10 6	1 9 3	1 5 3	1 8 4
{ Piece ..	2 3 5	2 5 4	2 9 6	.. ..	.. ..	.. ..	1 11 0	..	..
Machine Attendants. Time ..	0 14 9	0 14 10	0 15 2	0 12 1	0 14 10	0 13 10	0 10 5	0 10 9	0 11 4
<i>Carding Room—</i>									
Jobbers { Time ..	4 8 10	4 8 2	4 6 2	4 9 2	10 10 2	10 12 10	12 10 5	11 11 3	0 2
{ Piece ..	4 12 2	4 7 0	4 6 1	.. ..	.. ..	3 8 8	3 15 1	..	..
Assistant Jobbers. { Time ..	2 2 7	2 1 10	2 3 9	1 7 1	1 9 3	1 12 1	1 5 3	1 4 3	1 13 1
{ Piece ..	2 9 4	2 9 1	2 9 0	.. ..	.. ..	2 2 2	2 5 1	..	..
Grinders .. Time ..	1 0 9	1 2 1	0 5 1	0 5 1	1 2 1	2 4 12	1 0 15	0 0 1	11 11
Strippers .. Time ..	0 15 1	0 15 1	0 10 1	0 13 8	0 14 7	0 14 8	0 11 6	0 11 10	0 13 2
Lap carriers .. Time ..	0 13 1	0 13 5	0 14 5	0 13 5	0 13 8	0 14 1	0 11 4	0 11 2	0 11 1
Fly Cooties .. Time ..	0 13 5	0 13 7	0 14 1	0 12 10	0 14 1	0 12 10	0 10 1	0 10 8	0 10 5
<i>Drawing Frames—</i>									
Jobbers { Time ..	3 4 9	2 12 3	3 7 5	2 1 3	2 0 4	1 10 6	2 6 1	3 4 1	5 11
{ Piece ..	2 6 1	3 3 4	3 8 2	1 4 7	.. ..	2 7 1	1 1 9	1 2 7	10
Tenters .. Piece ..	1 4 6	1 4 0	1 4 8	1 1 2	0 3 1	1 8 0	1 11 3	0 11 7	0 12 4
<i>Slubbing and Intermediate Roving Frames—</i>									
Head Jobbers. { Time ..	4 15 1	4 15 5	4 3 6	3 0 3	5 2 3	10 2 5	5 9 2	8 4 ..	..
{ Piece ..	4 7 9	5 0 1	3 14 1	1 12 8	2 12 7	.. ..	4 3 5	3 15 8	2 8 0
Assistant Jobbers. { Time ..	2 11 1	2 12 4	2 8 5	1 12 8	2 1 7	1 14 10	1 7 7	1 13 5	1 12 5
{ Piece ..	2 14 1	2 11 1	2 8 0	.. ..	.. ..	2 5 1	2 12 9	4 ..	..
Slubbing Frame Tenters. { Time ..	0 15 7	0 6 1	0 13 10	0 13 5	.. ..	.. ..	0 11 9	..	..
{ Piece ..	1 6 2	1 5 3	1 6 3	1 3 7	1 3 0	1 3 9	0 13 10	0 12 10	0 13 3
Intermediate Frame Tenters. { Time ..	1 5 0	1 2 1	1 3 0	0 13 5	0 12 1	1 4 7	.. ..	0 11 8	0 11 8
{ Piece ..	1 5 1	1 3 1	1 4 6	1 3 0	1 15 1	1 1 2	0 13 2	0 12 3	0 12 9
Roving Frame Tenters. { Time ..	1 2 6	1 4 1	1 1 10	.. ..	.. ..	.. ..	0 13 10	0 13 2	..
{ Piece ..	1 3 4	1 2 7	1 3 8	0 16 2	0 14 1	0 8 0	0 12 2	0 10 7	0 11 4



**APPENDIX IX—contd.**  
**AVERAGE DAILY EARNINGS IN COTTON MILLS—contd.**  
*Men—contd.*

Department and Occupation	Bombay			Ahmedabad			Sholapur		
	May 1921	August 1923	July 1926	May 1921	August 1923	May 1926	May 1921	August 1923	July 1926
	Rs. s.p.	Rs. s.p.	Rs. s.p.	Rs. s.p.	Rs. s.p.	Rs. s.p.	Rs. s.p.	Rs. s.p.	Rs. s.p.
<i>Weavers—</i>									
Two Looms .. Piece ..	1 10	2 11	3 18	4 10	11 10	5 13	5 17	6 19	4 9
Four Looms .. Piece ..	2 9	12 9	32 14	22 10	53 1	13 6	4 ..	3 13	78 6
<i>Calendering—</i>									
Head Jobbers.. Time ..	2 10	42 12	02 12	2 11	8 15	42 6	4 14	9 1	2 1
Assistant Jobbers. Time ..	1 13	9 10	9 11	10 1	6 0	1 2	5 1	6 0	1 9
Front Calendermen. Time ..	1 1	4 1	1 6	1 2	14 8	0 14	7 0	14 0	11 7
Rack Calendermen. Time ..	0 15	6 0	15 3	1 0	0 14	3 0	14 4	0 10	5 0
<i>Yarn Bundling and Baling—</i>									
Scalemen .. { Time ..	1 3	4 1	2 4	3 2	10 14	9 1	2 11	0 10	10 3
Scalemen .. { Piece ..	1 12	10 1	8 3	1 4	0 ..	1 0	1 ..	1 0	4 0
Knotters .. { Time ..	1 1	1 1	3 11	1 3	10 1	3 3	1 3	0 15	7 0
Knotters .. { Piece ..	1 9	0 1	5 11	1 2	5 1	8 2	12 0	..	0 13
Pressers .. { Time ..	1 4	9 1	7 2	1 1	10 1	2 9	1 2	0 1	1 2
Pressers .. { Piece ..	1 12	1 1	8 6	1 4	2 1	6 0	1 0	0 ..	0 15
Bundle Wrappers. { Time ..	0 13	7 0	13 7	1 0	5 0	14 2	0 12	8 0	14 0
Bundle Wrappers. { Piece ..	1 1	7 0	15 3	1 7	2 1	9 10	2 0	0 ..	0 11
<i>Cloth Folding, Baling and Finishing—</i>									
Head Jobbers.. Time ..	2 11	11 2	12 10	3 6	11 1	7 5	1 6	4 1	7 6
Front Folders.. Time ..	0 15	1 0	15 8	0 15	9 1	1 5	1 6	0 15	9 0
Back Folders .. Time ..	0 14	1 0	15 0	0 15	0 1	1 6	0 15	1 0	11 6
Bundlers .. Time ..	0 14	1 0	15 3	1 0	1 0	14 4	3 0	13 8	0 9
Stampers .. Time ..	1 1	5 1	1 8	1 1	1 11	1 1	1 10	1 1	5 0
<i>Engine and Boiler—</i>									
Sarangs .. Time ..	2 0	03 1	12 1	10 ..	2 4	8 1	5 10	1 6	3 1
Engine Drivers Time ..	3 8	11 3	9 9	3 10	1 9	9 1	1 11	1 11	8 11
Splicers .. Time ..	1 9	4 1	10 10	1 8	4 1	6 10	1 6	5 1	9 5
Firemen .. Time ..	1 3	11 1	5 6	1 5	4 1	7 9	1 7	1 1	7 10
<i>Electrical—</i>									
Electricians .. Time ..	3 15	04 0	95 0	42 3	48 0	12 9	02 0	63 10	72 10
Wiremen .. Time ..	2 7	92 10	62 5	52 2	62 5	0 15	4 0	15 9	1 6

## APPENDIX IX—contd.

## AVERAGE DAILY EARNINGS IN COTTON MILLS—contd.

Men—concl'd.

Department and Occupation	Bombay			Ahmedabad			Sholapur		
	May 1921	August 1923	July 1926	May 1921	August 1923	May 1926	May 1921	August 1923	July 1926
	Rs. a.p.	Rs. a.p.	Rs. a.p.	Rs. a.p.	Rs. a.p.	Rs. a.p.	Rs. a.p.	Rs. a.p.	Rs. a.p.
<i>Mechanics—</i>									
Foremen .. Time ..	6 3 3 6 6 11 7 2 4 3 13 0 4 2 8 3 10 4 3 5 10 3 14 10 6 4 11								
Turners .. Time ..	2 6 6 2 8 7 2 13 2 1 11 3 2 1 1 2 6 7 1 6 6 1 6 10 1 8 2								
Pattern Makers. Time ..	3 0 7 3 2 6 8 1 3 2 3 3 2 6 1 2 15 11 1 9 4 1 14 1 2 3 10								
Blacksmiths .. Time ..	2 10 3 2 11 7 2 10 6 1 12 1 2 3 9 2 5 3 1 8 0 1 7 1 2 0 0								
Blacksmith Strikers. Time ..	1 1 1 1 1 9 1 1 4 1 0 2 1 4 0 1 2 10 0 11 10 0 12 0 0 15 8								
Tinsmiths .. Time ..	2 1 10 2 4 6 2 9 2 1 11 6 2 0 10 2 2 0 1 3 4 1 6 5 1 11 2								
Masons .. Time ..	2 0 11 2 2 1 2 1 0 2 0 2 2 3 3 2 5 4 1 9 11 1 2 11 1 5 6								
Moulders .. Time ..	2 12 9 3 4 6 2 12 4 1 14 6 1 11 1 2 2 7 1 9 10 2 0 4 2 3 9								
Assistant Moulders. Time ..	1 15 3 2 1 6 2 3 10 1 0 1 1 3 9 1 4 1 1 5 4 1 3 5 ..								
<i>Ramroos or Sepoy Department and Odd Hands—</i>									
Jamadars .. Time ..	1 4 9 1 6 5 1 8 7 0 15 11 1 3 2 1 3 4 1 1 1 1 5 11 1 4 10								
Sepoys .. Time ..	0 13 2 0 14 1 0 15 9 0 10 0 0 11 5 0 12 0 0 9 6 0 10 6 0 11 0								
<i>Miscellaneous—</i>									
Mukadams .. Time ..	1 11 1 1 11 11 1 11 6 1 2 2 1 4 7 1 4 8 1 2 1 1 1 0 0 12 3								
Carpenters .. Time ..	2 5 3 2 5 5 2 4 11 2 0 7 2 7 2 2 6 11 1 8 2 1 4 6 1 6 7								
Fitters .. Time ..	2 9 3 2 12 8 2 11 9 1 12 10 2 2 7 2 5 0 1 5 10 1 6 10 1 9 1								
Oilers .. Time ..	1 1 11 1 2 9 1 2 6 1 4 1 1 2 9 1 2 7 0 11 10 0 14 5 0 13 11								
Moolies .. Time ..	1 1 11 1 2 4 1 2 0 1 7 9 1 8 10 1 9 7 0 12 8 0 13 5 0 12 1								
Coolies .. Time ..	0 15 3 0 15 5 0 15 11 0 12 6 0 14 1 0 14 1 0 10 8 0 10 7 0 11 3								
Sweepers .. Time ..	0 12 0 0 12 4 0 13 6 0 11 5 0 12 9 0 13 3 0 8 7 0 11 4 0 10 8								

## APPENDIX IX—conold.

## AVERAGE DAILY EARNINGS IN COTTON MILLS—conold.

## Women

Department and Occupation (1)	Bombay			Abmedabad
	May 1921	August 1923	July 1926	May 1921
	(2)	(3)	(4)	(5)
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
<i>Mixing and Waste Room—</i>				
Waste Pickers	Time .. 0 8 5	0 8 4	0 8 8	0 8 10
<i>Ring Spinning—</i>				
Siders	Time .. 0 14 7	0 15 2	0 15 2	0 14 5
Doffers	Time .. 0 10 11	.....	0 11 5	.....
<i>Winding—</i>				
Nalkins	Time and Piece. 1 11 3	1 12 0	1 12 0	0 12 8
Grey Winders	{ Time .. 0 11 10 Piece .. 0 12 2	{ 0 11 10 0 12 3	{ 0 11 2 0 11 9	{ 0 13 0 0 11 1
Colour Winders	{ Time .. 0 11 10 Piece .. 0 12 2	{ 0 12 2 0 13 7	{ 0 10 1 0 14 11	{ 0 13 0 0 11 1
<i>Reeling—</i>				
Reelers	{ Time .. 0 11 10 Piece .. 0 13 6	{ 0 11 1 0 12 6	{ 0 7 11 0 10 11	{ 0 8 6 0 15 0
<i>Miscellaneous—</i>				
Coolies	Time .. 0 12 7	0 11 3	0 9 6	0 9 6
Sweepers	Time .. 0 8 3	0 8 8	0 8 8	0 9 7

Department and Occupation (1)	Ahmedabad		Sholapur		
	August 1923	May 1926	May 1921	August 1923	July 1926
	(6)	(7)	(8)	(9)	(10)
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
<i>Mixing and Waste Room—</i>					
Waste Pickers	Time .. 0 8 11	0 8 5	0 5 5	0 6 2	0 4 10
<i>Ring Spinning—</i>					
Siders	Time .. 0 14 11	0 15 1	0 10 9	0 9 10	0 11 0
Doffers	Time .. ..	0 10 5	.....	.....	0 7 10
<i>Winding—</i>					
Nalkins	Time and Piece. 0 14 0	0 15 5	0 10 11	0 11 9	0 9 2
Grey Winders	{ Time .. 0 10 9 Piece .. 0 12 2	{ .. 0 11 9	{ .. 0 7 5	{ 0 7 6 0 5 4	{ .. 0 6 2
Colour Winders	{ Time .. 0 10 9 Piece .. 0 12 2	{ 0 8 6 0 14 6	{ 0 6 3 0 5 11	{ 0 8 3 0 6 10	{ .. 0 6 6
<i>Reeling—</i>					
Reelers	{ Time .. 0 11 2 Piece .. 0 12 7	{ 0 9 7 0 14 5	{ 0 5 11 0 5 11	{ 0 6 1 0 6 0	{ 0 8 10 0 6 9
<i>Miscellaneous—</i>					
Coolies	Time .. 0 11 9	0 9 9	0 7 1	0 6 11	0 6 7
Sweepers	Time .. 0 10 1	0 9 2	0 4 11	0 5 7	0 5 9



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**APPENDIX X**

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## APPENDIX

Table I : Frequency of Rates of Press Workers

Class Intervals of Rates	Foremen	Warehousemen	Readers	Process Workers	Mono-casters	Mono key-board operators	Compositors	Carpenters	Machinemen	Electricians	Binders	Casters
Rs.												
200 and over	5	..	..	..	..	..	..	..	..	..	..	..
190 & below Rs. 200	.. 1	..	..	..	..	..	..	..	..	..	..	..
180	.. 1	..	..	..	..	..	..	..	..	..	..	..
170	.. 2	..	..	..	..	..	..	..	..	..	..	..
160	.. 1	..	..	..	..	..	..	..	..	..	..	..
150	.. 2	..	1	..	..	..	..	..	..	..	..	..
140	.. 1	..	..	..	..	..	..	..	..	..	..	..
130	.. 4	..	..	1	..	..	..	..	..	..	..	..
120	.. 1	..	1	..	..	..	..	..	..	..	..	..
110	.. 1	..	..	..	1	..	..	..	..	..	..	..
100	.. 2	1	1	..	..	1	..	..	..	..	..	..
95	.. 2	..	1	..	..	..	1	..	..	..	..	..
90	.. 2	..	1	..	1	..	..	..	..	..	..	..
85	.. 2	..	1	..	..	..	3	1	..	..	..	..
80	.. 2	..	2	1	..	..	1	..	1	..	..	..
75	.. 1	..	..	..	..	..	2	..	2	..	..	..
70	.. 4	..	2	..	..	..	3	..	3	1	..	..
65	..	..	2	1	..	..	4	..	3	..	1	..
60	..	2	15	2	..	..	10	2	..	..	..	1
58	..	..	..	..	..	..	4	..	..	..	..	..
56	..	..	..	..	..	..	..	..	..	..	..	..
54	..	..	..	..	..	..	9	1	1	..	..	..
52	..	..	..	..	..	..	..	..	1	..	..	..
50	..	..	4	..	..	..	12	..	1	..	1	1
48	..	1	..	..	..	..	3	..	1	..	..	..
46	..	..	..	..	..	..	..	..	..	..	..	..
44	..	1	1	..	..	..	2	..	1	..	1	..
42	..	2	..	..	..	..	1	..	..	..	..	..
40	..	1	..	1	..	..	2	..	2	..	..	..
38	..	..	..	..	..	..	..	..	1	..	..	..
36	..	..	..	..	..	..	..	..	..	..	..	..
34	..	2	..	..	..	..	2	..	2	..	1	..
32	..	1	..	..	..	..	1	..	..	..	1	..
30	..	..	..	..	..	..	2	..	2	..	4	..
29	..	..	..	..	..	..	..	..	..	..	..	..
28	..	..	..	..	..	..	..	..	..	..	1	..
27	..	..	..	..	..	..	..	..	..	..	..	..
26	..	..	..	..	..	..	..	..	..	..	2	..
25	..	..	..	..	..	..	2	..	3	..	3	..
24	..	..	..	..	..	..	1	..	..	..	..	..
23	..	..	..	..	..	..	..	..	4	..	..	..
22	..	..	..	..	..	..	..	..	..	..	..	..
21	..	..	..	..	..	..	..	..	..	..	..	..
20	..	..	..	..	..	..	..	..	..	..	4	..
19	..	..	..	..	..	..	..	..	..	..	..	..
18	..	..	..	..	..	..	..	..	..	..	..	..
17	..	..	..	..	..	..	..	..	..	..	..	..
16	..	..	..	..	..	..	..	..	..	..	..	..
15	..	..	..	..	..	..	3	..	..	..	6	..
Below Rs. 15	..	..	..	..	..	..	..	..	..	..	..	..
Total	30	12	32	6	2	1	68	4	28	1	25	2

X

(English Newspaper Presses) in Bombay

Havildars	Copy-holders	Rollermen	Sepoys	Coolies	Junior Inter-type operators	Galley pressmen	Type foundrymen	Sweepers	Office Boys	Total	Class Intervals of Rates	No. of workers in particular wage groups
..	..	..	..	..	..	..	..	..	..	5	Rs. 200 and over	
..	..	..	..	..	..	..	..	..	..	1	190 & below Rs. 200	} 12
..	..	..	..	..	..	..	..	..	..	2	180	
..	..	..	..	..	..	..	..	..	..	1	170	
..	..	..	..	..	..	..	..	..	..	3	160	} 15
..	..	..	..	..	..	..	..	..	..	1	150	
..	..	..	..	..	..	..	..	..	..	5	140	
..	..	..	..	..	..	..	..	..	..	2	130	} 82
..	..	..	..	..	..	..	..	..	..	2	120	
..	..	..	..	..	..	..	..	..	..	2	110	
..	..	..	..	..	..	..	..	..	..	5	100	} 41
..	..	..	..	..	..	..	..	..	..	4	95	
..	..	..	..	..	..	..	..	..	..	4	90	
..	..	..	..	..	..	..	..	..	..	7	85	} 56
..	..	..	..	..	..	..	..	..	..	5	80	
..	..	..	..	..	..	..	..	..	..	5	75	
..	..	..	..	..	..	..	..	..	..	5	70	} 108
..	..	..	..	..	..	..	..	..	..	13	65	
..	..	..	..	..	..	..	..	..	..	11	60	
..	..	..	..	..	..	..	..	..	..	33	58	} 145
..	..	..	..	..	..	..	..	..	..	4	56	
..	..	..	..	..	..	..	..	..	..	..	56	
..	..	..	..	..	..	..	..	..	..	13	54	} 46
..	..	..	..	..	..	..	..	..	..	2	52	
..	..	..	..	..	..	..	..	..	..	22	50	
..	..	..	..	..	..	..	..	..	..	5	48	} 108
..	..	..	..	..	..	..	..	..	..	..	48	
..	..	..	..	..	..	..	..	..	..	..	46	
..	..	..	..	..	..	..	..	..	..	13	44	} 46
..	..	..	..	..	..	..	..	..	..	9	42	
..	..	..	..	..	..	..	..	..	..	29	40	
..	..	..	..	..	..	..	..	..	..	4	38	} 108
..	..	..	..	..	..	..	..	..	..	5	36	
..	..	..	..	..	..	..	..	..	..	16	34	
..	..	..	..	..	..	..	..	..	..	4	32	} 46
..	..	..	..	..	..	..	..	..	..	14	30	
..	..	..	..	..	..	..	..	..	..	69	30	
..	..	..	..	..	..	..	..	..	..	2	29	} 108
..	..	..	..	..	..	..	..	..	..	13	28	
..	..	..	..	..	..	..	..	..	..	6	27	
..	..	..	..	..	..	..	..	..	..	7	26	} 46
..	..	..	..	..	..	..	..	..	..	..	27	
..	..	..	..	..	..	..	..	..	..	..	26	
..	..	..	..	..	..	..	..	..	..	51	25	} 108
..	..	..	..	..	..	..	..	..	..	11	24	
..	..	..	..	..	..	..	..	..	..	15	23	
..	..	..	..	..	..	..	..	..	..	14	22	} 46
..	..	..	..	..	..	..	..	..	..	3	21	
..	..	..	..	..	..	..	..	..	..	23	20	
..	..	..	..	..	..	..	..	..	..	2	19	} 46
..	..	..	..	..	..	..	..	..	..	13	18	
..	..	..	..	..	..	..	..	..	..	4	17	
..	..	..	..	..	..	..	..	..	..	4	16	} 46
..	..	..	..	..	..	..	..	..	..	4	16	
..	..	..	..	..	..	..	..	..	..	20	16	
..	..	..	..	..	..	..	..	..	..	3	Below Rs. 15	
4	32	66	132	10	5	7	1	2	35	505	Total.	

## APPENDIX

Table II : Frequency of Rates of Press Workers

Class Intervals of Rates	Foremen	Castors	Compositors	Readers	Machinemen	Type-Casters	Binders	Carpenters	Warehousemen
Rs.									
200 and over	2	..	..	..	..	..	..	..	..
190 & below Rs. 200	..	..	..	..	..	..	..	..	..
180	..	..	..	..	..	..	..	..	..
170	..	..	..	..	..	..	..	..	..
160	..	..	..	..	..	..	..	..	..
150	3	1	..	..	..	..	..	..	..
140	..	..	..	..	..	..	..	..	..
130	1	..	1	..	..	..	..	..	..
120	..	..	..	..	..	..	..	..	..
110	..	..	..	..	..	..	..	..	..
100	2	..	..	..	..	..	..	..	..
95	1	..	..	..	..	..	..	..	..
90	..	..	..	2	..	..	..	..	..
85	..	..	1	..	..	..	..	..	..
80	2	..	..	..	2	..	..	..	..
75	1	..	..	1	1	1	..	..	..
70	1	..	2	1	..	..	1	..	..
65	1	..	8	1	7	..	..	..	..
60	..	..	3	1	1	..	..	1	..
58	..	..	2	..	..	..	..	1	..
56	..	..	2	..	..	..	..	..	..
54	..	..	19	4	3	..	2	..	..
52	..	..	5	..	..	..	..	..	..
50	1	3	14	2	2	..	..	..	..
48	..	..	6	..	3	..	1	..	..
46	..	..	1	..	..	..	..	..	..
44	..	..	18	2	7	..	..	..	..
42	..	..	11	..	..	..	1	..	..
40	..	..	20	1	5	..	3	..	1
38	..	..	3	..	..	..	..	..	..
36	..	1	3	1	..	..	..	..	..
34	..	..	7	2	2	2	1	..	..
32	..	1	7	..	..	1	1	..	..
30	..	1	13	1	..	..	4	..	..
29	..	..	..	..	..	..	..	..	..
28	..	1	4	..	..	..	4	..	..
27	..	..	1	..	2	1	1	..	..
26	..	..	1	..	..	..	1	..	..
25	..	..	7	..	..	..	5	..	..
24	..	..	..	..	..	..	2	..	..
23	..	..	..	..	..	..	..	..	..
22	..	..	..	..	..	..	..	..	..
21	..	..	..	..	..	..	..	..	..
20	..	..	5	..	..	..	..	..	..
19	..	..	..	..	..	..	..	..	..
18	..	..	1	..	..	..	..	..	..
17	..	..	..	..	..	..	..	..	..
16	..	..	..	..	..	..	..	..	..
15	..	..	4	..	..	..	1	..	..
Below Rs. 15	..	..	..	..	..	..	2	..	..
Total	15	8	169	19	35	5	30	2	1

X—contd.

(Vernacular Newspaper Presses) in Bombay

Roller-maker	Ballers	Galley pressmen	Havildars	Sepoys	Sweepers	Office Boys	Total	Class Intervals of Rates		No. of workers in particular wage groups
								Rs.	Rs.	
..	..	..	..	..	..	..	2	200 and over.		}
..	..	..	..	..	..	..	..	190 and below Rs.	200	
..	..	..	..	..	..	..	..	180	190	}
..	..	..	..	..	..	..	..	170	180	
..	..	..	..	..	..	..	..	160	170	}
..	..	..	..	..	..	..	4	150	160	
..	..	..	..	..	..	..	..	140	150	}
..	..	..	..	..	..	..	1	130	140	
..	..	..	..	..	..	..	1	120	130	}
..	..	..	..	..	..	..	..	110	120	
..	..	..	..	..	..	..	2	100	110	}
..	..	..	..	..	..	..	1	95	100	
..	..	..	..	..	..	..	2	90	95	}
..	..	..	..	..	..	..	1	85	90	
..	..	..	..	..	..	..	4	80	85	}
..	..	..	..	..	..	..	4	75	80	
..	..	..	..	..	..	..	5	70	75	}
..	..	..	..	..	..	..	17	65	70	
..	..	..	..	..	..	..	6	60	65	}
..	..	..	..	..	..	..	3	58	60	
..	..	..	..	..	..	..	2	56	58	}
..	..	..	..	..	..	..	28	54	56	
..	..	..	..	..	..	..	5	52	54	}
..	..	..	..	..	..	..	22	50	52	
..	..	..	..	..	..	..	10	48	50	}
..	..	..	..	..	..	..	1	46	48	
..	..	..	1	..	..	..	27	44	46	}
..	..	..	..	..	..	..	13	42	44	
1	..	..	..	..	..	..	31	40	42	}
..	..	..	..	..	..	..	3	38	40	
..	..	..	..	..	..	..	5	36	38	}
..	7	..	..	..	..	..	21	34	36	
..	4	..	..	..	..	..	15	32	34	}
..	4	2	..	1	..	..	28	30	32	
..	..	..	..	..	..	..	..	29	30	}
..	..	..	..	1	..	..	10	28	29	
..	6	..	..	1	..	..	12	27	28	}
..	1	..	..	..	..	..	3	26	27	
..	1	..	..	1	..	..	14	25	26	}
..	4	..	..	1	..	..	7	24	25	
..	4	..	..	..	..	..	4	23	24	}
..	6	..	..	..	..	..	6	22	23	
..	9	..	..	2	..	..	11	21	22	}
..	10	..	..	2	1	..	18	20	21	
..	..	..	..	..	..	..	..	19	20	}
..	..	..	..	..	..	4	5	18	19	
..	..	..	..	..	..	..	1	17	18	}
..	..	..	..	..	..	4	4	16	17	
..	..	..	..	..	..	6	11	15	16	}
..	..	..	..	..	..	2	4	Below Rs.	15	
1	56	2	1	12	1	17	374	Total.		

## APPENDIX

Table III : Frequency of Rates of Press Workers

Class Intervals of Rates		Foremen	Engravers	Readers	Photographers	Colour etchers	Etchers	Electricians	Litho-artists	Engineers	Fitters	Castors	Compositors	Binders
Rs.	Rs.													
200 and over	..	6	2	1	1	1	..	..	..	..	..	..	..	..
190 & below	200	2	..	..	..	..	..	..	..	..	..	..	..	..
180	190	..	..	..	..	..	..	..	..	..	..	..	..	..
170	180	..	..	..	..	..	1	..	..	..	..	..	..	..
160	170	1	..	2	..	..	..	1	..	..	..	..	..	..
150	160	..	..	6	..	..	..	..	1	..	..	..	..	..
140	150	1	..	1	..	..	..	..	..	..	..	..	..	..
130	140	3	..	1	2	..	..	..	..	1	1	..	..	..
120	130	..	2	2	1	..	..	1	..	..	1	1	..	..
110	120	2	1	1	..	..	..	..	..	1	1	..	..	..
100	110	2	1	5	2	..	..	..	..	..	1	..	1	..
95	100	1	..	..	..	..	..	..	..	..	1	..	..	1
90	95	..	..	2	..	..	1	..	..	..	..	3	..	1
85	90	..	..	3	..	..	1	1	..	..	..	..	2	..
80	85	1	..	2	1	..	..	1	..	..	..	..	..	2
75	80	2	..	7	1	..	..	..	..	..	..	1	4	..
70	75	..	..	2	..	..	1	..	..	..	1	..	5	5
65	70	1	..	10	..	..	..	1	..	..	1	3	9	1
60	65	..	3	3	3	..	3	1	..	..	1	5	16	5
58	60	..	..	4	..	..	..	..	..	..	..	..	9	3
56	58	..	..	2	..	..	..	..	..	..	..	..	19	1
54	56	..	..	..	..	..	1	..	..	..	..	1	17	7
52	54	..	..	3	..	..	1	..	..	1	..	..	28	2
50	52	..	2	2	1	..	5	..	..	..	..	2	55	12
48	50	..	..	1	..	..	..	..	..	..	..	1	33	6
46	48	..	..	..	..	..	..	..	..	..	..	..	21	6
44	46	..	2	12	..	..	1	..	..	..	..	1	24	15
42	44	..	..	..	..	..	..	..	..	..	..	..	8	8
40	42	..	..	..	..	..	3	..	..	..	..	1	11	20
38	40	..	..	9	..	..	..	..	..	..	..	2	2	15
36	38	..	..	..	..	..	..	..	..	..	..	2	1	14
34	36	..	..	..	..	..	6	..	..	..	..	4	7	33
32	34	..	..	9	..	..	..	..	..	..	..	5	2	47
30	32	..	1	..	..	..	6	..	..	..	..	5	12	44
29	30	..	..	..	..	..	..	..	..	..	..	1	..	12
28	29	..	..	..	..	..	..	..	..	..	..	1	2	31
27	28	..	..	..	..	..	..	..	..	..	..	1	3	20
26	27	..	..	..	..	..	..	..	..	..	..	..	..	24
25	26	..	..	..	..	..	2	..	..	..	..	6	7	28
24	25	..	..	..	..	..	..	..	..	..	..	..	4	30
23	24	..	..	..	..	..	..	..	..	..	..	..	1	7
22	23	..	..	..	..	..	..	..	..	..	..	..	7	76
21	22	..	..	..	..	..	..	..	..	..	1	..	..	2
20	21	..	..	..	..	..	..	..	..	..	..	..	5	33
19	20	..	..	..	..	..	..	..	..	..	..	..	1	6
18	19	..	..	..	..	..	..	..	..	..	..	..	6	..
17	18	..	..	..	..	..	..	..	..	..	..	..	6	..
16	17	..	..	..	..	..	..	..	..	..	..	..	..	..
15	16	..	..	..	..	..	..	..	..	..	..	..	2	..
Below Rs.	15	..	..	..	..	..	..	..	..	..	..	..	..	..
Total	..	22	14	9	12	1	32	6	1	2	9	44	333	517

X—contd.

(Job Printing Presses) in Bombay.

Motor-drivers	Carpenters	Mono type casters	Mono key board operators	Machinemen	Warehousemen	Plate printers	Mukadams	Lino-compositors	Hindustani compositors	Total carried over	Class Intervals of Rates		Number of workers in particular wage groups
											Rs. 200 and over.	Rs. 190 & below	
..	..	..	..	..	..	..	..	..	..	11	200	200	} 25
..	..	..	..	..	..	..	..	..	..	2	190	190	
..	..	..	..	..	..	..	..	..	..	1	180	180	
..	..	..	..	..	..	..	..	..	..	4	170	170	
..	..	..	..	..	..	..	..	..	..	7	160	160	
..	..	..	..	..	..	..	..	..	..	2	150	150	
..	..	..	..	..	..	..	..	..	..	8	140	140	
..	..	..	..	..	..	..	..	..	..	8	130	130	
..	..	..	..	..	..	..	..	..	..	5	120	120	
..	..	..	..	..	..	..	..	..	..	12	110	110	
..	..	..	..	..	..	..	..	..	..	3	100	100	
..	..	..	..	..	..	..	..	..	..	10	95	95	
..	..	..	..	..	..	..	..	..	..	12	90	90	
..	..	..	..	..	..	..	..	..	..	12	85	85	
..	..	..	..	..	..	..	..	..	..	12	80	85	
..	..	..	..	..	..	..	..	..	..	20	75	80	
..	..	..	..	..	..	..	..	..	..	27	70	75	
..	..	..	..	..	..	..	..	..	..	41	65	70	
..	..	..	..	..	..	..	..	..	..	49	60	65	
..	..	..	..	..	..	..	..	..	..	21	58	60	
..	..	..	..	..	..	..	..	..	..	24	56	58	
..	..	..	..	..	..	..	..	..	..	36	54	56	
..	..	..	..	..	..	..	..	..	..	44	52	54	
..	..	..	..	..	..	..	..	..	..	97	50	52	
..	..	..	..	..	..	..	..	..	..	10	48	50	
..	..	..	..	..	..	..	..	..	..	57	48	50	
..	..	..	..	..	..	..	..	..	..	37	46	48	
..	..	..	..	..	..	..	..	..	..	76	44	46	
..	..	..	..	..	..	..	..	..	..	23	42	44	
..	..	..	..	..	..	..	..	..	..	45	40	42	
..	..	..	..	..	..	..	..	..	..	32	38	40	
..	..	..	..	..	..	..	..	..	..	22	36	38	
..	..	..	..	..	..	..	..	..	..	65	34	36	
..	..	..	..	..	..	..	..	..	..	71	32	34	
..	..	..	..	..	..	..	..	..	..	73	30	32	
..	..	..	..	..	..	..	..	..	..	15	29	30	
..	..	..	..	..	..	..	..	..	..	36	28	29	
..	..	..	..	..	..	..	..	..	..	27	27	28	
..	..	..	..	..	..	..	..	..	..	27	26	27	
..	..	..	..	..	..	..	..	..	..	51	25	26	
..	..	..	..	..	..	..	..	..	..	36	24	25	
..	..	..	..	..	..	..	..	..	..	8	23	24	
..	..	..	..	..	..	..	..	..	..	92	22	23	
..	..	..	..	..	..	..	..	..	..	3	21	22	
..	..	..	..	..	..	..	..	..	..	38	20	21	
..	..	..	..	..	..	..	..	..	..	8	19	20	
..	..	..	..	..	..	..	..	..	..	6	18	19	
..	..	..	..	..	..	..	..	..	..	6	17	18	
..	..	..	..	..	..	..	..	..	..	..	16	17	
..	..	..	..	..	..	..	..	..	..	2	15	16	
..	..	..	..	..	..	..	..	..	..	..	Below Rs.	15	
5	21	7	20	129	15	10	6	11	6	1,312	Total.		

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Table III: Frequency of rates of Press Workers

Class Intervals of Rates		Total brought forward	Type foundrymen	Lithomen	Sepoys	Pressmen	Coolies	Die-stampers	Copy holders	Plate-pressmen	Galley pressmen	Rollermen	Apprentice etchers	Box-makers
Rs. 200 and over	Rs. ..	11	..	..	..	..	..	..	..	..	..	..	..	..
190 & below	200 ..	2	..	..	..	..	..	..	..	..	..	..	..	..
180	190 ..	..	..	..	..	..	..	..	..	..	..	..	..	..
170	180 ..	1	..	..	..	..	..	..	..	..	..	..	..	..
160	170 ..	4	..	..	..	..	..	..	..	..	..	..	..	..
150	160 ..	7	..	..	..	..	..	..	..	..	..	..	..	..
140	150 ..	2	..	..	..	..	..	..	..	..	..	..	..	..
130	140 ..	8	..	..	..	..	..	..	..	..	..	..	..	..
120	130 ..	8	..	..	..	..	..	..	..	..	..	..	..	..
110	120 ..	5	..	..	..	..	..	..	..	..	..	..	..	..
100	110 ..	12	..	..	..	..	..	..	..	..	..	..	..	..
95	100 ..	3	..	..	..	..	..	..	..	..	..	..	..	..
90	95 ..	10	..	..	..	..	..	..	..	..	..	..	..	..
85	90 ..	12	..	..	..	..	..	..	..	..	..	..	..	..
80	85 ..	12	..	..	..	..	..	..	..	..	..	..	..	..
75	80 ..	20	..	..	..	..	..	..	..	..	..	..	..	..
70	75 ..	27	..	..	..	..	..	..	..	..	..	..	..	..
65	70 ..	41	..	..	..	..	..	..	..	..	..	..	..	..
60	65 ..	49	1	1	1	..	..	..	..	..	..	..	..	..
58	60 ..	21	..	1	..	1	..	..	..	..	..	..	..	..
56	58 ..	24	..	1	..	..	8	..	..	..	..	..	..	..
54	56 ..	36	..	..	..	..	..	..	..	..	..	..	..	..
52	54 ..	44	1	1	..	1	1	1	..	..	..	..	..	..
50	52 ..	97	..	6	..	..	..	1	1	1	..	..	..	..
48	50 ..	57	..	1	..	..	1	1	..	..	..	..	..	..
46	48 ..	37	..	1	1	..	..	2	..	..	..	..	..	..
44	46 ..	76	..	1	..	..	..	2	1	..	1	..	..	..
42	44 ..	23	..	..	1	..	..	..	..	..	..	..	..	..
40	42 ..	45	1	..	..	1	1	2	..	..	..	1	1	..
38	40 ..	32	..	1	..	3	..	2	..	..	..	1	..	..
36	38 ..	22	1	..	..	2	..	..	..	..	..	2	1	1
34	36 ..	65	..	5	1	4	1	4	1	2	..	8	3	..
32	34 ..	71	1	2	..	13	..	..	..	..	..	6	..	..
30	32 ..	73	..	10	1	5	2	1	14	..	..	9	1	2
29	30 ..	15	..	1	..	..	..	..	..	..	..	2	..	..
28	29 ..	36	..	1	..	3	..	..	1	..	..	3	..	..
27	28 ..	27	..	1	2	3	1	..	..	..	..	7	..	2
26	27 ..	27	..	1	1	1	1	..	..	..	..	1	..	..
25	26 ..	51	1	4	1	2	4	..	7	..	..	21	3	1
24	25 ..	36	..	6	4	..	1	..	..	..	..	7	..	..
23	24 ..	8	..	1	8	1	3	..	..	..	..	7	..	..
22	23 ..	92	1	4	11	8	1	..	..	..	..	72	..	1
21	22 ..	3	..	..	1	..	..	..	..	..	..	..	..	..
20	21 ..	38	..	2	2	..	..	..	..	..	..	4	1	..
19	20 ..	8	..	..	..	..	..	..	..	..	..	70	..	..
18	19 ..	6	..	..	..	..	..	..	..	..	..	12	..	1
17	18 ..	6	..	..	..	..	..	..	..	..	..	2	..	..
16	17 ..	..	..	1	..	..	..	..	..	..	..	2	..	..
15	16 ..	2	..	..	..	..	..	..	..	..	..	5	..	..
Below Rs. 15	..	..	..	..	..	..	..	..	..	..	..	..	..	..
Total	..	1,312	7	53	35	48	25	15	25	3	2	242	10	8



X—concl'd.

(Job Printing Presses) in Bombay

Binder-boys	Etoher boys	App. Operators	Photo-boys	Furnace men	Motor cleaners	Havildars	Caster-boys	Sweepers	Office Boys	Total	Class Intervals of Rates		Number of workers in particular wage groups	
											Rs. 200 and over.	Rs. 190 & below		
..	..	..	..	..	..	..	..	..	..	11	200 and over.	..	} 25	
..	..	..	..	..	..	..	..	..	..	2	190 & below	200		
..	..	..	..	..	..	..	..	..	..	180	"	190		
..	..	..	..	..	..	..	..	..	..	1	170	"		180
..	..	..	..	..	..	..	..	..	..	4	160	"		170
..	..	..	..	..	..	..	..	..	..	7	150	"		160
..	..	..	..	..	..	..	..	..	..	2	140	"		160
..	..	..	..	..	..	..	..	..	..	8	130	"		140
..	..	..	..	..	..	..	..	..	..	8	120	"		130
..	..	..	..	..	..	..	..	..	..	5	110	"		120
..	..	..	..	..	..	..	..	..	..	12	100	"		110
..	..	..	..	..	..	..	..	..	..	3	95	"		100
..	..	..	..	..	..	..	..	..	..	10	90	"		95
..	..	..	..	..	..	..	..	..	..	12	85	"		90
..	..	..	..	..	..	..	..	..	..	12	80	"		85
..	..	..	..	..	..	..	..	..	..	20	75	"		80
..	..	..	..	..	..	..	..	..	..	27	70	"		75
..	..	..	..	..	..	..	..	..	..	41	65	"		70
..	..	..	..	..	..	..	..	..	..	52	60	"		65
..	..	..	..	..	..	..	..	..	..	23	58	"		60
..	..	..	..	..	..	..	..	..	..	33	56	"		58
..	..	..	..	..	..	..	..	..	..	36	54	"		56
..	..	..	..	..	..	..	..	..	..	49	52	"		54
..	..	..	..	..	..	..	..	..	..	106	50	"		52
..	..	..	..	..	..	..	..	..	..	60	48	"		50
..	..	..	..	..	..	..	..	..	..	41	46	"	48	
..	..	..	..	..	..	..	..	..	..	81	44	"	46	
..	..	..	..	..	..	..	..	..	..	24	42	"	44	
..	..	..	..	..	..	..	..	..	..	52	40	"	42	
..	..	..	..	..	..	..	..	..	..	39	38	"	40	
..	..	..	..	..	..	..	..	..	..	30	36	"	38	
1	..	..	..	..	..	..	..	..	..	94	34	"	36	
..	..	..	..	..	..	..	..	..	..	94	32	"	34	
..	1	..	..	..	..	..	..	..	..	122	30	"	32	
..	..	1	..	..	..	..	..	..	..	18	29	"	30	
..	..	..	1	..	..	..	..	..	..	46	28	"	29	
..	..	..	..	1	..	1	..	..	..	44	27	"	28	
..	..	..	..	..	1	..	..	..	..	32	26	"	27	
..	4	..	..	..	3	..	2	..	..	104	25	"	26	
..	..	..	..	..	..	..	..	..	..	54	24	"	25	
..	..	..	..	..	..	..	..	1	..	29	23	"	24	
1	..	..	..	..	..	..	..	..	..	191	22	"	23	
..	..	..	..	..	..	..	6	..	..	10	21	"	22	
2	..	..	..	..	..	..	..	..	..	49	20	"	21	
1	..	..	..	..	..	..	..	..	4	83	19	"	20	
25	..	..	..	..	..	..	..	..	..	44	18	"	19	
10	..	..	..	..	..	..	..	..	..	1	19	"	18	
22	..	..	..	..	..	..	..	..	..	2	17	"	18	
50	..	..	..	..	..	..	..	..	..	2	16	"	17	
36	..	..	..	..	..	..	..	..	..	3	15	"	16	
147	6	1	1	2	4	1	8	1	12	1,968	Total.	Below Rs. 15	} 270	

## APPENDIX XI

*Trade Unions in the Bombay Presidency classified territorially according to Industries and Trades.*

Name of Union.	Date of formation.	Number of members as at 1st March 1929.
<b>TEXTILE.</b>		
<i>Bombay—</i>		
The Girni Kamgar Mahamandal* ..	December 1923 ..	1,200
The Bombay Textile Labour Union* ..	January 1926 ..	6,749
The Bombay Mill Workers' Union* ..	March 1928 ..	984
The Bombay Girni Kamgar Union* ..	May 1928 ..	54,000
<i>Ahmedabad—</i>		
The Weavers' Union .. ..	February 1920 ..	825
The Throstle Union .. ..	February 1920 ..	11,180
The Winders' Union .. ..	June 1920 ..	120
The Card Room, Blow Room and Frame Department Union.	August 1920 ..	3,725
The Drivers', Oilmen's and Firemen's Union.	September 1920 ..	525
The Jobbers' and Mukadams' Union ..	March 1926 ..	700
<i>Sholapur—</i>		
The Bombay Textile Labour Union (Sholapur Branch).	May 1928 ..	800
<b>RAILWAYS, INCLUDING RAILWAY WORKSHOPS</b>		
<i>Bombay—</i>		
The National Union of Railwaymen of India and Burma.*	April 1897 ..	1,592
The Wadi Bunder Staff Union (G. I. P. Railway).*	January 1920 ..	597
The Bombay Port Trust Railwaymen's Union.	June 1920 ..	457
The B. B. & C. I. Railway Employees' Union.	August 1920 ..	6,108
The All-India and Burmah Covenanted Non-Gazetted Railway Services Association*.	June 1926 ..	291
The Victoria Terminus Commercial Section Staff Union*.	July 1926 ..	135
The G. I. P. Railway Cabin Staff Union*.	July 1927 ..	522
The G. I. P. Railway Audit Staff Union.	December 1927 ..	300
The G. I. P. Railway Administrative Office Staff Union.	May 1928 ..	120
The G. I. P. Railway Mechanical Department Office Staff Union.*	July 1928 ..	216
The G. I. P. Railwaymen's Union* ..	August 1928 ..	41,000
<i>Ahmedabad—</i>		
The B. B. & C. I. Railway Employees' Association.*	February 1920 ..	6,597
<i>Karachi—</i>		
The N. W. Railway (Recognised) Union (Karachi District).	1920 ..	955

Those registered are marked\*.

APPENDIX XI—*contd.*

Name of Union	Date of formation	Number of members as at 1st March 1929
<b>RAILWAYS, INCLUDING RAILWAY WORKSHOPS</b>		
<i>—contd.</i>		
<i>Poona—</i>		
The G. I. P. Railway Poona Staff Union.*	August 1927 ..	694
<i>Sholapur—</i>		
The G. I. P. Railway Sholapur Staff Union.*	December 1927 ..	944
<i>Dhond—</i>		
The G. I. P. Railway Dhond Staff Union.	December 1927 ..	212
<b>SEAMEN.</b>		
<i>Bombay—</i>		
The Indian Seamen's Union*	April 1919 ..	21,512
The Bombay Seamen's Union	March 1926 ..	8,548
<i>Karachi—</i>		
The Indian Seamen's Union (Karachi)..	July 1927 ..	25
<b>POSTS AND TELEGRAPHS</b>		
<i>Bombay—</i>		
The Bombay Postal Union ..	1907 ..	1,455
The Bombay Presidency Telegraph Workmen's Union.	1920 ..	530
The Bombay Branch of All-India Telegraph Union.	1924 ..	144
The Bombay Postmen's Union	January 1926 ..	1,286
<i>Ahmedabad—</i>		
The Ahmedabad Postal and R. M. S. Union.	January 1924 ..	138
The Gujarat Postmen's Union	September 1927 ..	142
<i>Poona—</i>		
The Poona Post and R. M. S. Union ..	January 1919 ..	280
The Poona District Postmen's and Lower Grade Staff Union.	1923 ..	336
The Poona R. M. S. B-Division Union..	April 1926 ..	230
<i>Broach—</i>		
The Broach District Postmen's and Lower Grade Staff Union.	(Not known) ..	26
<i>Ahmednagar—</i>		
The Ahmednagar Postal and R. M. S. Union.	1920 ..	452
<i>Belgaum—</i>		
The Belgaum Postal Union	1920 ..	128
The Belgaum District Postmen's and Lower Grade Staff Union.	January 1924 ..	92

Those registered are marked\*.

APPENDIX XI—*contd.*

Name of Union	Date of formation	Number of members as at 1st March 1929
<b>POSTS AND TELEGRAPHS—<i>contd.</i></b>		
<i>Dharwar</i> — The Dharwar Postal and R. M. S. Union.	August 1919 ..	134
<i>Hubli</i> — The Dharwar District Postmen's and Lower Grade Staff Union.	June 1927 ..	100
<i>Jalgaon</i> — The Jalgaon Postal and R. M. S. Union . The Khandesh Postmen's and Lower Grade Staff Union.	April 1919 .. September 1928 ..	156 163
<i>Nasik</i> — The Nasik Divisional Postmen's and Lower Grade Staff Union. The Nasik Postal and R. M. S. Union ..	July 1918 .. 1920 ..	105 155
<i>Ratnagiri</i> — The Ratnagiri Postal Union ..	1922 ..	128
<i>Malwan</i> — The Konkan Divisional Postmen's and Lower Grade Staff Union.	May 1927 ..	260
<i>Satara</i> — The Satara Postal and R. M. S. Union.	1919 ..	278
<i>Surat</i> — The Surat Postal and R. M. S. Union .. The Surat District Postmen's and Lower Grade Staff Union.	1921 .. November 1923 ..	133 100
<i>Baroda</i> — The Baroda Postal Union .. .. The Baroda R. M. S. Union .. .. The Baroda Divisional Postmen's and Lower Grade Staff Union.	1920 .. 1924 .. (Not known) ..	195 293 50
<i>Bhavnagar</i> — The Bhavnagar Postal and R. M. S. Union.	1923 ..	93
<i>Rajkot</i> — The Rajkot Postal and R. M. S. Union.	1923 ..	147
<i>Karwar</i> — The Kanara District Postmen's and Lower Grade Staff Union.	August 1924 ..	62
<i>Miraj</i> — The Satara Divisional Postmen's and Lower Grade Staff Union.	1926 ..	149

APPENDIX XI—*contd.*

Name of Union	Date of formation	Number of members as at 1st March 1929
<b>MUNICIPAL—</b>		
<i>Bombay—</i>		
The Bombay Municipal Workmen's Union* ..	March 1927 ..	2,109
The Bombay Municipal Officials' Association.	April 1927 ..	633
The Bombay Municipal Kamgar Sangh*	September 1928 ..	150
<i>Ahmedabad—</i>		
The Municipal Sweepers' Union ..	January 1928 ..	200
<i>Karachi—</i>		
The Karachi Municipal Sweepers' Union* ..	January 1927 ..	1,000
<b>PORT TRUST AND DOCK WORKERS—</b>		
<i>Bombay—</i>		
The Bombay Port Trust Employees' Union.	March 1920 ..	1,891
The Bombay Port Trust Docks Staff Union.	July 1926 ..	945
The R. I. M. Dock Workers' Union* ..	March 1928 ..	851
The Mazagon Dock Employees' Union* ..	March 1928 ..	1,166
<i>Karachi—</i>		
The Karachi Port Trust Labour Union* ..	November 1928 ..	1,053
<b>WORKSHOPS OTHER THAN RAILWAY, MUNICIPAL AND PORT TRUST.</b>		
<i>Bombay—</i>		
The General Workshopmen's Union* ..	May 1928 ..	500
The Bombay Engineering Workers' Union* ..	December 1928 ..	100
<i>Poona (Kirkee)—</i>		
The Kirkee Arsenal Workmen's Union ..	July 1928 ..	499
<b>MATCH FACTORIES—</b>		
<i>Kurla—</i>		
The Kurla Match Factory Labour Union.	May 1928 ..	500
<i>Ambernath—</i>		
The Ambernath Labour Union* ..	May 1928 ..	817
<b>TRAMWAYS—</b>		
<i>Bombay—</i>		
The Tramwaymen's Union* ..	April 1927 ..	824

Those registered are marked\*.

APPENDIX XI—*concd.*

Name of Union	Date of formation	Number of members as at 1st March 1929
<b>PRESS WORKERS—</b>		
<i>Bombay—</i> The Press Workers' Union* ..	March 1927 ..	310
<i>Poona—</i> The Press Workers' Union ..	February 1921 ..	75
<b>TELEPHONE—</b>		
<i>Bombay—</i> The Bombay Telephone Company Employees' Union.*	March 1928 ..	195
<b>GOLD THREAD—</b>		
<i>Bombay—</i> The Jari Workers' (Gold Thread Workers') Union.	March 1927 ..	120
The Bombay Kasbi Karigars' Union* ..	March 1927 ..	600
<b>CLERICAL—</b>		
<i>Bombay—</i> The Clerks' Union* ..	April 1918 ..	381
The Bombay Currency Association ..	March 1923 ..	217
The Professional Letter-Writers' Union.	January 1927 ..	62
The British India Steam Navigation Company's Staff Union.	May 1927 ..	200
The Central Board of Revenue Ministerial Officers' Union.	November 1927 ..	400
The Bombay Mill Clerks' Union ..	May 1928 ..	488
<i>Poona—</i> The Central Body Military Accounts' Association.	February 1920 ..	1,929
<b>PEONS—</b>		
<i>Bombay—</i> The Government Peons' and Menial Service Union.	February 1926 ..	907
The Bank Peons' Union* ..	June 1928 ..	331
<b>MISCELLANEOUS—</b>		
<i>Bombay—</i> The Shop Assistants' Union ..	May 1927 ..	150
The Bombay Taxi Drivers' Union* ..	August 1928 ..	742
The Bombay Oil Companies' Employees' Union.*	October 1928 ..	169
<i>Hyderabad—</i> The Sind Workers' Union ..	October 1927 ..	240

Those registered are marked\*.

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APPENDIX XII

*A Summary of Investigations by Conciliation and Arbitration Machinery  
in the Ahmedabad Cotton Mills*

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## APPENDIX

*A Summary of Investigations by Conciliation and*

Year	Subject of Investigation	Personnel	Other important persons who took part
1917 December ..	25 per cent. increase in rates for warpers.	Mr. M. K. Gandhi (Conciliator).	Miss Anasuya Sarabhai, Mr. Amubhai M. Mehta, Mr. Ambalal Sarabhai.
1918 February ..	35 per cent. increase in rates for weavers.	Professor Anandshankar B. Dhruv (Arbitrator).	Messrs. M.K. Gandhi, G. E. Chatfield, S. G. Banker, Valabhai J. Patel, Krishnalal N. Desai, Ambalal Sarabhai, Amubhai M. Mehta and Miss Anasuya Sarabhai.
1919 December 1920 January.	Wages of warpers, folders, sizers, engineering workers, moolies, calendar men and clerks.	Mr. Ambalal Sarabhai, Managing Committee of Millowners and leaders and advisers of labour (negotiators).	Miss Anasuya Sarabhai, Mr. Amubhai M. Mehta and Mr. S. G. Banker.
1920 beginning ..	Wages of workers in cloth folding and yarn bundling Departments; clerks and blacksmiths.	Mr. Mangaldas Girhardas, Managing Committee of Millowners and leaders and advisers of labour (negotiators).	Do. ..
1920 May ..	Wages of spinners, 10 hours' day, potable water, dining shed, sanitation, caution money.	Messrs. Gandhi, Ambalal Sarabhai, Kasturbhai Lalbhai in the first instance and Mr. Gandhi and Seth Mangaldas in the second instance.	Mr. G. E. Chatfield, Mr. Amubhai M. Mehta, Miss Anasuya Sarabhai, Mr. Ambalal Sarabhai and Mr. Kasturbhai Lalbhai.
1920 October ..	Bonus ..	Seth Mangaldas and Mr. Gandhi.	Miss Anasuya Sarabhai and Mr. S. G. Banker.
1921 January and May.	Do. ..	Do. ..	Do. ..
1921 October ..	Holidays ..	Do. ..	Do. ..



## XII

*Arbitration Machinery in the Ahmedabad Cotton Mills*

Chief clause of award or settlement	How far carried out	Remarks
Rate increased from 12 to 14½ pies ..	Subsequently 15 pies were granted.	
35 per cent. increase awarded ..	35 per cent. granted.	
62½ per cent. increase to warpers, folders, sizers, engineering workers, mochiees and calendermen. No increase or minimum for clerks.	All carried out.	
Higher wages to stampers and yarn bundlers, 60 to 62½ per cent. increase to blacksmiths and suitable increment to clerks with low pay.	Other items carried out but nothing done in the case of clerks as they were not united enough to enforce their demands.	
All demands conceded and increase in frames and other departments also recommended. Seth Mangaldas wanted some changes in the award agreed to between Mr. Gandhi and Mr. Ambalal. These changes were agreed to and the amended award was adopted by all including Mr. Ambalal.	Wages and hours enforced but other items not fully carried out even to-day in spite of further awards in 1921 also.	
Rs. 12, 18, 24 and 36 to be given as bonus according to pay. Demand of double bonus by workers and grant of bonus by mills without consent of Association condemned.	Fully.	
Certain additions to previous year's award, e.g., absence due to maternity not to be excluded for bonus; permanent substitutes also to be eligible for bonus and four loom weavers to be granted double bonus.	Fully.	
Three days for Diwali; labourers should not observe holidays of their own accord.	Diwali holidays observed but labourers still stay at home on days other than declared holidays also.	

## APPENDIX

*A Summary of Investigations by Conciliation and*

Year	Subject of Investigation	Personnel	Other important persons who took part
1921 June	Beating	Seth Mangaldas and Mr. Gandhi.	Miss Anasuya Sarabhai and Mr. S. G. Banker.
Do.	Union activities	Do.	Do.
Do.	Work of mills	Do.	Do.
Do.	Do.	Do.	Do.
Do.	Do.	Do.	Do.
Do.	15 per cent. increase for spinning department owing to high prices and rents.	Do.	Do.
Do.	Increase in wages for blow room and card room workers.	Do.	Do.
1921 October	One and a half month's bonus as wages.	Mr. Gandhi and Seth Mangaldas did not agree and Pandit Madan Mohan Malaviya acted as Sarpanch (Umpire).	Do.
1922 October	Bonus	Seth Mangaldas and Professor Anandshankar B. Dhruv (Arbitrators).	Miss Anasuya Sarabhai.
1923 June	Reduction of wages by 20 per cent.	Seth Mangaldas, Rev. C. F. Andrews and Mr. S. G. Banker (Negotiators).	Do.

XII—*contd.**Arbitration Machinery in the Ahmedabad Cotton Mills*

Chief clause of award or settlement	How far carried out	Remarks
Agents should try to stop this practice.	Even now it has not stopped completely.	
Mills should sympathise with the Union and should not place any difficulties in its way. Labourers should not intrigue to bring about strikes.	Only partially carried out.	
There should not be more than 50 per cent. sizing. Association should look into the use of inferior cotton and yarn.	Not much improvement still.	
Union should report to the Millowners' Association mills which do not engage bobbin-carriers in the spinning department.	A few mills have no bobbin-carriers even now.	
Millowners should remedy the defect of scarcity of beams in the weaving department.	This complaint is not frequent nowadays.	
Mills to bear the cost of running grain shops and to sell cheap grain (wheat and bajri). Shops to be opened by 1st September 1921. Millowners to build chawls within a year for housing labour.	This was not done but mills granted 15 per cent. increase. All mills have not built chawls. Those which have built them have done so for some workers only.	
Millowners asked to grant an increase .	Granted.	
One month's wages plus Rs. 15 (or Rs. 7-8-0 for half-timers) awarded. Maximum to be Rs. 75.	Granted.	
One month's wages and Rs. 3 awarded. Maximum not to exceed Rs. 55.	Before the whole bonus was distributed differences of opinion arose as to how clause 1 (b) of the award regarding method of calculating absence should be interpreted. (1st October 1922.)	Mr. Gandhi was in gaol, so Professor Dhruv was appointed Arbitrator. Mr. Banker was also in gaol.
Wages reduced by 15½ per cent. ..	Reduction effected ..	Mr. Banker returned from gaol during the closing period of the strike.

## APPENDIX

*A Summary of Investigations by Conciliation and*

Year	Subject of Investigation	Personnel	Other important persons who took part
1923 July ..	Interpretation of clause 1 (b) of award dated 1st October 1922.	Dr. F. X. DeSouza was appointed Sarpanch as Seth Mangaldas and Professor Anandshankar B. Dhruv could not agree.	Miss Anasuya Sarabhai and Mr. S. G. Banker.
1924-27 ..	<i>Nil</i> ..	<i>Nil</i> ..	<i>Nil</i> ..
1928 November	Collection of Union fees by Union officials within mill precincts.	Seth Mangaldas and Mr. M. K. Gandhi.	Miss Anasuya Sarabhai and Mr. S. G. Banker.
1929 January ..	Strike in Gujarat Ginning Mill.	Do. ..	Miss Anasuya Sarabhai and Messrs. S. G. Banker, Amubhai M. Mehta and Gordhanbhai L. Patel.

## XII—concl'd.

*Arbitration Machinery in the Ahmedabad Cotton Mills*

Chief clause of award or settlement	How far carried out	Remarks
Professor Anandshankar's view upheld.	Bonus granted calculating absence accordingly.	
Nil	Nil	
Mills to deduct subscriptions from wages and pay to Union by cheque.	Being followed	Nothing important took place.
Preliminary award to take the strikers back to work.	Workers taken back after threat of disciplinary action by Millowners' Association.	Final award not yet given.

APPENDIX

Bombay Engineering Employers'

Nos. given to Firms.	Blacksmiths or Springmakers.			Boilersmiths or Boilermakers.			Carpenters.			Coppersmiths.			Tinsmiths.		
	Min.	Max.	Avr.	Min.	Max.	Avr.	Min.	Max.	Avr.	Min.	Max.	Avr.	Min.	Max.	Avr.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
1	2/6	4/2	2/6	..	..	..	2/2	3/0	2/8	..	..	..	1/14	..	..
2	2/8	2/8	2/8	2/10	2/12	2/11	3/0	3/0	3/0	..	..	..	2/7	2/7	2/7
3	1/10	2/10	..	..	..	..	1/14	2/0	..	..	..	..	2/7	3/4	..
6	1/12	3/6	2/6	..	..	..	1/4	3/0	2/2	2/0	2/10	2/3	1/6	2/4	1/13
7	1/8	3/8	2/4/8	..	..	..	1/8	3/0	1/15/9	..	..	..	1/8	3/0	1/15/5
8 (M)	1/10	3/9	2/10	1/10	3/9	2/7	..	..	..	1/10	3/9	2/1	1/10	3/9	2/10
				1/10	3/9	2/12									
(C)	1/10	3/9	2/14	1/10	3/5	2/6	..	..	..	1/10	3/9	2/12	1/10	3/9	2/12
(Civil Engi- neering) ..	..	..	..	..	..	..	p.m.	p.m.	..	..	..	..	..	..	..
							39	65	..	..	..	..	..	..	..
9	Ord. 2/9	Sup. 3/9	Spl. 4/5	Sup. 3/9	Spl. 4/5	Avr. 3/3	Ord. 2/4	Sup. 2/11	Spl. 4/5	Avr. 2/11	Sup. 3/5	Spl. 3/8	Avr. 4/5	Sup. 2/15	Spl. 2/15
10	Min. 1/11	Max. 2/3	Avr. 0/9	Min. 1/9	Max. 2/13	Avr. 2/3	Min. 2/5	Max. 3/4	Avr. 1/1	Min. 2/9	Max. 2/9	Avr. 2/8	Min. 1/11	Max. 2/13	Avr. 2/7
11	2/0	2/15	2/8/4	1/13	2/15	1/15	..	..	..	..	..	..	..	..	..
	..	..	2/13	..	..	2/10	..	..	2/14	..	..	3/4	..	..	2/15
	..	..	2/12	..	..	2/2	..	..	2/11	..	..	..	..	..	..
	..	..	2/4	..	..	1/12	..	..	1/10	..	..	..	..	..	..
12	..	..	2/6	..	..	..	..	..	2/4	..	..	..	..	..	1/12
	..	..	2/12	..	..	..	..	..	2/6	..	..	..	..	..	2/4
	..	..	2/0	..	..	..	..	..	1/14	..	..	..	..	..	1/10
16	..	..	..	..	..	..	1/8	4/8	..	..	..	..	..	..	..
19	..	2/9	..	..	..	..	1/10	2/0	..	..	..	..	..	..	..
							Cabinet maker.	2/4	3/9	..	..	..	..	..	..
							Boys.	0/10	0/12	..	..	..	..	..	..
							*2/8	2/12	..	..	..	..	..	..	..

\* Special rates for re-inforced.

XIII

Federation—Statement of Wages.

Crane and Engine Drivers.			Firemen or Augwallas.			Coolies.			Fitters and Brass Finishers.			Machinemen and Wheel Turners.			Moulders.					
Min.	Max.	Avr.	Min.	Max.	Avr.	Min.	Max.	Avr.	Min.	Max.	Avr.	Min.	Max.	Avr.	Min.	Max.	Avr.			
Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.			
..	..	..	1/4	..	..	1/0	..	..	2/0	3/8	2/2	2/8	2/14	2/10	2/4	3/0	2/4			
2/8	2/8	2/8	..	..	..	Men. 0/15	1/8	1/2/7	} p.m. 1/8 1/10 2/9/8	} p.m. 1/8 2/8 ..	} p.m. 1/2 1/18 1/8/8	..	..	..	..	..	..			
..	..	..	..	2/2	..	Boys. 0/12	0/15	0/12/8				..	..	..	1/10	3/4	..			
..	..	..	..	..	..	1/0	1/2	1/1				1/8	3/10	2/8	..	..	..	1/12	2/12	2/8
..	..	..	..	..	..	Men. 0/12	2/13/6	1/2/6				1/12	2/12	2/8	..	..	..	..	..	..
1/8	33/0	2/2/8	1/8	1/12	1/9/8	Women. 0/12	1/0	0/12/6	} p.m. 1/8 4/7/6 2/6/8	} p.m. 1/8 2/8 ..	} p.m. 1/2 1/8/6 1/5	..	..	..	..	..	..			
1/2	2/4	1/11	0/16	1/10	1/8	Boys. 0/12	1/0	0/12/4				1/10	3/5	2/10	1/10	3/5	2/8	1/10	3/5	2/12
1/7	2/5	2/1	..	..	..	0/14	1/0	0/14				..	..	..	..	..	..	..	..	..
1/8	1/18	1/12	..	..	..	..	..	..				..	..	..	..	..	..	..	..	..
1/2	2/4	1/12	0/15	1/10	1/9	0/14	1/0	0/15	1/10	3/5	2/11	1/10	3/5	2/7	1/10	3/5	..			
1/7	2/5	2/1	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..			
1/8	1/18	1/4	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..			
..	..	..	..	..	..	Male	19/8	24/0	} p.m. 45 65 ..	..	..	..	..	..	..	..	..	..		
..	..	..	..	..	..	Female	13/0	..		..	..	..	..	..	..	..	..	..		
..	..	..	..	..	..	Boys	13/0	..		..	..	..	..	..	..	..	..	..		
Sup.	Spl.	Avr.	Sup.	Spl.	Avr.	Sup.	Spl.	Avr.	Ord.	Sup.	Spl.	Avr.	Sup.	Spl.	Avr.	Ord.	Sup.	Spl.	Avr.	
2/9	..	2/8	1/5	..	1/5	1/0	..	1/0	2/11	3/5	4/5	3/8	2/10	..	2/7 2/10	2/4	3/5	4/5	3/1	
Min.	Max.	Avr.	Min.	Max.	Avr.	Min.	Max.	Avr.	Min.	Max.	Avr.	Min.	Max.	Avr.	Min.	Max.	Avr.	Min.	Max.	Avr.
..	..	..	1/9/11	2/1/10	..	0/14/2	0/14/2	..	1/9/11	2/14/4	2/4/2	1/9/11	2/5	2/0/4	1/11/8	2/10/6	..	..	..	..
1/8	1/11	1/8	..	..	2/0/3	0/15	1/2	1/0	1/8	3/2	2/0/2	..	..	..	2/0	3/0	2/6	2/6/11		
..	..	..	..	..	1/7	Nowganies	1/2	..	..	..	3/1	..	..	..	..	..	2/10	..		
..	..	..	..	..	..	..	1/4	..	..	..	2/9	..	..	..	..	..	..	..		
..	..	..	..	..	1/2	Men	0/15	..	..	..	1/12	..	..	..	..	..	..	..		
..	..	..	..	..	..	Women	0/10	..	..	..	1/12	..	..	..	..	..	..	..		
..	..	..	..	..	..	Men	0/9	..	..	..	1/12	..	..	..	..	..	..	..		
..	..	..	..	..	..	Women	0/14	..	..	..	1/12	..	..	..	..	..	..	..		
..	..	..	..	..	1/8	Women	0/10	..	..	..	1/12	..	..	..	..	..	..	..		
..	..	..	..	..	..	Mal coolies	0/14	..	..	..	1/12	..	..	..	..	..	..	..		
..	..	..	..	..	..	Nowganies	1/5	..	..	..	1/12	..	..	..	..	..	..	..		
..	..	..	..	..	1/7	Men	0/15	..	..	..	2/0	..	..	..	..	..	..	..		
..	..	..	..	..	..	Women	0/11	..	..	..	2/0	..	..	..	..	..	..	..		
..	..	..	..	..	..	..	0/14	..	..	..	2/0	..	..	..	..	..	..	..		
..	..	..	..	..	..	0/13	1/0	..	1/6	4/8	..	..	..	..	..	..	..	..		
..	..	..	..	..	..	1/7 Spl.	..	..	..	..	..	..	..	..	..	..	..	..		
..	2/8	..	..	..	1/7	0/14	1/0	Max.	..	2/4	..	..	2/14	..	..	1/10	..	..		
..	..	..	..	..	..	Nowganies	1/4	..	2/8	2/12*	..	..	..	..	..	..	..	..		
..	..	..	..	..	..	1/2*	..	..	..	..	..	..	..	..	..	..	..	..		
..	..	..	..	..	..	Naikins	1/2*	..	..	..	..	..	..	..	..	..	..	..		
..	..	..	..	..	..	Women	0/10*	..	..	..	..	..	..	..	..	..	..	..		
..	..	..	..	..	..	Boys	0/10*	..	..	..	..	..	..	..	..	..	..	..		

concrete construction labour.

APPENDIX

Bombay Engineering Employers'

Nos. given to Firms.	Masons and Brick layers.			Mucadams.			Ollers.			Patternmakers.			Painters.		
	Min.	Max.	Avr.	Min.	Max.	Avr.	Min.	Max.	Avr.	Min.	Max.	Avr.	Min.	Max.	Avr.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
1	1/10	..	..	..	..	2/8	..	..	..	2/0	3/0	2/0	1/12	..	2/0
2	1/14	1/14	1/14	1/15	3/5	2/8 3/8	1/6	1/6	1/6	..	..	..	1/6	2/8	1/10 2/8
3	2/12	3/0	..	..	..	..	..	1/7	..	1/14	2/0	..	..	2/8	..
6	2/0	3/14	2/8	1/13	2/8	2/8	..	1/6	1/6	1/12	3/10	2/7	1/0	3/0	1/11
7	2/0	3/0	2/5	1/10	3/0	2/0 5/8	1/2	1/6	1/4	..	..	..	1/8	3/0	1/12 1/4
8 (M)	1/10	2/5	1/15	1/0	1/13	1/5	..	1/1	1/1	1/10	3/5	3/0	1/10	2/11	1/15
(C)	1/10	2/5	2/0	1/0	1/13	1/10	..	..	..	..	..	..	1/10	2/14	2/5
(Civil Engi- neering).	p.m. 45	p.m. 65	..	..	..	..	..	..	..	..	..	..	p.m. 30	p.m. 60	..
9	Sup.	..	Avr.	Sup.	..	..	Sup.	..	Avr.	Sup.	Spl.	Avr.	Sup.	..	Avr.
	2/0	..	2/0	2/4	..	..	1/2	..	1/3	3/5	4/5	3/5	2/10	..	2/3
10	Min.	Max.	Avr.	Min.	Max.	Avr.	Min.	Max.	Avr.	Min.	Max.	Avr.	Min.	Max.	Avr.
	1/6 1/10	1/14 1/10	1/14 1/10	1/2 1/6	1/8	1/8	1/0 1/1 1/8	1/1 1/8	1/1 1/8	2/10 1/6	3/4 1/11	3/2 1/0	1/4 1/4	2/5	1/7 7/7
11	..	..	..	..	..	2/4	1/4	1/4	1/4	1/2	4/0	1/8	1/0	1/2	1/1
	..	..	2/5	..	..	2/0	..	..	..	..	..	..	..	..	2/1
	..	..	2/4	..	..	2/2	..	..	..	..	..	..	..	..	2/0
	..	..	1/10	..	..	1/5	..	..	..	..	..	..	..	..	..
12	..	..	1/14	..	..	1/8	..	..	..	..	..	..	..	..	1/8
	..	..	1/14	..	..	1/12	..	..	..	..	..	..	..	..	1/13
	..	..	1/14	..	..	1/12	..	..	..	..	..	..	..	..	1/13
	..	..	2/0	..	..	1/6	..	..	..	..	..	..	..	..	1/10
13	2/0	2/8	..	1/8	1/12	..	..	..	..	..	..	..	..	..	..
19	..	2/1	..	..	..	2/8*	2/0	2/7	..	..	..	..	..	1/10	..
	..	2/8*	..	..	..	..	..	..	..	..	..	..	..	..	..

\* Special rates for re-inforced



XIII—contd.

Federation—Statement of Wages—contd.

Riveters.			Rivet Boys.			Strikers or Hammermen.			Turners (Lethemen).			Wiremen Electric.			Motor Drivers.		
Min.	Max.	Avr.	Min.	Max.	Avr.	Min.	Max.	Avr.	Min.	Max.	Avr.	Min.	Max.	Avr.	Min.	Max.	Avr.
Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
1/8	2/8	1/10	1/0	..	..	1/0	..	..	..	3/8	2/8	2/4	3/2	2/8	2/8	..	..
..	..	..	..	..	..	1/4	1/4	1/4	2/15	3/0	2/15/6	2/12	2/12	2/12	p.m. 74	p.m. 117	..
															Avr. 99/10/8	p.m.	..
2/0	2/2	..	1/6	1/8	..	..	1/1	..	2/2	3/14	..	..	..	..	2/6	2/10	..
1/7	1/15	1/11	1/0	1/5	1/2	1/2	1/8	1/5	2/4	4/6	2/12	..	..	..	..	..	..
1/8	2/8	1/14/6	..	..	..	..	..	..	1/8	3/8	2/8/3	1/8	3/8	2/9	p.m. 60	p.m. 120	..
															Avr. 75/13/4	p.m.	..
1/10	2/7	2/2	..	..	..	1/0	1/1	1/1	1/10	3/7	3/0	..	..	..	2/0	4/1	3/8
1/10	2/7	2/2	0/10	1/4	0/10	1/0	1/1	1/1	..	..	..	..	..	..	2/0	4/1	3/1
..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
Sup.	Avr.	..	Sup.	Avr.	..	Sup.	Avr.	..	Sup.	Spl.	Avr.	..	..	..	..	..	..
2/7	..	2/8	0/13	..	0/13	1/2	..	1/8	3/5	4/5	3/6	..	..	..	..	..	..
Min.	Max.	Avr.	Min.	Max.	Avr.	Min.	Max.	Avr.	Min.	Max.	Avr.	Min.	Max.	Avr.	Min.	Max.	Avr.
..	..	..	..	..	..	1/0	1/1/8	1/1/8	1/9/11	2/10/6	2/4/8	1/9/11	2/6/10	1/15/5	..	..	..
1/6	2/0	1/11	..	..	0/14	1/1	1/8	1/2	2/0	2/14	2/12	..	..	..	3/4	3/6	3/2
..	..	1/11	..	..	..	..	..	1/8	..	..	2/15	..	..	..	..	..	..
..	..	1/2	..	..	..	..	..	1/4	..	..	..	..	..	..	..	..	..
..	..	..	..	..	..	..	..	..	..	..	2/0	..	..	..	..	..	..
..	..	..	..	..	..	..	..	1/6	..	..	..	..	..	..	..	..	..
..	..	..	..	..	..	..	..	1/6	..	..	..	..	..	..	..	..	..
..	..	..	..	..	..	..	..	0/15	..	..	..	..	..	..	..	..	..
..	..	..	..	..	..	1/4	1/4	..	..	..	..	..	..	..	..	..	..
..	..	..	..	..	..	..	1/2	..	..	3/4	..	..	..	..	p.m. 70	p.m. 78	..

concrete construction labour.

## APPENDIX

## Bombay Engineering Employers'

Nos. given to Firms.	Motor Cleaners.			Malstries.			Moohees and Beltmakers.			Sawyers.		
	Min. Rs.	Max. Rs.	Avr. Rs.	Min. Rs.	Max. Rs.	Avr. Rs.	Min. Rs.	Max. Rs.	Avr. Rs.	Min. Rs.	Max. Rs.	Avr. Rs.
1	..	25	..	3/0	5/0	..	1/4	..	..	..	..	..
2	p.m. 20	p.m. 23	p.m. 21/8	p.m. 140	p.m. 140	p.m. 140	2/2	2/2	2/2	..	..	..
3	..	0/12	..	..	..	..	..	..	..	..	..	..
6	..	..	..	..	5/0	5/0	..	..	..	1/15	3/0	2/3
7	p.m. 25	p.m. 40	p.d. 1/8/4	p.m. 100	p.m. 200	p.m. 108/7/6	..	..	..	..	..	..
8 (M)	0/15	1/1	1/0	3/11	5/6	4/5	1/10	2/5	2/1	..	..	..
(C)	..	..	..	3/11	5/6	4/13	1/10	2/11	2/5	1/10	2/5	2/4
(Civil Eng- neering) ..	..	..	..	..	..	..	..	..	..	..	..	..
9	..	..	..	..	..	..	Sup. 2/4	Avr. 2/4	Sup. 2/10	Avr. 2/5	..	..
10	..	..	..	3/9/10	4/8/4	4/8/4	1/2/6	1/9/3	1/7/2	1/9/11	1/14/10	1/14/10
11	1/4	1/4	1/4	2/0	3/8	2/14	1/5	1/5	1/5	..	..	..
	..	..	..	..	..	..	..	..	..	..	..	..
	..	..	..	Carpenter	..	4/2	..	..	..	..	..	2/2
	..	..	..	Mason	..	3/8	..	..	..	..	..	..
	..	..	..	..	..	2/8	..	..	..	..	..	..
12	..	..	..	..	..	2/14	..	..	..	..	..	1/14
	..	..	..	Carpenter	..	3/10	..	..	..	..	..	..
	..	..	..	Painter	..	2/12	..	..	..	..	..	..
	..	..	..	Mason	..	3/2	..	..	..	..	..	2/0
16	..	..	..	..	..	..	..	..	..	..	..	..
19	..	30 p.m.	..	Min. Timber	100	165	..	2/3	..	Tables	..	3/1
	..	..	..	Max. Carpenter	125	165	..	..	..	Frames	..	2/9
	..	..	..	Polishers	..	90	..	..	..	Band	..	2/5
	..	..	..	Mechanics	..	165	..	..	..	Hand	..	2/0
	..	..	..	Machineman	..	165	..	..	..	Bench	..	1/10
	..	..	..	..	..	*3	..	..	..	..	..	..

\*Special for re-inforced concrete construction labour.

## XIII—concl'd.

## Federation—Statement of Wages—concl'd.

Fettlers or Chippers and Lademen.			General Remarks.
Min.	Max.	Avr.	
Rs.	Rs.	Rs.	
1/7	..	..	No. 1. The workshop permanent staff are eligible for the following leave :— Casual leave for 10 days in a year. Special Casual leave in a year in case of illness supported by medical certificate and when there is no other leave to fall back on. Privilege leave for 1 month after 11 months' service. This leave is subject to forfeiture at the end of the year. Sick leave on half pay to the extent of 2 months in each year provided 6 years' service is rendered. Leave on urgent private affairs on half pay is granted to the extent of 6 months provided 6 years' active service is rendered. Casual workmen are not eligible for leave with pay.
..	..	..	No. 2. Daily paid labourers are not granted leave with pay but those who can be spared in slack season are permitted to go to their native places and are re-engaged if they return on the date specified by them at the time of departure. Monthly paid labourers are granted leave with pay for a fortnight.
0/14	1/1	1/0	No. 3. Fourteen days' privilege leave per annum is granted to all permanent employees, i.e., those who have put in at least one year's service. Privilege leave is taken by the majority of the workers although it is found that leave is either taken at odd times during the year or else allowed to accumulate for three or four years in order to allow the employee to proceed to his up-country abode. In all cases the privilege leave is paid annually whether the worker takes advantage of the holiday at the time or otherwise.
..	..	..	No. 6. No leave with pay is allowed except four holidays, viz., New Year's day, Good Friday, King Emperor's Birthday and Christmas day for which the men are paid.
..	..	..	No. 7. Leave on full pay for 15 days to monthly paid labour who take full advantage of leave rules in force. No leave with pay is allowed to Daily paid labour, the majority of whom ask for leave either yearly or every other year and it is granted them provided the period is reasonable.
..	..	..	No. 8 & 9. All classes of employees shown against 8 & 9 are eligible for 15 days' leave with pay in a year after one year's service. Leave under the Workmen's Compensation Act for absence in consequence of injuries sustained while on duty. The leave is fully availed of.
Sup.		Avr.	
1/3	..	1/3	No. 10. Subject to certain conditions 15 days' additional pay is paid annually in respect of accrued leave or leave actually taken with permission during the previous year, to employees who have been in the Company's service for a full year.
Min.	Max.	Avr.	
0/14/2	1/1/3	1/1/3	No. 11. No leave with pay is allowed except in cases of genuine sickness and of injury in which pay is given while in hospital according to Workmen's Compensation Act.
1/2	1/12	1/8	No. 12. Leave on full pay for 14 days is allowed to daily and monthly rated staff after one year's service. No leave is given until an employee renders 6 months' service, when 7 days leave is given. Daily rated staff are also allowed 1 day's leave on full pay on His Majesty's Birthday. The leave is fully availed of and is practically always granted when applied for. Leave with pay can be taken on Bank holidays when the works are entirely closed.
..	..	..	No. 15. Leave on half pay only is granted in exceptional cases to men of long service.
..	..	..	No. 19. Monthly paid men are given leave with pay up to one month. Beyond that no pay is given unless there are very exceptional circumstances. The leave is granted to suit the convenience of men. Daily paid men are not granted leave with pay.
..	..	..	
..	..	..	
..	1/10	..	