Govt. of {1888} Madras.

JUDICIAL.

Order thereon No 2425/76
1/12 August 88

Recorded
vide J.D.D.

Issued

Recd. *Encl.*

G.O., 10th July 1888, No. 1477.

JULY.

Indian Factories Act.

Communicating to officers concerned, for report, Government of India endorsement forwarding copy of Secretary of State's despatch calling for a report on the working of the — in certain provinces.

Subj: Engrs I, II, III, IV & VI Circs
for information

GOVERNMENT OF MADRAS.

JUDICIAL DEPARTMENT.

READ—the following paper :—

Despatch from the Right Honorable Lord CROSS, Her Majesty's Secretary of State for India, to His Excellency the Right Honorable the Governor-General of India in Council, dated India Office, London, 3rd May 1888, No. 30 (Statistics and Commerce).

I forward, for your information, 12 copies of the report of the Chief Inspector of Factories for the year 1886-87. At pages 112-123 of that report is a memorandum concerning the Indian Factory Act and Bombay Factories by Mr. Jones, who was for some time Inspector of Factories under the Government of Bombay. I learnt from the despatch of the Government of Bombay, No. 14 (General), of 16th October 1887, that it was not intended at present to appoint any successor to Mr. Jones, and that the work of inspecting factories would be performed by the Assistant Collector in Bombay and by District Magistrates in the interior of the country.

2. You will observe that Mr. Jones remarks upon—

(1) the long hours of work and few holidays in Bombay factories ;
(2) the occasional withholding of wages from hands ;
(3) the incompetency of mill managers, the dangerous character of many mills, and the inadequate fencing of machinery ;
(4) the ill-ventilated and filthy state of many work-rooms.

At the same time, he states in the same memorandum—

(*a*) that the long hours of work are often for only a part of the month or for one season of the year, and that the holidays and their sequelæ are a cause of loss to millowners ;
(*b*) that mill hands are better off, better fed, better clothed, and better protected than ordinary Native laborers ;
(*c*) that half the Bombay factories compare favorably in respect of machinery, management, and construction with similar establishments in England, and that serious accidents are not more numerous than in corresponding works at home ;
(*d*) that suggestions for the amelioration of mill hands are nearly always acted upon by mill managers.

3. I desire to receive a report at an early date upon the working of the Indian Factory Act in Bombay, Bengal, Burma, and in any other province where many factories exist. I should be glad to learn how the plan of placing the duty of inspecting factories in the hands of Magistrates or of Government Engineers has answered ; and whether it is proposed to modify the Factory Act of 1881 in the direction of additional stringency. A statement should be given as far as may be practicable of accidents, fatal or otherwise, that have been reported to, or investigated by, inspectors ; and reference should be made to the four shortcomings summarised in the second paragraph of this despatch on which Mr. Jones dwells.

4. I desire to draw your attention to the conclusions expressed with regard to Birmingham (page 52), which also applies generally to other parts of the United Kingdom, that, partly as the result of steady inspection, "year by year factories and workshops are becoming more and more salubrious; * * * low, ill-ventilated * * * workrooms are being gradually replaced by fine lofty buildings * * * tending to add greatly to the happiness and well-being of the workers."

No. 1034.

Copy forwarded to the Government of Madras with a request that the report asked for in paragraph 3 of the despatch may be submitted to this department at an early date for transmission to Her Majesty's Secretary of State.

(By order.)

HOME DEPT., JUDL.,
SIMLA, 21*st June* 1888.

(Signed) J. P. HEWETT,
Under Secy. to the Govt. of India.

ORDER—dated 10th July 1888, No. 1477, Judicial.

Communicated to the District Magistrates noted in the margin, the Consulting Engineer for Railways, and the Commissioner of Police, Madras, who will submit remarks on the four points summarised in paragraph 2 of the Secretary of State's despatch and an opinion on the question whether the Indian Factories Act, 1881, should be modified in the direction of additional stringency, and, if so, in what manner.

Ganjam.	Bellary.
Vizagapatam.	South Arcot.
Godávari.	Tinnevelly.
Kistna.	

2. The reply to this reference should reach the Government by the 15th August.

(True Extract.)

J. F. PRICE,
Ag. Chief Secretary.

To the District Magistrate, Ganjam.
" " " Vizagapatam.
" " " Godávari.
" " " Kistna.
" " " Bellary.
" " " South Arcot.
" " " Tinnevelly.
" Public Works Department.
" Consulting Engineer for Railways.
" Commissioner of Police.

APPENDIX.

Report of Mr. Jones, late Inspector of Factories under the Bombay Government.

In accordance with your wish, I have the honor to send you a few remarks as the result of my observations during the four years I have held the post of Inspector of Factories under the Bombay Government. As my connexion with this Government only ceased last May, the position and prospects of the cotton trade in that Presidency cannot have undergone much change, and some of the facts I am going to state may possibly interest the many readers of your valuable yearly Factory Report.

Shortly after I arrived in Bombay, I found that my inspection duties were confined to the Presidency of Bombay, and that the great majority of the factories had been established on the eastern side of India.

The remainder were situated in or near Calcutta, in the Madras Presidency, and in the North-West Provinces.

I fully expected that badly-constructed mills, driven by second-rate engines, indifferent management, and an overwhelming number of hands for the output, would come under my inspection; but I was astonished to find nearly all my ideas were based on false foundations, and had to come to the conclusion that at least half the concerns could compare in most respects favorably with mills spinning the same counts at home.

The Factory Act which I was instructed to enforce was of the most primitive character, having only two important clauses—one being the protection of juvenile labor, forbidding the employment of children from 7 to 12 years of age for more than nine hours a day, and the other the proper fencing of engines, mill gearing, hoists, and machinery. Some time before I arrived, an agitation was started by a few native gentlemen, warmly seconded by the then Governor, Sir James Fergusson, having the amendment of the Act in view.

Resulting from this, Mr. Meade King, one of Her Majesty's Inspectors of Factories, was invited to come to India and institute an inquiry. His admirable and comprehensive report, the outcome of six months' investigations, decided the Government of Bombay to appoint a commission of European and native gentlemen to amend the Act on the lines of his suggestions and recommendations.

Mr. Meade King having returned to England, I was appointed, in September 1883, to carry out the law as it existed, and to assist in such further inquiries as might be necessary.

The first meeting of the commission was held in the Secretariat, Bombay, on the 21st of July 1884, and the last (the 27th) on the 6th of January 1885. I was appointed Secretary.

Throughout the proceedings the great anxiety of the majority seemed to be rather to protect the interests of trade, fearing that an amendment of the Act would hamper its growth, than any urgent desire on their parts to secure the well-being of the mill operatives. There were honorable exceptions to the rule who throughout the sittings warmly espoused the cause of the work-people.

The result of the inquiry ended in many valuable and important additions to the Act being recommended, and the report was forwarded to the Bombay Government, who in their turn, having given the propositions their hearty support, submitted it to the Supreme Council then at Simla. After some time an answer was received to the effect that the Supreme Council did not consider the time had arrived for interfering with the factory laws.

From my point of view I think that the English Factory Acts could not with fairness be put in force in India, the conditions of the country, climate, and people being so widely different; but the questions of Sunday labor, long hours of work for

children, sanitation, and more regular meal hours, ought to receive the prompt attention of the Home Government, for in these particulars under the present system glaring hardships are inflicted on the hands.

I also cordially agree with the widely-expressed wish of the public in Bombay, that the provisions of the Act should be extended to smaller works, which require more inspection than the larger factories. The law at present only touches mills where 100 hands are employed for more than four months in the year, and only those within the limits of the Bombay Presidency. On my first visit to some of the mills up-country, gearing wheels of mule carriages boxed up and iron bars fixed between carding engines were pointed out, showing the useless expense the masters had been put to, and the inconvenience caused to the hands by instructions given by former inexperienced Inspectors. The millowners of the Bombay Presidency, although so lightly dealt with in the way of factory legislation, complain bitterly that their competitors in other parts of India are not hampered with any Act, but I think the English millowner may with greater reason find fault with the more stringent restrictions placed upon him, in comparison with his Indian fellow-manufacturer.

The working hours in the Indian mills are from daybreak to sunset (a period of nearly 14 hours in the summer months), with 20 minutes to half an hour for meals at breakfast and dinner time; no half holiday being given on the Saturday.

Sundays are working days, although some firms, especially European, stop alternate Sundays, and in some cases one Sunday a month.

On these stopping days, however, the hands are required to come to clean their frames, being allowed to leave the mill at different times varying from 10 A.M. to 1 P.M.

Native holidays vary greatly in different districts, and also owing to the castes of the preponderating workpeople. The average native holidays given are 15 in the year; but on only five of these are the hands allowed to remain away the whole day, on the remainder they are kept the usual time to do the necessary cleaning.

The question of factory legislation has been shelved, and some time must elapse before another effort will be made, unless pressure be brought to bear from the Home Government. The moving spirit in promoting improved Indian factory legislation is a Mr. Sorabjee S. Bengallee, a Parsee merchant, who is always to the front in every good work, but I am sorry to say he has not a great following in this particular movement.

You are aware, from the few clauses contained in the Act I had to carry out, my time was in a great measure taken up in recommending sanitary and economical alterations in the working of the mills, which I had no power to enforce, but which, I may state, were eagerly welcomed and carried out by both managers and proprietors. Since I resigned the inspection of the mills, the work has been handed over to the Collectors of the various districts; but this arrangement can only be of a temporary nature, as these gentlemen have other far more important duties to attend to, and cannot be expected to devote the requisite time to this work, nor have they the technical knowledge necessary to direct what parts of the mill-gearing and machinery should or should, not, be protected.

Very few of the mills employ half-timers (if they can be so called, seeing that children 7 to 12 years of age are allowed to work nine hours a day), and as the fencing of machinery is now generally in a satisfactory state, so that my duties were comparatively light.

The modern mills are of the most approved designs, being provided with rope-drawing engines by the best makers, shafting and gearing and machinery which could vie with any mill in England. Ring throstles are very popular, and several large concerns have filled their spinning rooms with these frames.

None of the mills are lighted with gas. Two or three some years ago were worked by electric light, but during my stay I never saw it used.

There is, as is to be expected, a wide difference in the management of the various mills. Some are superintended exclusively by native managers, engineers, and spinning and carding masters.

Parsees are, as a rule, employed in the better-paid situations. A few factories, especially in the city of Bombay, are conducted with great ability; but in others, where the proprietor has little or no knowledge of the business, he often on the score of economy discharges his European overlookers, putting in their place incompetent natives, who soon bring about a lamentable result in the way of inferior and lessened production and a rapid depreciation of the machinery. I have known in one mill four changes of managers in six months, each more incapable than the preceding, and having only the most superficial knowledge of his duties. I remember going my rounds through the many rooms of the mill with one of these managers, and at the close of my inspection I entered various recommendations relating to fencing mule quadrants, driving wheels, and upright shafts in a book kept in the office for that purpose. He read my remarks and begged me to return with him into the mill and explain what I wanted guarding, as he did not know the names of any of the machines, excusing his want of knowledge on the ground of having only just been made manager, being promoted to this responsible position from a seat in a lawyer's office.

A common and curious trait in the character of the native mill proprietor is his seeming indifference to the first cost of the plant and his intense dislike to spend a single rupee afterwards for necessary repairs. Owing to this (fortunately for the English machinist), the life of machinery in an Indian mill is not so long as it would be in an English mill.

Many native speculators, with no conception of spinning, but with wild ideas of the fortunes to be made by starting a mill under any circumstances, will buy worn-out frames by all manner of makers, filling their rooms with machines which will hardly turn, and soon come to grief. Many of these have come to me with open mouth, expressing the greatest astonishment at the result, and praying me to explain the reason of their failure.

Regarding the profits made by these cotton-spinning and manufacturing concerns, it will doubtless make the English masters envious when I say I know of more than one concern in the Presidency which has paid back all the subscribed capital in four years to the delighted and fortunate shareholders.

Generally speaking, with fair management a good profit can be made every year, unless there has been a deficient cotton crop throughout the country. The greatest curse to the trade is the abominable system so generally followed by the native mill agents of deducting a percentage for management on the *output*, whether the goods have been made to a profit or loss. Added to this injustice he frequently charges a commission on all coal and mill stores which are supplied to the factory, leaving the poor shareholder nothing except the knowledge that the agent is waxing rich whilst he is growing poor. In the face of these results, it seems beyond comprehension that very little inducement seems requisite to persuade the native capitalist to take shares in ventures conducted on this basis.

Until this iniquitous system is abolished, the cotton trade in India must always be subject to over-production, and no united action can be taken to check a supply beyond a legitimate demand so long as these men hold the power they possess; their sole thought being to fill their own pockets at the expense of the shareholders, none being given to the condition and future prospects of the trade. The largest millowner is a Parsee millionaire, Sir Dinshaw Maneckjee Petit; he runs seven mills, all well managed, many of them superintended without the aid of any European foreman. The factories owned by Mussulmen are seldom, if ever, insured, and one which has been built 20 years has never had a coat of paint applied to any of the woodwork. There is great speculation continually going on in mill shares, and, with the exception of a few native concerns, those under European management and direction find the most favor.

Many of the mills up-country use wood for fuel, but several masters recently have laid down coal-burning boilers as the country round is becoming denuded of timber. All the coal consumed is imported from England.

The position of the Indian cotton-spinners and manufacturers is undoubtedly a strong one, owing to the many advantages which their situation affords.

In a few words I may mention some—cheap and abundant labor, the raw material close at hand, many of the factories being in the heart of the cotton-growing districts, a ready market being found in the neighbourhood for all cloth without the intervention of middlemen, few strikes, and those of an unimportant nature, and trifling factory legislation not curtailing the working hours and employment of juvenile labour.

The disadvantage may be summed up in the increased cost of engines, gearing, machinery, and coals owing to freight and carriage, more hands being required per spindle, although the ratio is ever on the decrease, restricted choice of competent overlookers, and occasional stoppage of the whole mill owing to a few of a certain caste taking their religious holiday. Twenty years ago 14 winders and pressers were employed on a pair of mules where seven or eight are now considered sufficient. The dry, electric state of the atmosphere during the hot season in parts of the Mofussil renders damp cloths thrown over the laps at the back of carding engines and running water in troughs in every room necessary to carry the cotton through the preparations.

A curious feature in the management of a native mill is the large number of watchmen employed, often poor relations belonging to proprietors or managers, 14 to 16 being no uncommon complement for a single mill.

Added to these there is the same trouble in getting hands together after a holiday as exists in England, and immense damage caused by damp to machinery which is obliged to stand during the monsoon. Unless the premises be properly fitted with heating apparatus, a single night's rain will cause every atom of steel and polished iron to be coated with rust.

I should recommend inventors and makers of coal-saving appliances to pay special attention to Indian mills as a profitable field for the extension of their business, as the price of fuel is a great item in expenses, and any reduction in the consumption is hailed with delight by the large consumer.

There is an immense difference in the yarn and cloth manufactured in the Presidency; some being equal to the turn-out of our best English concerns, and others so outrageously bad and defective that how any firm can be induced to purchase it, at any price, exceeds my comprehension.

With regard to the mill hands, there is no doubt in my mind that their hours of work are too protracted, their meal hours too short, and their holidays too few, but their lot compared with the average outdoor laborer is to be envied. They earn much better wages and are protected from the great heat of the sun and the heavy rains of the monsoon during the hours of work.

Owing to the higher scale of income, they are naturally better fed and clothed than the general run of natives. The great cause for apprehension is, that by allowing children to commence work at such a tender age, and for such long hours, the factory operative race may, in course of time, sadly deteriorate in physique.

In 1884 there were 44 cotton mills in Bombay city, containing 1,217,730 spindles, 12,135 looms employing 40,879 hands; and in the Mofussil, 17 mills containing 274,404 spindles, 2,252 looms employing 9,049 hands.

Since that time, about 10 mills have been opened in Bombay and four in the Mofussil, making a total of 75 for the whole Presidency. The factories up-country are situated as follows:—Ahmedabad nine, Surat four, Broach three, Nadiad one, Jalgaon one, Sholapur one, Hubli one, and Veramgaum one. The tendency now is to erect mills near the sea-coast, as the dry air up-country renders spinning and weaving a difficult operation at certain seasons of the year.

All the factories in the Presidency are built within easy distance of a line of railway; but the ground to be covered by an Inspector is very great, as one may judge, when I mention that it takes 32 hours by rail to reach the mill at Hubli from Bombay.

Labor is abundant, and I see no difficulties ahead in the way of getting any number of workpeople, for the average native will work any number of hours for a trifling increase in his pay, and the conditions under which he is employed do not

seem to be the matter of consideration to him even though they may materially affect his health. Women work usually shorter hours than men, beginning about 7 A.M. and leaving off at 5-30 P.M. Wages vary in different districts (Bombay paying more than inland stations). The average wages of a man in a cotton mill is from 10 to 20 rupees per month, and woman's from 7 to 9.

Women are principally employed in reeling, winding, and cotton-picking, and it is the exception to find them either in the card room or weaving shed. The native operative seems, whether from overwork or from natural aptitude, to be able to fall asleep at a moment's notice. I have seen hands fast asleep on the mill floor directly they have thrown the strap off their machines and before some of their fellow-hands have been able to get out of the mill doors.

The meal question is a difficult one to legislate on owing to caste prejudice. Some are obliged by their religious tenets to eat at stated times, and if that opportunity is denied, they are obliged to fast for a long period.

Different castes will not eat together. I have always been obliged to be exceedingly careful whilst walking between frames during meal hours to avoid touching the person who might be taking his meals in the room, for if by accident I came in contact with them, they would not hesitate to throw their untasted food away.

The general run of hands will not work with lower castes, and the latter have to be kept in certain parts of the room to themselves, and in some cases in a separate building.

Many of the hands employed in Guzerat are so exceedingly dirty in their habits that I have been obliged to ask the proprietors to order them out of the mill in batches, not allowing them to return until they were more decent and presentable. Washing seems actually to be a once-a-year business, and their hair is so matted that combing is out of the question. Their clothes, if they can be so called, are simply filthy rags. These people belong to a gipsy tribe called Wagris, and are largely employed in reeling in the towns of Ahmedabad, Broach, Surat, and Neriad. Skin diseases and ophthalmia are very prevalent amongst this class, I have seen as many as 30 sufferers at work in one room. Scores of cotton ginning and pressing factories are scattered over the cotton-growing districts, but do not come under inspection, as 100 hands are not employed for more than three months in the year, the extremely busy season only lasting about seven weeks. Many of these places are a scandal as regards want of ventilation, awful dust, unprotected prime movers, and the protracted hours of work.

I will here give a few particulars of the evidence given before the Factory Commission by Rustomjee Framjee Wadia, manager of the Pachora Press and Ginning Factory at Khándish:—

"I know of one ginning factory of 40 gins where there are only four doors and no windows. The length of this factory (the walls of which are chunam) is 120 feet, and the doors 7 feet by 4.

"The management of the engines is generally not in competent hands. They are chiefly worked by those who only know how to produce steam, and who know absolutely nothing about proper level, soundness, the proper fitting of the several parts, steadiness, cleaning of the boiler, &c.

"I myself know several factories where the person in charge is quite unfit for his duties.

"The engines also are often worked when out of order, and, being under 10-h.p., they are never examined by the boiler inspector. The boilers often are not fit for use. In many cases, boilers rejected by the larger factories are bought and used by the smaller factories. I deal in machinery, and have got a large establishment in Bombay. I have disposed of some of these rejected boilers which were quite unfit for use, but I got my money. The ——— Mill has just rejected a boiler which has been bought by my firm. Both I and the consulting engineer in my office examined this boiler, and we found a plate absolutely curved in the dome where the water stands. It was most fortunate we made this examination. I have rejected this boiler as being unfit

to work at 40 lb. pressure. I tested it with both water and steam. I have not sold this boiler, but it is now on sale.

"It is my opinion that five-sevenths of these small ginning factories are in a dangerous condition.

"In ordinary seasons, that is when work is not very pressing, the engine starts between 4 and 5 A.M. and 7, 8, or 9 P.M. without any stoppage during the day. The hands work continuously all these hours, and are relieved by one another for meals. In busy seasons, that is in March and April, the gins and presses sometimes work day and night, and the same set of hands work both night and day, with half an hour's rest in the evening. The same set continue working day and night for about eight days. When the hands have been working day and night for about eight days, and it is impossible to go on longer, another set of hands are procured from Bombay, if they can be found. In this case the work is distributed between the old and new sets of workers, half working all night and half working all day.

"More women are employed in gins than in presses. Both the men and the women come to the factory at 3 A.M. as they have no idea of the time, and they wish to make sure that they are at the factory door by the time it opens at 4 A.M. I have 40 gins in one of my factories at Pachora, and I have only 40 women attending to these 40 gins. I have only eight spare women, I never allow these women off the gins. I am not alone in this respect, it is the general system. There is no change of hands except at meal hours. The women, who work from 4 A.M. to 10 P.M., are paid 3 to 4 annas per day. (There are 16 annas in a rupee, which is equivalent to 2*s*.) All the factories pay at this rate; sometimes we pay our hands 6 pies as a bonus (12 pies to one anna). There is no work in the district at which these poor women can get employment.

"We work these long hours from the 15th of November till the 31st of May, but only about 10 days in each month. Sometimes we work day and night for two months, but in this case we employ two sets of laborers. We employ no children. When the wages are so low for the adults, there is no advantage in employing children. I certainly would recommend that legislation should be extended to these factories. I am personally largely interested in this matter, being a proprietor, secretary, and treasurer. I should like to see these ginning factories worked only 12 hours a day, as we could then charge double rates for ginning the cotton, and, of course, we could pay our laborers better wages; but if the Government forced us to pay our laborers more wages, without restricting our hours, we should be obliged to charge the merchants higher rates. The hands who work these long hours frequently die."

The above evidence speaks for itself, and needs no words of mine to convince the public that legislation is needed for this class of factories.

Mills are increasing at a great pace. During my stay in Bombay—a period of four years—about 18 new ones were started, and a great number of concerns enlarged those already erected, or built sheds for reeling or warehouses, to enable them to turn out these departments in order to make room for more spinning and carding.

Other industries are springing up in all directions. Flour mills have been started so rapidly that the supply has greatly exceeded the present demand, and shares in these concerns have become a drug on the market.

Seed crushing, oil mills, foundries, and dye works are increasing in the Presidency; but no machinists have any footing, and all the cotton machinery has to be imported. Very little use has, up to the present time, been made of the enormous water power which is available in many parts, although the Government, alive to these advantages, have offered great inducements to promoters of new works, but they are slow to seize the opportunity.

I foresee in the future huge fortunes to be made by adventurous and plucky manufacturers, who will turn these great natural means of motive power to a practical use. My remarks do not, of course, apply to those wide, tearing torrents which for three months only during the year would be available, but to those rivers which are always flowing, and never fail in the driest season.

The position of many of the English managers in India is an enviable one, and would surprise men in like situations at home. Some receive 1,000*l*. a year with free

bungalow, gas, water, coal, and medical attendance, and many from 400*l*. to 750*l*. with like perquisites. I should, however, wish the English manager, who has any idea of trying his luck in India, to understand that it is not all gold that glitters.

Many have to return with broken health, not being able to stand the climate; others have to pay away half and sometimes all their savings in sending for and sending back their families, for it is the exception when wives and children can remain for any considerable time without returning to England to recruit. We will not allude to those who are carried off, with a rapidity which would startle the good folks at home, by cholera, heat apoplexy, and other sudden and fatal diseases. There are expenses which must be incurred, such as a carriage and horse, frequent journeys to the hill stations to avoid the heat of the plains, and lastly, the reduced value of the rupee, which, from a buying value of 2*s*. in India, is worth only 1*s*. 4$\frac{3}{4}$*d*. when it reaches England. All managers, engineers, carding and spinning masters, who think of engaging for India, should be careful to have their agreements properly drawn up, and not forget that the items of passage to and from India, medical attendance, free bungalow, part of wages to be sent home at full rates of exchange, should be included or left out according to the terms agreed upon.

Some of the men who have engaged have been driven away from their situations owing to the native masters requiring them to make so much overtime, besides insisting on their devoting their holidays to overlooking repairs being made in the mill.

I give these hints hoping that they may have the effect in the future of leading to proper understandings between employer and employed.

I cannot refrain from here acknowledging the kind reception I met with at the hands of masters and managers; no obstacles were ever thrown in my way, and every facility afforded me in the prosecution of my duties. I seldom, if ever, made any recommendation which I thought would tend to the better conduct of the mill or amelioration of the condition of the workpeople which did not at once receive the sanction and adoption of the master.

Difficulties would arise in the way of prosecution; I give one instance. On my way to inspect a mill in Guzerat, I noticed a group of small children squatting on the roadside. As I approached them, the leader of the band presented me with a written petition asking me to inquire into their grievances.

The paper stated that these lads, whose ages varied from eight to twelve, had been for months employed over hours, and had not been allowed the legal time for meals. It went on to say that the master, a well-known rich miser, had deducted half the amount due to them in wages on various pretexts, and that he was then owing them the remainder. I took the children to the Government bungalow, where the children separately made their statements to the Assistant Collector, he taking down the particulars. A prosecution followed in due course, and when in court I called these children as my witnesses to prove the case, they one and all swore that their former declarations were entirely false, and that their master was a kind and good man who always treated them with the greatest consideration. There was no doubt in the minds of the magistrate, my own, and the police that these children had all been frightened into making this denial of their first statements; but as their master was the only large employer of labor in the district, a quarrel with him meant semi-starvation.

Fortunately, I was able to prove one case of overtime, and got a substantial fine; but no conviction in the 14 others was possible under the circumstances.

Jute manufacturing is carried on almost exclusively in Calcutta; the only jute mill in Bombay being converted during my stay into a cotton-godown and the machinery shipped to Calcutta. Many of the hands are provident and put together sufficient to buy a small piece of land in their native country, leaving it to be cultivated by some members of their family; whilst others, having put by their savings for long weary months, go to their birth-place, feed a lot of lazy Brahmins for the edification of their souls, returning (having spent their all on these drones) to their work again without a rupee. The great proportion of the mill hands of Bombay are drawn from the Southern Marathi country, and are a quiet, harmless, hard-working

lot, falling an easy prey to the grasping native money-lender or marwaris, who lies in waiting for them at the mill door, making tempting offers, and who, once on the track, does not leave his victim until he has dispoiled him of his all. They charge as interest from one to three annas per rupee per month, there being 16 annas to a rupee.

Three-quarters of the yarn spun in India is sent to China in the bundle, the remainder being manufactured into cloth and disposed of in various parts of the country. In case of a war with China, the cotton industry in India would for the time utterly collapse, as there are so few markets open to their goods. The Chamber of Commerce in Bombay is now directing its efforts to remedy this position of affairs. The temperature in some of the mills, especially just before the burst of the monsoon, is very oppressive. I have seen 117° registered in a spinning room in Broach.

In Bombay city, besides the cotton mills and foundries, there are two immense dyeing establishments and one silk mill, making goods for the Rangoon market. Several of the mills manufacture towels, sheets, hosiery, &c.

Another hint to managers intending to take up a situation in India.

I should not advise any man to think of emigrating who has not a perfect control over himself in the way of drink. Living in such a furnace, the enforced solitary life as regards meeting with his fellow-countrymen, frequent periods of depression owing to being separated from his family, and the effects of the trying climate, all conduce to habits of intemperance, and the many loafers whom one meets with and is pestered by prove how many have succumbed who have started with fair and even bright prospects.

I do not think that more serious accidents are reported than at home from a work of the same size, but the slight accidents are of more frequent occurrence. It is often found impossible, owing to the superstition of the relatives, to keep an injured person in the hospital, and several have been removed who were rapidly recovering from their injuries by a mob who have hurried the patient to the magic man. He, having waved a few peacock feathers over him and plastered the wound with dung, saying at the time a few prayers, often leaves him to die.

Exd. A. Raitt.

Order thereon No 24598
dt 29th August 88
Recorded
c/ J.D.A.

Govt. of {1888} Madras.

JUDICIAL.

Issued

Recd. *Encl.*

G.O., 10th July 1888, No. 1477.

No 2457 Jdl dt 13th August 1888

JULY.

Indian Factories Act.

Communicating to officers concerned, for report, Government of India endorsement forwarding copy of Secretary of State's despatch calling for a report on the working of the — in certain provinces.

To The Safg Engrs I, II, III, V & VII Circles for information

GOVERNMENT OF MADRAS.

JUDICIAL DEPARTMENT.

READ—the following paper :—

Despatch from the Right Honorable Lord CROSS, Her Majesty's Secretary of State for India, to His Excellency the Right Honorable the Governor-General of India in Council, dated India Office, London, 3rd May 1888, No. 30 (Statistics and Commerce).

I forward, for your information, 12 copies of the report of the Chief Inspector of Factories for the year 1886-87. At pages 112-123 of that report is a memorandum concerning the Indian Factory Act and Bombay Factories by Mr. Jones, who was for some time Inspector of Factories under the Government of Bombay. I learnt from the despatch of the Government of Bombay, No. 14 (General), of 16th October 1887, that it was not intended at present to appoint any successor to Mr. Jones, and that the work of inspecting factories would be performed by the Assistant Collector in Bombay and by District Magistrates in the interior of the country.

2. You will observe that Mr. Jones remarks upon—

(1) the long hours of work and few holidays in Bombay factories ;
(2) the occasional withholding of wages from hands ;
(3) the incompetency of mill managers, the dangerous character of many mills, and the inadequate fencing of machinery ;
(4) the ill-ventilated and filthy state of many work-rooms.

At the same time, he states in the same memorandum—

(*a*) that the long hours of work are often for only a part of the month or for one season of the year, and that the holidays and their sequelæ are a cause of loss to millowners ;
(*b*) that mill hands are better off, better fed, better clothed, and better protected than ordinary Native laborers ;
(*c*) that half the Bombay factories compare favorably in respect of machinery, management, and construction with similar establishments in England, and that serious accidents are not more numerous than in corresponding works at home ;
(*d*) that suggestions for the amelioration of mill hands are nearly always acted upon by mill managers.

3. I desire to receive a report at an early date upon the working of the Indian Factory Act in Bombay, Bengal, Burma, and in any other province where many factories exist. I should be glad to learn how the plan of placing the duty of inspecting factories in the hands of Magistrates or of Government Engineers has answered ; and whether it is proposed to modify the Factory Act of 1881 in the direction of additional stringency. A statement should be given as far as may be practicable of accidents, fatal or otherwise, that have been reported to, or investigated by, inspectors ; and reference should be made to the four shortcomings summarised in the second paragraph of this despatch on which Mr. Jones dwells.

4. I desire to draw your attention to the conclusions expressed with regard to Birmingham (page 52), which also applies generally to other parts of the United Kingdom, that, partly as the result of steady inspection, "year by year factories and workshops are becoming more and more salubrious; * * * low, ill-ventilated * * * workrooms are being gradually replaced by fine lofty buildings * * * tending to add greatly to the happiness and well-being of the workers."

No. 1034.

Copy forwarded to the Government of Madras with a request that the report asked for in paragraph 3 of the despatch may be submitted to this department at an early date for transmission to Her Majesty's Secretary of State.

(By order.)

HOME DEPT., JUDL.,
SIMLA, 21*st June* 1888.

(Signed) J. P. HEWETT,
Under Secy. to the Govt. of India.

ORDER—dated 10th July 1888, No. 1477, Judicial.

Communicated to the District Magistrates noted in the margin, the Consulting Engineer for Railways, and the Commissioner of Police, Madras, who will submit remarks on the four points summarised in paragraph 2 of the Secretary of State's despatch and an opinion on the question whether the Indian Factories Act, 1881, should be modified in the direction of additional stringency, and, if so, in what manner.

Ganjam.	Bellary.
Vizagapatam.	South Arcot.
Godávari.	Tinnevelly.
Kistna.	

2. The reply to this reference should reach the Government by the 15th August.

(True Extract.)

R. Davis
Under Secretary P. W. D.
for Ag. Chief Secretary.

To the District Magistrate, Ganjam.
" " " Vizagapatam.
" " " Godávari.
" " " Kistna.
" " " Bellary.
" " " South Arcot.
" " " Tinnevelly.
" Public Works Department.
" Consulting Engineer for Railways.
" Commissioner of Police.

APPENDIX.

Report of Mr. Jones, late Inspector of Factories under the Bombay Government.

In accordance with your wish, I have the honor to send you a few remarks as the result of my observations during the four years I have held the post of Inspector of Factories under the Bombay Government. As my connexion with this Government only ceased last May, the position and prospects of the cotton trade in that Presidency cannot have undergone much change, and some of the facts I am going to state may possibly interest the many readers of your valuable yearly Factory Report.

Shortly after I arrived in Bombay, I found that my inspection duties were confined to the Presidency of Bombay, and that the great majority of the factories had been established on the eastern side of India.

The remainder were situated in or near Calcutta, in the Madras Presidency, and in the North-West Provinces.

I fully expected that badly-constructed mills, driven by second-rate engines, indifferent management, and an overwhelming number of hands for the output, would come under my inspection; but I was astonished to find nearly all my ideas were based on false foundations, and had to come to the conclusion that at least half the concerns could compare in most respects favorably with mills spinning the same counts at home.

The Factory Act which I was instructed to enforce was of the most primitive character, having only two important clauses—one being the protection of juvenile labor, forbidding the employment of children from 7 to 12 years of age for more than nine hours a day, and the other the proper fencing of engines, mill gearing, hoists, and machinery. Some time before I arrived, an agitation was started by a few native gentlemen, warmly seconded by the then Governor, Sir James Fergusson, having the amendment of the Act in view.

Resulting from this, Mr. Meade King, one of Her Majesty's Inspectors of Factories, was invited to come to India and institute an inquiry. His admirable and comprehensive report, the outcome of six months' investigations, decided the Government of Bombay to appoint a commission of European and native gentlemen to amend the Act on the lines of his suggestions and recommendations.

Mr. Meade King having returned to England, I was appointed, in September 1883, to carry out the law as it existed, and to assist in such further inquiries as might be necessary.

The first meeting of the commission was held in the Secretariat, Bombay, on the 21st of July 1884, and the last (the 27th) on the 6th of January 1885. I was appointed Secretary.

Throughout the proceedings the great anxiety of the majority seemed to be rather to protect the interests of trade, fearing that an amendment of the Act would hamper its growth, than any urgent desire on their parts to secure the well-being of the mill operatives. There were honorable exceptions to the rule who throughout the sittings warmly espoused the cause of the work-people.

The result of the inquiry ended in many valuable and important additions to the Act being recommended, and the report was forwarded to the Bombay Government, who in their turn, having given the propositions their hearty support, submitted it to the Supreme Council then at Simla. After some time an answer was received to the effect that the Supreme Council did not consider the time had arrived for interfering with the factory laws.

From my point of view I think that the English Factory Acts could not with fairness be put in force in India, the conditions of the country, climate, and people being so widely different; but the questions of Sunday labor, long hours of work for

children, sanitation, and more regular meal hours, ought to receive the prompt attention of the Home Government, for in these particulars under the present system glaring hardships are inflicted on the hands.

I also cordially agree with the widely-expressed wish of the public in Bombay, that the provisions of the Act should be extended to smaller works, which require more inspection than the larger factories. The law at present only touches mills where 100 hands are employed for more than four months in the year, and only those within the limits of the Bombay Presidency. On my first visit to some of the mills up-country, gearing wheels of mule carriages boxed up and iron bars fixed between carding engines were pointed out, showing the useless expense the masters had been put to, and the inconvenience caused to the hands by instructions given by former inexperienced Inspectors. The millowners of the Bombay Presidency, although so lightly dealt with in the way of factory legislation, complain bitterly that their competitors in other parts of India are not hampered with any Act, but I think the English millowner may with greater reason find fault with the more stringent restrictions placed upon him, in comparison with his Indian fellow-manufacturer.

The working hours in the Indian mills are from daybreak to sunset (a period of nearly 14 hours in the summer months), with 20 minutes to half an hour for meals at breakfast and dinner time; no half holiday being given on the Saturday.

Sundays are working days, although some firms, especially European, stop alternate Sundays, and in some cases one Sunday a month.

On these stopping days, however, the hands are required to come to clean their frames, being allowed to leave the mill at different times varying from 10 A.M. to 1 P.M.

Native holidays vary greatly in different districts, and also owing to the castes of the preponderating workpeople. The average native holidays given are 15 in the year; but on only five of these are the hands allowed to remain away the whole day, on the remainder they are kept the usual time to do the necessary cleaning.

The question of factory legislation has been shelved, and some time must elapse before another effort will be made, unless pressure be brought to bear from the Home Government. The moving spirit in promoting improved Indian factory legislation is a Mr. Sorabjee S. Bengallee, a Parsee merchant, who is always to the front in every good work, but I am sorry to say he has not a great following in this particular movement.

You are aware, from the few clauses contained in the Act I had to carry out, my time was in a great measure taken up in recommending sanitary and economical alterations in the working of the mills, which I had no power to enforce, but which, I may state, were eagerly welcomed and carried out by both managers and proprietors. Since I resigned the inspection of the mills, the work has been handed over to the Collectors of the various districts; but this arrangement can only be of a temporary nature, as these gentlemen have other far more important duties to attend to, and cannot be expected to devote the requisite time to this work, nor have they the technical knowledge necessary to direct what parts of the mill-gearing and machinery should or should, not, be protected.

Very few of the mills employ half-timers (if they can be so called, seeing that children 7 to 12 years of age are allowed to work nine hours a day), and as the fencing of machinery is now generally in a satisfactory state, so that my duties were comparatively light.

The modern mills are of the most approved designs, being provided with rope-drawing engines by the best makers, shafting and gearing and machinery which could vie with any mill in England. Ring throstles are very popular, and several large concerns have filled their spinning rooms with these frames.

None of the mills are lighted with gas. Two or three some years ago were worked by electric light, but during my stay I never saw it used.

There is, as is to be expected, a wide difference in the management of the various mills. Some are superintended exclusively by native managers, engineers, and spinning and carding masters.

Parsees are, as a rule, employed in the better paid situations. A few factories, especially in the city of Bombay, are conducted with great ability; but in others, where the proprietor has little or no knowledge of the business, he often on the score of economy discharges his European overlookers, putting in their place incompetent natives, who soon bring about a lamentable result in the way of inferior and lessened production and a rapid depreciation of the machinery. I have known in one mill four changes of managers in six months, each more incapable than the preceding, and having only the most superficial knowledge of his duties. I remember going my rounds through the many rooms of the mill with one of these managers, and at the close of my inspection I entered various recommendations relating to fencing mule quadrants, driving wheels, and upright shafts in a book kept in the office for that purpose. He read my remarks and begged me to return with him into the mill and explain what I wanted guarding, as he did not know the names of any of the machines, excusing his want of knowledge on the ground of having only just been made manager, being promoted to this responsible position from a seat in a lawyer's office.

A common and curious trait in the character of the native mill proprietor is his seeming indifference to the first cost of the plant and his intense dislike to spend a single rupee afterwards for necessary repairs. Owing to this (fortunately for the English machinist), the life of machinery in an Indian mill is not so long as it would be in an English mill.

Many native speculators, with no conception of spinning, but with wild ideas of the fortunes to be made by starting a mill under any circumstances, will buy worn-out frames by all manner of makers, filling their rooms with machines which will hardly turn, and soon come to grief. Many of these have come to me with open mouth, expressing the greatest astonishment at the result, and praying me to explain the reason of their failure.

Regarding the profits made by these cotton-spinning and manufacturing concerns, it will doubtless make the English masters envious when I say I know of more than one concern in the Presidency which has paid back all the subscribed capital in four years to the delighted and fortunate shareholders.

Generally speaking, with fair management a good profit can be made every year, unless there has been a deficient cotton crop throughout the country. The greatest curse to the trade is the abominable system so generally followed by the native mill agents of deducting a percentage for management on the *output*, whether the goods have been made to a profit or loss. Added to this injustice he frequently charges a commission on all coal and mill stores which are supplied to the factory, leaving the poor shareholder nothing except the knowledge that the agent is waxing rich whilst he is growing poor. In the face of these results, it seems beyond comprehension that very little inducement seems requisite to persuade the native capitalist to take shares in ventures conducted on this basis.

Until this iniquitous system is abolished, the cotton trade in India must always be subject to over-production, and no united action can be taken to check a supply beyond a legitimate demand so long as these men hold the power they possess; their sole thought being to fill their own pockets at the expense of the shareholders, none being given to the condition and future prospects of the trade. The largest millowner is a Parsee millionaire, Sir Dinshaw Maneckjee Petit; he runs seven mills, all well managed, many of them superintended without the aid of any European foreman. The factories owned by Mussulmen are seldom, if ever, insured, and one which has been built 20 years has never had a coat of paint applied to any of the woodwork. There is great speculation continually going on in mill shares, and, with the exception of a few native concerns, those under European management and direction find the most favor.

Many of the mills up-country use wood for fuel, but several masters recently have laid down coal-burning boilers as the country round is becoming denuded of timber. All the coal consumed is imported from England.

The position of the Indian cotton-spinners and manufacturers is undoubtedly a strong one, owing to the many advantages which their situation affords.

In a few words I may mention some—cheap and abundant labor, the raw material close at hand, many of the factories being in the heart of the cotton-growing districts, a ready market being found in the neighbourhood for all cloth without the intervention of middlemen, few strikes, and those of an unimportant nature, and trifling factory legislation not curtailing the working hours and employment of juvenile labour.

The disadvantage may be summed up in the increased cost of engines, gearing, machinery, and coals owing to freight and carriage, more hands being required per spindle, although the ratio is ever on the decrease, restricted choice of competent overlookers, and occasional stoppage of the whole mill owing to a few of a certain caste taking their religious holiday. Twenty years ago 14 winders and pressers were employed on a pair of mules where seven or eight are now considered sufficient. The dry, electric state of the atmosphere during the hot season in parts of the Mofussil renders damp cloths thrown over the laps at the back of carding engines and running water in troughs in every room necessary to carry the cotton through the preparations.

A curious feature in the management of a native mill is the large number of watchmen employed, often poor relations belonging to proprietors or managers, 14 to 16 being no uncommon complement for a single mill.

Added to these there is the same trouble in getting hands together after a holiday as exists in England, and immense damage caused by damp to machinery which is obliged to stand during the monsoon. Unless the premises be properly fitted with heating apparatus, a single night's rain will cause every atom of steel and polished iron to be coated with rust.

I should recommend inventors and makers of coal-saving appliances to pay special attention to Indian mills as a profitable field for the extension of their business, as the price of fuel is a great item in expenses, and any reduction in the consumption is hailed with delight by the large consumer.

There is an immense difference in the yarn and cloth manufactured in the Presidency; some being equal to the turn-out of our best English concerns, and others so outrageously bad and defective that how any firm can be induced to purchase it, at any price, exceeds my comprehension.

With regard to the mill hands, there is no doubt in my mind that their hours of work are too protracted, their meal hours too short, and their holidays too few, but their lot compared with the average outdoor laborer is to be envied. They earn much better wages and are protected from the great heat of the sun and the heavy rains of the monsoon during the hours of work.

Owing to the higher scale of income, they are naturally better fed and clothed than the general run of natives. The great cause for apprehension is, that by allowing children to commence work at such a tender age, and for such long hours, the factory operative race may, in course of time, sadly deteriorate in physique.

In 1884 there were 44 cotton mills in Bombay city, containing 1,217,730 spindles, 12,135 looms employing 40,879 hands; and in the Mofussil, 17 mills containing 274,404 spindles, 2,252 looms employing 9,049 hands.

Since that time, about 10 mills have been opened in Bombay and four in the Mofussil, making a total of 75 for the whole Presidency. The factories up-country are situated as follows:—Ahmedabad nine, Surat four, Broach three, Nadiad one, Jalgaon one, Sholapur one, Hubli one, and Veramgaum one. The tendency now is to erect mills near the sea-coast, as the dry air up-country renders spinning and weaving a difficult operation at certain seasons of the year.

All the factories in the Presidency are built within easy distance of a line of railway; but the ground to be covered by an Inspector is very great, as one may judge, when I mention that it takes 32 hours by rail to reach the mill at Hubli from Bombay.

Labor is abundant, and I see no difficulties ahead in the way of getting any number of workpeople, for the average native will work any number of hours for a trifling increase in his pay, and the conditions under which he is employed do not

seem to be the matter of consideration to him even though they may materially affect his health. Women work usually shorter hours than men, beginning about 7 A.M. and leaving off at 5-30 P.M. Wages vary in different districts (Bombay paying more than inland stations). The average wages of a man in a cotton mill is from 10 to 20 rupees per month, and woman's from 7 to 9.

Women are principally employed in reeling, winding, and cotton-picking, and it is the exception to find them either in the card room or weaving shed. The native operative seems, whether from overwork or from natural aptitude, to be able to fall asleep at a moment's notice. I have seen hands fast asleep on the mill floor directly they have thrown the strap off their machines and before some of their fellow-hands have been able to get out of the mill doors.

The meal question is a difficult one to legislate on owing to caste prejudice. Some are obliged by their religious tenets to eat at stated times, and if that opportunity is denied, they are obliged to fast for a long period.

Different castes will not eat together. I have always been obliged to be exceedingly careful whilst walking between frames during meal hours to avoid touching the person who might be taking his meals in the room, for if by accident I came in contact with them, they would not hesitate to throw their untasted food away.

The general run of hands will not work with lower castes, and the latter have to be kept in certain parts of the room to themselves, and in some cases in a separate building.

Many of the hands employed in Guzerat are so exceedingly dirty in their habits that I have been obliged to ask the proprietors to order them out of the mill in batches, not allowing them to return until they were more decent and presentable. Washing seems actually to be a once-a-year business, and their hair is so matted that combing is out of the question. Their clothes, if they can be so called, are simply filthy rags. These people belong to a gipsy tribe called Wagris, and are largely employed in reeling in the towns of Ahmedabad, Broach, Surat, and Neriad. Skin diseases and ophthalmia are very prevalent amongst this class, I have seen as many as 30 sufferers at work in one room. Scores of cotton ginning and pressing factories are scattered over the cotton-growing districts, but do not come under inspection, as 100 hands are not employed for more than three months in the year, the extremely busy season only lasting about seven weeks. Many of these places are a scandal as regards want of ventilation, awful dust, unprotected prime movers, and the protracted hours of work.

I will here give a few particulars of the evidence given before the Factory Commission by Rustomjee Framjee Wadia, manager of the Pachora Press and Ginning Factory at Khándish:—

"I know of one ginning factory of 40 gins where there are only four doors and no windows. The length of this factory (the walls of which are chunam) is 120 feet, and the doors 7 feet by 4.

"The management of the engines is generally not in competent hands. They are chiefly worked by those who only know how to produce steam, and who know absolutely nothing about proper level, soundness, the proper fitting of the several parts, steadiness, cleaning of the boiler, &c.

"I myself know several factories where the person in charge is quite unfit for his duties.

"The engines also are often worked when out of order, and, being under 10-h.p., they are never examined by the boiler inspector. The boilers often are not fit for use. In many cases, boilers rejected by the larger factories are bought and used by the smaller factories. I deal in machinery, and have got a large establishment in Bombay. I have disposed of some of these rejected boilers which were quite unfit for use, but I got my money. The ——— Mill has just rejected a boiler which has been bought by my firm. Both I and the consulting engineer in my office examined this boiler, and we found a plate absolutely curved in the dome where the water stands. It was most fortunate we made this examination. I have rejected this boiler as being unfit

to work at 40 lb. pressure. I tested it with both water and steam. I have not sold this boiler, but it is now on sale.

"It is my opinion that five-sevenths of these small ginning factories are in a dangerous condition.

"In ordinary seasons, that is when work is not very pressing, the engine starts between 4 and 5 A.M. and 7, 8, or 9 P.M. without any stoppage during the day. The hands work continuously all these hours, and are relieved by one another for meals. In busy seasons, that is in March and April, the gins and presses sometimes work day and night, and the same set of hands work both night and day, with half an hour's rest in the evening. The same set continue working day and night for about eight days. When the hands have been working day and night for about eight days, and it is impossible to go on longer, another set of hands are procured from Bombay, if they can be found. In this case the work is distributed between the old and new sets of workers, half working all night and half working all day.

"More women are employed in gins than in presses. Both the men and the women come to the factory at 3 A.M. as they have no idea of the time, and they wish to make sure that they are at the factory door by the time it opens at 4 A.M. I have 40 gins in one of my factories at Pachora, and I have only 40 women attending to these 40 gins. I have only eight spare women, I never allow these women off the gins. I am not alone in this respect, it is the general system. There is no change of hands except at meal hours. The women, who work from 4 A.M. to 10 P.M., are paid 3 to 4 annas per day. (There are 16 annas in a rupee, which is equivalent to 2*s*.) All the factories pay at this rate; sometimes we pay our hands 6 pies as a bonus (12 pies to one anna). There is no work in the district at which these poor women can get employment.

"We work these long hours from the 15th of November till the 31st of May, but only about 10 days in each month. Sometimes we work day and night for two months, but in this case we employ two sets of laborers. We employ no children. When the wages are so low for the adults, there is no advantage in employing children. I certainly would recommend that legislation should be extended to these factories. I am personally largely interested in this matter, being a proprietor, secretary, and treasurer. I should like to see these ginning factories worked only 12 hours a day, as we could then charge double rates for ginning the cotton, and, of course, we could pay our laborers better wages; but if the Government forced us to pay our laborers more wages, without restricting our hours, we should be obliged to charge the merchants higher rates. The hands who work these long hours frequently die."

The above evidence speaks for itself, and needs no words of mine to convince the public that legislation is needed for this class of factories.

Mills are increasing at a great pace. During my stay in Bombay—a period of four years—about 18 new ones were started, and a great number of concerns enlarged those already erected, or built sheds for reeling or warehouses, to enable them to turn out these departments in order to make room for more spinning and carding.

Other industries are springing up in all directions. Flour mills have been started so rapidly that the supply has greatly exceeded the present demand, and shares in these concerns have become a drug on the market.

Seed crushing, oil mills, foundries, and dye works are increasing in the Presidency; but no machinists have any footing, and all the cotton machinery has to be imported. Very little use has, up to the present time, been made of the enormous water power which is available in many parts, although the Government, alive to these advantages, have offered great inducements to promoters of new works, but they are slow to seize the opportunity.

I foresee in the future huge fortunes to be made by adventurous and plucky manufacturers, who will turn these great natural means of motive power to a practical use. My remarks do not, of course, apply to those wide, tearing torrents which for three months only during the year would be available, but to those rivers which are always flowing, and never fail in the driest season.

The position of many of the English managers in India is an enviable one, and would surprise men in like situations at home. Some receive 1,000*l*. a year with free

bungalow, gas, water, coal, and medical attendance, and many from 400*l*. to 750*l*. with like perquisites. I should, however, wish the English manager, who has any idea of trying his luck in India, to understand that it is not all gold that glitters.

Many have to return with broken health, not being able to stand the climate; others have to pay away half and sometimes all their savings in sending for and sending back their families, for it is the exception when wives and children can remain for any considerable time without returning to England to recruit. We will not allude to those who are carried off, with a rapidity which would startle the good folks at home, by cholera, heat apoplexy, and other sudden and fatal diseases. There are expenses which must be incurred, such as a carriage and horse, frequent journeys to the hill stations to avoid the heat of the plains, and lastly, the reduced value of the rupee, which, from a buying value of 2*s*. in India, is worth only 1*s*. $4\frac{3}{4}d$. when it reaches England. All managers, engineers, carding and spinning masters, who think of engaging for India, should be careful to have their agreements properly drawn up, and not forget that the items of passage to and from India, medical attendance, free bungalow, part of wages to be sent home at full rates of exchange, should be included or left out according to the terms agreed upon.

Some of the men who have engaged have been driven away from their situations owing to the native masters requiring them to make so much overtime, besides insisting on their devoting their holidays to overlooking repairs being made in the mill.

I give these hints hoping that they may have the effect in the future of leading to proper understandings between employer and employed.

I cannot refrain from here acknowledging the kind reception I met with at the hands of masters and managers; no obstacles were ever thrown in my way, and every facility afforded me in the prosecution of my duties. I seldom, if ever, made any recommendation which I thought would tend to the better conduct of the mill or amelioration of the condition of the workpeople which did not at once receive the sanction and adoption of the master.

Difficulties would arise in the way of prosecution; I give one instance. On my way to inspect a mill in Guzerat, I noticed a group of small children squatting on the roadside. As I approached them, the leader of the band presented me with a written petition asking me to inquire into their grievances.

The paper stated that these lads, whose ages varied from eight to twelve, had been for months employed over hours, and had not been allowed the legal time for meals. It went on to say that the master, a well-known rich miser, had deducted half the amount due to them in wages on various pretexts, and that he was then owing them the remainder. I took the children to the Government bungalow, where the children separately made their statements to the Assistant Collector, he taking down the particulars. A prosecution followed in due course, and when in court I called these children as my witnesses to prove the case, they one and all swore that their former declarations were entirely false, and that their master was a kind and good man who always treated them with the greatest consideration. There was no doubt in the minds of the magistrate, my own, and the police that these children had all been frightened into making this denial of their first statements; but as their master was the only large employer of labor in the district, a quarrel with him meant semi-starvation.

Fortunately, I was able to prove one case of overtime, and got a substantial fine; but no conviction in the 14 others was possible under the circumstances.

Jute manufacturing is carried on almost exclusively in Calcutta; the only jute mill in Bombay being converted during my stay into a cotton-godown and the machinery shipped to Calcutta. Many of the hands are provident and put together sufficient to buy a small piece of land in their native country, leaving it to be cultivated by some members of their family; whilst others, having put by their savings for long weary months, go to their birth-place, feed a lot of lazy Brahmins for the edification of their souls, returning (having spent their all on these drones) to their work again without a rupee. The great proportion of the mill hands of Bombay are drawn from the Southern Marathi country, and are a quiet, harmless, hard-working

lot, falling an easy prey to the grasping native money-lender or marwaris, who lies in waiting for them at the mill door, making tempting offers, and who, once on the track, does not leave his victim until he has dispoiled him of his all. They charge as interest from one to three annas per rupee per month, there being 16 annas to a rupee.

Three-quarters of the yarn spun in India is sent to China in the bundle, the remainder being manufactured into cloth and disposed of in various parts of the country. In case of a war with China, the cotton industry in India would for the time utterly collapse, as there are so few markets open to their goods. The Chamber of Commerce in Bombay is now directing its efforts to remedy this position of affairs. The temperature in some of the mills, especially just before the burst of the monsoon, is very oppressive. I have seen 117° registered in a spinning room in Broach.

In Bombay city, besides the cotton mills and foundries, there are two immense dyeing establishments and one silk mill, making goods for the Rangoon market. Several of the mills manufacture towels, sheets, hosiery, &c.

Another hint to managers intending to take up a situation in India.

I should not advise any man to think of emigrating who has not a perfect control over himself in the way of drink. Living in such a furnace, the enforced solitary life as regards meeting with his fellow-countrymen, frequent periods of depression owing to being separated from his family, and the effects of the trying climate, all conduce to habits of intemperance, and the many loafers whom one meets with and is pestered by prove how many have succumbed who have started with fair and even bright prospects.

I do not think that more serious accidents are reported than at home from a work of the same size, but the slight accidents are of more frequent occurrence. It is often found impossible, owing to the superstition of the relatives, to keep an injured person in the hospital, and several have been removed who were rapidly recovering from their injuries by a mob who have hurried the patient to the magic man. He, having waved a few peacock feathers over him and plastered the wound with dung, saying at the time a few prayers, often leaves him to die.

Exd. A. Raitt.

1603 W—5-6-88

F.W.C. No 7235 ✓

Govt. of {1888} Madras.

JUDICIAL.

No B 2457 W dft 13 August 1888

Recorded

Recorded

Issued

Recd. 23.7.88.

B.S.C.

Encl.

G.O., 10th July 1888, No. 1477.

No 2457 W dft 13 August 1888

JULY.

Indian Factories Act.

Communicating to officers concerned, for report, Government of India endorsement forwarding copy of Secretary of State's despatch calling for a report on the working of the — in certain provinces.

To Lady Engrs for information ✓

1-11 ~~III~~ ~~VIII~~ cols ✓ 14

~~Commissioners~~

2 Copies bound ✓

Wollaston ✓

No. 393 M.

GOVERNMENT OF INDIA.

PUBLIC WORKS DEPARTMENT.

CIVIL WORKS.

Miscellaneous.

Agency for landing and despatching English stores consigned to the port of Karachi for the various branches of the Public Works Department.

Simla, the 27th July, 1888.

Read:—

Letter No. 0117S., dated the 8th February 1888, from the Director General of Railways.

OBSERVATIONS.—In the letter read above, the Director General of Railways has suggested that the agency of the Storekeeper of the North-Western Railway at Karachi, who is the landing and forwarding agent for all Railway stores received at that port, should be utilized for similar work in connection with all other branches of the Public Works Department.

RESOLUTION.—His Excellency the Governor General in Council is accordingly pleased to decide that, as a measure of convenience and economy, all stores imported from England for the various branches of the Department, which are intended for delivery at Karachi, shall be consigned to the storekeeper of the North-Western Railway at that port; and that the services of that officer shall be utilized in landing and despatching them to their destination.

2. In consideration of the services so rendered by the Stores Department of the Railway, each branch of the Department will be required to bear, in addition to the actual charges for landing and clearing, a ratable proportion of the expenditure incurred in the salary of the Storekeeper and the cost of his office establishment, based on the value of the stores landed and forwarded for each branch.

3. The Secretary of State for India will be asked to issue the necessary instructions to the Stores Department at the India Office regarding the consigning of all stores intended for delivery at the port of Karachi.

ORDER.—That this Resolution be communicated to the Local Governments, Administrations and Officers marginally noted for information and guidance.

The Gove... and Oudh, ... The C... Th... T... chi...

...v, Bengal, the North-Western Provinces ...inces, Burma, Assam, and Coorg. ...aiputana, and Balu...

Or... municat... Commerce fo...

...partment for com... ...ent of Finance and ...

...y order,

...Colonel, R.E.,

Secretary to the Government of India.

2442 V2443 ~~52x2453~~

13-8-1888

Working

Govt. C. Press, Simla.—No. 584 P. W. D.—30-7-88.—300.

To The Secretary to the Government of Madras, Public Works Department.

P.W.D. 791 3.5

S.S.C.

Recd 11-8-88.

No. 2459 W dated 13th August 1888

Recorded

Recorded.

8/8/1888

C.E. for Rpt ✓
C.E. for Rpt ✓
Exam Asst ✓
Sec V Circle ✓
Sec V Circle

Secn 14/8

16/8/88 M.S.S.S.

S. 17/8 W.

1170

All communications should be addressed to the Secretary.

No. 1953 G.

GOVERNMENT OF INDIA.

PUBLIC WORKS DEPARTMENT.

GENERAL.

SECRETARY TO GOVERNMENT, P.W. DEPARTMENT, MADRAS. 11 AUG. 88

Simla, the 3rd August 1888

The undermentioned paper is forwarded to the Secretary to the Government of Madras for in the Public Works Department for information in continuation of Public Works Department No. 1738 G. dated 12th July 1888.

By order,

G H Hoadley

Under-Secretary.

Document referred to.

7/3/8

Confidential report on Mr. H. Phillips, Assistant Engineer.

appointment in question.

(By order)
(Sd) W. L. C. Baddeley
Capt R. Es.
Under Secy. to Govt P. W. D.

(Ld) J. O. H.
3/7/88

P.W.C. No 7948

Encl-

Rec'd 13. 8. 88.

P. No. 2458 W of 13th August 1888

Recorded.

Secd
11/8/88

Referred K J A W 15/8/88

Gov 23. 8
Can 11. 8

No. 2963 W dy 7-11-87
" 1809 W - 29-7-80
" 1915 W - 7-8-84

1888.

P. W. DEPARTMENT.

Current No. 6375

From

The Supdg. Engineer
IV circle.

ENCLOS.—

No. 262 / E.W.
Dated 28th June 1888
Received 2nd July 1888

SUBJECT.

Requesting to obtain the requisite sanction of Govt for the continued employment of V. Coopoo Row, an unpassed Candidate as acting Clerk IV class 3rd grade until he is relieved by the permanent incumbent who is expected at Ooty by the 1st July 1888 under certain circumstances explained x

DISPOSAL.

No. 2546 C Dated 5th July 1888

Referred to the Educational Dept. with request that V. Coopoo Row be exempted from the examination rules with respect to the temporary appointment

No. 443. D dy 20.7.88

Nilgiri Division Office,
Camp Gudalur, 25th June 1888.

V. Coopoo Row:

Letter from the E.E. Nilgiris stating that — was appointed on 23.5.88 to act as clerk IV class, 3rd grade on Rs 20 rising to Rs 30 and the acting appointment ceased on the forenoon of 30th Ultimo:

Forwarded to the Educational Dept.

To
C. Winton Esqr.,
Executive Engineer, Nilgiri Division,
Ootacamund.

Superintending Engineer,
Fourth Circle,
Coimbatore.

I have the honor to request, under para de, that you will be good the requisite sanction of the continued employment of as acting Clerk IV class 3rd grade. mstances of the case are as

, an unpassed Candidate, was e post, as already reported in for the week ending 26th Ultimo; then considered that this tment would cease at the end on the arrival of Mr. Sequeira, who,

x E.D.

1888.

P. W. DEPARTMENT.

Current No. 6375

From

The Supdg. Engineer
IV circle.

ENCLOS.—

No. 262 / S.W.

Dated 28th June 1888

Received 2nd July 1888

SUBJECT.

Requesting to obtain the requisite sanction of Govt for the continued employment of V. Coopoo Row, an unpassed Candidate as acting Clerk IV class 3rd grade until he is relieved by the permanent incumbent who is expected ad Coty by the 1st July 1888 under certain circumstances explained x

DISPOSAL.

No. 2546C Dated 5th July 1888

Referred to the Educational dept. with request that V. Coopoo Row be exempted from the examination rules with respect to the temporary

No. 1247. Nilgiri Division Office,
Camp Gudalur, 25th June 1888.

From

W. B. de Winton Esq.,
Executive Engineer, Nilgiri Division,
Ootacamund.

To

The Superintending Engineer,
Fourth Circle,
Coimbatore.

Sir,

I have the honor to request, under para 180 of the P. W. Code, that you will be good enough to obtain the requisite sanction of Government for the continued employment of V. Coopoo Row as acting Clerk IV class 3rd grade.

2. The circumstances of the case are as follow:—

3. The man, an unpassed candidate, was nominated to the post, as already reported in my Statement for the week ending 26th Ultimo; because it was then considered that this acting appointment would cease at the end

th, on the arrival of Mr. Sequeira,

who,

who you stated in the 2nd para of your Memo-
-randum No. 1440/Pd. of the 10th April last, would
join this Division as soon as arrangements
could be made to relieve him. He has not
as yet reported himself for duty.

4. The appointment in question was
necessitated by the relief of P. Vooba Row
on the 22nd Ultimo to join the West Coast Division
as per your No. 215/TC dated the 24th April.

5. As it was difficult to obtain a duly
qualified man to take up the appointment
for so short a period, I was obliged to entertain
Poopoo Row, lest My office should be short
handed.

× × × × ×.

I have &c.
Signed/ (By order)
T. K. Raghavendra Row
Accountant,
for Executive Engineer,
Nilgiri Division

No: 262 (True Extract)
2nd

Submitted to the Chief Engineer P.W.
Department with a request that he will be
good enough to obtain the sanction
ment to the Continued employ[illegible] the temporary
appointment

2nd A.D.

Row until he is relieved by the permanent
incumbent, who is expected at Ootacamund
by the 1st Proximo.

Rue Rabe - Krishnan
Major R.E.

Coimbatore
28th June 1888

Superintending Engineer, IV Circle.

P. W. Dept.

To be returned with reply.

CURRENT No. 527

P. W. Eccs. 6875
7743/8

No. 2546 C d/5 July 1888

Referred to the Educational Dept. with request that V. Coopoo Row be exempted from the examination rules with respect to the temporary appointment in question.

(By order)

H. C. Baddeley
Capt R.E.
under Secy. to Govt P.W.D.

Jdl
3/7/88

From

The Supg. Engineer,
Fourth circle

Dated 28th June 68

No. 262
Ins

Encls:-

Clerk, V. Coopoo Row:-

Submitting for sanction letter from the Executive Engineer Nilgiri Dn., requesting the continued employment of — and if he [illegible] with respect to the temporary

[25]

Educational Department.

CHIEF SECRETARIAT. MADRAS.

PROCEEDINGS OF THE MADRAS GOVERNMENT.

READ the following paper:-

Endorsements of the Public Works Department, dated 5th and 20th July 1888, Nos. 2546 C and 443 P respectively.

Order 31st July 1888, No. 449

In the circumstances stated in para 5 of the Executive Engineer's letter, No. 1247, dated 25th June 1888, the temporary exemption of Coopoo Rao for the period during which he acted as Clerk II class, 3rd grade, is sanctioned.

(True Extract)

H. Davidson
Under Secy to Govt, W.D.
for Ag Chief Secy

To

The Public Works Dept.
with Ct No. 527 ret'd.

2nd J.D.