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Government of Madras

Memorandum Submitted
to the Royal Commission on about



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GOVERNMENT OF MADRAS

MEMORANDUM

SUBMITTED TO THE

ROYAL COMMISSION ON LABOUR



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N 29.

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 * கையொப்பம் *



PREFACE

This memorandum follows the terms of the questionnaire issued by the Royal Commission and therefore does not deal with the conditions of agricultural labour, other than labour employed on plantations. But although an enquiry into the conditions of agricultural labour, other than that employed on plantations, is not included in the terms of reference to the Commission, this Government consider that without such enquiry it is impossible to obtain an accurate idea of the general labour conditions in the province. As some of the succeeding paragraphs of the memorandum indicate, agricultural labour and industrial labour are often so closely inter-related that a man may spend part of the year on agricultural labour and part on industrial labour; and even a man employed continuously on industrial labour often lives in a village along with the agriculturists, or returns to it whenever he can. If therefore attention is concentrated solely on the conditions in industries and on plantations, the appreciation of the general standard of living amongst the labouring classes in the province cannot be anything but imperfect.

Secondly, it is not clear why labour on plantations is regarded differently from other forms of agricultural labour. From the point of view of the labourer the conditions of ordinary agricultural labour merit enquiry as much as, if not more than, the conditions of plantation labour. A general sketch on "Labour and its movement" by the late Sir George Paddison is annexed and will serve to illustrate this point which the Government consider to be of considerable importance.

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XII
124

ANNEXURE.

Note by the late Sir George Paddison, K.B.E., C.S.I., I.C.S.

LABOUR AND ITS MOVEMENT.

STRENGTH.

Cultivation in this Presidency supports as workers and dependants 30,000,000 out of 43,000,000 inhabitants as enumerated in the census of 1921, or 7 out of every 10 persons. Of these, farm servants and field labourers number 3 out of every 10 as is shown in the following table:—

Class.	Total.	Men.	Women.	Dependants.
Farm servants	2,927,459	961,911	630,056	1,335,492
Field labourers	6,323,686	1,854,290	1,676,399	2,793,087
Total ..	8,251,145	2,316,171	2,306,455	3,628,580

This gives only one labourer for every 4 acres of cultivated land including irrigated land in the Presidency. A very large number of persons, however, classed as cultivating owners and tenants are also labourers, but the exact number cannot be calculated. In a number of typical villages at the recent re-settlement in Bellary and Anantapur districts, 28 per cent of the farmers combined with their own job that of agricultural labourer. In Tanjore district, a typical delta district, there is a regular system of tenancy which is practically a wage contract, the land-owner giving his tenants a share of the crop in lieu of the wages but advancing a considerable proportion of the cost of cultivation and often employing other labourers to help them in reaping and transplanting the crop. Often, too, the smaller owners or tenants assist each other without any payment in times of urgency such as transplantation and harvest seasons.

The village workmen who chiefly affect the agriculturists are the blacksmith and the carpenter and the farm labourer proper. The panchangamdar who predicts the weather and is paid by the farmers can hardly be considered a labourer. The blacksmith and the carpenter belong to particular castes and their job is generally hereditary. Their pay is sometimes in the shape of a plot of land held free of assessment on condition of service and in addition (if the land is not enough to support him) a percentage of the crop given at harvest time calculated on the basis of so much for each plough. Sometimes a cash wage is given. These workers are generally well off.

The farm labourers proper are divided for the purposes of the wages census into ploughmen, sowers and transplanters, weeders, reapers and harvesters, and others. As a matter of fact, in this Presidency, except ploughmen whose special duty is to look after the cattle, these workmen

iii

are the same persons. It is true that at the time of transplantation ing, extra labour may be secured if possible. The sowing is usually done by the farmer himself as it is a difficult task. If seed is broadcasted and even if a drill is used as each seed is dropped in by hand into the hopper, it requires care to see that the right amount of seed is used. The herdsman who looks after the cattle or goats is generally a small boy or an aged man. Transplantation of rice is generally done by women, reaping sometimes by both men and women, but often women are engaged in carrying the crop to the stack or threshing-floor on their heads. Cotton-picking, tea and coffee plucking and ground-nut picking are also done by both women and men.

Wages given in different districts vary a great deal. In the Agency tracts of Ganjam and Vizagapatam; the average for an ordinary unskilled labourer is only about 2 annas a day; similarly in the northern part of South Kanara, in Vizagapatam and on the Deccan plateaux which is mostly unirrigated land, wages are low. The higher wages are to be found in the delta tracts near large towns and large centres of industry, or near the hill stations. For example, in Tanjore, Trichinopoly and Madura (in the tracts irrigated by the Cauvery and the Periyar) 6 annas or over is generally paid; near Kodaikanal, Coonoor and Ootacamund, similar labourers get 8 annas; the wages in Saidapet taluk, close to Madras, are over 8 annas a day while in Conjeeveram and Madurantakam taluks in the same district but farther from Madras, it is just over 4 annas. Ploughmen get rather more than ordinary agricultural labourers except at such times of urgency as transplanting or reaping seasons when the occasional labourer also gets more than at other seasons. But it must be remembered that ploughmen, as a rule, take part in harvesting and reaping. All these figures must be taken with a certain amount of salt as very frequently wages are paid in grain and the exact rate at which it should be commuted it is not easy to estimate. Moreover, an agricultural labourer frequently gets a number of perquisites such as cloth, a pair of shoes, money for betel or tobacco and an annual sum in cash. The same persons will be paid at different times in cash and in grain. Without vouching for the absolute accuracy for the figures, it may be said that an ordinary labourer gets between 5 and 6 annas, ploughmen between 6 and 7 annas and those engaged in reaping and harvesting about 7 annas. As a rule, but not universally, women get less than men, in most cases about two-thirds of what the men get. In the last census the number of women employed in proportion to the men showed a reduction from 1,187 to 996 to every thousand men. This is a sign of increasing prosperity. Another distinction between classes of labourers is that between farm servants and occasional labourers. On the face of it, the farm servant has a better time of the two as he frequently gets one or two daily meals, and in bad seasons is kept on at the expense of the farmer, whereas the daily labourer has to go to some other district in search of work or to migrate generally to Burma or Assam from the north of the Presidency, to Ceylon or Malaya States from the south, and from the West Coast to the plantations of tea and coffee on the Anaimalais, on the Nilgiris, in Mysore or in Coorg.

The most fortunate type of the farm servant is one whose caste approximates to that of his master and who 'lives in.' Such a man is often treated as one of the family and shares their fortunes in good and bad times. On the other hand, a large number of these farm servants, especially of the low castes, who have no access to their masters' houses, are frequently very badly off. They are given an advance on some special occasions such as a wedding, and nominally the loan is to be repaid by service. If the workman is invaluable the master takes care that this loan shall not be worked off, and this man is attached compulsorily to his master for life and sometimes also his sons inherit the debt after their father's death. If the farm is sold the farm servants and the debt are taken over. The only way of their keeping from this form of servitude is emigration.

After an inquiry by Mr. Gray, C.B.E., I.C.S., the present Registrar of Co-operative Societies, great efforts are being made by Government to change this state of affairs: co-operative credit societies are being formed specially for the low caste labourers, house-sites are being acquired for them, schools are being started, water-supply improved, in many cases a well is being dug for the first time where before they were dependent on water from irrigation channels or were waiting at the well open to higher castes for some one to come and draw water for them. Land is being assigned to them wherever available either in the form of allotments which is the usual method adopted or in large blocks where colonies are being started and worked generally on a co-operative basis. The position of these labourers is worse in the mirasi districts of Chingleput, South Arcot, Tanjore and Trichinopoly. In these districts a few high-caste persons called mirasidars claim, rightly or wrongly, to have a prior right over all the land in the village including unoccupied areas and including the house-sites of the labourers. It is in villages of this type that emigration is most frequent as the low-caste labourer has no chance of acquiring any land and is at the mercy of his master, being liable to be expelled from the only land available for the house-sites if he should offend him. Great efforts are being made to improve conditions in this respect also, house-sites are being acquired and money advanced by loans from Government through co-operative societies and though the land-owners objected most strongly when this work was begun and sometimes refused to employ their own labourers for some time, they soon found that the labourer, who has a house of his own is much less liable to run away, has more self-respect, has acquired a habit of thrift, has frequently, in order to repay his instalments of the loan, given up drinking and is much more a valuable asset to his master than he was when he had no hope of improvement.

CONDITIONS OF LIFE.

No statistics are available showing the hours of labour. It varies in different districts both as regards the time of starting and leaving work and the number of hours worked. In one district, the workers wait till the morning mists are cleared before starting, in another in the dry heat of the East Coast or the Deccan they start earlier to have a longer time off in the burning heat. The Madras labourer works long hours but works fairly leisurely. The whole family often set out

together for the fields, the baby is strung from a branch of tree watched by one of the elder children while the father and the mother are at work. Sometimes the mother arrives later than the rest of the family as she first sees to her household work. The mother will leave her work to give her child nourishment, and in the midst of the day they all foregather under the shade of the tree to rest and have their meal. On the whole, there is no articulate desire for any regulation of the hours of labour and it would be impossible to enforce such regulation even if it were insisted on. Similarly it would be impossible to insist on accident or sickness insurance or maternity benefits. The mother will not stay away long from her work after her child is born. Nature does not require it in the case of persons bred in the open air in a hot climate. A real danger is the ignorance of the midwives whose insanitary methods may cause danger both to mother and child. Great efforts are being made to train these women, but the Indian labourer is very conservative and often prefers the old ways. There is no regular weekly rest-day, but Hindu and Muhammadan festivals are frequent, and Muhammadans and Hindus in this Presidency attend them all.

HEALTH AND SANITATION.

Hookworm is almost universal and though it does not often kill, it largely increases the danger from other diseases, and reduces the efficiency of the labourers. Efforts are being made to stamp it out, but this is by no means easy owing to the habits of the ordinarily bare-footed labourers. Of epidemics, plague, cholera and fevers are largely due to the insanitary surroundings. Here again, efforts are being made by lantern lectures and other propaganda to educate the labourers in more sanitary ways. Water-supplies are being improved, less congested house-sites are being acquired; on some of the plantations especially, improvements are being made in these directions. This question, however, is rather a matter for the health officers to deal with than a mere layman.

RECREATION.

The ordinary labourer has not the time or the money for any elaborate form of recreation. His chief delights are a festival, a marriage ceremony, singing songs, or beating the tom-tom. The telling of stories is a source of constant delight. If money can be secured, a pilgrimage is sometimes undertaken to sacred places. There is also the toddy and the arrack shop, which sometimes absorb too much of the labourers' earnings.

SCARCITY, FAMINE AND UNEMPLOYMENT.

The elaborate system of famine-relief which has been organized by the Government of India and the Local Governments over a series of years will doubtless have been explained in detail by other and more experienced writers. The Government attempt to maintain the normal level of subsistence but not of comfort. In consequence, during these periods, migration to other and more favoured districts or to more distant parts increases. It is in the season of scarcity that the problem of unemployment becomes important. In ordinary years, there is no

lack of employment among most of the labourers except in the hot weather when some of the labourers find it difficult to get continuous employments throughout the week.

MIGRATION.

There is a normal movement of population every year from the poorer districts to the highly irrigated tracts of the deltas. The number who so move cannot be ascertained. But thousands move every year from Vizagapatam, from the uplands of Godavari, Kistna and Guntur to the lands watered by the Kistna and the Godavari. In some cases these people, finding conditions favourable, settle down in the districts to which they have come. As however these tracts consist of almost an unbroken sea of irrigated rice fields they crowd very often on mounds rising out of the waters and their congestion is a serious problem which has been dealt with by acquisition of better sites and raising the level of the land acquired. Wherever possible, land in the possession of Government or taluk boards by the side of roads or channels is being allotted free. Similarly there is an inflow of labour in transplanting and harvesting seasons in delta tracts of Tanjore, Trichinopoly and Madura. From the West Coast, large numbers go every year to the tea, coffee and rubber plantations on the Nilgiris, in Mysore and Coorg, from Salem to the coffee plantations on the Shevaroye; from Coimbatore they flock to the Anaimalais to the tea plantations recently started there; from Ramnad, Madura and Tinnevely a very large number go annually across the borders to Travancore. They generally stay on these plantations from 10 months to a year and then return to their own villages. They are recruited by maistris who receive some commission and also receive some money for advances to the labourer which is repaid out of his wages. The hours of work on these estates is about 10 hours a day including an hour's rest at noon, but, generally speaking, the labourers are set a certain task which they may complete in their own time. If they do more than the task they are paid by weight according to the amount they have plucked. The men earn from 7 annas to 8 annas a day, women 5 annas and children 3 or 4 annas. In some cases the estate pays the expenses of the labourers' coming and returning to their villages. In the matter of educational facilities, medical attendance and the water-supply, they are better looked after than they are in the plains. What they dislike is the cold and the wet on the hills as compared with the warmer weather in the plains. In fact if they do not find conditions better they would not go as the Indian labourer is a great lover of his home. The chief migration in India itself is to Assam and Burma. This is different from the migration to Travancore, Mysore and Coorg mentioned above, as there the labourers go and return as a rule in a single year and if they do not like the conditions there, they are able to return without much difficulty. Assam and Burma need a long and expensive journey. In fact they are a good deal farther and more different from the conditions at home than in Ceylon. The total number recruited to Assam last year was 18,684 of which Ganjam and Vizagapatam contributed 9,000. Owing to the immense demand for labour in this and other tea growing areas consequent upon the rise in the price of tea, an effort to open up new districts in the Assam was pushed on too quickly at first and a

number of labourers returned. This was due to the fact that the emigrants did not understand the conditions under which they were recruited of the places to which they were coming. The proper method of recruitment to which they have now returned is to send to each village a person who has worked for some time in the plantation and can explain to the people what the conditions are like and what they may expect.

No figures are available for the annual migration to Burma where the Madras labourer goes to work in the rice fields and in the rice-mills as the Burman is not a labourer by nature. Probably about 12,000 go every year. Most of them go from Ganjam, Vizagapatam and Godavari in the north of the Presidency. A certain number go from the south—Tanjore, Madura, Ramnad, Malabar and Tinnevely.

With regard to emigration outside India, the assisted unskilled labourers who are almost entirely agricultural labourers can only at present go to Ceylon and Malaya. A few have recently also been sent to Mauritius and there is talk of re-opening emigration to British Guiana. For practical purposes, the only places outside India which affect this Presidency are Ceylon and Malaya. The boom in tea has enormously increased the demand for labour in Ceylon and similarly in Malaya the demand for work on the Singapore Docks and also the removal of the embargo on the export of rubber have very greatly increased emigration to that colony. Representatives of the Government of India are stationed in both these colonies to look after the interests of the Indian labourers and considerable improvements in their conditions have recently been effected in both the colonies. On an average, 90,000 persons a year went to Ceylon as agricultural coolies in the last five years. A very considerable number of them were persons who had been there before. To Malaya as many as 70,000 were sent last year. A greater part of the emigrants both to Ceylon and Malaya came from the Tamil districts on the East Coast. Trichinopoly, North Arcot, Madura, Tanjore and Salem also contributed a considerable number. Tinnevely, considering its proximity to Ceylon, sent remarkably few.

On the whole, according to the latest Census report for the decade up to 1921, this province suffered a net loss of a million and a half of labourers in excess of emigration over immigration. Since then there has been a steady increase every year in the number of emigrants. This of course necessarily means that the demand for those agricultural labourers who stayed behind increases and conditions of employment are also growing better. The labourers who return from Ceylon or Malaya with considerable savings and the wider idea of the world must necessarily increase the ambition of those who stay in their own villages. However unpleasant it may be to the farmer in India, on the whole the lot of the labourer is improved by this emigration so long as the conditions in the countries to which he emigrates are carefully watched and provision is made so that he can return if he wishes to do so.

CONCLUSION.

On the whole the lot of the agricultural labourer is not so bad as would appear to be from the low wages which he receives. His wants

are few owing to the fact that as there is no cold weather he needs spend very little on his clothes. In times of scarcity he certainly suffers, but the alternative of migrating either to other parts of India or to Ceylon or Malaya give him the chance of improving his lot. Wages though very low show a continuous tendency to rise. Even the depressed classes whose lot is far worse are beginning to improve, through the action of Government and of a few, too few, social workers. And if these efforts are re-doubled, education is made universal, water-supply, sanitation and housing are taken even more vigorously in hand than they are at present, a great advance may come in the next ten years.

MADRAS,
13th July 1926.

GEO. F. PADDISON,
Commissioner of Labour.

ROYAL COMMISSION ON LABOUR.

MEMORANDUM OF THE GOVERNMENT OF MADRAS.

PART I.

GENERAL.

I. RECRUITMENT.

1. ORIGIN OF LABOUR.—(i) *Extent of migration.*—In the Presidency of Madras, the recruitment of labour for industrial concerns is mainly local. Most of the factories are situated in the larger towns and the workers, skilled and unskilled, employed in these factories are as a rule recruited from those towns themselves or from the adjoining villages. Workers of whom a specially high degree of skill is expected are sometimes brought from a distance but these cases are believed to be relatively few. Some migration of labour does take place, as in the case of field labourers seeking employment in seasonal factories, e.g., in the ground-nut season; but such migration is very rarely from any great distance. But the recruitment of labour for the tea and coffee plantations of the Malabar, Nilgiris and Coimbatore districts involves migration from much longer distances. Some labour is obtained locally for plantations but the bulk of it comes from areas outside the planting districts proper, e.g., from the plains portion of Malabar, from Trichinopoly, Tinnevely, etc.

(ii) *Causes of particular streams of migration.*—The chief cause of the migration of agricultural labourers to plantations or to seasonal factories is lack of continuous and remunerative employment in their own villages. Lack of local employment may be due to the regularly recurring stoppage of agricultural activities between seasons, or to unfavourable seasonal conditions affecting the demand for labour. The labouring classes in this Presidency are ordinarily of a stay at home character and it is only the stimulus of need or the lure of better and more regular employment that induces them to migrate.

(iii) *Changes in recent years.*—No conspicuous change in regard to the recruitment of labour for plantations or for industrial concerns has taken place in recent years.

2. CONTACT WITH VILLAGES—(i) *Extent and frequency of return.*—Factory workers recruited from villages near the factories return to their villages as a rule whenever they have an opportunity, e.g., if they have to cease work on account of strikes, reduction of staff, illness, etc. In this way they maintain contact with the villages. Labourers recruited for plantations from other districts generally return to their villages for a few months every year.

(ii) *Extent of permanent labour force.*—The permanent (industrial) labour force in this Presidency is comparatively small. Many of the labourers on plantations recruited from other districts return year after year to the same estates.

The total number of industrial labourers (including casual employees) in establishments containing not less than ten persons is less than 200,000, while the total number of labourers on estates is about 50,000.

3. METHODS OF RECRUITMENT—(i) *Existing methods.*—Except in the case of labour for Assam, for plantations in the Presidency and for emigration overseas, recruitment has not been systematized. The applicant for industrial employment presents himself at the factory gate. For isolated casual vacancies, the ordinary method of recruitment in the bigger factories (apart from the formal putting up of a notice on the gate) is to leave the matter to the foreman or maistri of the branch concerned, who finds some one employed in a similar capacity in a smaller factory on less advantageous terms than the larger factory can offer.

(ii) *Possible improvement.*—No suggestions.

(iii) *Desirability of establishing public employment agencies.*—The question of establishing public employment agencies has twice been considered in recent years. The result of the inquiry made in 1921 was overwhelmingly in favour of the view that no useful purpose would be served by the establishment of a system of such agencies. In 1928 the matter was again examined as it was suggested that recent industrial developments in India might have been such as to modify to some extent the situation which had led the Government of India to decide in the negative the question of the establishment of employment agencies. The examination then made showed that in this Presidency the position had not changed substantially since 1921 and that there was nothing to indicate that a public employment agency would be of any use. The main reason was that though aspirants for employment would probably resort to

such an agency in large numbers, employers would seldom or never use it, since they find it easier and more satisfactory to recruit the labour they require through the medium of their own servants or by picking it up at the factory gates where an ample supply is generally to be found.

4. EXTENT AND EFFECTS OF DISTURBANCES OF FAMILY LIFE.—No remarks.

5. RECRUITMENT OF SEAMEN.—There is practically no deep sea maritime population in this Presidency and recruitment of seamen is of no practical importance.

6. RECRUITMENT FOR ASSAM.—The recruitment of labour for the tea gardens of Assam is conducted under the general supervision of the Assam Labour Board. The Board itself does not conduct recruiting operations; its functions are confined to giving advice to applicants for local agents' licences and to exercising general supervision over recruitment. The actual recruitment is carried on under the auspices of the Tea Districts Labour Association, which is composed of representatives of companies in the Assam valley, etc. Only one form of recruitment is now permitted, viz., recruitment by garden sardars licensed under the Labour and Emigration (Assam) Act of 1901. Under that Act local agents may be licensed for the purpose of representing employers in all matters connected with the supervision of the garden sardars within the local areas. Licences for garden sardars are granted only to bona fide labourers on the books of the tea gardens and each licence must be countersigned by a Magistrate in Assam. Such sardars when sent to recruit must, on arrival in the district from which they intend to recruit labour report themselves to the local agents mentioned above. The sardars work under the supervision of the local agents who usually give them advances which come from the Assam Tea Districts Labour Association. The association charges a commission on all coolies recruited through its agency.

This system has been evolved as the result of numerous enquiries and commissions, and was strongly recommended by the Labour Enquiry Committee of 1906. It is believed to encourage emigration by families, and since the activities of recruiters are carefully supervised, the system is believed to be free from serious abuse. No serious defects in the system have been pointed out by District Magistrates on the working of the Act. In this Presidency the bulk of recruiting for Assam has for many years been carried on in the districts

of Ganjam and Vizagapatam especially in the Agency tracts of those districts where the people are hardly yet sophisticated. Apart from the case of Agency tracts where it would not yet be safe to abolish control, experience in recent years has shown that precaution is particularly necessary in districts where efforts have been made to open up new areas to recruiting. It is therefore essential that control over recruiting should be maintained in all districts of the Presidency.

As the existing Act has become exceedingly difficult to interpret owing to numerous additions and alterations, the question of repealing the Act and enacting a simple measure instead is under the consideration of the Government of India.

7. UNEMPLOYMENT—(i) *Extent and character*; (ii) *Application of international conventions relating to unemployment*.—There is no doubt unemployment, in the sense that there are numerous applicants for employment who are unable to obtain it. But as a rule such unemployment is that of persons seeking jobs for which they are not qualified, e.g., high school students trying to get skilled artisan's jobs, young men who on the strength of a course in a technical institute aim at highly paid engineering appointments before they have had any practical experience in the lower ranks. Such misfits are lamentably common but very few cases have come to notice of men adequately equipped for specific industrial employment who remain long out of a job. Unemployment as understood in Europe is not a feature of the industrial life of this Presidency as it is essentially an agricultural province and there is no need to take action on the lines indicated in the international conventions.

8. LABOUR TURNOVER—*Average duration of employment and extent of casual employment*.—Nearly one-third of the number of registered factories in this province are of a seasonal character. Such factories are gradually increasing in number. The employment which these factories offer is necessarily casual and lasts only for limited periods during particular seasons. These seasons, e.g., the cotton-ginning or the ground-nut decortivating season, do not exceed four months each and if allowance is made for the fact that in many of the seasonal factories ground-nut decortivating and cotton-ginning are both carried on the workers will normally find employment there for about six months in a year.

Labourers generally stay on plantations from ten months to a year and then return to their villages.

9. APPRENTICES ACT, 1850—*Value of*.—As far as this Presidency is concerned, the Act has been of little value to the trades, or employers of labour or to the apprentice. The Act appears to have been originally designed to provide adequate protection and guardianship to orphans from military orphanages and charitable institutions and to regulate their training in suitable trades and occupations with special reference to marine work. The provisions of the Act were of such a nature that they could not be availed of by the general youth of this Presidency. Military orphanages and charitable institutions being few and far between, and opportunities for marine work being limited, the Act has remained more or less a dead letter. The desirability of suitably amending the Act so as to render it useful to all classes of apprentices desirous of learning various trades was first suggested by the Committee on Industrial and Technical Education of 1922. In accordance with this suggestion a further committee was appointed in 1924 to examine the whole question. Its main recommendations were that provision should be made for a mutually binding indenture between the employer and the apprentice in certain specified trades, that certain safeguards should be provided against one employer enticing away the apprentice indentured to another employer, that the minimum age of an apprentice should be restricted to fifteen so as to ensure a minimum standard of general education and that provision should be made for the settlement of disputes between an indentured apprentice and his employer and for ensuring the strict observance of mutual obligations. The Government of Madras after carefully considering these recommendations came to the conclusion that the time was not ripe for the introduction of legislation on the lines proposed.

II. STAFF ORGANIZATION.

10. SELECTION OF MANAGING STAFF.—In the larger and more important industrial concerns, the selection of managing staff is well made, but in the smaller concerns men with little or no experience and without suitable training or qualifications are sometimes appointed.

11. RECRUITMENT AND TRAINING OF SUBORDINATE SUPERVISING STAFF—METHODS IN FORCE AND FACILITIES FOR TRAINING AND PROMOTION OF WORKMEN.—The training of persons for subordinate supervising posts in various industries is now undertaken at the Madras Trades School run by the Industries Department where lads of good education are put through

a course of theoretical and practical training in technological subjects such as electrical engineering, mechanical engineering, printing, etc. The courses are designed to turn out men suitable for employment as foremen, supervisors and chargemen. There are also other institutions such as the Government Engineering College, the Chengalvaroya Naicker Technical Institute, the Government Textile Institute, etc., where subordinate staff are trained in civil engineering, weaving, etc. The above institutions adequately meet the present need for subordinate supervising staff. At present, recruitment of supervising staff is made in two ways: (i) by direct appointment of men technically trained in the above institutions and in institutions outside the Presidency and (ii) by promotion of able workmen who have put in long and satisfactory service. Until recently it was the usual practice of employers to choose from among their workmen the foremen and supervisors required for the various departments. These foremen and supervisors were generally by no means well educated nor were they technically trained in a school or institute. They were mere craftsmen with long experience of the particular class of work in which their workshops were engaged, and as long as the work carried out did not call for technical knowledge they served the purpose well. They, however, looked down upon the educated apprentices attending evening classes and to that extent acted as a drag on the progress of apprentice education. The introduction of special machinery and precision tools and the increasing tendency to adapt and fabricate various kinds of machinery in this country has necessitated the employment of educated and technically trained men as foremen and supervisors, and in consequence direct recruitment of suitable technical men with practical experience is resorted to more frequently than before. There seems to be however no uniform system of recruitment nor any recognized minimum standard of technical training that may be considered as suitable for direct recruitment. Facilities for training and promotion of workmen in this Presidency have improved considerably during the past few years through the medium of Government and aided industrial schools. There are at present about 60 industrial schools in different parts of the Presidency, where boys are trained for various kinds of trades as craftsmen. These schools turn out skilled artisans who would in future form the cream of the labouring class.

An attempt has been also made by the Industries department to raise the general level of the working classes of the

future by instituting a preparatory section in the Madras Trades School for prospective workmen. In this section, sons of workmen are put through a three years course of general education with a bias towards industry. The course includes training in drawing, metal work, elementary science, hygiene, good citizenship, etc. The Department of Industries is also tackling the difficult problem of the education of the adult workmen by instituting evening classes in the Madras Trades School. The increasing numbers that enrol themselves for these classes is a healthy sign and it is contemplated to expand this section in various directions in the near future.

12. RELATIONS BETWEEN STAFF AND RANK AND FILE—

(i) *Relations generally.*—As stated above, the usual practice until recently has been to promote workmen of long and satisfactory service to the positions of foremen and supervisors and not unnaturally these men do not always command very much respect from their former comrades and co-workers in the rank and file. The complaints of the men have in many cases been against the 'tyranny' of the foremen of the factories rather than against the strictness of their employers.

(ii) *Works committees—Their extent and achievement.*—

No such committees are functioning anywhere in this Presidency except in the Buckingham and Carnatic Mills, Madras, where the Welfare Committee, as it is called, is working very satisfactorily.

13. CONTRACTORS AS INTERMEDIARIES — (i) *Extent and character of work given on contract*; (ii) *Extent of sub-contracting.*—In the case of industrial concerns, the work that is given out on the contract system generally falls under one or the other of the following classes: Loading, unloading, reeving and despatching of goods, weighing of finished articles and the curing of raw produce. In the case of seasonal factories it is not uncommon to let the factories themselves on contract, but no precise information is available as to the extent to which the system prevails, nor is there information regarding the extent to which sub-contracting in industrial concerns prevails. So far as letting out on contract of seasonal factories is concerned, the extent must obviously depend in part on the nature of the season as affecting the particular produce dealt with in those factories.

(iii) *Control exercised over working conditions.*—All labour employed in a registered factory, whether employed directly by the owner, occupier or manager, or indirectly through

contractors, sub-contractors or other intermediaries, is subject to the regulations prescribed in and under the Indian Factories Act, but the contractor himself, unless he has taken the whole factory on contract, is not responsible for compliance with these regulations.

III. HOUSING.

14. EXTENT TO WHICH PROVIDED BY EMPLOYERS—GOVERNMENT, PUBLIC AGENCY, PRIVATE LANDLORDS AND WORKERS.—The percentage of each kind of house in this Presidency for the five decades ending with 1921 is as follows:—

	1871.	1891.	1921.
Terraced	7.2	9.4	12.1
Tiled	7.8	8.9	10.2
Thatched	85.0	81.7	77.7

In Madras City there are more than 25,000 huts and one-roomed buildings having about 150,000 workers and labourers; in Madura 9,326 huts and kacha dwellings having a total labour population of 50,000; in Tuticorin 3,276 similar houses wherein 16,000 people live; in Mangalore 6,500 kacha houses and thatched huts accommodating about 30,000 people; and in Vizagapatam 5,320 kacha buildings accommodating about 30,000 workmen.

By the exertion of the Labour department and the co-operative building societies and a number of local authorities, some houses have been built for the poor workmen in the City of Madras and in a few other towns. Manufacturers, industrial firms, railway companies and harbour authorities have to some extent provided for the housing of their employees. In the City of Madras, a leading firm has provided houses at Re. 1-8-0 per mensem for a few of their workmen whose monthly income falls short of Rs. 30. There are still many labourers however without shelter. In Madras City, in the vicinity of the Esplanade and Harbour, the working population that squat in the streets and in the narrow verandas of godowns number over 1,500 or 400 families.

At the Golden Rock, Trichinopoly, the South Indian Railway Company has built houses for the workers in the New Railway Colony. At Madura, the Madura Mills Company has provided houses for 675 labourers (which is about 10 per cent of the total number of labourers actually working in the mills) in an area close to the mills.

Out of 1,480 registered factories in this Presidency only 211 factories provide housing accommodation for employees and these too as a rule only for a small proportion of their

employees. Housing accommodation for labourers at Mettur is provided by Government in connection with the Mettur Project works. Almost all the planting estates in the Nilgiris, Malabar and Coimbatore districts provide lines for their coolies.

Existing legislation provides for: (1) expenditure on model dwellings and the encouragement of co-operative building under rule 40 of the Finance Rules in Schedule IV of the Madras District Municipalities Act, and under rule 4 (a), Schedule V of the Madras City Municipal Act (a number of local authorities including Madras, Vizagapatam, Madura and other cities carried into effect some great clearance; but there is much to be done in the shape of slum clearance and model dwellings); (2) provision of sites and the construction of houses for the labouring classes within town-planning schemes under section 4 (k) and (l) of the Madras Town-Planning Act. For financial assistance for such schemes, section 32 of the said Act provides for the creation of a Provincial Town-Planning Fund. The fund has not been constituted.

On a smaller scale certain municipalities, viz., Vizagapatam, Madura, Madras, Mangalore, Tuticorin, Cochin, Calicut, etc., have undertaken to prepare civic surveys which will also deal with the general housing conditions in their cities or towns.

15. NATURE OF ACCOMMODATION.—Coolie lines on estates are generally fairly good. Accommodation provided by factories generally consists of rows of eight or ten rooms each 10' x 8' or so with a veranda along the front of the row. A protected water-supply is available only in a few cases and in many cases the sanitary arrangements are not satisfactory.

The following recent statistics regarding tenements in Government cherries in the City of Madras indicate the housing conditions of the workmen at Madras:—

Character of dwelling.	Number of dwellings.	Number of rooms.	Monthly rent.	Area of room in square feet.
Rs. A. P.				
A.—Thatched hut.				
(i) With one room only.	640	640	1 8 0 to 2 0 0 (per hut)	64 to 80
(ii) With one room and veranda.	310	310	Do.	64 to 80

Character of dwelling.	Number of dwellings.	Number of rooms.	Monthly rent.	Area of room in square feet.
Rs. A. P.				
<i>A.—Thatched hut—cont.</i>				
(iii) With two rooms ..	271	342	2 0 0	120 to 216
			2 8 0	
			(per hut)	
<i>B.—Tiled house.</i>				
(i) With two rooms ..	51	62	1 4 0	64 to 100
			3 8 0	
			(per room).	
(ii) With three rooms ..	100	300	Do.	64 to 100

The above figures relate to twelve labourers' cheris which occupy a total extent of 30 acres of land fetching an annual lease rent of about Rs. 1,200 to Government. Seven thousand and twenty-two workmen (or 1,757 families) including coolies, cartmen, fitters, weavers, spinners, constables, goldsmiths, beedi-makers, sweepers, bricklayers, boatmen, motor-drivers, rickshaw-wallahs and fishermen live in these cheris.

16. UTILIZATION BY WORKERS OF ACCOMMODATION AVAILABLE.—No information.

17. RENT RATES IN VARIOUS CLASSES.—No rent is charged as a rule for housing accommodation provided by the employers and even when charged it is only nominal.

18. SPECIAL PROBLEMS ARISING IN CONNECTION WITH VARIOUS CLASSES OF HOUSING.—No remarks.

IV.—HEALTH.

19. GENERAL HEALTH CONDITIONS.—The Director of Public Health is of opinion that the health conditions of industrial labour are not generally good. In the absence of any organized system of record-keeping of cases of sickness and death among industrial employees no statistical evidence is available as to the ultimate effects of industry on the health of the worker.

20. EXTENT OF MEDICAL FACILITIES PROVIDED BY EMPLOYERS, GOVERNMENT AND OTHER AGENCIES.—Very few factories have provided dispensaries in charge of medical officers. Some maintain first-aid appliances; some engage part-time medical officers and a few have got hospitals of their own. But these remarks apply only to large concerns

and most of the factories do not provide medical facilities at all. Medical facilities in the planting areas are excellent.

In towns, the local bodies or the Government have established hospitals where medical aid can be got but the factories in these towns are in many cases at considerable distances from the hospitals.

Mission hospitals are sometimes located in industrial centres, e.g., the Mission Hospital at Ranipet where Messrs. Parry & Co. have a large factory.

21. EXTENT TO WHICH UTILIZED.—Where medical facilities are available they are generally utilized by the workers except in case of minor ailments, when they resort to indigenous treatment. Women workers would probably make greater use of medical facilities if it were possible to arrange for their treatment in all cases by lady doctors.

22. LATRINES AND OTHER SANITARY ARRANGEMENTS.—All factories have to provide latrines for their workers, unless exempted from the relevant regulations. Such exemptions are few and they are not granted unless extensive uninhabited waste land is available in the neighbourhood. In most cases however, the provision of latrine accommodation is ineffective as the operatives do not use them but prefer to resort to the open fields. This reluctance to use the latrines provided is probably due, in the case of factories in rural areas to the inadequacy of the scavenging arrangements.

23. EXTENT AND NATURE OF OFFICIAL SUPERVISION.—Half-yearly inspections of factories including tea factories in plantations are made by the Factory Inspection staff; District Health Officers, Municipal Health Officers and the Certifying Surgeons also pay periodical visits to factories in their areas. The Director of Public Health and his Assistant have been appointed additional Inspectors of Factories.

24. SUITABILITY OF EXISTING FACTORIES RULES.—Due care is taken to prevent excessive temperature in factories by the enforcement of proper ventilation.

The Ventilation and Humidification Rules framed by the Local Government for regulating the degree of humidity in cotton mills have been in force for two years and have been working satisfactorily.

25. INDUSTRIAL DISEASES.—No remarks.

26. SICKNESS INSURANCE.—The question of ratifying and accepting the draft conventions and recommendation of the 10th International Labour Conference concerning sickness

insurance was definitely opposed by the two Houses of the Central Legislature and the Government of India decided not to introduce any comprehensive scheme on the lines of the Convention. However, the Government of India were of opinion that the possibility of introducing some provision for sickness insurance required further examination. The question was accordingly referred to certain bodies and persons interested in labour in this Presidency. As such a question had never before been considered in this country, and as there was no systematically collected information on the subject, the opinions received were somewhat general and represented conventional attitudes rather than an informed study of the question. On the one hand employers generally were opposed to the scheme on the ground that it imposed only an additional burden on industry to secure an illusory benefit for the workmen, and on the other hand, the proposal was welcomed fervently as ostensibly designed to secure for labour a further share in the advantage of enlightened civilization.

After a careful consideration of the existing conditions in this Province the Government have come to the conclusion that any scheme of sickness insurance would be impracticable and is not necessary. The labourers themselves would be unwilling to share the cost of any such scheme, the labour population is floating and it would be difficult to provide the necessary medical facilities.

27. MATERNITY BENEFITS—(i) EXTENT AND WORKING OF EXISTING SCHEMES.—Precise information on these points is in most cases not available. The schemes are voluntary, the benefits vary with the enlightenment and generosity of the particular employers. Messrs. Binny & Co. allow three months' leave to their female operatives during pregnancy and an allowance of four annas a day. On some estates on the Anamalais in Coimbatore district, female coolies are fed free for one month before and one month after confinement. On other estates in that area, a maternity allowance of Rs. 3 is paid, and the mother is fed at estate cost for three weeks and looked after for a few days by a woman paid by the estate. On other estates maternity allowances ranging from Rs. 3 to Rs. 5 are paid while on still other estates free feeding of the woman for two weeks before and three weeks after confinement is arranged.

In industrial undertakings in this Province women ordinarily stay away from work about the sixth to the eighth month of pregnancy but some work right up to the time of

delivery. Women do not return to work within one month after delivery, but they usually take two or three months and in some cases even six months. Ordinarily women have no difficulty in retaining their employment in spite of absence on account of pregnancy and confinement.

(ii) *History of Central and Provincial bills.*—No remarks.

(iii) *Possibility of Legislation.*—Legislation in respect of maternity benefits may prejudicially affect the employment of female labour as there may be a tendency to avoid the employment of women or to reduce their wages to compensate for the new burden. Legislation would also be difficult to work in the present conditions of this Presidency as a great proportion of female labour is casual and seasonal labour. In spite of these considerations, a step forward may be taken as the principle involved is sound. The necessary provisions may be made by an amendment of the Indian Factories Act rather than by a separate enactment.

V. WELFARE (other than HEALTH AND HOUSING, but including EDUCATION).

28. EXTENT OF WELFARE WORK.—It is impossible to treat the industrial worker in isolation in this Presidency for the good reason that he does not live in separate communities. For example, the Adi-Dravida in Madras who is employed in the mill or factory lives in a paracheri among members of his community following a great variety of other occupations while the caste artisan or factory employee similarly lives among other people who earn their living in different ways. The opening of a public park or recreation ground, an additional dispensary, a new ward to a hospital, improved drainage, a co-operative society, a new school, are benefits which the operatives equally share with their neighbours and it is to the general extension of such activities that one must look for improvement of the conditions under which the operatives as well as the other section of the work-a-day communities live. Any attempt to show what is actually being done would require a complete analysis of the work of the Department of Industries, Co-operation and Education, all municipal activities and of the work of the various educational and philanthropic agencies of a non-official character.

A large proportion of the labour employed in this Presidency is of a casual nature and in some cases labour is supplied by contractors and is therefore not wholly under the control of the factory owners. The coolie who one week

is carrying bags of rice in a factory may the following week prefer to labour in the fields. Besides this, many of the factories are of a seasonal character and so provide employment only during particular seasons. With such a large proportion of labour of this kind, there is not much scope for welfare work except in big establishments of a permanent nature and in railways. The small factory owners can neither pay nor arrange for these schemes nor can the casual labourers expect such concessions from their employer as their employment itself is not permanent. The only concerns that have regular welfare schemes for their employees are the larger undertakings like the Buckingham and Carnatic Mills, Madras, the Madras and Southern Mahratta Railway and the South Indian Railway. There is also a Welfare Committee in the Government Cordite Factory, Aravankadu. There are a few outside agencies which are doing welfare work for labourers, e.g., the Madras Social Service League, the Triplicane Sociological Brotherhood, and the Y.M.C.A. These agencies do a certain amount of welfare work outside the factories, chiefly for the Adi-Dravidas.

Of late, some of the registered Trade Unions in the City of Madras (the Madras Labour Union in particular) are helping the workers by giving them legal advice in regard to the recovery of compensation under the Workmen's Compensation Act.

20. EMPLOYMENT OF WELFARE OFFICERS AND WORKERS.—The "All-India Industrial Welfare Conference, 1922" held in Bombay passed a resolution that social service organizations be asked to take up the work of training welfare workers, and urging the establishment of workers committees in all industrial establishments but nothing further seems to have been done on these lines.

30 & 31. NATURE OF OTHER WELFARE ACTIVITIES AND RESULTS ACHIEVED.—Many factories have provident fund, gratuity or pension fund schemes for the benefit of employees who retire on account of old age or after a specified period of service. Each factory has its own rules for the payment of these funds. In some cases, the employees are required to contribute a small percentage of their pay towards the fund and the employers contribute a moiety and allow interest on the accumulated amount. The actual payment of the employers' contribution is conditional upon the good conduct and service of the men.

In other cases, the employers do not require the men to subscribe to the fund. A bonus of one to one and a half month's pay is granted to the monthly paid staff in almost all the factories managed by Europeans. In factories owned by Indians a bonus or presents of cloths and money are distributed on Deepavali or Ayudapuja holidays and other important festival days. Money presents of about Rs. 5 are given to girls on attaining puberty and Rs. 10 for marriage, Rs. 5 for deaths (burial) are also given.

32. PROVISION OF EDUCATION FACILITIES.—Seventy factories registered under the Indian Factories Act have provided schools for half timers and in some cases for employees' children also. There are also schools for adult workers, one night school at Aravankadu, one at the Buckingham and Carnatic Mills, Madras, and one in Coimbatore town run by the Y.M.C.A. and attended by mill hands who want to better their prospects in the mills.

There are schools for the children employed in factories at Nollimarla and Chittivalasa in the Vizagapatam district, at Peelamedu in the Coimbatore district and at Beypore in Malabar. Seven salt factories have schools attached to them and there is a part-time school attached to the Cordite Factory at Aravankadu in the Nilgiris. At Madras the Buckingham and Carnatic Mills maintain one day school and one night school. The day school is an elementary school with five standards and has a technical section attached to it in which carpentry, tailoring, black-smithy and tin-smithy, turning, fitting and weaving are taught. The night school has eight standards and includes a commercial class for advanced English and typewriting.

There are two part-time estate schools in the Nilgiris, one at Glenvans and one at Kullakombay. There are also three estate schools in the Palani hills, Madura district.

There is one recognized school in the Anaimalais and a number of unrecognized ones.

The South Indian Railway are maintaining primary schools at certain important centres on the line, for the education of European and Anglo-Indian children. Only nominal fees are collected. In respect of the children of Indian employees whose pay is Rs. 100 or below, the Company pays subject to certain limitations one-half of their Middle School or High School fees for three years. Apprentices are given training in the special school provided by the Company. The Madras and Southern Mahratta Railway maintain Indian schools at

some places on the Railway where children of employees are given education on payment of small fees according to the salaries of the employees.

The Madras Elementary Education Act has been framed with a view to the ultimate introduction of compulsory education. There are ordinary schools maintained by local boards and private agencies. It may be generally stated that it is possible for the children of all workers in industrial concerns of any size to secure a general elementary education.

33. CO-OPERATION.—Co-operative societies for the supply of the ordinary domestic requirements of workers are to be found in connection with some of the larger industrial concerns, particularly the Railways. Credit societies for employees are also to be found in connection with some of the larger concerns. Co-operative societies for building purposes have also been organized in stray cases.

VI. SAFETY.

34. EXISTING REGULATIONS IN FACTORIES.—The Chief Inspector of Factories reports that the regulations in force, for securing safe working in factories, are adequate. The fencing and guarding of dangerous machinery are on the whole well attended to. The danger involved in not fencing the dangerous parts of machinery is explained both to employers and employees by the Factory Inspectors wherever necessary and constant efforts are made to see that the orders issued by the Inspectors for the rectification of defects in this respect and for the safety of ways, works and plant are complied with. The wearing of tight clothing by persons replacing belts, oilers and drivers is being enforced and the attention of the factory owners is drawn to the importance of allowing only trained and experienced men to replace belts, etc.

35 & 36.—ACCIDENTS—INCIDENCE AND CAUSES.—The number of accidents in factories is about 1,300 per annum of which 10 to 15 are fatal. The incidence is highest in Railway workshops, Cotton spinning and Weaving factories coming next. A very large proportion of the accidents are of a trivial character.

Most of the accidents are due to carelessness on the part of the operatives, which in turn is due to ignorance and illiteracy. Careful measures are being taken to educate the workmen in ordinary prudence but results can only be attained very gradually.

37. ACCIDENT PREVENTION.—Measures have been taken to educate the worker in ordinary prudence, viz., the amendment of the danger notice to make it more comprehensive and instructive to the workmen. Proposals are also under consideration for printing and for free supply to factory owners and managers and their employees of a book illustrating the dangerous parts of machinery and showing how to fence them, the object being to make them realize by pictorial visualization the dangerous parts of machinery which requires careful handling and to educate them in the methods of avoiding dangers.

But the average Indian worker's psychology is not very responsive to such ideas of "Safety First." In the majority of the factories in the mufassal at least we must for some time rely on the preventive regulations of the Indian Factories Act and on the deterrent effects of the Indian Workmen's Compensation Act. When circulating for opinion the resolution adopted at the Eleventh International Labour Conference regarding the prevention of industrial accidents the International Labour office, Geneva, suggested that a works investigation of every accident might be useful in tending to prevent a recurrence of accidents of the same kind. "Works investigations" and joint action on the part of the employers and employees may be feasible in the larger factories.

38. ACCIDENTS IN NON-REGULATED ESTABLISHMENTS.—Accidents do occur in non-regulated establishments, i.e., in unregistered factories, but no statistics are available.

39. FIRST-AID APPLIANCES.—Factories employing 500 or more persons are required by law to keep first-aid appliances ready and available at all times.

40. STRINGENCY OF INSPECTION AND ENFORCEMENT OF REGULATIONS.—The regulations on this subject are being strictly enforced both in industry generally and in seasonal industries. The number of prosecutions launched against factory managers for default during each of the last two years is 72 and 52.

41. EFFECT OF HEALTH, HOURS, LIGHT AND WORKING CONDITIONS ON ACCIDENTS.—The Chief Inspector of Factories reports that the health of operatives working in ginning factories at night is affected by the inadequate lighting arrangements. Reliable data are not available.

VII. WORKMEN'S COMPENSATION.

42. WORKMEN'S COMPENSATION ACT—(i) *Extent of use.*—The Act came into force from 1st July 1924. The extent of its use in this Presidency will be evident from the following statistics:—

Year.	As reported by employers.				Number of cases filed in the court of the Commissioner.
	Number of accidents.	Amount of compensation paid.			
		Rs.	A.	P.	
1924	334	4,191	7	0	3
1925	372	9,299	3	6	31
1926	503	18,907	6	10	96
1927	569	31,899	5	8	175
1928	632	27,395	14	5	237

(ii) *Comparison with extent of possible claims.*—Such a comparison is not possible as no information is available as to the extent of possible claims.

(iii) *Effects on industry.*—The Act has had no noticeable effect on industry.

(iv) *Availability and use of insurance facilities and value from workers' point of view.*—So far as this Presidency is concerned, only a few employers have covered their liabilities under the Act by insurance. This is not due to lack of facilities for insurance but to apathy and lack of foresight on the part of employers. Many of the smaller factory owners are ignorant of their liabilities under the Act and of the advantages of insurance. For a small employer, especially insurance would seem to be particularly desirable.

Insurance is optional under the Act. Compulsory insurance has not been instituted.

The value of insurance from the point of view of the workmen cannot be overestimated. First and foremost is the security afforded in regard to the payment of any compensation for which he may be eligible under the Act. The claim of the workman for the compensation for which he is eligible becomes a secured debt in case of liquidation when the employer is insured. Secondly, workmen who meet with accidents are generally urgently in need of compensation and any delay in payment causes great hardship to them or to their dependants. Insurance may save delay in the payment of claims. Thirdly, insurance tends to minimise disputes between employers and employees. An employer who has insured is not so likely to contest a really good claim as one who has not.

43. DESIRABILITY OF EXTENDING ACT TO OTHER OCCUPATIONS—POSSIBILITY OF PROVIDING AGAINST INSOLVENCY OF EMPLOYERS WHO MIGHT BE SO COVERED.—The Indian Workmen's Compensation Act (VIII of 1923) was admittedly an experimental measure and many of its features, owe their origin more to a desire to minimise the difficulties attendant on the introduction of an entirely new measure than to any belief in their permanent value. So the Act is limited to those workmen who stand most in need of its benefits, i.e., those who are most affected by the increased risks and the more complex organization of modern industry, and two criteria have been followed in the determination of the classes included—

(1) that the Act should be confined to industries which are more or less organized; and

(2) that only workmen whose occupation is hazardous should be included.

2. The Act at present applies to the following classes of workmen:—

- (1) Tramway employees.
- (2) Factory workers.
- (3) Mine workers.
- (4) Seamen.
- (5) Workers employed in loading and unloading ships and fuelling, repairing them, etc.
- (6) Workers in the building trades.
- (7) Persons employed in telephone, telegraph and electric cable lines work.
- (8) Workers on underground sewers.
- (9) Members of fire brigades.
- (10) Employees in Railway and Railway Mail Service.
- (11) Workers in connexion with petroleum wells, etc.
- (12) Persons employed in occupations involving blasting operations.
- (13) Boatmen and regulation establishments on canals and connected works.

The benefits of the Act are at present extended to a large proportion of the workmen who are employed in organized industries and to some others whose occupations are of a hazardous nature, but they have not been extended to agricultural labourers, domestic servants or menial servants.

As regards the question of extending the Act to other occupations generally, the only limiting factor to the inclusion of all classes of workmen within the scope of the Act should be the possibility of fixing responsibility for payment of compensation. Adopting this criterion, workmen employed in factories which can be notified under section 2 (3) (b) of the Indian Factories Act may be brought within the benefit of the Act; and clause v in Schedule II of the Act may be altered so as to include all workmen engaged in handling heavy materials in or at godowns and warehouses whether for the purpose of loading a ship or otherwise. It is however unnecessary to extend the scope of the Act to labourers in plantations other than those in factories on tea estates to whom the Act already applies. The labour force in plantations, excepting those employed in factories, consists of agricultural labourers; part of the labour is seasonal and accidents are rare; the nature of employment does not expose the labourers to the risk of accident and there is no liability to occupational disease. It would be difficult to administer the Act if it were extended to them.

As regards provision against insolvency of employers security could be obtained only by a system of compulsory insurance. Such a system is neither necessary nor would it be practicable. The Commissioner for Workmen's Compensation has reported that no such contingency has arisen till now in the administration of the Act in this Presidency.

44. **SUITABILITY OF PROVISIONS RELATING TO—**(i) *Scales of compensation.*—The scales of compensation at present provided by the Act are inadequate. The majority of accidents occur to workmen earning between Rs. 15 and Rs. 25 per mensem. In cases of fatal accidents, the deceased leave on an average not less than four dependants and the maximum compensation admissible is not enough to maintain them even for a short period. In cases of non-fatal accidents resulting in permanent disablement the injured workmen are entitled to a lump sum compensation of only a few hundred rupees and they have to maintain themselves and their dependants with this amount (and any small additional sum they may still be able to earn) for the rest of their lives. In almost all cases of serious (but non-fatal) accidents, the injured workmen lose their posts; and as a rule these men are unable to get any employment suitable to their impaired physical condition and even if they do the pay is very small. The Indian Act does not provide for any separate additional allowances for the

children of deceased workmen such as are provided for in the corresponding Acts of certain western countries. The minimum scales of compensation may be raised generally at least in respect of poorly paid workmen.

(ii) *Conditions governing grant of compensation.*—The conditions governing the grant of compensation are contained in section 3 (1) of the Act. Under section 4-D of the Act no compensation is payable in respect of the first ten days of temporary disablement. In such cases the system of 'dating back' the waiting period may be adopted and it may be from the fourth day of disablement. Compensation is not payable for accidents which are attributable to the fault of the workmen themselves. In the majority of contested claims the dispute centres round this proviso and the employers attempt to take undue advantage of this provision though the plea has seldom been successful. The Act requires evidence of wilful disobedience of orders expressly framed for safety. The standard of management and discipline in factories in this Presidency rarely justifies the inference without the most incontestable proof that adequate precautions have been taken to prevent ignorant workmen from running risks of injury. The English law is even less lenient to employers, since under it even proof of wilful misbehaviour on the part of an injured workman does not exempt an employer from liability when the accident results in death or serious permanent disablement.

(iii) *Industrial diseases.*—The following are the industrial diseases now covered by the Act:—

- (1) Anthrax,
- (2) Lead poisoning,
- (3) Phosphorus poisoning, and
- (4) Mercury poisoning.

So far as this Presidency is concerned, no application for compensation for industrial disease has been received.

(iv) *Machinery of administration.*—In the Madras Presidency the Commissioner of Labour is the Commissioner for Workmen's Compensation. The Commissioner is also in charge of the administration of the Indian Factories Act, and the combination of these functions in one officer has obvious advantages.

VIII. HOURS.

A. Factories.

45. HOURS WORKED PER DAY AND PER WEEK.—About 300 factories observe 8 hours a day and 48 hours per week; about 250 factories observe 9 hours a day and 54 hours per week; about 900 factories observe 10 hours per day and 60 hours per week. Including overtime the working hours per week do not exceed 66 and in exceptional cases 12 hours a day and 72 hours a week.

46. DAYS WORKED IN A WEEK.—Factories generally work only six days a week.

47 & 48. EFFECT OF 60 HOURS RESTRICTION AND DAILY LIMIT.—The 60 hours restriction and the 10 hours ordinary daily limit are not only advantageous to the workers but have not adversely affected the monthly outturn.

49. POSSIBILITY OF REDUCTION IN MAXIMA.—The Chief Inspector of Factories suggests that the maximum weekly limit may be reduced to 54 hours and the daily limit to 9 hours.

50. INTERVALS — EXISTING PRACTICE — SUITABILITY OF LAW.—An hour rest at midday is allowed in most factories. The proviso to clause (a) of section 21 of the Indian Factories Act introduced by the amending Act of 1926 has been welcomed and is working satisfactorily. The Commissioner of Labour considers that no further legislation in respect of rest intervals seems necessary; but that if 9 hours in a day is accepted, a 2-hour recess may be arranged—some factories do in fact give 2 hours rest for midday meal.

51. DAY OF REST.—Sunday is generally observed as the weekly holiday. Where Sunday cannot be so observed a substituted day in accordance with section 22 (1) (a) and (b) of the Indian Factories Act is allowed as a holiday. In some cases, the local weekly shandy (i.e., market) day is observed as the weekly holiday in lieu of Sunday. In the opinion of the Commissioner of Labour the law in regard to the weekly holiday requires no alteration.

52. EXEMPTING PROVISIONS AND THE USE MADE OF THEM.—Exemptions are granted sparingly and only for adequate reasons.

B. Mines.

53 to 61.—See Part II.

ADDENDA TO PART I OF THE MEMORANDUM
SUBMITTED BY THE GOVERNMENT OF MADRAS
TO THE ROYAL COMMISSION ON LABOUR.

17

Add the following under items 67, 68, 69 and 123 of the Memorandum:—

Dry docks.

(67) (a) Normal hours worked per day—

(i) From Monday to Friday:—

Tuticorin.—8 a.m. to 12-30 p.m. } 8 hours.
1-30 p.m. to 5 p.m. }

Cochin.—7-30 a.m. to 12 noon } 8 hours.
1 p.m. to 4-30 p.m. }

Saturdays—

Tuticorin.—8 a.m. to 3 p.m. } 7 hours.

Cochin.—7-30 a.m. to 12 noon } 7 hours.
1 p.m. to 3-30 p.m. }

(b) Normal hours worked per week—

47 hours at each of the docks.

(ii) Occasionally overtime is worked as necessary on extra payment.

(68) Days worked per week—6 (normal).

(69) Desirability of regulation—Nil.

Note.—Similar particulars in regard to labour employed in the Madras harbour will be found in the memorandum sent to the Commission by Mr. G. G. Armstrong, Chairman, Madras Port Trust.

C. Railways.

62 to 66.—The information furnished above relates also to Railway factories registered under the Indian Factories Act.

D. Other Establishments.

67, 68 & 69. PLANTATIONS.—The hours of work are usually about 8 per day and Sunday is generally a holiday. Work on Sundays and in the evenings is often available but is not compulsory.

IX. SPECIAL QUESTIONS RELATING TO WOMEN, YOUNG ADULTS AND CHILDREN.

A. Factories.

70. EFFECT OF 1922 ACT ON EMPLOYMENT.—It is reported that the 1922 Act has considerably ameliorated the conditions of employment of women and children, and the employers prefer adult labour to women and children.

71. ADMISSION OF INFANTS TO FACTORIES.—Admission of infants to factories is much restricted, but infants are still seen in some coir factories in the West Coast.

72. SUITABILITY OF REGULATIONS FOR WOMEN'S WORK.—The Commissioner of Labour considers that in respect of women, an 8-hour day and 48-hour week (the time of beginning of work in the morning not to be within 2 hours after sunrise) may be fixed and that legislation on these lines may be undertaken. He also thinks that employment of women in the blow rooms and spinning rooms of textile mills should be prohibited.

*73. SUITABILITY OF REGULATIONS AFFECTING CHILDREN.—The Commissioner of Labour is of opinion that regulations may be made prohibiting the employment of children in textile mills.

74. DOUBLE EMPLOYMENT OF CHILDREN.—No case of double employment of children has been detected.

75. WORK AND TRAINING OF YOUNG ADULTS ; 76. EXTENT OF BLIND ALLEY EMPLOYMENT.—No remarks.

77. COMPARATIVE MERITS OF DOUBLE AND SINGLE SHIFT SYSTEMS AS AFFECTING HEALTH OF WOMEN, YOUNG ADULTS AND CHILDREN.—The existing system of working periods for women, young adults and children is satisfactory. The

double shift system is not generally in force, but factories work throughout with different sets of persons for different periods.

		I period.	II period.
I set		6-30 to 10-30	1-30 to 5-30
II set		7-30 to 11-30	2-30 to 6-30
III set		9 to 2	3 to 6

The single shift system is in vogue in some factories for more than 6 hours at a stretch in respect of young male adults, but provision is made for midday meals though not at a fixed period. The above system works all right and does not affect the health of young male adults, women and children.

78. WORK OF WOMEN AND CHILDREN IN FACTORIES NOT SUBJECT TO ACT.—Unregistered factories mostly employ women and children in preference to male adults as it pays them to do so and they are worked at odd hours without proper intervals or weekly holidays under dangerous and insanitary conditions. Some factories have come to know of the provisions of section 2 (3) (b) of the Indian Factories Act and hence purposely keep down the number of workers in their registers to below ten though ordinarily more than 10 persons and at times even more than 19 are employed.

Only a very small number (about a dozen factories in all) have been notified under section 2 (3) (b). Owing to inadequacy of staff, the proposals for further notifications under that section have been held up. Unless they are also brought under the Act, such factories may create unhealthy competition especially where there are other registered factories in the locality, engaged on the same work. The tendency is to start small concerns with only a few employees in order to evade the Act. The Commissioner of Labour is of opinion that all factories using power, irrespective of the number of persons employed should be brought under the Act.

Mention may be made here of the difficulties which have arisen in connection with the question of the employment of children under 12 years of age in coffee garbling sheds in coffee curing factories in this Presidency. The employment of such children is prohibited under the Indian Factories (Amendment) Act, 1922. There are 14 or 15 coffee curing factories on the West Coast employing on an average annually about 3,500 women. The coffee curing firms represented that the prohibition of employment of children should be removed on the ground that the work of garbling

was carried out entirely by women and children, in healthy open sheds on a piece-work basis, the families working together in groups. Owing to the easy nature of work, it is customary for women to bring other children as well as their own to work, thus freeing the elder women for more strenuous work elsewhere. These firms express serious doubt whether if this labour is lost, it would be possible to replace it especially during the season of heavy demand from January to May which could not be extended owing to the monsoon. This particular occupation has many features which distinguish it from factory employment as contemplated in section 2 (2) of the Indian Factories Act. The children are not directly employed. They are not paid by the management. They come with their mothers and supplement their earnings. They are not included in the register maintained under section 35. Like the women they accompany, they have no fixed hours of work and can come and go as they like. Their work is light and safe and is carried on in healthy sheds and in the absence of machinery and other ordinary concomitants to factory work.

Two methods have been suggested by which the coffee curers can continue to employ children under 12 without breach of the law. One is to wall off the garbling sheds and separate them in such a way that they do not form part of the factory at all and the other is to instal a creche for the children outside the factory but close by it, in charge of a competent matron who can look after the children when the mothers are working. The objection to the creche method is that it would merely serve to segregate the infants whom there is no intention to employ and would not meet the case of children between 6 and 12, whom the coffee curers desire to employ and whose labour goes to augment the income of the employees themselves. The remedy of walling off the garbling sheds from the main factory building is being tried and has been found satisfactory.

B. Mines.

79 & 80.—See Part II.

C. Other Establishments.

81. NEED FOR REGULATION.—No remarks.

X. WAGES.

82. PREVAILING RATES OF WAGES AND EARNINGS.—The rates of wages paid for certain classes of industrial labour are as follows:—

Main classes of labour.	Average daily rate of wages paid. *			
	In all factories in the Presidency.		In factories in the Coimbatore district.	Prevailing rates outside the factories in the Coimbatore district.
	1927.	1928.	1928. *	1928.
	RS. A. P.	RS. A. P.	RS. A. P.	RS. A. P.
<i>Skilled Labour.</i>				
Engine-driver	1 5 11	1 6 2	1 12 9	1 4 0
Fireman	0 11 1	0 11 6	0 13 2	0 10 0
Oilman	0 8 10	0 8 10	0 10 11	0 7 0
Fitter	1 2 1	1 2 4	1 3 0	0 12 0
Turner	1 3 5	1 2 1	1 6 6	0 14 0
Rivetter	0 11 11	0 13 5	0 14 5	0 12 0
Boilersmith	1 5 0	1 11 1	1 8 1	0 14 0
Blacksmith	1 1 11	1 1 2	1 7 5	0 14 0
Moulder	1 4 11	1 0 0	1 4 2	0 14 0
Carpenter	1 1 3	1 1 4	1 6 7	0 12 9
Bricklayer	1 1 2	1 0 0	1 3 7	0 12 0
Compositor (printer)	0 14 5	1 0 4	1 1 0	0 12 0
Machinist	0 14 10	1 2 8	1 0 0	0 14 0
Weaver (cotton) man	1 0 3	0 15 11	0 9 10	0 7 0
Do. boy	0 5 10	0 5 4	..	0 3 0
Spinner (cotton) man	0 10 7	0 9 9	0 7 6	..
Do. boy	0 4 11	0 4 10	0 5 10	..
Weaver (jute) man	0 8 4	0 14 3	..	..
Do. boy	0 3 8	0 6 6	..	..
Spinner (jute) man	0 7 6	0 8 3	..	..
<i>Unskilled Labour.</i>				
Female coolie (gin)	0 4 11	0 5 1	0 5 7	0 4 6
Male do.	0 8 5	0 8 0	0 7 2	0 7 0
Female do. (press)	0 5 8	0 5 10	0 6 2	0 5 0
Male do.	0 9 6	0 9 6	0 11 9	0 8 0
Female do. (rice mill)	0 4 7	0 4 8	0 5 6	0 4 6
Male do.	0 8 0	0 7 10	0 9 11	0 7 0
Female coolies in fields	..	..	..	0 4 0
Male do.	..	..	..	0 6 0

The rates of wages for labour on plantations are generally about 7 annas a day for a man, 5 annas for a woman, 4 annas for a boy and 3 annas for a girl.

83. MOVEMENT IN RECENT YEARS.—It is doubtful if the figures mentioned above are sufficiently reliable to afford a basis for comparison. On the whole there has been a slight rise in recent years in industrial wages.

84. AMOUNT SENT TO VILLAGES.—No information is available.

85. PAYMENT IN KIND.—There are very few factories in this Presidency in which payment of wages is made in kind. It is the practice in many factories to supply necessaries such as rice at or below market rates and to recover the cost thereof from the wages of the workmen concerned at the end of the month. This system is never forced on the employees; on the other hand it is looked upon as a privilege.

A few factories run stores for their employees at which necessaries are obtainable below bazaar rates, and recover the cost of the supplies made from the wages of those concerned. This system again is voluntary and is of great help to the workmen.

86. METHOD OF FIXING WAGES.—We have not yet reached the stage in this Presidency at which wages of industrial labour are fixed by negotiated agreements. There is no agreement, nor uniformity of system, amongst different industrial concerns of the same kind regarding the fixing of wages. The wages of plantation labour are however fairly uniform.

87. EXTENT OF STANDARDIZATION.—The question of standardization of wages naturally presupposes some standardization of work and in the majority of factories, there appears to be no attempt at such standardization. There are two industries of considerable importance (textile and printing) which appear to offer a fair scope for standardization of both work and wages. In other industries, conditions are hardly favourable for any attempt at standardization.

88. EFFECT OF WAGES CHANGES ON LABOUR SUPPLY.—No data are available in regard to this question.

89. MINIMUM WAGES.—If standardization of wages is difficult, the fixing of a minimum wage is at present impracticable. No minimum wage based on the cost of living could be fixed as low as many wages that are actually being paid—and eagerly sought. No serious attempt has yet been made to estimate the cost of living in the mufassal and the estimates made for the City of Madras are open to criticism. An attempt to fix a minimum wage at present would involve impracticable complexities of calculation or by an arbitrary avoidance of such complexities would risk throwing hundreds out of employment.

90. DEDUCTIONS.—The Chief Inspector of Factories estimates the extent of deductions from wages at about 25 per cent of the total wages paid. An enquiry made in 1926 revealed that fines are not often imposed, especially

in the smaller industrial concerns but that some of the bigger factories occasionally resort to fining in order to enforce discipline or to punish culpable neglect of duty or wilful waste of material. Legislation to control or regulate fines was considered neither desirable nor practicable. It was pointed out that if the system of fining was abolished or brought under control employers would have no alternative save to resort to more severe forms of punishment such as reduction, dismissal, etc.

The amounts collected in the shape of fines are utilized for the general benefit of the employees.

91. PERIODS OF WAGES PAYMENT.—In most of the larger industrial concerns wages are paid by the month. In some of the smaller concerns payment is by the fortnight. Seasonal factories pay by the week. Daily payments are common in the case of piece-work. In the case of monthly payments, six weeks generally elapse before a new worker can receive his pay for the first month. A Bill to enforce weekly payment of wages was introduced in the Assembly in 1924 but it did not receive any appreciable support from this Presidency. The Bill made no attempt to ensure punctuality of payment which is far more important than payment at frequent intervals.

The question of legislating for the purpose of preventing undue delay in the payment of wages to industrial workers was taken up in the following year and general opinion was sympathetic towards the object in view. But there was a considerable volume of opinion against the proposed legislation on the ground that it was not practicable or desirable.

Unclaimed wages are, it is understood, treated as a charity fund.

92. INDEBTEDNESS.—The indebtedness of the worker is heavy especially in the case of plantation labour where it is reported that 75 per cent of the wages are taken away by money-lenders on pay days.

93. BONUS AND PROFIT-SHARING SCHEMES.—Profit-sharing schemes are not in operation anywhere in this Presidency.

94. ANNUAL LEAVE.—No statistics are available as to the extent to which annual leave is taken by workers or countenanced and or assisted by employers, except in the case of the Buckingham and Carnatic Mills, Madras. In those mills the average number of days leave granted,

per employee, excluding Sundays and substituted holidays, but including holidays for festival days is 15.3 days for the Buckingham Mills and 17.4 days for the Carnatic Mills for the half-year—January to June 1929. For these mills, absence (i.e., without leave) per employee is .69 days and 1.24 days respectively for the same half-year. The Choolai Mills, Madras, recently agreed to allow each employee with five years' service privilege leave on half pay for 15 days per annum.

XI. INDUSTRIAL EFFICIENCY OF WORKERS.

95. COMPARATIVE CHANGES IN EFFICIENCY OF INDIAN WORKERS IN RECENT YEARS.—It is reported that there has been a great improvement in the efficiency of Indian workers in recent years, but no precise information is available on the point.

96. COMPARATIVE EFFICIENCY OF INDIAN AND FOREIGN WORKERS; 97. FACTORS AFFECTING COMPARISONS OF EFFICIENCY; 98. FACTORS AFFECTING PRODUCTION; 99. POSSIBLE METHODS OF SECURING INCREASED EFFICIENCY.—No remarks.

XII. TRADE COMBINATIONS.

100. EXTENT OF ORGANIZATION OF (i) EMPLOYERS; (ii) EMPLOYED.—Exact information is not available as to the extent to which employers are organized into trade associations or combinations. But there is little doubt that the employers' organizations of various kinds in the Presidency include the bulk of the larger employers of industrial labour.

As regards the organization of employees it may be pointed out that the average daily number of operatives employed in the 1,393 registered factories in commission in the year 1928 was roughly 137,000, of whom about 6,400 were children. Even taking into account all the industrial establishments containing not less than ten persons the total number employed in such establishments is probably not more than 200,000. The figure (200,000) gives a rough idea of the industrial population which may be regarded as organizable for Trade Union purposes. No information is available (nor is it easily obtainable) regarding the membership of unregistered Trade Unions. Several of the ten registered Trade Unions which are now in existence in the Presidency have not yet submitted the annual returns which were due at the end of July. It is not therefore possible to

give statistics of their membership. At a rough estimate, however, the total membership of registered trade unions is probably 18,000 to 20,000.

101. EFFECTS OF ORGANIZATION ON (i) INDUSTRY; (ii) CONDITIONS OF WORKERS GENERALLY.—Materials are not available on which to base an estimate and in any case most of the trade unions are still of comparatively recent origin. There are indications however that, with the growth of trade unions, some of the employers who were formerly inclined to be unsympathetic are showing a greater appreciation of the workers' point of view and are more readily responsive to their complaints and demands.

102. NATURE OF ACTIVITIES.—Perhaps the most noticeable activity of the employers' organizations is their discussion of, and the formulation of the employers' views upon, the numerous proposals involving legislation or other action by Government in matters affecting labour and industry, which have been before the country in recent years.

So far as the trade unions are concerned the nature of their activities has been described in the extracts from the annual administration reports of the Labour department which are printed as Appendix A. Many of them, especially the unregistered trade unions, come into prominence only when there is an impending labour dispute and at other times are practically dormant. In the case of the Madras and Southern Mahratta Railway Employees' Union strenuous attempts are now being made to increase the membership and thereby to strengthen its position and increase its claims to be representative of the workmen. The Madras Labour Union for Textile Workers is endeavouring to assist workmen or their dependants in the prosecution of claims under the Indian Workmen's Compensation Act.

103. INDIVIDUAL TRADE UNIONS—(i) *History*; (ii) *Attitude of workers and extent of their control*; (iii) *Attitude of employers and relations with them*.—A list of registered trade unions showing in each case the date of registration is given below:—

Name of trade union.	Date of registration.
(1) The Buckingham and Carnatic Mills Employees' Union, Madras ..	20th June 1927.
(2) The Madras Labour Union for Textile Mill Workers, Madras ..	24th " "
(3) The Madras Government Press Employees' Association, Madras, ..	19th Nov. "

Name of trade union.	Date of registration.
(4) The Public Works Department Workers' Union, Madras ..	7th Apr. 1928.
(5) The Madras and Southern Mahratta Railway Employees' Union, Madras ..	12th May "
(6) The South Indian Railway Employees' Association, Trichinopoly ..	14th July "
(7) The Madras Aluminium Labour Union, Madras ..	1st Aug. "
(8) The Ranipet Labour Union, Ranipet ..	30th " "
(9) The Madras Electric Tramways and Supply Corporation Employees' Union, Madras ..	18th Jan. 1929.
(10) The Madras and Southern Mahratta Railway Non-Workshop Employees' Union, Madras ..	5th Feb. "

A certain amount of information under this head is available in the paragraphs on labour unions in the annual administration reports of the Labour department which have been printed as Appendix A.

104. TRADE UNIONS ACT, 1926—(i) *Extent to which utilized*.—The Act came into force in this Presidency on 1st June 1927. Of the ten unions which have been registered, one (the Madras Government Press Employees' Association) is defunct owing to the orders of Government issued in May 1928 prohibiting Government servants from becoming or continuing to be members of a registered trade union.

(ii) *Effects*.—It is too early to gauge the effects of the Act.

(iii) *Possible amendments*.—As the Act stands at present, it is permissible for half the executive of a trade union to consist of persons not employed in the industry. It is difficult of course to resist the argument that a curtailment of the outside element might deprive many unions of the education and knowledge of affairs which are lacking in their own ranks. But control of unions by outsiders and the political exploitation to which it is only too apt to lead have obvious disadvantages and when so much depends on a good understanding between employer and workmen it does not seem expedient to thrust between them the irritating intervention of irresponsible outsiders. It is a question for consideration whether it would not be better to reduce considerably the proportion of outsiders who may be members of the executive of trade unions.

XIII. INDUSTRIAL DISPUTES.

105. EXTENT OF STRIKES AND LOCK-OUTS—(i) *Causes*, (ii) *Duration and character*, (iii) *Nature of settlement*, (iv) *Loss to industry and workers*.—Information under this head is given in the relevant sections of the Annual Administration Reports of the Labour Department and reports from the Commissioner of Labour, which are printed as Appendix B.

106. CONCILIATION AND ARBITRATION MACHINERY.—(i) *Results of previous investigations*.—About 1920, the increasing number of labour strikes in the country suggested to the Government of India the consideration of the question whether legislation could be usefully attempted and a machinery devised to prevent such strikes. In December 1920 and January 1921, the Labour Advisory Board carefully considered the question in the light of the legislative enactments in force in the United Kingdom (The Conciliation Act of 1896, and the Industrial Courts Act of 1919) and of such information as was then available regarding the nature and working of the legislation in force in some of the countries in which effect had been given to the principle of compulsion. The Labour Advisory Board recorded its conclusions as follows:—

(1) In recording its conclusions noted below the Advisory Board wishes to promise

(a) that external action under legislative authority should be regarded solely as supplementary to mutual negotiations between the parties concerned and resorted to only when negotiation has failed to secure a settlement. In all cases the possibilities of a settlement by mutual agreement should be fully explored, and in the opinion of the Board it is desirable that in all industrial concerns of such magnitude that direct personal touch with the different grades of employees is no longer possible, measures should be adopted to regularize and facilitate the discussion and arrangement of differences.

(b) It is essential to the successful working of any external machinery for promoting conciliation that both parties should accept and accord recognition to each other's organization or representatives, and legislation must therefore pre-suppose a settlement of the question of the constitution and functions of unions or federations of employers and of employees.

(c) The Advisory Board in its recommendations has had regard solely to conditions in the Madras Presidency. It has not been in a position to advise whether legislation applicable to all-India would be possible.

(2) If legislation to promote conciliation where a dead-lock has arisen between the parties to a dispute is to be attempted it is essential that some department of Government should have the responsibility laid upon it of keeping in touch with the circumstances, of anticipating the possibility of labour disputes arising, and of asking for information as to their origin and progress and the issues in dispute with a view, should a dead-lock arise, to take such further action as is provided for by the legislation to be enacted. The Advisory Board is of the opinion that it is desirable that there should be statutory recognition of that responsibility.

(3) As regards the methods of promoting a settlement to be adopted by the responsible department should intervention become necessary, the Advisory Board is of the opinion that the legislation should lay down that the first aim should be to bring the parties together again to settle their differences by discussion, such discussion if necessary and by mutual agreement, to be in the presence of a conciliator, and that should conciliation fail provision should be made for endeavouring to secure a reference to arbitration.

(4) The Advisory Board recognizes that cases may arise where endeavours to secure either conciliation or enquiry may fail, and to meet such cases is of the opinion that provision should be made authorizing the Government to appoint Courts of Enquiry into trade disputes, if necessary, irrespective of any application from either party, and empowering such courts to summon witnesses and if necessary to put them on oath.

(5) The Advisory Board is not at present prepared to recommend that acceptance of the awards of arbitrators or of the recommendations of such Courts of Enquiry should be made compulsory. They trust that in conformity with the experience of such courts in this Presidency and, they believe, in the United Kingdom, the publicity given to the findings of a court and the weight of public opinion in favour of reasonable recommendations will as a rule ensure their acceptance by both sides. The Advisory Board recognizes that Courts of Enquiry are more appropriate to important or general disputes, and while other cases may

arise in which they may be desirable considers that they should not be resorted to except where real justification exists.

(6) As stated above, the Advisory Board is not in favour of giving legal force to awards or to the recommendations of Courts of Enquiry nor is it prepared at present to advocate the introduction of the principle of compulsory arbitration in any other form. There is, however, one class of disputes in respect of which they consider that the community is entitled to claim that its interests shall be considered by both parties, namely those affecting public utility services. They have carefully considered the measure of protection which should be given and have come to the conclusion that there should be a legal prohibition against any lock-out or strike being declared in connection with any such service unless due notice has been given of the intention to do so, and until one month has elapsed from the date of the notice. The Advisory Board does not anticipate any real difficulty in defining such public utility services. They realize, of course, that here as elsewhere the absolute enforcement of such a prohibition may not be possible but they are of the opinion that such a statutory prohibition would have a deterrent effect and that neither party would as a rule be likely to risk alienating all public sympathy by defying it. Further, this interval of a month will allow the conciliation and investigation machinery provided for above to be set in motion.

(7) The Advisory Board is of the opinion that subject to the provisos referred to in paragraph 1 legislation on these lines is desirable and would make it possible to guard against and to deal with labour disputes more satisfactorily than is possible under existing conditions.

The question of conciliation and arbitration machinery was again considered in 1922 and 1923 but without definite results. In 1924, the Government of India considered that the position had considerably altered since 1920 and that the time was ripe for undertaking legislation with a view to assisting in the prevention and settlement of trade disputes. They published a draft Bill to make provision for enabling the investigation and settlement of trade disputes. The Trade Disputes Act however was only passed a few months ago.

(ii) *Part played by official and non-official conciliators in settling disputes*; (iii) *Use, if any, made of Employers and Workmen's Disputes Act, 1860.*—No remarks.

(iv) *Joint standing machinery for regulation of relations between employers and workpeople.*—No such machinery exists except in the Buckingham and Carnatic Mills where there is a joint committee called "The Welfare Committee" containing representatives of the employers and of the employees.

A copy of the latest available report of its work (the annual report for 1927) is printed as Appendix C.

(v) *Opportunity afforded to workpeople of making representations.*—So far as known there has been no complaint that such opportunities are not afforded, whether the representations are made by individual workmen or by the union authorities on their behalf.

107. TRADE DISPUTES ACT.—The Act came into force on 8th May last and no rules have yet been framed for setting in motion the machinery provided by the Act. So far there has been no necessity to utilize the machinery in this Presidency.

XIV. LAW OF MASTER AND SERVANT.

108. EFFECT OF REPEAL OF WORKMEN'S BREACH OF CONTRACT ACT.—The Workmen's Breach of Contract Act, which was enacted in the year 1859, was finally repealed with effect from 1st April 1926. The only information at present available regarding the effect of the repeal of the Act relates to the plantations in the Anamalais in Coimbatore district. It was recently brought to notice that maistris on some of the estates there complain that the repeal of the Act has hit them hard by making it difficult to recover advances and that many cases occur in which advances are taken from two maistris with no intention of working under either.

109. TYPES OF CONTRACT COMMONLY IN USE.—As regards industrial labour, it is not customary for employers to enter into agreement with their workmen as to the conditions of employment.

As regards labour on plantations the only information available relates to the Anamalais. The labourer there is required to work for periods ranging from 240 to 300 days a year at eight hours a day.

110. EXTENT TO WHICH CIVIL AND CRIMINAL LAW IS AVAILABLE AND USED FOR ENFORCEMENT.—The Madras Planters Labour Act has been repealed with effect from 1st January 1929. The Workmen's Breach of Contract Act also was repealed with effect from 1st April 1926. No information

is available regarding the extent to which the ordinary civil law is used for enforcement of contracts between employer and labourer.

111. MADRAS PLANTERS LABOUR ACT, 1903.—The Act was repealed with effect from 1st January 1929.

The Madras Planters Labour Act I of 1903 provided among other matters, for the imposition of penalties, for breach of labour contracts. Modern public opinion regards with disapproval the existence of penal laws against one class of the community, and the tendency of recent legislation is to abolish all such laws leaving labour contracts on exactly the same footing as other civil contracts. The abolition of penal provisions has been effected in the colonies where Indian labour is employed and it was difficult to justify the retention of such provisions in India. The repeal of the Workmen's Breach of Contract Act XIII of 1859 gave to planters in the two districts (Malabar and the Nilgiris) to which alone the Madras Planters Labour Act of 1903 was applied, a statutory control over their labour which was not enjoyed by any other employer of labour in the Presidency. It was therefore considered desirable to expunge from this Act all provisions imposing penalties on labourers and as the effect would be to deprive the Act of its principal features the entire Act was repealed.

112. COORG LABOUR ACT.—No remarks.

113. EMPLOYERS AND WORKMEN'S DISPUTE ACT. IS IT USED?—It is not used so far as known.

XV. ADMINISTRATION.

114. CENTRAL AND PROVINCIAL LEGISLATURES—(1) *Action and attitude on labour question*; (116) RELATIONS BETWEEN CENTRAL AND LOCAL GOVERNMENTS.—No special remarks.

115. INTERNATIONAL LABOUR ORGANIZATION.—No remarks.

117. ADMINISTRATIVE AUTHORITIES IN VARIOUS GOVERNMENTS—(i) *Work of special labour offices or officers*. It is the duty of the Labour Commissioner to watch and study at all times the conditions of labour particularly industrial labour throughout the Presidency and to keep Government informed by periodical reports of its movements and tendencies and of the existence of any friction or disputes between employers and employees which tend towards actual strike or lock-out. The settlement of labour disputes and prevention of strikes are important features of his work, but his interference in such disputes is limited to tendering his offices to settle them.

In the case of disputes affecting the internal administration of a Railway, he may interfere only if both sides agree to his intervention but he must obtain the previous sanction of Government in each case. Labour questions other than the administration of the Indian Factories Act are dealt with by the Local Government in the Public Works and Labour Department. District Magistrates in the mufassal and the Commissioner of Police in the Madras City keep the Commissioner of Labour informed of all labour movements and disputes. The administration of the Indian Factories Act and the Rules thereunder is carried out by a staff consisting of a Chief Inspector of Factories, five Factory Inspectors and one Assistant Inspector of Factories under the control of the Commissioner of Labour. The functions of the inspection staff do not include any concern with the economic conditions of factory labour beyond the formal matters to which the prescribed returns and reports apply. Matters relating to the administration of the Indian Factories Act are dealt with by the Local Government in the Development Department.

118. EFFECT OF DIFFERENCES IN LAW OR ADMINISTRATION IN INDIAN STATES AND BRITISH INDIA.—No remarks.

119. ACQUAINTANCE OF WORK-PEOPLE WITH FACTORY LEGISLATION.—Factory workers in this Presidency are generally illiterate, and have very little knowledge of factory legislation except perhaps in regard to the matter of hours of work.

120. FACTORY INSPECTION—(i) *Adequacy of staff*.—Details of the existing factory inspection staff and the number of districts, factories and employees in their respective circles are given below in a tabular form:—

Districts.	Number of factories.			Number of employees.
	Perennial.	Seasonal.	Total.	
<i>I Circle (in direct charge of the Chief Inspector of Factories and the Assistant Inspector of Factories).</i>				
Madras	..	..	125	26,486
Chingleput	..	..	9	8,380
Total	..	..	134	34,866
<i>II Circle (in charge of an Inspector of Factories).</i>				
Ganjam	..	..	16	962
Vizagapatam	..	..	48	7,156
East Godavari	..	..	72	4,304
West "	..	..	80	4,994
Total	..	..	216	16,516

Districts.	Number of factories.			Number of employees.
	Perennial.	Seasonal.	Total.	
<i>III Circle (in charge of an Inspector of Factories).</i>				
Kistna	78	7	85	3,023
Guntur	67	20	87	6,498
Nellore	23	1	24	918
Kurnool	10	58	68	2,442
Total	178	86	264	12,881
<i>IV Circle (in charge of an Inspector of Factories).</i>				
Anantapur	13	54	67	2,039
Bellary	7	80	87	3,100
Cuddapah	8	40	48	1,146
North Arcot	49	..	49	3,550
Chittoor	5	..	5	611
Total	82	174	256	10,446
<i>V Circle (in charge of an Inspector of Factories).</i>				
South Kanara	49	4	53	5,913
Malabar	65	7	72	11,356
The Nilgiris	32	..	32	1,972
Coimbatore	79	45	124	13,120
Mettur	1	..	1	424
Total	226	56	282	32,785
<i>VI Circle (in charge of an Inspector of Factories).</i>				
South Arcot	12	1	13	2,070
Tanjore	111	2	113	5,109
Trichinopoly	25	4	29	3,464
Madura	18	15	33	9,711
Ramnad	1	25	26	2,221
Tinnevely	11	39	50	6,304
Salem	18	2	20	601
Total	196	88	284	29,480

Factory Inspectors are required to inspect all factories other than seasonal factories twice yearly and all seasonal factories at least once during each season of work. In practice, however, they find it difficult to work up to this standard.

(ii) *Uniformity of administration in different provinces.*—Uniformity of administration in the various provinces can be secured only if there is an exchange of views and mutual discussion of the difficulties in the administration of the Act

and Rules between the officers in charge of the administration of the Act in the several provinces. This can be achieved by an All-India Conference of Factory Inspectors. One such conference was held in 1924.

(iii) *Rigour and efficiency of administration.*—The Act is rigidly administered in this province.

(iv) *Prosecution and their results.*—The number of prosecutions launched and the number of convictions obtained during the years from 1920 to 1928 were as under—

	Number of factories in respect of which prosecutions were launched.	Number of persons involved.	Number of persons convicted.
1920 ..	20	32	29
1921 ..	11	14	11
1922 ..	8	9	9
1923 ..	30	34	30
1924 ..	53	63	56
1925 ..	68	86	78
1926 ..	84	94	90
1927 ..	145	160	150
1928 ..	87	100	86

The above statistics show a gradual increase in the number of prosecutions till 1927 and then a noticeable reduction in 1928. The large reduction in the number of prosecutions is to be regarded with satisfaction. Endeavours are made to concentrate on the essentials of factory control, and a considerable advance was made during the year 1928 in the exercise of discretion by the inspecting staff.

121. *MINES INSPECTION*—(i) *Adequacy of staff*; (ii) *Rigour and efficiency of administration*; (iii) *Prosecutions and their result.*—No remarks.

122. *RAILWAYS*—(i) *Administration of questions affecting personnel.*—No remarks.

123. *PLANTATIONS, DOCKS AND OTHER INDUSTRIAL ESTABLISHMENTS*—*Extent and nature of inspection.*—No remarks.

XVI. INTELLIGENCE.

124. *EXISTING STATISTICS*—(i) *Extent and use*; (ii) *Method of collection.*—Statistics in respect of the following subjects are collected in this Presidency:—

A. *Factory labour.*—(a) The daily average rate of wages earned by various classes of labour employed in factories, (b) number of factories arranged by districts and classified according to the particular industry, (c) accidents to workers employed in the several factories classified under

the respective industries, (d) average daily number of persons employed in different industries according to districts, (e) average daily number of persons employed classified into adults and children, (f) particulars of intervals, holidays and hours of work of employees in factories. These statistics are prepared by the Factory Inspection staff and published every year in the annual administration report prepared by the Chief Inspector of Factories.

B. Wages census.—A quinquennial wages census is taken, showing in respect of homogeneous tracts and districts, the average wages of certain artisans (as well as of farm servants employed in agricultural labour). The first census was taken in 1908 and the fifth in 1928. These statistics are collected through the agency of the Revenue Department. The Commissioner of Labour is entrusted with the duty of preparing the census.

The quinquennial wages census relates only to rural and urban wages, and not to industrial wages. A census of industrial wages would be possible only if a large trained staff is employed for the purpose and legislation is passed making it obligatory on the employers to furnish the necessary statistics.

C. Labour in plantations.—With the assistance of the Chairman of the Anamalai Planters' Associations, statistics were collected by the Commissioner of Labour in January last, from certain estates in the Anamalai Hills regarding the areas from which the labour force is drawn, the castes of which it is composed, the occupation of the labourers in the plains, the period ordinarily spent annually in the hills and at home respectively, the extent to which the same individual labourer returns year after year, the method of recruitment and other special difficulties involved and the wages earned by men, women and children together with the value of concessions and their consumption of food and other necessities.

D. Labour strikes.—District Magistrates and the Commissioner of Police in Madras when reporting to the Commissioner of Labour about strikes or lock-outs, furnish the following information:

(a) the places where and the dates on which strikes or lock-outs occur, (b) the factories, etc., involved, (c) the full strength of such factories, (d) the number on strike or locked out from such factories, (e) whether a trade union has been formed, and if so, such details of its organization as may be

available, (f) specific demands of those concerned, (g) any other item of special interest or importance concerning the labour situation, (h) the extension or reduction in the number of factories, etc., affected (i) the trend of events, and (j) the date and terms of settlement.

E. Trade unions.—Under section 23 of the Indian Trade Unions Act and the rules framed thereunder, registered trade unions submit to the Registrar a return for every official year showing the number of members in the union and the receipts and expenditure under general and political funds.

(iii) *Degree of accuracy.*—The information collected under items A (other than wages) D, and E above is reasonably accurate. The figures under item A relating to wages cannot be regarded as particularly reliable and considering the agency and method by which they are collected, accuracy can hardly be expected. Information under item C is accurate so far as it goes. Information under item B has not very much bearing on the problem of industrial labour.

125. POSSIBILITY OF IMPROVEMENTS IN STATISTICS.—No remarks.

126. NATURE OF SPECIAL INVESTIGATIONS CONDUCTED.—(i) *Cost of living enquiries*—(ii) *Results achieved.*—An attempt (initiated by the Government of India) was made in the year 1921 to start a systematic collection of working class family budgets and the fixing of an index number to ascertain the fluctuation in the cost of living. The lines of enquiry were laid down in Bombay under the guidance of representatives of the Board of Trade. It has been in practical application in Bombay for several years and a similar investigation has recently been made in Rangoon. In Madras, however, the idea was dropped. A spirit of research — semi-philanthropic, semi-scientific — manifested itself during the troubled years of 1917 and 1918 in a few unpublished, or sparsely-circulated, pamphlets on the cost of living for working men in Madras, the minimum wage, and so on—efforts associated with the names of Dr. Gilbert Slater, the Rev. D. G. M. Leith of the Kellett Institute, and a number of students. In 1917 their enquiries resulted in the publication in the press of certain calculations which arrived at a figure of Rs. 17 per mensem as the minimum on which a family consisting of husband and wife and two children, could subsist in the City of Madras. Economic conditions changed so rapidly immediately afterwards that another attempt was made in 1920 by the same group (known as the Triplicane Sociological Brotherhood). The 1920

estimate gave a figure of Rs. 22-8-10 per mensem but some members of the group regarded this as too low, especially in the item of rent, which they preferred to raise from Rs. 1-8-6 to Rs. 3 per mensem, giving a total of Rs. 24 per mensem. Numerous criticisms were made of the various items in the estimate. The estimate for food (totalling Rs. 17-10-4) was based not on actual, but on conventional data, i.e., it represented the prevailing price of articles of jail diet, the standard being selected as representing scientific precision. The allowances for rent, clothing, and miscellaneous, were criticized as low. The absence of any provision for liquor consumption was commented on, and it was pointed out that with an ascertained expenditure on arrack and toddy in the Madras City of 71 lakhs in a year, the average monthly consumption per head of the drinking population (which was put at 300,000) must be Rs. 2, or Rs. 8 for a family of four—a somewhat disturbing factor in a total estimate of little over Rs. 20.

127. FUTURE DEVELOPMENTS NECESSARY.—No remarks.

APPENDIX A.

Extracts from the Administration Reports of the Labour Department.

1921-22.

(ii) *Labour unions*.—The collapse of the strike in the Buckingham and Carnatic Mills gave a great set-back to union activities in Madras. Business is slack and the cost of living is gradually falling or at all events does not show any signs of a permanent rise. The chief difficulty now is not to get high wages but to get and keep employment. It is not therefore surprising that most of the unions are dormant for the present. The real difficulty is to get into the minds of the people that the chief object of a union is not a strike but the benefit of the members. Probably the Trade Union Bill, when it comes into force, will give an opportunity for unions to be worked on regular lines.

A workers' Welfare Committee was constituted in December 1921 in the Buckingham and Carnatic Mills; representatives of workers meet and discuss with the management various questions connected with their pay, bonus, leave and their general welfare. Under the auspices of the committee, a co-operative stores for the benefit of the workmen has since been opened. The Welfare Committee is reported to be doing excellent work and it is hoped that if similar committees are established in other large industrial concerns, it will materially help to maintain cordial relationship between capital and labour.

1922-23.

(ii) *Labour unions*.—Most of the unions were dormant as in the previous year. Though attempts have been made by some leaders to revive the activities of the unions, very little has actually been done. There was much talk of a proposed labour conference with a view to reorganize and revive the activities of the unions in the Madras City, but nothing actually took place. The only union that is showing signs of life by holding regular meetings is the Madras and Southern Mahratta Railway Workshop Employees' Union, Perambur. As already observed the Trade Union Bill when it comes into force will probably give an opportunity for unions to be worked on regular lines.

1923-24.

6. *Labour unions*.—Various unions showed signs of activity during the year, e.g., the Madras and Southern Mahratta Railway Workshop Union, the Madras Labour Union, the Madras Tramwaymen's Union, the Corporation Scavengers' Union, the South Indian Railway Employees' Union, and the Coimbatore Labour Union. But until the Trade Union Bill is brought into force, it is difficult to see how the unions can be established on a really satisfactory basis. At present the greater number of the unions suffer from lack of regular rules, of proper

audit, and only spring into really vital activity when there is a likelihood of a trade dispute. The other and perhaps more important part of trade union activities are apt to be lost sight of. It is to be hoped that the Bill will be soon brought in and passed into law. The Madras Provincial Labour Conference was held in Madras in February 1924. Two other conferences of the South Indian Railway employees and labourers were held in March 1924 in Negapatam as a result of which a long list of their grievances was submitted to the Railway authorities.

1924-25.

5. *Labour unions.*—It has been pointed out in the previous report that unions cannot be established on a satisfactory basis until the Trade Union Bill is brought into force. In September last the Government of India circulated a draft Bill and the Commissioner offered his remarks thereon after consulting the Labour Advisory Board. The Bill has subsequently been introduced in the Legislative Assembly and referred to a Select Committee. It is hoped that it will be soon passed into law. During his visit to Coimbatore the Commissioner explained to the members of the Podanur Railway Labour Union the real object of a union and suggested to them that they might go into the question of benefits for unemployment, provision for marriages or old age pensions and gratuities on retirement and similar benefits. He also advised the men that if they were going to have a union at all it should be a union of all the employees including Anglo-Indians.

1925-26.

5. *Labour unions.*—The Madras and Southern Mahratta Railway Union and the Union of the South Indian Railway Employees were the only two unions that continued to work actively throughout the year. They opened negotiations with the Agent of the respective railways to secure recognition and altered their rules to meet the views of the Agents. Final decisions were not reached before the close of the year. The Commissioner at the request of both parties took part in the negotiations between the Agent and the Madras and Southern Mahratta Railway Union, but informed them that Commissioner could not recognize the union until the Trade Union Bill passed into law. The activities of the City Corporation Scavengers' Union and the Printers' Union were sought to be revived, but the attempt was not attended with much success. The Madras Tramwaymen's Union held occasional meetings to discuss the grievances of the employees. The defunct Madras Harbour Port Trust Workmen's Union was revived. The passing of the Trade Union Bill through the legislature towards the end of the year immediately produced greater interest and activity in the unions. The most important manifestation of it was the revival of the Madras Labour Union formed for the employees in the Buckingham and Carnatic Mills and Choolai Mills which figured largely in the mill strikes of 1921 and which had since then been dormant. A section of the workmen of the Buckingham and Carnatic Mills organized a separate union with a view to run it entirely by themselves without the aid of outsiders. Both sides began to charge each other with intimidation to compel members to join one or the other of these unions. An agitation was started in the press that employers were responsible for the birth of the latter union and that they had created it as a rival to

stifle the activities of the old union. When the management replied denying the charges, the attacks against it began gradually to abate. Both the unions are equipping themselves with a regular constitution, rules, etc., with a view to secure registration under the Trade Unions Act directly it comes into force. Several other unions are also doing the same.

1926-27.

5. *Labour unions.*—The passing of the Trade Unions Act gave an impetus to the trade union movement in Madras. There was rivalry between the Madras Labour Union and the Buckingham and Carnatic Mills Employees' Union and mutual accusations of forcible enrolment, compulsory collection of subscriptions and sometimes of violence continued during the year though with decreasing acerbity. Some attempts were made to amalgamate the two unions but they proved unsuccessful. Both the unions have since been registered under the Trade Unions Act. The Madras and Southern Mahratta Railway Employees' Union, the South Indian Railway Labourers' Union, Negapatam, the Madras Tramwaymen's Union, the Harbour Port Trust Workmen's Union and the Cordite Factory Labour Union Aruvankadu, were active during the year or some part of it. Unions were newly formed for the employees of the Public Works Department Workshop and the Government Press, Madras, and a union which had ceased all activities was revived for the Diocesan Press employees. The labourers working the cotton ginning and pressing factories in Tiruppur, Coimbatore district, started a union for their benefit. Most of the unions included in their programme a demand for separate representation for labour in the Legislative Council. A delegation from the International Textile Workers' Federation visited Madras in December 1926 under the leadership of the Right Hon'ble Thomas Shaw, M.P. The object of their visit was to ascertain the conditions of textile labour in factories. Their enquiries did not extend to the textile workers on hand looms who form about nine-tenths of the textile population. The delegation was presented with addresses of welcome by the leading unions in the City. Messrs. Pethick Lawrence, M.P., and Saklatwala, M.P., also visited Madras and addressed labour meetings in the City.

1927-28.

5. *Labour Unions.*—It was expected that, with the passing of the Indian Trade Unions Act, 1926, which came into force on 1st June 1927, the various unions in the city and elsewhere would get themselves registered under the Act. But only three unions, viz., the Buckingham and Carnatic Mills Employees' Union, the Madras Labour Union for textile workers, and the Government Press Employees' Union applied for registration and were registered under the Act during the year. Two other unions have since been registered during the current year. Most of the unregistered unions came into prominence only when there was an impending labour dispute. The Oil Workers' Union, the Unions of the Public Works Workshops Workers, Messrs. Massey & Co., and the Diocesan Press, and the Coimbatore Labour Union were conspicuous only at the time of the strikes and nothing was heard of them after the disputes ended.

Messrs. A. A. Purcell and Halsworth, members of the Delegation from the British Trade Union Congress, visited Madras for the purpose of studying labour conditions. They addressed a meeting of the Madras Labour Union in December 1927 at which they described labour conditions in Madras in very unfavourable terms and exhorted their hearers to strengthen their union. The third session of the Madras and Southern Mahratta Railway Employees' Conference was held in December 1927. Mr. Halsworth opened the conference. Here again he referred to the conditions of labour in India and advised the men to organize themselves into a great union. Miss Matheson and Miss Wingate, members of the National Christian Council, visited Madras in the course of their tour in India to study labour conditions. They addressed a meeting of the Madras Labour Union.

APPENDIX B.

*Extracts from the Administration Report of the Labour
Department relating to industrial disputes.*

1920-21.

5. *Industrial disputes.*—The labour situation in Madras, especially in Madras City was greatly disturbed particularly in the first half of the year on account of the rise in the cost of living and the consequent demands of the employees for increased wages. A number of industrial strikes occurred both in Madras and elsewhere. Throughout a great part of the year questions connected with these strikes made almost exclusive demands on the Commissioner's time. In Madras City alone 30 strikes occurred during the year. The predisposing causes of this unrest were manifest. The great and continuous rise in prices throughout 1919 caused an economic upheaval. Wages, in spite of temporary palliatives such as rice allowances, bonuses, etc., had failed to keep pace with the increase in the cost of living and strikes became increasingly numerous, while unions sprang up in all directions, mostly ill organized and with a plethora of self-appointed leaders, many belonging to the extreme section in politics. The employers refused to recognize or negotiate with such leaders and their connexion with the unions simply hampered negotiations.

In the earlier strikes the main issue was one of wages, and in some of the more important cases a settlement was arrived at through the mediation of courts of inquiry. The recommendations of these courts of which leading public men in Madras were members, were readily accepted by the employers so far as an adjustment of wages and other conditions were concerned. In others the mediation of His Excellency the Governor had most happy results. In some of the later strikes, questions of wages became almost subordinate to issues of a much more far-reaching nature. Much eloquence was expended at union meetings on arguments derived from syndicalism, and national guildism and their influence was manifest in some of the claims put forward on behalf of the workmen. To such demands the employers opposed a flat negative; the right to manage and conduct their business was to them not matter for argument or arbitration.

With the shifting of controversy to these more subtle grounds was also evidenced a distinct effort on the part of political wire-pullers to manipulate the trade union movement on behalf of non-co-operation. By the end of the year political influences had largely usurped the place of these economic demands which were prominent in the earlier part of the year. The attached statement (Appendix VIII) shows the principal strikes during the year and their result.

The strikes had not been free from disorders, sometimes of a serious nature and in order to secure a full inquiry into the causes of labour

unrest and an examination of remedies, the Government proposed in July 1920 the appointment of a committee containing representatives of both employers and employed, but this proposal had to be abandoned owing to the refusal of the Central Labour Board to nominate representatives on behalf of the employees. This short-sighted action on the part of the advisers of labour simply delayed to its own detriment the examination of problems closely affecting its interests. That examination has since been taken up by this department with the aid of the Labour Advisory Board.

APPENDIX VIII

Statement showing the principal strikes during the year 1920 and their result.

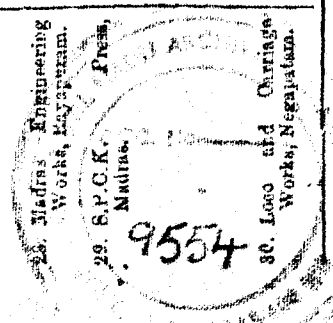
Industry or work affected.	Number of men involved.	Duration of strikes.		Cause of strikes.	Terms of settlement.
		From	To		
1. Army Clothing Factory, Madras.	31 cutters.	1920. 7th January.	1920. 12th January.	Twenty-five per cent increase in wages or cheap sale of provisions in factory or permission to work overtime.	Returned unconditionally—eight men dismissed.
2. Madras Electric Tramways, Limited, Vepery.	1,400	26th "	4th February.	Increase of wages and grain allowance and gratuity.	Ten to 20 per cent increase granted. Distribution of cheap rice or two annas a day each. Non-contributory gratuity fund at 5 per cent with effect from 1st January. Employees undertook not to strike in future without referring to the Commissioner of Labour. Settled through the intervention of His Excellency and the Commissioner of Labour.
3. Madras Mills, Madras.	..	28th "	28th January.	Maistri's reduction ..	Returned to work unconditionally.
4. Basol Mission Tile Works, Coimbatore.	247	2nd February.	5th February.	Demand for higher wages ..	Eight per cent increase in wages was given to all the employees on 26th February 1920 with retrospective effect from 1st February 1920.
4. Sixteen rice mills at Bezwada.	215	22nd "	22nd "	Increase of wages ..	About 20 per cent increase was granted.
6. Buckingham Mills, Perambur, Madras.	5,526	23rd March ..	27th March ..	Dispute as to the exact interpretation of the award as to the date from which rice allowance should be granted.	Over in three days on the intervention of the Labour Commissioner.
7. Carnatic Mills, Perambur, Madras.	5,153	23rd "	27th "		

Statement showing the principal strikes during the year 1920 and their result—cont.

Industry or works affected.	Number of men involved.	Duration of strikes.		Cause of strikes.	Terms of settlement.
		From	To		
8. Ananda Press, Madras.	101	26th March 1920.	31st March ..	Wages for Sunday work and overtime at 1½ times wages.	Increase granted from 10 to 20 per cent.
9. Thompson & Co., Madras.	220	28th "	31st "		
10. South Indian Industries, Madras.	286	30th "	3rd May ..	Demand for increased wages, famine allowance, bonus, privilege leave, etc.	Returned to work unconditionally. Increase of one anna per head and famine allowance of two annas per rupee granted. Resumed work after receiving Christmas presents.
11. Foundry, Madras.	200	In March ..	In March ..	Demand for Christmas presents from the contractor by whom these coolies were engaged.	
12. Kishwar Rice Mills, Coimbatore.	760	Do. "	Do. "	Demand for extra money for regular attendance as granted by other mills.	Bonus for regular attendance was given: eight annas per week per head for men and women and four annas for children. Increase of 50 per cent to compositors was granted by the Government.
13. Government Press, Madras.	925	6th April ..	14th April ..	Enhanced scale of wages and remuneration for overtime work and the grant of additional holidays.	
14. Government Press, Madras.	371	6th "	14th "		
15. Madras Mills, Madras.	738	12th "	18th May ..	Dismissal of a writer ..	Resumed work unconditionally.
16. South Indian Industries, Portland Cement, Madras.	265	17th "	3rd "	Strike in sympathy with Reliance Foundry.	Do.
17. Burma Oil Company, Madras.	1,200	24th "	15th "	Increase of pay, bonus, sick leave for two weeks, appointment of a full-timed Medical officer, overtime allowance at double rates and gazetted holidays.	Increase averaging 14·3 per cent in wages. Appointment of a full-timed Medical officer and seven days' privilege leave granted. Working hours reduced from 48 to 45½ hours a week.
18. Asiatic Petroleum Company, Madras.	600	29th "	15th "		
19. Standard Oil Company, Madras.	300	4th May ..	15th "		

20. All the above three Oil Companies.	1,900 in all.	26th May ..	8th June ..	Appointment of a full-timed Medical officer, overtime allowance at double rates and gazetted holidays.	The men were not satisfied with the settlement arrived at after the first strike. They joined duty on condition a court of inquiry is appointed. The court settled the matter.
21. Madras Electric Supply Corporation.	177	18th "	13th July ..	Increase of wages, a gratuity, monthly instead of a daily pay, two weeks' leave and sick leave with pay.	Unconditionally surrendered. The strike followed on the award of a court of inquiry and commanded no public sympathy.
22. High Court Branch Press, Madras.	177	17th "	22nd "	Increased wages and overtime pay.	Strikes terminated. Terms not known.
23. South Press, Anna Pillai street, Madras.	116	17th "	17th May ..	Request to consolidate batta with pay.	Lacked only for six hours. The batta was consolidated with pay.
24. Vest & Co., Madras.	40	17th "	18th "	Owing to the manager's refusal to pay the wages of men that were absent.	Wages would be paid to absentees if those present turned out the same amount of work as when all workmen were present.
25. India Printing Works, Madras.	20	21st "	28th "	Due to fine on late attendance ..	The work in one department depends on that of the other and hence when one department went on strike the others had to be closed. They resumed work unconditionally.
26. Bombay Company, Proddatur.	20	2nd June ..	10th July ..	Dispute over wages and remuneration for overtime.	Surrendered unconditionally.
27. Kishor Jote and Cotton Mills, Ellore.	20	3rd "	17th Sep. ..	Refusal of employees to accept conditions and regulations of employment approved by the S.P.C.K. Press Committee and Master Printers Association.	The employers wished to introduce new rules and a revised enhanced scale of pay. The men refused to accept the rules and demanded an all-round increase of pay which amounted to less than the revised scale. The management agreed to the continuance of the old rules and gave an extra allowance.
28. Madras Engineering Works, Mayavaram.	209	4th "	19th June ..	Suspension of four men for slackening.	Resumed work under the conditions which existed previous to the strike.
29. S.P.C.K. Press, Madras.	4,000				
30. Loco and Carriage Works, Nagapattinam.					

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Statement showing the principal strikes during the year 1920 and their result—cont.

Industry or works affected.	Number of men involved.	Duration of strikes		Cause of strikes.	Terms of settlement.
		From	To		
31. Amunda Press, Madras.	110	1920. 5th June	1920. 1st July	Demand for extra holiday which was refused. This was the cause of the strike. Subsequently the men elaborated their grievances and made out a long list of demands.	Strike ended and the men resumed work. The terms of settlement were:—Forty-eight hours have been decided to be working hours a week. Working hours 8-30 a.m. to 1 p.m. and 1-30 to 5-30 p.m. Saturdays 8 a.m. to 11-30 a.m. Holidays fifteen days in a year, casual leave for twelve days in a year. Sick leave on half pay on production of medical certificate for fifteen days.
32. Thompson & Co., Madras.	220	5th "	1st "		
33. M. & S.M. Railway Gang Cooles, Renikunam, Madras and Ponnari.	1,000	20th "	" "	Cancellation of an order of transfer of one of the men and increase in wages.	Some of the strikers about 500 gradually returned to duty and outside labour was also taken on.
34. Government Printing Press, Madras.	400	15th July	" "	Refusal to do work originally done by the men of another press locked out.	Gradually surrendered unconditionally.
35. Standard Oil Company, Cocanada.	80	29th "	30th July	Alleged ill-treatment accorded to the men.	Terminated on the following day on promise of better treatment.
36. Methodist Press, Mount Road, Madras.	194	16th "	1st October	Dismissal of 20 men who refused to accept certain new rules introduced—Employees demand—(1) Cancellation of new rules, (2) Dismissed men should be re-entertained, and (3) Increase of pay and overtime wages.	Terms of settlement were. (1) No strike pay, (2) 1 st out of 20 dismissed men taken back, and (3) Grant of old pay plus rise allowance thus abandoning the graded scale of pay introduced by the new rules.
37. Army Clothing Factory, Madras.	43	18th August	27th August.	Increase of pay.	Returned to duty on promise of reconsideration of wages.
38. Oil Companies, Madras.	As in 17, 18 and 19.	19th "	19th "	Dismissal of a workman who had signed statement of acceptance of award the previous day and delay in payment of wages according to award.	Men struck work in the morning and resumed work the same evening at the instance of the Assistant Commissioner.
39. Oil Companies, Madras.	Do.	1st September.	29th September.	Modification in the Provident Fund clause, etc., in the award and consequent refusal of companies to accept award.	The matter was settled by the intervention of His Excellency the Governor.
40. Koiratti Mills, Kollipatti.	160	12th October, 1921.	14th October, 1921.	Increase of wages.	Surrendered unconditionally.
41. Buckingham Mills, Perambur, Madras.	5,620	21st "	27th January.	There was some friction in the mills and troubles over promotions and dismissals. In view of an assault on the weaving master, men were locked out.	Terminated on 27th January 1921. The terms were (1) Management to withdraw the case instituted against Mr. Wadia and others, (2) Reduced dismissals from 200 to 13, (3) Bonus and gratuity as offered by the management and (4) Employees to recognize the right of employers to appoint, promote and dismiss and in return management recognized labour union if reconstituted without any outsiders.
42. Basol Mission Tile Factory, Erode.	350	21st "	25th October, 1920.	Went on strike for the reinstatement of ten dismissed men.	Strikers accepted all the conditions dictated by the General Manager and the dismissed men were reinstated on promising not to cause trouble in future.
43. Puthivan Tile Factory, Calicut.	"	23rd "	26th "	Increase of wages and continuance of weekly sales of new strike in sympathy with the Erode strike).	The strikers returned to work unconditionally on the morning of 26th, on being assured that their demand for increased wages would receive due consideration.
44. Kistna Jute and Cotton Mills, Ellore.	85	17th Dec.	6th December.	Increase of wages.	Eighty-five weavers struck work and the other hands had, in consequence, to be thrown out of employment. Workers resumed work on 6th December 1920, on the understanding that they will be paid increased wages from 1st January.
45. Onkes Cigar Factory, Gaiety.	150	15th December	"	Increased piece-work wages.	No settlement arrived at. Factory removed to Dindigul.

1921-22.

5. *Labour and allied subjects—(i) Industrial disputes.*—The labour situation in Madras remained unsettled during the greater part of the year. No less than 33 strikes occurred during the year, of which 19 were in Madras City, though most of them were of minor importance. Appendix I shows the principal strikes during the year 1921 and their results. The most serious and disastrous of these strikes was in the Buckingham and Carnatic Mills, Madras. Government have already been informed in full detail of this unfortunate affair. Through the agency of the Welfare Committee, excellent relations now prevail between the employers and employed. There is therefore nothing to be gained by reviving the bitter animosities excited by the struggle. The strikers surrendered unconditionally in October 1921.

APPENDIX I.

Statement showing the principal strikes during the year 1921 and their result.

Industry or works affected.	Number of men involved.	Duration of strike.		Demands of strikers or cause of strikes.	Terms of settlement.
		From	To		
1. The Madras Electric Tramways, Madras.	1,500	1921. 10th January.	26th February.	Restoration of dismissed men and appointment of an inquiry officer.	The men surrendered unconditionally.
2. Commercial Press, Triplicane, Madras.	105	10th January 1-30 to 9-30 p.m.	11th January.	Wanted a holiday for attending a meeting at the beach.	The strikers joined duty the next day.
3. Railway Pointmen, Podanur.	47	16th January.	16th "	Arrest of two pointmen on suspicion of theft.	The strike ended immediately after the intervention of the District Traffic Superintendent who released the men as there was not sufficient evidence against them.
4. The Carnatic Mills, Perambur.	6,200	24th "	27th "	In sympathy with the Buckingham Mills.	Terminated on 27th January 1921 with the Buckingham Mills.
5. Corporation Work-shop Employees, Madras.	..	24th "	28th "	Do.	Men resumed work on the 26th morning.
6. Jukka and cart-drivers and bazaarmen, Chidambaram.	..	26th "		Reduction of municipal taxes ..	This was only a demonstration by the owners of vehicles and shops against increase of municipal taxes which lasted for two days.
7. Madras and Southern Mahratta Railway, Secunderabad, Perambur.	35	27th "	1st February.	Increase of pay	Resumed duty on 1st February 1921. Terms not known.
8. Chinal Mills, Madras	30	2nd February.	2nd "	Dispute between masters and workmen on account of collection of union subscriptions.	Settled by the intervention of the union leaders.

Statement showing the principal strikes during the year 1921 and their result—cont.

Industry or works " affected.	Number of men involved.	Duration of strike.		Demands of strikers or cause of strikes.	Terms of settlement.
		From	To		
9. Vidya Vilasam Print- ing Press, Calicut.	35	3rd February.	1921	Increase of wages ..	The men were given an increase of 30 per cent in January but they wanted 50 per cent increase which the management refused. After waiting for a fortnight the management dismissed the strikers and engaged new men in their places.
10. Srinanga Vilas Motor and Foundry Works, Pappanayakanpalai- yam, Coimbatore district.	50	7th "	During Febru- ary.	Refusal of the foreman to sign the attendance register.	Twelve of the men who struck work resumed duty during the course of the week. The foreman who was the ring- leader established another workshop close to the foundry and ten of the strikers worked under him.
11. Public Works Depart- ment Workshops, Dowlashwaram, Godavari district.	58	7th "	14th February.	(1) Conversion of piece-work wages for carpenters into daily wages. (2) Increase of wages in general.	Men unconditionally surrendered and were taken back.
12. Fish Curers, Tanur, Malabar.	67	About beginning of March; date not known.	4th April ..	On account of attempts made by Fisheries' Department to in- duce them to keep their canoes and tubs clean.	The curers complied with the orders of the department and issue of salt was com- menced on 4th April 1921.
13. Coolies of Stenmore Estate, Anamalais.	500	7th March.	8th March ..	Stayed away from work as bazaar- men stopped usual supplies.	Resumed work on the following day when bazaarmen gave them supplies.
14. Simpson & Co., Mount Road.	120	28th "	31st " ..	Pay for 26th March 1921 when they stayed away without per- mission.	Pay for 26th March 1921 was promised.

15. Coimbatore Spinning and Weaving Com- pany (T. Sures & Co.), Coimbatore.	28 clerks.	5th April ..	Between 13th and 18th April.	Restoration of two suspended and relieved clerks—clerks suspended and reduced for divulging confi- dential matter to the union.	A general strike of the coolies also was apprehended in both the mills. The position however changed and the strike in both the mills terminated between 18th and 18th April 1921, on the restor- ation of the dismissed clerks to their old pay but not their old appointments.
16. Coimbatore Mill Mills, Coimbatore.	4 clerks.	7th "	Do.	Restoration of a clerk who was dismissed for inefficiency and restoration of clerks in the other mills (see above item).	The strike terminated when it was made clear to them that increment of pay would be considered when the new Council came into existence. The order was cancelled.
17. Scavengers and swee- pers of Chidambaram Municipality, Chidambaram.	97	8th "	14th April ..	Payment of wages at increased rates promised some time back.	The people were brought round and they returned to work the next working day.
18. The Carnatic Mills, Madras.	900 of whom 700 were boys.	19th "	20th "	Cancellation of the order fining an employee and granting him one month's leave when he asked for only two days' leave.	Strike entirely abortive. New hands were employed and some of the strikers (120) were also re-employed.
19. Krishna Jute Mills, " " " " " " " "	819	23rd 4 p.m.	April ..	For reprimanding some workmen found smoking against the rules.	Went back to duty on promise that their demands would be looked into before 9th May 1921.
20. The Census office, " " " " " " " "	498	3rd May ..	5th May ..	(1) Demand for an increase of pay. (2) Unwillingness to show the prescribed amount of out- turn.	Went back to duty unconditionally.
21. The Buckingham Mills, Madras.	800 mostly boys.	3rd "	6th "	Grant of one month's leave to ten boys when they applied for casual leave for a few days.	Went back to duty on the evening of 10th May 1921 unconditionally through the efforts of the labour leaders.
22. The Carnatic Mills, Madras.	400 boys.	3rd "	4th "	Sympathetic with above ..	
23. The Buckingham Mills, Madras.	800 mostly boys.	9th "	10th "	Demands made during the last strike [vide item 21] alleged not to have been met.	
24. A.R.A.B.S.M. Spin- ning Mill, 45, Ferozpur Barracks Road, Madras.	160	9th "	10th "	The daily wages system was con- verted by the management into a monthly wage one. The men said that the monthly pay was inadequate.	Went back to duty after joining the Madras Labour Union and paying the entrance fee. The office bearers of the labour union asked the strikers to go back to duty and make written representations about the inadequacy of pay.

35

Statement showing the principal strikes during the year 1921 and their result—cont.

Industry or works affected.	Number of men involved.	Duration of strike		Demands of strikers or cause of strikes.	Terms of settlement.
		From	To		
26. The Pencil Factory, Madras.	49	1921. 13th May	July 1921.	Increase in wages and grant of 15 days' casual leave in the year.	Twenty-five of the workmen returned to duty on the management's own terms. New bands were employed in the place of the remaining men.
26. The Indian Aluminium Company, Madras.	316	18th "	26th May "	Cancellation of suspension of a worker for a week consequent on his absence without leave.	The manager reduced the suspensions to one of three days and yet the strike occurred. The Labour Commissioner intervened and at his instance Mr. Harris, the manager interviewed the men on 13th May 1921. The men returned to duty on 26th May 1921. The suspended man was taken back to duty that day as the three days' period expired on that day.
27. The Carnatic Mills, Madras.	200/5,200	20th "	21st October.	The carding section alone went on strike on the ground that their 21 demands were not granted by the management. The other sections had to be sent away for want of work.	The Adi-Dravid work-people, recruited from the labour union and wanted to return to work but the caste people would not consent to this. In the result the strikers resorted to various acts of lawlessness, incendiarism and violence. Military aid had to be called for to put down lawlessness and additional police were also appointed. The strikers were tired of the struggle. The manager-ship went on and on 21st October 1921 sixteen men were taken on that day. Subsequently the strikers were taken back for work by high daily to fill up only existing vacancies. A number of strikers
28. The Buckingham Mills, Perambur, Madras.	6,620	20th June	21st "	In sympathy with above	Unconditionally.
29. The United Spinning and Weaving Mills, Chuddi, Madras.	1,756	11th July	11th July	Strike due to agitation of four men dismissed on 10th June 1921 and fear of intimidation by Buckingham Mill workers.	

most were gradually taking the Adi-Dravidas and other men for work while the strikers wanted to return to work unconditionally. Six hundred and sixteen men were taken back for work by high daily to fill up only existing vacancies. A number of strikers were left unemployed.

30. Messrs. Parry & Co. (East India) Distillery and Sugar Factory, Benipet, Madras.	356	11th "	13th "	Increase of wages by 25 per cent.	The Agent promised increase in wages ranging from 20 to 25 per cent and the men went back to duty.
31. Public Works Department, Warships, Madras.	500	9th August	9th August	(1) Reinstatement of 24 workmen who were discharged for want of work. (2) The proposed system of contract work should not be given effect to. (3) The present system of daily wages should be continued.	The General Superintendent agreed to take back the 24 men and told them that in future work would be distributed to each workman piecemeal and that each man would be required to turn out a reasonable amount of work to entitle him to a full wage. The men were satisfied with this and resumed work the same afternoon.
32. Common Wealth Engineering Works, Mangalore (South Kanara).	54 workmen and 19 apprentices.	26th November.	2nd December.	An immediate increase of pay.	Strikers returned to work under the old conditions and no increase of wages was given.
33. Chittirahas Jute Mills, Chittirahas (Vengayattam district).	26 weavers in the first instance and 184 the next day in sympathy.	35th October.	16th November.	Increase in wages for 'A' twill cloth.	At first the manager offered an increase in the rates for 'A' twill. This was not accepted, the weavers demanding an increase of five annas a day which was refused. Twenty-six weavers therefore struck work but the next day they were prepared to accept the manager's offer. As the vacancies were already filled up the men could not be re-admitted. A second batch of strikers 134 in number returned to the grievance of Rs 134 if they refused their work, but on account of the weaving department being stopped all other work for them to do so that there were actually only 160 men on strike.

then struck work in sympathy with the 26. The manager agreed to bear a deputation of the men and offered to return to work. On 16th November 1921 they returned unconditionally. The other departments did not leave their work, but on account of the weaving department being stopped all other work for them to do so that there were actually only 160 men on strike.

1922-23.

5. *Labour—(i) Labour disputes.*—It is pleasing to note that the labour situation was on the whole very quiet during the year. Twenty-three strikes occurred during the year but almost all of them were not of much importance.

Of the 10 strikes that occurred in Madras City, 2 were in printing presses, 1 in Aluminium works, 2 in iron foundries, 2 in a cotton mill, 1 in an oil installation, 1 in a clothing depot and 1 in a Railway workshop. Of the remaining 13 which occurred in the mufassa, 2 were in cotton mills, 2 in jute mills, 1 in a Railway workshop, 1 in a Brick and Tile works, 1 in a rice mill and 6 others in miscellaneous occupations.

The demands in 13 cases related to pay, in 2 to leave and hours, in 4 to personal matters and in the remaining 4 to other causes.

The strikers were successful in 6 cases, partially successful in 4 and unsuccessful in 10; in the remaining 3 cases the results were indefinite. The strikes lasted for periods varying from 2 hours to 89 days.

A statement showing the principal strikes that occurred during the year is printed as Appendix I to this report.

APPENDIX I.

Statement showing the principal strikes and lock-outs during the year 1922-23.

Serial number occupation and locality.	Number of men involved.	Date when dispute		Cause or object.	Progress and result.
		Began.	Ended.		
1. Coolies, Weaving Department, Sines Mill, Coimbatore.	400	1922. 21st March ..	1922. 7th April ..	Demand of full pay for the whole period during which they were out of work owing to breakdown of engine.	Three hundred and fifty of the strikers resumed work unconditionally. Forty men were dismissed as they did not turn up for work and 41 new men were appointed. The strikers were replaced by new men on 3rd April 1922.
2. Weavers, Melabar Weaving Company, Cannanore.	15	23rd ..	3rd "	Reduction in wages ..	The matter went up to the notice of the Works Manager and on his intervention the men resumed work the same day.
3. Blacksmiths, Southern and Madras Railway Workshops, Parambar.	700	28th April ..	28th April .. Lasted for few hours only.	Alleged assault of a workman by the foreman.	The Management were not willing to grant their demands and were quite firm in their attitude. The men were therefore obliged to surrender unconditionally.
4. Ar. Ar. S. Mills, Spinning Madras.	200	1st May ..	3rd May ..	Demand of wages for the five days during which the mill had to be closed on account of the breakdown of engine and for the redress of some of their alleged grievances.	On 30th May 1922 the Management put up a notice giving time to the men up to 1st June 1922 to return to work and warning any man not returning to work on or before that day would be struck off the rolls and would lose that portion of the
5. Aluminium Works, The Indian Aluminium Company, Madras.	508	17th "	5th September.	An all-round increase in wages ..	Outside intervention was of no use. The Management began to take in new hands gradually. At the end of August 1922 two hundred and twenty-one men were working in the factory including 35 old hands. Since that date 70 more of the old hands were taken and the full strength of the factory was reached on 4th September 1922. The strike thus collapsed.

Provident Fund which was contributed by the Company. This warning had no effect on the men. The strike thus collapsed.

Statement showing the principal strikes and lock-outs during the year 1922-23—cont.

Serial number, occupation and locality.	Number of men involved.	Date when dispute		Cause or object.	Progress and result.
		Began.	Ended.		
6. Weavers, Jute Mills, Nellore, Vizagapatnam district.	200/300	1922. 1st June	1922. 14th June	Increase in wages, payment of a bonus and modification of one of the mill rules. Only 200 men of the Weaving Department struck work but the other 300 had to be locked out for want of work.	The men resumed work unconditionally.
7. Iron Foundry, Messrs. C. Gopal Nayagar & Sons, Basin Foundry, Madras.	120	19th "	20th "	For not getting an increase in wages.	The Management promised an increase and the men resumed work the next day.
8. Dhobies, Madras.	300	2nd August.	14th August.	Their grievances were— (1) Increase of licence fees on donkeys and single bullock carts owned by them; (2) The increase in tolls for unlicensed donkeys; and (3) The proposed levy of profession tax.	The Collector held a conference on 12th August 1922 at which the representatives of the dhobies were present and they agreed to resume work at once pending reconsideration of their grievances at the meeting of the Municipal Council on 15th August 1922. The Municipal Council at its meeting of 15th August 1922 resolved to exempt all dhobies from payment of animal tax and tolls on donkeys.
9. Railway Workshops, Madras and Southern Railway, Arakonam, North Arcot district.	803	2nd "	21st "	The specific demand was that the increased output demanded by the new Engineer-in-charge should not be insisted on. The immediate cause was the dismissal of a smith who refused to increase his output.	The men sent in a written representation to the Agent who promised to reopen the shop only on three conditions, viz.:— (1) Removal of undesirable elements, (2) Loss of wages for the strike period, (3) Refraining of wages. The men accordingly resumed work unconditionally on 21st August 1922.

Printers, The Scottish Press, Madras. (Including Branch at the High Court, Madras.)	300	24th "	30th "	Refusal of the Management to grant the usual allowances to the compositors and others for July 1922.	The strikers did not resume work on 28th August 1922 according to the notice of the Management and were locked out. They thereupon approached the Chief Justice who promised to interfere and effect a settlement only if and after they the terms of settlement at:—
11. Tile Works, K. M. Tile Works, Ottapalam, Malabar.	75 men and women.	2nd October.	5th October.	Four daily high paid coolies were converted into monthly paid watchmen, etc. First they agreed but subsequently two of them stopped away. These induced the rest of the operatives to stop from work on a misrepresentation.	On 3rd October 1922, some 20 coolies came back and on the 4th an 15h item all the others resumed work except the ring-leaders who were dismissed.
12. Spinning Mills, the Ar. R. Ar. R. S. M. Spinning Madras.	384	24th " A.M.	1st November.	Increase of wages on the increased profit anticipated by the men owing to the installation of electric motors.	On the morning of 25th October 1922, the men came in a body to see the Commissioner of Labour when they were advised to return to work. The Commissioner also addressed the Proprietor of the Mills to go into the question of the adequacy of the wages. The Management insisted on their signing an agreement in batches as they signed the agreement.
13. Rice Mill, the Nataraja Rice Mill, Tillaivayam, Tanjore district.	10 coolie workers.	31st October.	1st December.	The men would have gone back in a body but the Management insisted that they would not strike work without notice. The men were taken in. By the end of the month all the men except 20 were thus taken in.	New men were appointed.
14. Printers, Messrs. Addison & Co., Madras.	200	16th November.	18th "	To meet the requirements of the new Factories Act the Management gave the men an hour's recess between 1 and 2 p.m. but wanted them to begin work at 8 a.m. instead of at 8-30. This the men refused to do and were locked out.	A satisfactory settlement was however soon arrived at whereby the men agreed to work till 4 p.m., i.e., for two hours more on Saturdays, the daily work commencing at 8-30 a.m. as usual.

Statement showing the principal strikes and lock-outs during the year 1922-23--cont.

Serial number, occupation and locality.	Number of men involved.	Date when dispute		Cause or object.	Progress and result.
		Began.	Ended.		
15. Millers, Memars. C. Gopala Nayar & Sons Foundry, Madras.	50	1922. 14th Novem-ber A.N.	1922. 16th Novem-ber.	Dismissal of a fellow workman.	Three of the ringleaders were dismissed and the rest were taken back for work on 16th November 1922.
16. Tinkers, The Asiatic Petroleum Com-pany, Madras.	30	17th Novem-ber A.N.	18th Novem-ber.	Do.	The strikers were dismissed on the 18th idem.
17. Jute Mills, Chitti-valasa, Vizaga-patam district.	532	5th December.	14th Decem-ber.	On the 4th December a section of the work-people who were coming late and going slow for some time past left the factory 15 minutes before the proper time. On the 5th idem the ringleaders were dismissed and they so intimidated the rest that all the workers struck work.	The closing of the work in one department necessitated the closing of the whole factory. The strike however ended on the 14th December 1922 and the men returned to work unconditionally.
18. Tailors, Army Cloth-ing Factory, Madras.	300	1923. 3rd January.	1923. 3rd January.	The men on contract wages used to come in any time between 7 and 9 a.m. but on 3rd January 1923 the Assistant officer is said to have badly treated a tailor who came in after 8 a.m. The 300 tailors thereupon struck work. Protest against deduction of loan instalments from pay.	The matter was soon settled between the Assistant and the men. The man then formally approached the Superintendent for permission to go in for work any time between 7 and 9 a.m., which the Superin-tendant granted.
19. Scavengers, Vellore Municipality, Vellore.	..	7th March ..	8th March ..	As a protest against the action of the Police in having charged about 20 cartmen for obstruction.	The matter was soon settled and the men resumed work after receiving their pay in full.
20. Cartmen and loading coolies, Coimada, Godavari district.	3,000	8th " ..	10th "		The matter went up to the notice of the local firms who brought the strike to an amicable end with the co-operation of the Police.
21. Boat coolies, Coimada, Godavari district.	800	11th " ..	11th "	Increase of wages from 8 to 12 annas.	The men were persuaded to accept a wage of 10 annas.
22. Port coolies and cartmen of Tuticorin, Thiruvelli district.	250	15th " F.N.	16th " A.N.	Increase in wages	The merchants agreed to increase the wages of coolies from 8 to 9 pice per bag and those of the cartmen from 4 to 5 annas per cart for plying to godavari and from 4 to 6 annas to the Railway station. The men were satisfied with this.
23. Boat coolies, Tuticorin, Thiruvelli district.	200	16th " A.N.	17th " F.N.	Similar increase in wages as the Port coolies had.	The contractors agreed to increase the then rate by 6 annas in a month's time. The men were satisfied with this arrangement which was made late at night.

1923-24.

LABOUR.

5. *Labour disputes.*—As in the previous year, the labour situation was generally calm. Only thirteen strikes occurred during the year and these were of minor importance.

Of the thirteen strikes that took place, four were in cotton spinning mills, two in jute mills, two in printing presses, one in a cotton ginning press, one in engineering works and three others in miscellaneous works.

In six cases the demands related to pay, in three to bonus and in four to other causes. The strikers were successful in two cases and in others they failed. The strikes lasted for very short periods varying from a few hours to seventeen days. A statement showing the strikes is printed as Appendix I to this report.

APPENDIX I.

Statement showing the principal strikes and lock-outs during the year 1923-24.

Serial number, location and locality.	Number of work people involved.	Date when dispute		Cause or object.	Progress and result.
		Began.	Ended.		
Spinning. The Nallamala Jute Mills, Nellore, Viragipattam district.	334 1,365 1,639	1923. 10th April.	1923. 12th April.	The increase of daily rate of wages in spinning demanded by the men was refused.	Three hundred and thirty-four men of the spinning department struck work and the others (1,331) had to be locked out. The men returned to work unconditionally.
Spinning. The Ar. Sm. Spinning Mills, Madras.	76 women of the reeling department.	4th " A.N.	6th "	They struck as a protest against the reduction in their wages.	They resumed work on the 6th April 1923. The result was indefinite.
Cotton ginning. The Volbert Brothers Cotton Ginning Factory, Adamb, Palay district.	10 female coolies	15th " F.N.	15th " A.N.	Increase in wages	Resumed unconditionally the same afternoon.
Spinning. The Ar. Sm. Spinning Mills, Madras.	70 women of the reeling department.	4th May ..	11th May ..	They struck as a protest against the reduction in their wages.	The Management refused to accede to their requests and the strikers resumed work at the reduced rate.
Moulders. The Madras Engineering Works, Mayapuram.	40	29th " ..	30th " ..	The management altered their system of labour from ordinary day-work to piece-work. Forty refused to work under the new system.	Eight men resumed work unconditionally the next day and 32 left the works permanently.

Statement showing the principal strikes and lock-outs during the year 1923-24—cont

Serial number, occupation and locality.	Number of work people involved.	Date when dispute		Cause or object.	Progress and result.
		Began.	Ended.		
6. Printers. The Diocesan Press, Vepery.	150	1923. 16th July.	1923. 16th July	They struck in sympathy with those whose services were discontinued with for want of work.	The men dribbled back to work, so that there were 162 men at work on the 16th July 1923 against 218 on the day previous to the strike. The remaining 54 men have not been reinstated. The strike thus collapsed.
7. Spinning. The Nellimata Jute Mills, Nellimata, Vizagapatam district.	53 spinners.	30th " A.N.	31st " F.N.	A scheme was drawn up to give a production bonus. The spinners went on strike with the hope of securing an early decision of the scheme.	They were told that nothing would be done so long as they were on strike. Then they returned to work. The production bonus was then granted for August 1923 and for each month since 31st July 1923.
8. Boat owners and lascars of Coorandla, Godavari district.	30 300 330	6th August.	17th August.	Discontinuance of a bonus on the channel being declared open after dredging.	The boat owners agreed to work for the existing rate plus the bonus till the new proposal of a revised schedule of rates was sanctioned.
9. Cotton Spinning. The Kaleswarer Mills, Limited, Coimbatore.	230 mostly children.	17th September. A.N.	20th September.	Discontinuance of an allowance which was being given purely as an experimental measure since 1920 for regular attendance.	The manager obtained orders to continue the allowance and several of the strikers returned to work. Some new hands were also appointed to take the place of those few who have not cared to return to work.
10. Sweepers, General Hospital, Madras.	24 male totia.	9th October.	10th and 11th October.	Cancellation of a fine imposed for neglect of duty.	Returned to work of their own accord. No demand for any settlement. The night batch of 12 returned at 8 p.m. on the 10th and the other 12 returned at 3 a.m. on the 11th October 1923.
11. Printers of the Modern Printing Works, Madras.	80	26th "	5th November.	They were not paid their salary for September 1923 on the usual date and so they stopped work.	They were however waiting in daily and signing the register, but did no work. They returned to work on 5th November 1923, when they were paid their salary for September 1923. The binding department was closed, but was expected to be reopened with new hands.
12. Spinning and Weaving. Chankai Mills, Madras.†	1,537	1st November. A.N.	2nd November. F.N.	News had been received that bonus would not be given this year and the men thereupon went on strike from 12-30 p.m. on 1st November 1923.	They had a meeting on the morning of 2nd November 1923, and returned to work at about 10 a.m. on 2nd November 1923 unconditionally.
13. Coolies of the Port Trust, Madras.	200	1924. 15th February.	1924. 17th February.	Consequent on the building of quays, the minimum number of men employed by the Port Trust was reduced from 175 to 150. This the men resented and struck work demanding the restoration of the previous minimum.	The men wanted that the matter should be represented to the chairman which the Traffic Manager promised to do only if and after they returned to work. They accordingly came back on the morning of 17th February 1924. The matter was taken to the notice of the chairman and his approval for the reduction obtained. This was communicated to the coolies and they were also told that if they wished they could go away and that work would be done by contract labour.

* The boat owners alleged it was their lascars who went on strike and not themselves. The lascars had nothing to strike and it was really a strike of boat owners.

† The strike lasted for eight hours.

1924-25.

LABOUR.

4. *Labour disputes.*—A statement showing the strikes during the year will be found in Appendix I to this report. The most important was the strike of the firemen on the metre gauge and of the firemen, drivers and workshopmen at Podanur, etc., on the broad gauge of the South Indian Railway. After prolonged discussion and negotiation the strike was brought to an end through the intervention of the District Magistrate Mr. H. A. B. Vernon, I.C.S. In connexion with the trouble at the Podanur Workshop the Commissioner visited Coimbatore and discussed the question at length with the Collector and the District Superintendent of Police. He also interviewed Mr. Reynolds, District Loco. Superintendent, about 20 of the workmen, and Mr. Kirk, a theosophical worker and leader of the men.

Of the fourteen strikes, seven related to scavengers, cart-drivers, drainage workmen, etc., employed in municipalities, three to textile workers, two to railway men, one to boatmen and the remaining one to agricultural labourers.

The demands related to pay in six cases, to personnel in one and to other causes in seven.

The strikers were successful in two cases, unsuccessful in five and partially successful in four. The result was indefinite in one and not known in the other.

The strikes lasted for periods ranging from a day to a fortnight. The strike of the Podanur railway men was of the longest duration.

APPENDIX I.

Statement showing the principal strikes and lock-outs during the year 1924-25.

Serial number, occupation and locality.	Number of work people involved.	Date when dispute		Cause or object.	Progress and result.
		Began.	Ended.		
1. Scavengers of the Municipality of Cuddalore.	88	1924 1st April	1924 4th May	Protest against reduction of establishment.	Sixty Yamdis were imported from Nellore by the municipality and were actually employed in place of the strikers for about a month. The strikers thereupon offered an unconditional apology in writing and were re-employed on the municipality's own terms.
2. Scavengers of the Corporation of Madras.	1,529	20th " A.N.	22nd April A.N.	Demand for an increase in wages and supply of rice at four heaped measures a rupee.	They came back to work on being assured that their grievances, if any, would be redressed after due consideration.
3. Scavengers of the Port Trust, Madras.	75	21st "	23rd April "	In sympathy with item 2 above.	They came back of their own accord.
4. Boatmen of the Port of Cuddalore.	609	8th May	12th May	As a protest against Messrs. Parry & Co.'s refusal to give any cargo to one of the private boat-owners. They also claimed more pay.	The strike ended through the influence of the District Magistrate and the District Superintendent of Police. The men agreed to work on the old terms of pay and the private boat-owner was given his share of work.
5. Firemen on the metre gauge of the South Indian Railway, Madras, Thiruvallur, Trichingopoly, Tanjore, Negapatam, Mayavaram, Villupuram, Madras and Chingleput.	521	29th May to 1st June.	1st June to 3rd June.	A dispute about the distance for which one fireman only was to be allowed for each engine.	The strike first took place at Madras on 29th May 1924 and speedily spread to the other loco. centres. The Agent discussed the matter with the men at Madras and they accepted the terms offered by him and resumed work on 1st June 1924. Intimation of the settlement at Madras was speedily followed by resumption of work in other places.

Statement showing the principal strikes and lock-outs during the year 1924-25—cont.

Serial number, occupation and locality.	Number of work people involved.	Date when dispute		Cause or object.	Progress and result.
		Began.	Ended.		
6. Railway workmen, fitters and drivers on the Broad gauge of the South Indian Railway at Pedanur, Mettupalayam, and Salem.	1,824	1924. 1st June.	1924. 16th June.	As a protest against the Magisterial orders under section 144, Criminal Procedure Code, served on Messrs. Varadarajulu Kiyudu and Pakkiriswami Pillai who were to have attended a Conference of Railway Labourers at Coimbatore on 1st June 1924. The Magisterial order and the strike atmosphere on the metre gauge embittered the men.	Only a few shops to the shops on 2nd June 1924 and the shops were therefore closed. The 2nd June was a holiday and a meeting was held and the men agreed to go back the next morning. On the 4th some were outside the shops ready to go in, but a majority of them did not go. The Agent, thereupon, issued orders to close the workshop and notified that their services with the company automatically terminated on that date and that if they were taken on again they would be treated as new hands. The situation remained unchanged till 14th June 1924 when Mr. C. V. Venkataratnam Ayyangar, M.C., called on the Agent on behalf of the workmen and as a result of a discussion with him, the Agent proceeded to Coimbatore where on the 16th June he met the men in the presence of the Collector who was instrumental in bringing the strike to a close. The strikers were taken back on their old pay and the question of condoning the break in their service was to be decided by the Railway Home Board of Directors.
7. Agricultural labourers of Anandavayam village, Mayavaram taluk, Tanjore district.	200	22nd June ..	16th July ..	Having been dissatisfied with the share of the produce which they have been allowed for expenses of cultivation and labour.	A compromise was effected and their grievances partially redressed.
8. scavengers of the Municipality of Tiruchirappalli.	621	19th August A.N.	13th August A.N.	Their demands related to pay, leave and better treatment in general. They recognized that they were treated conditionally, their several demands being left in the hands of the chairman for consideration and recommendation to the council.	The chairman had a personal conversation with many of the strikers and everyone of them declined any intention on his part to go on strike, but they were forced to do so by certain men who urged them to do so. The strikers were said to have well generally. They resumed work unconditionally, their several demands being left in the hands of the chairman for consideration and recommendation to the council.
9. Scavengers of the Municipality of Madurai.	767	10th Septem-ber.	11th Septem-ber.	They struck work clamouring for more pay.	The chairman of the municipality interviewed them and promised to consider their grievances after they resumed work. They accordingly resumed work and the chairman has allowed them an increase of pay by eight annas. The men were satisfied with this.
10. Drainage workmen of the Corporation of Madurai.	355	18th Septem-ber.	27th Septem-ber.	Increase of pay, distribution of rice at four measures a rupee and casual leave during illness.	Their representative was told that proposals for improving their condition were before the council for sanction and the men returned to work on this assurance. The terms of settlement are not known. As a result of this strike, a weavers' association has been formed.
11. Weavers of the Lakshmi Vilasam Weaving Establishment, Carfiamur.	68	27th Septem-ber.	2nd October ..	Owing to a dispute about wages ..	The chairman told the contractors that the drivers must return to work before anything could be done. As the drivers did not return to duty still, the municipality began to remove rubbish and night-soil in its 'Austin' Tractor. The result was that the drivers returned to work on the morning of the next day.
12. Rabbish and night-soil contractors and cart drivers of the Municipality of Madurai.	218	1st October ..	2nd ..	The drivers were not fully leading their carts. The municipality therefore fined the contractors who in turn fined the drivers. The drivers thereupon struck work.	The men were advised to return to work but did not do so as it was a festive season. They were interviewed on 3rd November 1924 and a settlement was arrived at. It was settled that (1) the cases of weavers recently dismissed be thoroughly enquired into and where found reasonable the men reinstated and (2) the question of the fine for absence without leave be placed before Messrs. Binny & Co., Limited, Madras, with a request that it be modified if at all possible.
13. Weavers of the Nellimarla Jute Mill, Nellimarla, Vizagapatam district.	2,515	30th ..	4th November.	Owing to the introduction of a new rule that absentees would be fined five annas for each day of absence, in addition to the pay for the day which they lost and to the dismissal of some weavers. Two hundred and ninety-four men struck work and the others were locked out.	The trouble has been the work of a few undesirable who have not been re-engaged. All weavers were dismissed after eight days' absence and new men engaged.
14. Weavers of the Nellimarla Jute Mill, Nellimarla, Vizagapatam district.	247	1925. 2nd March ..	1925. 11th March ..	Cancellation of the rule that if any weaver absents himself without leave, he will lose five annas from his earnings.	

1925-26.

LABOUR.

4. *Labour disputes.*—The labour situation has been generally very calm. There were four strikes during the year, the most important of which was the strike of the weavers of the Mall Mills and the Spinning and Weaving Mills, Coimbatore, consequent on the announcement of a reduction by 20 per cent of the wages of weavers employed on narrow looms. This strike was novel in the form of the fight it put up, resembling, as it did, a *satyagraha*. The men turned up for work on 26th April 1925 after mid-day meal and sat down beside the looms on the floor refusing either to work or leave the premises. They remained without food or water till 3-30 p.m. the next day when the Collector, Mr. A. R. Cox, I.C.S., interfered and persuaded them to leave on the following conditions: Wages at the old rate were to be paid for March and at the new rates for April and that the masters and men should meet in a conference and arrive at an amicable settlement regarding the rates to be paid from 1st May, failing which the Collector should settle the dispute. They met on 28th May 1926 but could not agree. The Collector decided that from 1st May wages of weavers working two looms should be reduced by 15 per cent and those working a single loom 12½ per cent.

Deduction in wages was also the cause of a strike in seven weaving mills in Mangalore. In some cases men resumed work on the reduced wages and in others the percentage of reduction was fixed at half the rate originally proposed.

Towards the end of the year the scavengers employed in the Port Trust, Madras, struck work as a protest against the dismissal of one of them for absence without leave. Little inconvenience was caused as some of the latrines were built on the flush-out system and new men were speedily engaged to carry on the work. The yard watering and sweeping coolies went on strike in sympathy but soon resumed work. The strike collapsed as the anticipations of sympathetic strikes by other unions in the city were not realized. Those who returned to work were taken as new hands.

Statement I gives a statement of the strikes in the usual form.

STATEMENT I.

Statement showing the principal strikes and lock-outs during the year 1925-26.

Serial number. occupation and locality.	Number of work people involved.	Date when dispute		Cause or object.	Progress and result.
		Began.	Ended.		
1. Weavers of the Mall Mills, Coimbatore, and the Coimbatore Spinning and Weaving Mills, Coimbatore.	200 300	1925. 25th April ..	1925. 26th April ..	Reduction in wages of 20 per cent of the weavers employed on the 'Narrow' looms.	The men, after returning to work on the afternoon of 26th April 1925 after their midday meal, sat down beside the looms on the floor refusing either to work or to leave the premises and remained there till the morning of 27th April. They then left the premises and remained there till the morning of 28th April. They then returned to work on the afternoon of 28th April. The Collector decided that from 1st May wages of weavers working two looms should be reduced by 15 per cent and those working a single loom 12½ per cent.
2. Seven weaving establishments owned by Madrasen, Muhammedan, and others in Mangalore.	80 40 125 80 100 37 70	18th July .. 10th Aug. .. 5th Sep. .. 14th " .. 15th " .. 17th Mar. .. 1926.	16th July .. 14th Aug. .. 31st Sep. .. 1st April .. 1926.	As a result of reduction in wages.	Resumed work on the reduced wages.
3. Scavengers of the Port Trust, Madras.	61	1926. 17th Mar. ..	1st April ..	As a protest against the dismissal of one of them for absence without leave.	The percentage of reduction of wages was fixed at half the rate proposed by the employers.
4. Yard watering and sweeping coolies.	70	20th " ..	20th Mar. ..	In sympathy with the above ..	New men were engaged and those who cared to return to work were taken as new hands. Returned to work after a few days.

1926-27.

LABOUR.

4. *Labour disputes.*—Except for the strike on the Bengal-Nagpur Railway which affected to some extent the menials and skilled workmen of Waltair and Vizagapatam stations no strike or lock-out of a serious nature took place during the year. Nevertheless two cases of dispute took serious turn and might have led to grave results but for the good sense displayed by the parties. For some time before July 1926 the hardships of the women employees of the Buckingham and Carnatic Mills were represented in somewhat lurid colours at the meetings of the Madras Labour Union. The management of the mills thought it better in the circumstances not to employ any female labour at all and in July 1926 served a month's notice of discharge on about a hundred women workers. The Madras Labour Union at once adopted all available methods of protest. A public meeting was arranged under the auspices of the Women's Association to protest against the action of the mill authorities. In the meanwhile, a deputation of the labourers waited on the management to explain their point of view and the management withdrew the notices on the day previous to the public meeting. At the meeting the management was thanked for the generous action.

In August 1926 the South Indian Railway decided to send the first batch of men from their workshops at Negapatnam to the Golden Rock shops in pursuance of the plan to transfer the entire staff of the workshops to the latter place. The Agent issued certain instructions regarding the conditions under which work should start in the new place. Among the changes made was included the withdrawal of the concession of three days' absence without leave, and the men felt that this was an infringement of established rights and refused to go to the new station unless the old rule was restored. For a time there seemed no prospect of an agreement. The Agent referred the matter to the Commissioner for arbitration. The union of the men wished to send a deputation to the Commissioner before deciding to accept his arbitration but he replied that if he was to arbitrate he could not hear the union in advance. Eventually the men consented to accept the Commissioner's arbitration. Sir George Faddison went to Negapatnam in November 1926, heard both sides and pronounced his award which was favourably received by both parties and has, on the whole, been adhered to.

Two cases of lightning strikes occurred during the year, one in the Madras Electric Tramways and the other in the Choolai Mills. In the former about 250 drivers and conductors refused to go on the line one afternoon as a protest against the punishment of dismissal and suspension inflicted on two men. This action was not approved by the other workers and the Tramwaymen's Union, condemned the hasty step taken by the drivers and conductors referred to. The men were therefore obliged to go back to duty. The workers of the Choolai Mills submitted a list of their grievances to the management, the chief demand being a half-yearly bonus. Impatient of the delay in getting a reply they struck work on the 24th January 1927 but

resumed work immediately on the persuasion of the Madras Labour Union which intimated to them that they had not the sanction of all the men for this extreme course.

1927-28.

LABOUR.

4. *Labour disputes.*—There was unrest during the first half of the year in the City of Madras, and in August and September the unrest spread to Coimbatore. The worst period was during April and May, when there was acute trouble in the oil industry, beginning with a strike among the workmen of the Burma Oil Company on account of reduction of the staff made by the company and the removal of certain benches in the machine shop which were previously provided for some of the men. The union of the oil workers became very active and the management was asked to concede a series of demands. Official and unofficial mediation had almost succeeded in bringing the dispute to an end when, unfortunately, on the 10th May 1927 a lorry coming from the Burma Oil Company installation at Tondiarpet was attacked by riotous strikers and set on fire. A fight ensued between some of the Burma Oil Company staff and the strikers and police intervention became necessary.

In the general excitement which then prevailed, the workmen of the Asiatic Petroleum Company and Standard Oil Company struck in sympathy. Violence rapidly subsided, however, after the collision with the police, and wiser counsels gradually prevailed, with the result that the men returned to work on the 17th May 1927. In view of the better relations then established between employers and workmen, the criminal cases ensuing on the fracas of the 10th May were withdrawn; and proceedings taken under the security section against Mr. Singaravelu Chetti were dropped, on his undertaking to refrain from inciting to disorders.

The strikes of the oil workers were followed by other strikes of considerable importance in the Diocesan Press, Messrs. Massey & Co., and Government Public Works Workshops. The strike in the Public Works Workshops ended in a few days, but those in the other two concerns lasted for three or four months. The leaders, failing to secure what the men demanded, attempted to bring about a general strike of all the labourers in the city. This idea, however, did not find favour with the other workers, who had been the spectators of the sufferings caused by the strikes.

In Coimbatore three strikes occurred during the year. On the first two occasions they passed off without any serious incidents. But on the third occasion there was a general strike of all the labourers in the 3 mills, the Coimbatore Spinning and Weaving Mills, the Mall Mills, and the Kaleeswarar Mills. The trouble first arose on 16th August 1927 in the Coimbatore Spinning and Weaving Mills owing to the suspension of three weavers who were charged by the police for assaulting a member of the company's staff. As the other weavers refused to work the loom of the three suspended men, three men were brought from the Mall Mills, but they were intimidated by the other

workers. The following morning the weaving section of the mills broke off work ten minutes after it had begun and sat down by their looms. The infection spread rapidly and all the workers in the mills were on strike in a few hours. The news of the trouble reacted on the other two mills in the city and the men there followed suit. Thus about 4,800 workers of the three mills struck work and refused to leave the mill premises even after closing hours. Police assistance had to be called for and it was with great difficulty and by the exercise of much tact that they were able to eject the men. There was some rowdyism and stone-throwing in the streets, but nothing serious happened. The strikers held frequent meetings, and there was a procession of the strikers and their sympathisers. Legal proceedings were instituted against Mr. N. S. Ramaswami Ayyangar, the President of the Coimbatore Labour Union, for inciting the labourers to violence. After prolonged attempts at negotiations the strikes came to an end on the 9th and 10th September 1927.

The Madras and Southern Mahratta Railway men at the Perambur Workshops were much agitated over the orders of the management, issued as a measure of economy, to cut down the hours of work with a consequent reduction of earnings. The situation caused anxiety for some time, but fortunately nothing untoward happened and the activities of the union were confined to sending deputations to meet the Agent to discuss with him their grievances.

Considerable discontent has been caused also in the South Indian Railway Workshops by the decision of the administration to concentrate all the workshops at a single centre, viz., Golden Rock, with consequent large reduction in establishment. There was much talk of a general strike, but fortunately at the interview which the men had with the Agent in December 1927 it was decided that nothing should be done by either party till the result of the enquiry to be made by a Committee appointed by the Government of India was known.

1928-29.

Labour disputes.—The most important event of the year was the extensive and violent strike on the South Indian Railway consequent on reductions in the Railway workshops owing to concentration at Golden Rock and the introduction of improved machinery and methods.

Strikes were threatened in the Choolai (Textile) Mills, Madras, at intervals during the year. The employees' chief grievances related to the piece-work system which had been introduced in the Carding and Spinning Departments in August 1927 and to the decision taken in May 1928 to put the weavers in charge of two looms instead of one. Certain other grievances were also put forward at the same time, e.g., in the matter of sick leave and maternity benefits. After some controversy the management agreed to raise the spinning rates by 10 per cent. There still remained the other points of dispute, and on the 17th August 1928 when an attempt was made to put a few weavers on two looms, a strike occurred. The men however returned to work the next morning, presumably on the understanding that a committee of experts would, as suggested by the Labour Commissioner, be appointed to advise as to a suitable rate for a second loom, the rate offered by the

management (viz., half of that for the first loom) being considered unacceptable. A committee was accordingly appointed, and in the course of the following month produced a report which led to a substantial increase in the rates paid for the second loom and to the active consideration of the other grievances and defects. After further parley, several concessions were obtained from the management. With the exception of one or two slight outbreaks of discontent subsequently, tranquillity was on the whole maintained in the mills during the year.

The Madras Corporation scavengers struck work for a day as a protest against the introduction of the central muster system. About 300 men were involved in the strike. The Commissioner of the Corporation and the Health Officer persuaded them to return to work, unconditionally.

There was a petty strike in the Penrose and Company's Printing Press, Madras. The whole staff numbering 20 went on strike over some minor grievances. The Personal Assistant to the Chief Inspector of Factories interviewed the management and the strikers, and brought about a settlement, the management agreeing to almost all the demands of the strikers. The strike lasted for four days.

In the mufassal, the scavengers of the Mangalore Municipality went on strike, demanding an increase in wages. An increase was given and the strike ended after two days.

A strike occurred in the Commonwealth Weaving Factory, Cannanore. The ostensible reason for the strike was the demand of the workers for higher wages but it was believed that the strike was organized or fomented by the local hand loom weavers, who find it difficult to compete with the factory. After four days the men returned to work unconditionally.

The labourers in the Thangal tanneries (near Madras) stopped work and demanded higher wages. The strike lasted for some time but the men gradually returned to work. It is understood that they have received a slight increase of pay.

The most important strike in the mufassal, next of course to the South Indian Railway strike, was the strike in the Chittivalsa Jute Mills in Vizagapatam district. The strike was serious both because of the large number of men involved and of the number of days the men remained out of work. The strike began on 17th January 1929 when 2,000 men out of a total strength of 2,144 downed tools. The chief demand of the workmen was for the grant of a half-yearly bonus of 10 per cent of their wages for the Pongal festival. After some time the Labour Commissioner's intervention was sought by the workmen but before he actually reached Chittivalsa, the strike was brought to an end (on 4th March 1929) as a result of negotiations conducted by a local union of the strikers of which Mr. V. V. Giri was the President. The men were given a 10 per cent increase of wages in all cases where the former pay did not exceed Rs. 10 or Rs. 12 per mensem. Various other concessions were also given.

From 1st April 1929 to 3rd August 1929.

Labour disputes.—A strike occurred in Parry & Co.'s factory, Ranipet, on the 29th April 1929. It ended on the 1st May 1929. It was due to the enforcement of disciplinary measures in the matter of

attendance and discharge of duty on the part of some of the workmen. Some of the permanent employees (who are paid *per mensem* irrespective of holidays and who are allowed 6 or 7 days' leave in a year, besides sick leave) had for some time been irregular in attendance and in one case a workman had already absented himself for 45 days during the current year. As a lesson to him, and the other permanent employees, the local agent removed him from the list of permanent workmen and transferred him to the list of temporary employees, who apparently have none of the privileges mentioned above. The employees at work resented the Agent's action and at the same time demanded a 20 per cent increase in wages and the introduction of a provident fund system. They then wired to Mr. Siva Rao, in Madras, but soon after (possibly on his advice) returned to work. It is significant that the strikers did not put forward their grievances and demands through their registered trade union. The total number of employees affected by the strike was 700.

A strike occurred on the 2nd April in the Mall Mills, Coimbatore. The cause of the strike was the dissatisfaction on the part of the labourers with the remuneration offered to them by the management for working two looms instead of only one as previously. The number of men affected was 100. The Labour union representative informed the Commissioner of Labour that the trouble arose partly from the retrenchment of some 200 weavers, without notice (owing to shortage of work) and partly from the low rate offered for work on the second loom. The strikes spread on the 6th to the Coimbatore Spinning and Weaving Mills and the number affected was about 600. The Commissioner of Labour visited Coimbatore on 19th April 1929, and interviewed the management Messrs. Stanes & Co. and had a talk with the men. As a result of further negotiations, the employees of the Spinning and Weaving Mills returned to work on 23rd April 1929, and those of the Mall Mills on 24th April 1929. The terms of settlement offered by the management and finally accepted by the men were that weavers working on two looms up to 50" width should be paid at 75 per cent of the old rates for each loom and those attending to 1½ looms of over 50" width should be given 85 per cent of the old rate for each loom worked. The management stated that these rates conformed to those ruling in local competing mills. As a matter of concession, the weavers of the Spinning and Weaving Mills who worked two looms in March were paid at the old rates. Practically all the looms in the Spinning and Weaving Company and more than three-fourths of the looms in Mall Mills were reported to be working on 26th May 1929 and it was anticipated that the rest of the looms would be fully at work as soon as suitable orders were available. Eighty-three men of the Coimbatore Spinning and Weaving Mills and 118 of the Mall Mills have been thrown out of work as a result of the introduction of the two looms system. These men were paid only for the days they worked and no notice of discharge was given to them, nor payment made in lieu of notice, because they struck work without notice and thereby broke the terms of agreement.

Fourteen employees of the Commercial Press, Madras, struck work on 24th April 1929 on the failure of the management to make prompt payment for some extra work done by the employees during December 1928

to March 1929. The total number of employees in the factory is 55. Six men returned to work unconditionally on 3rd May 1929. The others apparently secured employment elsewhere.

The workers in the Madras United Spinning and Weaving Mills (Choolai Mills) went on strike on the 12th June 1929, as a result of an assault of a mill hand by a Gurkha watchman at the gate. Certain officials of the Madras Labour Union for Textile workers interviewed the agent who informed them that he had dismissed the watchman concerned. The men, however, were rather excited over the incident as a similar assault had been made a few weeks ago by two Gurkha watchmen of the mills on the Manager of the Madras Labour Union for Textile workers. All the workmen, numbering about 2,000, took part in the strike. The strikers originally demanded the dismissal of all the other Gurkha watchmen, but on the advice of the union officials this demand was not pressed and the men returned to work on 18th June 1929, apparently satisfied with the action of the management in dismissing the watchman who actually committed the assault.

The employees of the Weaving Department of the above mills, some 400 in number, struck work on the 16th July 1929, alleging, (i) that the wages they were getting were not in proportion to the work turned out, (ii) that the wages had fallen considerably as a result of the cutting down by the management of the rates per unit and pattern of work, and (iii) that accounts for the actual work turned out by each weaver, were not properly maintained by the management. The employees in the other departments in the mills did not participate in the strike but the management did not want them to continue at work while the weaving department was idle. They accordingly put up a notice declaring a lock-out until further orders. As a result of a series of conferences between the management and the representatives of the Madras Labour Union in the presence of the Labour Commissioner the mills were re-opened and normal work resumed on the 25th July 1929 on the understanding that an expert committee would be appointed to report to the Labour Commissioner on the following lines:—

(1) To report to the Labour Commissioner whether, since the introduction of the two-loom system, there has been any alteration in the basic rates on which wages in the weaving department are calculated, and if so, to indicate the nature, extent and time of the alteration or alterations.

(2) To examine and report to the Labour Commissioner on the figures of production embodied in the statements which have been furnished by the management of the Choolai Mills at the conferences in the Labour Commissioner's office on the 23rd and 24th July 1929 for each of the twelve months ended June last.

(3) To report to the Labour Commissioner whether the production in the weaving department at any time since the beginning of November last has been seriously affected by the inferior quality of the warp and weft supplied.

The Committee has made the necessary investigations and its report is almost ready.

THE BUCKINGHAM AND CARNATIC MILLS.

WELFARE COMMITTEE.

ANNUAL REPORT FOR 1927.

The occasion of the presentation of this report celebrates the Sixth Anniversary of the Welfare Committee. At the last year's annual meeting, the Committee had the honour of having His Excellency the Governor and the Viscountess Goschen as their chief guests. We were supremely gratified with the remarks of His Excellency in appreciation of 'the many-sided character of the work which the Welfare Committee is doing.' The emphasis he laid on the importance of the 'human factor' in industry and on the complementary nature of the relationship between capital and labour has served in no small measure to encourage all those engaged in working up this institution. The Committee owe a deep debt of gratitude to His Excellency for the many valuable words of advice and encouragement he gave in his inspiring speech, a report of which is appended.

Distinguished visitors.—Among the distinguished visitors this year to the Committee were the members of the Far Eastern Congress of Tropical Diseases. They were shown round the mills, the school, dispensaries, workpeople's institute, villages and workmen's stores.

Constitution of the Committee.—Discussions took place at a number of meetings regarding the framing of a set of rules to govern the proceedings of the Welfare Committee and the methods of procedure for committee members inside the mills. After discussing the question fully, the Managing Agents decided at the meeting of 11th July that it was not advisable to have any definite set of rules for the Welfare Committee, since they thought 'that the majority of the proposed rules are actually observed at present, and that the effect of some of the others would be to make the Welfare Committee too much like a public body, and further to deprive it of its informal and personal character, which we are sure, would be a great pity.'

At the meeting of 19th October, it was complained that the work of the Committee was not going on quite so well as in previous years and an appeal was made to the management to take particular interest in the work of the Committee. It was suggested that, if anything took place in the department which affected the workpeople individually or collectively, the departmental officer should take the departmental committee member into his confidence and hold an enquiry together with the committee member. After making enquiries regarding the work done in the departments by the members, the President said that it could not in any way be held that the Committee had gradually become less successful. One of the reasons why there were less grievances brought forward now was that a great many had been remedied. As for the remedy suggested, the President hoped that special efforts would be made by the Committee members to keep in touch with the officers and that all those on the Management side would give it their support.

At the meeting of 23rd January 1928 it was represented that the principle of communal representation did not enable the departments to elect their best representatives and reasons were advanced by the Labour representatives for holding the next election without the principle of communal representation. Since the system of joint electorates might cause dissatisfaction, especially to the Adi-Dravidas, they suggested that in departments where the Adi-Dravidas were in majority seats might be reserved for them and, in the others, seats might be left open for all communities to compete. The matter came up for consideration at the meeting of 6th February when the President said that, after going into the representations very carefully, he did not see how the proposals would improve the present representation and that the figures on which the members had made their proposals were not found correct. The matter has been adjourned for further consideration.

Resolutions were also passed at the same meeting to the effect that one of the Labour representatives should preside at the meetings of the sub-committee and that the names of the members who did not attend three meetings consecutively, including sub-committee meetings, be removed from the Committee unless a satisfactory explanation was given.

Meetings.—The Committee held twenty-one ordinary meetings during the period under report.

The deliberations of the Committee are grouped in the following pages under the headings *Working Conditions in the Mills* and *Social Welfare of the Employees*. For obvious reasons, the Committee's deliberations could not be laid down in detail and this report attempts to give only a few important points in the Committee's work during the period under report:—

Working Conditions.

Gratuity fund.—At the meeting of 13th June it was stated on behalf of the Management that the conditions of the fourth period in the Gratuity fund were exactly similar to those in respect of the third period.

Distribution of wages.—At the meeting of 21st March it was moved that in view of the fact that the Tamil New Year's Day falls on 13th April and Good Friday on the 16th, the Management be pleased to arrange for payment of wages on 12th April instead of on the 16th. Payment was made accordingly.

At the meeting of 28th November the Labour representatives asked for the proposed list of holidays and pay days for 1928 and when the list was supplied they made representations for changing the pay day in April 1928 from the 14th to the 13th owing to the Tamil New Year's Day coming on the 13th. This change was also effected as a special case.

Holidays.—Representations made at the meeting of the Committee held on 1st August for granting a partial holiday to thread-wearing Hindus for Avani Avittam festival resulted in continuing the same arrangement as was made in the previous year, viz., to grant such leave as was required to the thread-wearing Hindus for performing their ceremony.

Representations were made at the meetings of 12th December to grant three holidays for Vaikunta Ekadasi, Krishna Jayanti and Ayuda Puja days in place of the three holidays falling on Sundays in 1928. The President asked the Committee to consider making one of the holidays each for Pongal and Dipavali a half-holiday and substituting a half-holiday for the festivals mentioned. This was not agreed to by the Labour representatives and, under these circumstances, the Managing Agents regretted their inability to sanction any half-holiday, stating that 'the fact that certain festivals, which are mill holidays, fall next year on a Sunday cannot be held to affect the position, as the mills are only closed when these festivals fall on a working day in order to enable the workpeople to observe their customs and perform such ceremonies as may be necessary.'

Dismissals and notices.—At the meeting of 21st March the President gave a statement of facts connected with the strike in the Buckingham Mill Spinning department, including the number of men who were not working after the strike and the circumstances under which they happened to remain outside. He also said that, if suitable vacancies occurred and without prejudice to the boys coming from the joint school, the Manager would consider applications from the boys whom the Management intended taking back.

At the meeting of 12th December there was a discussion on the question of serving notices on irregular attenders. Representations were made from the Labour side to bring about a proper system in giving notices for irregular attendance as the present practice gave rise to dissatisfaction, since different treatment was meted out not only to men of different departments but also to men in the same department. This was objected to by the Management since, in view of the amount of leave already allowed, it was considered that the fixing of the number of days for absence would make the general attendance of workpeople worse. The Management also assured the Committee that it was only after the workman had been warned and after the Manager had satisfied himself that the man deserved a notice, in view of his unsatisfactory record, that he was served with a notice.

Leave and absence.—Discussions took place this year also with regard to leave and absence of workpeople. Representations made on 19th April for converting doctor's leave into privilege leave if the workmen so desired were not accepted by the Managing Agents.

The principle that the doctor is the only competent authority to judge whether a man is sick or not and that the departmental officers should not in any way interfere with the discretion of the doctor as regards medical leave, and also the ruling that ordinary leave should not be granted to any workman who is entitled to and has applied for privilege leave, were emphasized at the meeting of 17th October.

Medical attendance and First aid.—Representations were made at the meeting of 19th April for building an in-patients hospital for the workpeople of the mills. In view of the provision for medical attendance already made by the Management and owing to the very large expense in land, building, equipment and staff that was involved, the Management could not promise that anything would be done in the matter at present or in the near future.

In response to representations made on 19th January 1928 for arranging revision classes for First Aid Certificate Holders in the Mills, the Management have started revision classes. It is gratifying to remark that the Ambulance Corps of the mills has been affiliated with the St. John's Ambulance Association and is sending up teams this year for the IV St. John's Ambulance Sports Competition to be held at the Government House Gardens.

Accidents and Compensation.—At the meeting of 13th May the Committee asked the Management for a statement of particulars of cases under the Workmen's Compensation Act conducted by the welfare superintendent on behalf of the men. The statement which was accordingly made by the Management showed that the Commissioner had accepted the calculations, which proved them to be correct.

Representations were made at the same meeting to take back to work partially disabled men who were paid compensation under the Workmen's Compensation Act and to give them light work if they were found unfit for their old jobs. On behalf of the Management it was stated that, in the case of very serious disablement, it was not desirable for a man to work in the mills among machinery, as such a condition made other accidents more likely. The Management were not prepared to accept that risk not only in their own interests but also in the interests of the men concerned. It was for this reason that compensation was paid. Individual cases would be dealt with on their own merits.

Helping dependants of deceased workmen.—Representations were made at the meeting of 14th November for helping dependants of workmen who died while in service or were declared medically unfit by finding them suitable jobs in the mills. On behalf of the Management it was replied that, whenever possible, such relatives were taken on for work and in all possible cases applications from such men would receive consideration. Preference was also given to dependants of deceased men in sending boys from the school to the mills for work. If all the vacancies in the mills were filled up by relatives of deceased or invalided workmen, there would be no room for half-time boys and no chance for transferring young men from 'blind-alley jobs.'

Repairs and improvements.—Various suggestions were made at the meetings of the Committee for effecting improvements in the mills and workpeople's chatrams and these were carried out.

Individual grievances and complaints were as usual dealt with by the Committee members and the welfare superintendent by direct representation to the officers and the Managers of the mills.

Social Welfare of the Employees.

The following are, amongst others, the activities of the Committee in the direction of improving the physical, material, moral and intellectual condition of the workpeople.

Health Exhibition.—The Annual Health Exhibition was held from 18th to 21st May. The exhibition and the lectures connected therewith were held in the Chatrams and in the village halls. The attendance of workpeople at the exhibition, especially at the chatrams, during the midday meal time was considerably higher.

than during the previous years. The mechanical cow exhibited by the Nestle and Anglo-Swiss Condensed Milk Company added considerably to the attraction of the exhibition. As usual, thousands of leaflets on health matters purchased from the Health Council and kindly given by the Health Officer of the Corporation were freely distributed amongst the workpeople. The programme, which included lectures and magic lantern shows on health subjects, inspection of houses in the villages and a health drama, was no less attractive than in the previous years. A special feature of this year's health week was an essay competition in English and Tamil. Prizes were distributed for the best essays in English and Tamil, the subject being 'What should a labourer do to preserve the health of himself and his family?'

The thanks of the Committee were duly conveyed to all those ladies and gentlemen—officials and non-officials—who delivered lectures and helped the Health Exhibition sub-committee in other ways to make the exhibition a success.

Welfare Excursion.—The usual arrangements for the open-air excursion were made this year also, but unfortunately owing to the outbreak of cholera in various parts of the city resulting in a few deaths in the mill area the arrangements were cancelled at the last moment.

Cholera outbreak.—At the meeting of 1st August the Management were requested to take all possible steps to see that cholera, which had just then broken out in the city did not spread amongst the workpeople. The Management made arrangements for the inoculation of as many workpeople as possible in the mills. It is gratifying to note that the workpeople took advantage of these arrangements in large numbers, with the result that no less than 4,000 persons were inoculated.

Reckless driving of motor buses.—In view of accidents frequently occurring in the mill area, resulting in the death of some persons and in serious injuries to others, the Committee at their meeting of 31st October suggested that representations should be made to the Commissioner of Police to see that the motor-bus traffic was supervised properly and the speed limit was not exceeded. Suggestions were also made that the number of buses plying in this area should be reduced and the buses should run to a time-table. The Managing Agents addressed the Commissioner on the matter and in the reply received from the Commissioner it was stated that every effort was being made to check such rash driving and in addition to prosecutions and cancellation of licences Government were being addressed for extra patrolling officers to check the speed and methods of buses throughout the city. The Commissioner also suggested that, if the workpeople and their children would adhere strictly to the sides of the roads there would be no cause for complaint. This was duly intimated.

Athletic Association.—The Athletic Association carried on its usual activities during the year. Besides practice games in football, hockey, cricket, badminton, volley ball, ping-pong and other outdoor and indoor games, a series of matches were played with other teams in the city. Our senior Football Team also entered for the 'Raja of Jatprole Challenge Cup Tournament.' The Athletic Association

Committee also worked up the annual inter-mill sports and the Bentley Cup Tournament.

The Co-operative Credit Society.—In the report for last year mention was made of the fact that an application was submitted in December 1926 for the registration of the society. The society was duly registered on 26th January 1927 as Co-operative Society No. X-21 in the Madras City under section 9 of Act II of 1912 (India). In response to representations made by the Committee, the Managing Agents nominated one of the directors as the President of the society, and also made arrangements for deducting the payments to the society from the wages of the members. The society started regular work in July 1927 with 304 members who had taken up 1,077 shares. The society has been making slow but steady progress during the past few months and the membership to-day stands at 456 with 1,452 shares. The society has granted 121 loans amounting to Rs. 2,235. It is gratifying to see that the workpeople have begun to realize that the society is of great service in promoting in them the habit of thrift and redeeming them from the hands of avaricious money-lenders.

Cloth sales.—In response to representations made by the Committee arrangements were made by the Managing Agents to issue cloth at a special pound rate to the Christians for Christmas, Hindus for Pongal and Mahammadans for Ramzan.

Workmen's stores.—The workmen's stores where foodstuffs are supplied to the workpeople at a cheap rate made further progress during the year under report. The monthly sales ranged between Rs. 1,12,000 and Rs. 1,38,000 as against Rs. 1,00,000 to Rs. 1,20,000 of the previous year. Owing to the unusually increasing sale of rice in the stores, the Stores Committee were reluctantly forced to limit the supply of rice by adopting a rule to the effect that 'no indent which does not include other foodstuffs to the value of at least one-eighth the value of rice required would be issued.'

Drink evil.—Early in April a complaint was made in the Committee that the toddy shops in the mill area were kept open outside their licensed hours and, since the shops were open from the early hours of the morning, workpeople came to the mills after having a drink of toddy. Representations were duly made by the Managing Agents to the authorities. In his reply dated 4th July the Commissioner of Excise said that steps had been taken to keep a special watch over the shops both in the mornings and evenings. The letter also suggested that any definite information that might be available regarding sales in particular shops might be placed before the Inspector, Madras Town circle. In October the Collector of Madras made enquiries as to how far the restrictions imposed in regard to the hours of sale of liquor in the arrack shops in the vicinity of the mills were effective and had salutary results. To this the Committee replied that they wished to see the restrictions strictly adhered to and since this was not done at present the Committee were not quite sure that the restrictions had any salutary results.

Village committees.—In the meeting of 3rd October the Labour representatives alleged that the work of the village committees was not going on quite satisfactorily. They pointed out the necessity of

giving definite instructions to the village committees regarding their duties and functions, and since the presence of superior workmen on the committees tended to make them one-man shows, they suggested that such men should not be elected as committee members. After a discussion a small sub-committee consisting of Labour representatives who were non-residents of the villages was appointed to investigate the work of the village committees and submit a report. This was submitted at the next meeting and their recommendations were adopted with slight alterations. The new committees for 1927-28 were elected under the rules adopted for the village committee's work. The Committees are now discharging their duties quite satisfactorily.

The village halls are now being freely used by the workpeople after mill hours and in response to requests made by the village committees, the management have made arrangements to supply them with newspapers and books. It is also gratifying to see that the residents have raised subscriptions amongst themselves and made arrangements to get some daily papers for their use.

Representations were made at the meeting of 12th December to start kindergarten classes in the mill's village halls. It was submitted that the mothers felt nervous to send their small children to the joint school and that many children in the villages were wasting their time in playing about. After discussing the matter fully, the Managing Agents have decided to start these classes, where not only very young children but also girls up to the age of ten or eleven would be educated. An Indian lady teacher will be provided for them who will teach them singing, sewing, matters concerning health, reading and writing. These classes will be held for two hours in the morning and two in the afternoon in the village halls.

Lectures were occasionally arranged in the village halls for the benefit of the residents.

The Dramatic Society.—The society made considerable progress during the year under report and gave twelve performances including such well-known plays as Manohara, Prabhadha, Chandrakanta, Galava and Krishna Leela. The society's monthly performances grew exceedingly popular as evidenced by the many 'bumper houses' when the society put on the boards 'Prabhadha,' 'Krishna Leela' and 'Chandrakanta.' The Dramatic Society's Committee discussed the question of giving a few performances in outside theatres. The Managing Agents did not accept the principle of lending the company's property for outside shows, unless, under special circumstances, previously sanctioned by them. They held that it was not the intention that the society's activities should extend beyond the amusement and entertainment of the mill workpeople. This matter was fully discussed at the meeting of this committee held on 3rd October and the Managing Agents, in reply thereto, pointed out that they did not unconditionally oppose all outside performances but advanced further reasons to show that outside performances must be regarded as rather to be avoided. In response to the representations of the Committee to give a benefit performance in an outside theatre in aid of the Nellore Relief fund, the Managing Agents allowed it as a special case for charitable purpose as a public appeal had been made for relief funds.

Unfortunately this could not be arranged since the outside theatre were all engaged at that time.

Cinema shows.—A suggestion was made at the meeting of 16th May to arrange cinema shows in the theatre. This received the careful consideration of the Managing Agents who found that the cost of hiring the films was very high and that it would be extremely difficult, if not impossible, to be sure of anything like a regular supply of interesting pictures. The Management hoped that ultimately it would be possible to make some arrangement with the film proprietors.

The Literary and Debating Society.—Two English meetings and one Tamil meeting were held during the year under report. At the English meetings papers were read on 'Perseverance' and 'What should we do to improve our knowledge?' and at the Tamil meeting an essay on 'Good behaviour' was read. The young workpeople who have passed out of the joint school have shown themselves very keenly interested in the work of the society and it is gratifying to see that they come forward in large numbers to express their views at the meetings.

Joint schools.—The strength of the school has increased during the past year. At present there are 725 children of the workpeople, 901 half-timers (i.e., 100 per cent) and 392 attend the night school making a total of 2,018 on the books.

A very large percentage of these make an average attendance of over 90 per cent during the year.

Great enthusiasm is shown in the inter-class games competitions and the Government Inspector has put in his report that these 'have roused the spirit of keen competition and healthy emulation amongst the pupils.'

The school work is being extended into the mill villages and classes are being arranged for the girls and the small infants in the village halls, as mentioned above. These classes will be taught by Indian lady teachers and supervised by the joint principals.

Also, in addition to the help given to the few out-patients from the mill villages who have come to the nurse in the school dispensary, arrangements are being made for the nurse to go into the villages daily and see the out-patients there.

The Library.—As a result of representations made in the Committee new papers were subscribed for.

Civic duty.—In response to a suggestion made by the Labour representatives, the Management made arrangements, in connection with the municipal election of the 16th division, to grant leave to such workpeople as were voters in the division to enable them to go to the polling booths and vote for their candidate.

Personal relationship.—The Committee never neglected any opportunity to promote cordiality of relations between the members of the Management and workpeople, and also their well-wishers. As a result of a resolution passed at the first meeting of the year, a message was sent to the Right Hon'ble Tom Shaw, M.P., who had visited this welfare committee a short time previously, expressing the Committee's sympathy on the loss he sustained by the untimely death of his beloved

daughter. On 14th November, the committee expressed their heart-felt sorrow at the unexpected demise of Sir George Paddison, late Labour Commissioner of Madras and conveyed the same immediately to Lady Paddison, who thanked the committee for the sympathy expressed to her. In Sir George Paddison the labourers lost a sincere friend and a staunch supporter of their rights. His impartial adjustment of the relationship between capital and labour were well known and he always showed a keen interest in this Welfare Committee.

The committee offered their hearty congratulations to Mr. G. W. Chambers on his election to the Madras Legislative Council, and extended a hearty welcome to Mr. Kay on his return from England. Good wishes were offered to members of the management when they proceeded on leave and they were welcomed back on their return.

General Remarks.

In the foregoing pages I have outlined the salient points in the working of the committee during the sixth year of its existence. I do not like to make any lengthy comments, but let me only submit that recent developments in the industrial world have shown that there is a growing recognition of the fact that the successful conduct of industry is a matter which ultimately is of vital concern to both the Management and workers. Side by side with this tendency there is also a growing feeling that the right of the workers to take their place as a living part of the industrial organism should be recognized. These are encouraging signs of the times indeed, and on this occasion I cannot resist the temptation of appealing to one and all concerned to take that amount of interest in the affairs of the committee which it deserves.

I have now to perform the pleasant task of thanking all those who have been of help in the carrying on of the committee's work during the year under review. My thanks are in the first instance due to Mr. Kay, our President, and Mr. Chambers, who officiated for him during his absence in England, for the very keen interest they have evinced in the work of the committee and the trouble they have taken to attend the monthly meetings. I am highly indebted to the representatives of the Management and Labour for the ready co-operation and willing help they have given me throughout. I must acknowledge in a special manner the services of the Labour representatives who freely gave their time and energy in the best interests of their fellow-workers. Last, but not least, let me thank the Managers of the mills whose hearty co-operation was of great value to me in discharging my duties as secretary of this committee.

K. O. ANTHONI,
Secretary, Welfare Committee.

REPORT OF THE SPEECH MADE BY H.E. THE GOVERNOR ON THE OCCASION OF THE ANNIVERSARY OF THE WELFARE COMMITTEE HELD ON 19TH FEBRUARY 1927.

MY FRIENDS,—I do not intend on an occasion of this kind to make a long speech to you this afternoon. But I do desire to say what a very real and genuine pleasure it has given Lady Goschen and myself to be here this afternoon and to take part in so pleasant proceedings as those which occurred on this anniversary. I did not know when we came here this afternoon that it was so important and auspicious an occasion as the celebration of fifty years of the working of these mills. That fact, I am sure, will enhance the pleasure which Lady Goschen and I feel by being here this afternoon.

First may I congratulate the Management, the secretary and the members of the Welfare Committee upon the report which the secretary has presented to us this afternoon. Before I came here to-day I read the interesting pages of that report with great care. I knew something about the excellent work which the Welfare Committee is doing in these mills because it has been my privilege to visit them on two occasions before to-day and I had an opportunity of thoroughly seeing the work which was being done by the committee.

I am sure what would chiefly strike any one who read the report presented to-day would be the many-sided character of the work which the committee is doing in these mills. That work deals with practically every aspect of the life of the workers here. It touches on the moral, the educational, the intellectual and the physical aspects of their lives and it provides them also with healthy forms of amusement. I am sure that a reader of the report would immediately consider that all this work must tend to the progress and to the prosperity of the mills and of the workers. But one thing more is needed; and that necessary factor lies in what to my mind is the most important paragraph of the report and that is the last paragraph which deals with the personal relations between the Management and the workers.

After all, as your secretary said in his address to-day, you always come down to the human factor and it is this human factor which has to be studied. In these days we hear a great deal of the relationship between capital and labour. I do not know that these are terms which I specially like. They are sometimes taken to mean and sometimes taken to appear to be a division between two classes. It is no division between two classes. They are complementary with each other; the one cannot do without the other and one gives what the other lacks. And for progress, prosperity and success, they must co-operate cordially one with the other. I am confident of this that a sympathetic understanding of the lives and needs of others is the greatest factor which will make for peace in the present day. And it is curious that this is not always recognized in the industrial and indeed in other works. In our ordinary life it is often recognized. The slightest change in our point of a view often entirely alters our outlook.

Suppose for instance a friend takes one of you for a walk and is anxious to show one of you a view which is specially pleasing to him

and he stands on a hill and he says to you, 'Just look at this view.' Is it not a beautiful view wherein you see the temple and the river between the trees? You don't see it. But that does not bring the discussion to an end. Then he says to you, 'Come and stand where I am standing and you will see what I see.' That is the kind of outlook we want in our daily life. We want to be able to realize and to know the point of view of the people with whom we may disagree or with whom we are conferring. This will not bring about an agreement but it will bring about a mutual understanding which must necessarily improve the relations between us.

I do most heartily congratulate all those who are connected with these mills upon the work which the Welfare Committee is doing. I am sure that it is not only contributing to the success and progress of the mills but also it is contributing to the happiness, to the comfort and to the uplift of the lives of the workers in the mills. And it is because Lady Goschen and I realize the good work that is being done here that we are so very glad to be here this afternoon. It is sometimes said that when we come to gatherings such as these by those who are presenting addresses to us that they are glad we are able to spare time to come on such occasions. I can assure you honestly, my friends, that we really feel glad to be present on such occasions. Further it is no question of our sparing time. Lady Goschen and I do desire that during the period of our lives which we are spending here in Madras, we should have an intimate knowledge of the needs and requirements of the people amongst whom it is our privilege and pleasure to reside and it is our desire that we should have opportunities of mixing with them and seeing them both in their work and in their play.

And I may add that our pleasure in doing so is always enhanced by the warm welcome which it is our good fortune to receive from our many kind friends in Madras, and this is one of those occasions upon which our pleasure is greatly added by your very kind reception to us to-day. Both of us wish these mills' Welfare Committee, the Management and the workers in these mills all success and happiness in the future.

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