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LABOUR INVESTIGATION COMMITTEE
GOVERNMENT OF INDIA



REPORT
ON
LABOUR CONDITIONS
IN
SUGAR FACTORIES

BY
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textiles, engineering, transport services, plantations, tanneries, bidi making, etc., a very large number of centres and units in different provinces (and even States) had to be covered. Moreover, some of the industries are modern industries of the large-scale type, wherein factory legislation applies more or less entirely, while others are indigenous handicrafts or small-scale industries, where factory legislation is either inapplicable or partially applicable. Thus, information has not been uniformly available in advance as regards the size, location and ownership of industrial units, such as is necessary before decisions for sampling are taken. Consequently, the technique of representative sampling had to be modified and supplemented so as to obtain whatever information of a reliable character was available. As far as possible, however, in all industries important centres were covered. In each of these centres units were chosen on a sample basis, but it was possible in a few centres to cover all units. The final lists of centres of survey and individual establishments were made out in the light of the impressions gathered during the course of the preliminary tour and in consultation with local authorities. The guiding principle in the selection of centres of survey was to make the survey regionally representative so as to discover differences in the conditions of labour in the same industry in different parts of the country. The selection of individual concerns was generally based on considerations, in order of importance, of (a) size, (b) ownership (private or limited) and (c) whether subject to statutory regulation or not. In this connection it may be stated that the Committee were greatly handicapped in sampling the units owing to the lack of complete information regarding location and number of units in the selected industries. Unfortunately there are no all-India employers' organisations in some of the organised industries, nor are the statistics maintained by the Central and Provincial Governments at all complete. Moreover, in certain unorganised industries, such as shellac, carpet-weaving, bidi-making, etc., owing to their very nature, no such information could have been readily available in advance. In certain cases, therefore, owing to these difficulties as well as transport difficulties and other exigencies, the sampling could not be fully adhered to. Nevertheless, the Committee have been anxious to gather in the maximum possible information in the limited time at their disposal and with a view to this, they have cast their net as wide as possible. The main instruments of the *ad hoc* survey were the Questionnaires. These were of two kinds :—(a) the main *ad hoc* survey questionnaire on points likely to be common to all the industries surveyed, and (b) supplementary and special questionnaires in respect of certain industries, such as plantations, mines, railways, rickshaw pullers, port labour, municipal labour, glass, shellac, mica, etc. The main questionnaire was accompanied by a tabular form for entering wage data and this was used wherever possible. In the case of certain surveys, however, such as salt, paper, cotton, woollen and jute textiles, dockyards, silk, cement and gold mining, it was possible to conduct a wage survey on a sample basis. The chief method of collection of data was by personal investigation of industrial establishments, examination of their records and contact with labour in factories and homes. The information thus collected was supplemented and checked with replies to the Questionnaires received.

4. For the purpose of conducting enquiries, a sufficiently large field staff consisting of 16 Supervisors and 45 Investigators, was appointed. Before the commencement of field work, all the Supervisors (with the exception of those working in Bengal) were called to the Committee's headquarters at Simla and given detailed instructions on the technique and scope of the enquiries to be conducted by them, the manner in which they were to submit their data, and the centres and units which they were to investigate. In addition, both Supervisors and Investigators were provided with written instructions regarding the use of questionnaires, sampling of concerns (where this could not be done in

advance), filling of the wage forms, etc. In particular, they were asked not only to collect information on the spot but also to draw upon every other possible source of information. In doing so, they were required to distribute copies of the questionnaires in the centres assigned to them not only amongst the sampled units but also amongst Employers' and Workers' associations in the industry and such other associations and individuals as were likely to be interested in the subject. They were also asked to get into touch with officials of Central and Provincial Governments connected with labour and obtain such facilities as might be necessary in doing their work.

5. As far as the field work in Bengal was concerned it was done by the staff of the Committee under the guidance and supervision of the Labour Commissioner, Bengal, and his subordinate officers. Members, however, paid visits to selected centres and units in Bengal to obtain first-hand knowledge of local labour conditions.

6. The Committee's survey covered all Provinces with the exception of the North-West Frontier Province where none of the industries selected for survey was sufficiently important. It extended to many of the Indian States also, such as Kashmir, Patiala, Gwalior, Baroda, Mysore, Sandur, Travancore, Cochin, Bundi, Indore and some of the States of the Eastern States Agency. No survey was undertaken in the Hyderabad State as that State preferred to appoint its own Labour Investigation Committee, with terms of reference identical to those of this Committee, for enquiry into local labour conditions.

7. In dealing with the *ad hoc* survey work, several courses were open to the Committee :—(i) the Committee, as a whole, to study each industry, (ii) the surveys to be distributed region-wise and each Member put into charge of a region, and (iii) each Member to be entrusted with a few surveys throughout India. With a view to speedy and efficient work, the third course was actually adopted. This departure from the usual procedure of the Committee as a whole dealing with the work was necessary in view of the immensity of the task and the necessity of maintaining an all India perspective. Moreover, it was felt that this procedure would enable Members to make a specialised study of labour conditions in individual industries in different parts of the country. It was also felt that the peculiar problems of industrial labour had more an industry-wise than a region-wise dispersion and that the procedure would be helpful to future legislation which has to take into consideration the diversified conditions of each industry. It will be seen, however, that in the Reports the factual material has been presented both on an all-India and on a regional basis.

8. Thanks and acknowledgements are due to Provincial Governments, State Authorities, Labour Commissioners (and particularly the Labour Commissioner, Bengal), Directors of Industries, Chief Inspectors of Factories, Port authorities, local bodies, employers' and workers' associations, managements of the units surveyed and all others who rendered help in the collection of the data presented in these Reports.

. D. V. REGE. *Chairman.*

S. R. DESHPANDE
AHMAD MUKHTAR
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TEJA SINGH SAHNI,

Secretary.

INTRODUCTION.

Sugar industry in India has been in existence from times immemorial, as is evident from several references found in the ancient literature of this country. The methods of production, however, were mostly indigenous and were confined to the production of raw sugar in the form of *gur* or *rab*. Later, more refined methods of production came into vogue but the Indian factories could not successfully compete with imported sugar. An important landmark in the history of sugar industry in India was the year 1930-31 when the question of protection was referred to the Tariff Board by the Government of India.* Pending the consideration of its report, the revenue duty on the import of sugar was levied at the rate of Rs. 7¼/- per cwt. in March 1931. An additional revenue surcharge of 25 per cent. amounting to Rs. 1½/- per cwt. was imposed in September 1931. In pursuance of the recommendations of the Tariff Board, the Government fixed the protective duty at Rs. 7¼/- per cwt. Thus the total import duty including surcharge was Rs. 9½/- till 31st March 1934. There have been slight variations in it from time to time but the industry has all along been enjoying the benefits of protection. The second Tariff Board Enquiry instituted in March 1937 recommended the continuance of protection upto 31st March 1946.

Under the stimulus of tariff protection, sugar industry in India has made phenomenal progress during the last decade and a half. The Indian sugar industry is now the second largest industry, next in importance to only the cotton textile industry. How much its development is due to the protective tariffs will be evident from the fact that India, which was only second in the world in 1931, now occupies the unrivalled position of being the largest producer of sugar. Following the Japanese occupation of the Dutch East Indies, the import duties have lost all their significance as the imports of sugar into India gradually diminished and ultimately disappeared in 1943-44.

Localisation of the Industry.—The most suitable geographical region for the growth of sugar cane is the tropical as is evident from the large concentration of sugar factories in the Dutch East Indies. In India, however, the region which was responsible for 113 out of 166 factories and which gave employment to 75 per cent. of the total labour force in 1939 extended over Bihar and United Provinces while the provinces of Bombay and Madras, which may rightly be called tropical and which are ideally suited for sugar, have not developed it to the same extent. The average yield in terms of raw sugar per acre is as high as 6,700 lbs. in Madras and 5,700 lbs. in Bombay as against 2,500 lbs and 2,300 lbs. in U.P. and Bihar respectively. Not only is the quality of the cane in Bombay and Madras superior to that of U.P. or Bihar but, till recently, the sugar recovery was higher in Bombay than in most parts of the country. But there are certain counteracting factors. A wide range of alternative cash crops—groundnuts, cotton, plantains, chillies, tobacco and jaddy—in Madras, the higher over-all cost of sugar manufacture in Madras and of cultivation in Bombay and the absence of many compact blocks for sugar-cane cultivation both in Madras and Bombay account for the smaller number of sugar factories in these regions. The United Provinces and Bihar have the advantages of compact sugar cane areas and an early start, with the result that the industry has settled down in these regions sufficiently and is in a position to spare an exportable surplus after meeting local demand.

* Vide Government of India, Commerce Department's resolution No. 127-T, dated 20th May 1930.

† For further information on the subject see *Localisation of Industry in India* published by the Government of India.

The principal centres of sugar industry are shown below together with the number of workers in 1939 and the increase or decrease in that number since 1921*.

TABLE I.
Showing principal centres of sugar industry employing over 1,000 workers.

Centres.	Province or State.	No. of workers in 1939.	Increase (+) or Decrease (—) in Number of workers since 1921.
(1)	(2)	(000) (3)	(000) (4)
Gorakhpore*	U.P.	14.2	+13.1
Champaran*	Bihar	5.0	+4.1
Meerut*	U.P.	3.8	+3.8
Saran	Bihar	3.5	+1.8
Muzaffarnagar	U.P.	3.2	+3.2
Darbhanga*	Bihar	2.9	+1.1
Saharanpur	U.P.	2.6	+2.6
Gonda	U.P.	2.6	+2.6
Barilly	U.P.	2.4	+2.4
Bijnor	U.P.	2.4	+2.4
Pilibhit	U.P.	2.2	+2.1
Muzaffarpur	Bihar	2.1	+1.8
Sitapur	U.P.	1.8	+1.8
Kheri	U.P.	1.7	+1.7
Rampur	U.P. States	1.5	+1.5
Shahabad	Bihar	1.4	+1.3
Hardoi	U.P.	1.3	+1.2
Nadia	Bengal	1.3	+1.3
Jaura	C.I. States	1.3	+1.3
Ahmadnagar*	Bombay	1.2	+1.1
S. Arcot*	Madras	1.1	—0.2
Hyderabad	Hyderabad States	1.1	+1.1
Naini Tal	U.P.	1.0	+1.0

Employment in the Sugar Industry.—The total daily employment in both seasonal and perennial sugar factories in the different provinces of British India in 1943 was 83,294. The following table gives the variations in employment since 1929.

* Sampled centres.

† Vide Location of Industry in India, published by the Govt. of India, page 44.

TABLE II.
Showing Average Daily Number of Employees in the Sugar Industry.

	Madras.	Bombay.	Sind.	Bengal.	U.P.	Punjab.	Bihar.	Orissa.	C. P. & Berar.	Assam.	N.W.F.P.	Total.	Grand Total.
1929	2,389	330	..	..	7,266	180	4,621	..	..	..	..	14,726	14,726
Seasonal	..	..	..	..	..	..	..	..	..	..	..	..	..
Perennial	2,312	330	..	..	7,136	500	4,585	..	..	..	..	14,853	..
1930	..	..	..	..	..	..	..	..	..	..	..	..	..
Seasonal	..	..	..	..	..	..	..	..	..	..	..	..	..
Perennial	2,105	330	..	..	..	539	..	..	..	..	..	2,974	14,858
1931	..	..	..	..	..	..	..	..	..	..	..	..	..
Seasonal	110	781	..	..	9,592	..	4,573	..	..	..	..	15,056	18,040
Perennial	2,406	330	..	90	..	896	..	..	..	..	..	3,706	..
1932	..	..	..	..	..	..	..	..	..	..	..	..	..
Seasonal	169	881	..	968	20,251	1,188	8,862	..	..	..	..	30,143	32,909
Perennial	2,224	601	..	..	..	..	13,524	..	..	..	..	4,971	..
1933	..	..	..	..	..	..	..	..	..	..	..	..	..
Seasonal	246	730	..	2,224	29,724	1,935	..	..	..	..	..	44,224	49,106
Perennial	2,163	1,522	..	..	..	..	16,770	..	..	..	..	7,850	..
1934	..	..	..	..	..	..	..	..	..	..	..	..	..
Seasonal	681	631	..	..	39,254	..	..	..	..	..	..	56,336	64,186
Perennial	2,268	..	..	..	1,080	..	..	..	..	..	..	4,382	..
1935	..	..	..	..	..	..	..	..	..	..	..	..	..
Seasonal	993	2,597	..	3,268	39,819	2,200	16,479	..	62	82	..	65,418	69,700
Perennial	1,963	..	..	..	1,817	..	..	..	..	..	..	3,532	..
1936	..	..	..	..	..	..	..	..	..	..	..	..	..
Seasonal	2,016	3,753	406	3,508	42,432	2,202	13,611	280	..	..	17	73,255	77,087
Perennial	971	..	..	..	1,477	..	..	..	..	..	..	2,448	..
1937	..	..	..	..	..	..	..	..	..	..	..	..	..
Seasonal	2,530	4,419	406	3,198	43,090	1,485	13,334	571	..	72	..	74,075	76,522
Perennial	1,082	..	..	..	1,557	..	..	..	..	..	..	2,619	..
1938	..	..	..	..	..	..	..	..	..	..	..	..	..
Seasonal	2,921	4,155	350	2,431	43,631	1,320	18,110	517	..	..	88	73,623	76,142
Perennial	1,043	..	..	..	988	..	..	..	..	..	..	2,066	..
1939	..	..	..	..	..	..	..	..	..	..	..	..	..
Seasonal	3,524	5,453	177	3,558	44,241	1,303	16,071	493	..	52	..	74,872	76,906
Perennial	968	..	..	..	2,265	..	..	..	..	..	..	3,228	..
1940	..	..	..	..	..	..	..	..	..	..	..	..	..
Seasonal	3,471	8,049	140	4,675	44,949	1,472	18,998	607	..	132	..	82,632	85,776
Perennial	924	..	..	..	2,273	..	..	..	..	..	..	3,197	..
1941	..	..	..	..	..	..	..	..	..	..	..	..	..
Seasonal	3,102	8,992	181	5,287	45,199	1,570	17,129	639	..	106	316	82,631	85,718
Perennial	870	..	..	..	3,406	..	..	..	..	..	..	4,276	..
1942	..	..	..	..	..	..	..	..	..	..	..	..	..
Seasonal	4,113	5,263	119	4,646	46,265	1,486	16,866	709	..	..	316	79,932	84,100
Perennial	299	..	..	..	2,631	..	..	..	..	..	..	3,930	..
1943	..	..	..	..	..	..	..	..	..	..	..	..	..
Seasonal	3,703	1,994	75	2,381	46,376	1,903	16,776	548	..	..	875	79,264	83,294

Perennial Factories.—Separate figures for seasonal and perennial sugar factories in 1929 and 1930 are not available. In 1931, the perennial factories provided employment to 2,974 persons. The number showed a gradual upward trend with the result that, by 1934, it reached 7,850 showing an increase of 163.9 per cent. over the 1931 figure. From 1935 onwards there was a rapid fall in employment till, in 1939, it stood at 2036—74.1 per cent. and 31.5 per cent. less than the 1934 and 1931 figures respectively. After 1939 the employment figure began to show signs of improvement and, in 1943, it stood at 3,930 i.e., 93 per cent. above the 1939 figure.

Seasonal Factories.—In the seasonal sugar factories, the employment figure stood at 15,056 in 1931. It showed a 100 per cent. increase in 1932 when it reached 30,143. The years 1933 and 1934 showed a further upward tendency till, in 1935, the employment stood at 65,418 showing a 331.1 per cent. increase over 1931 figures. This upward tendency went on unimpeded and, in 1939 and 1940, the employment in the seasonal factories amounted to 74,872 and 82,533 respectively. Since then there has been a steady decrease and by the year 1943 a fall of 3.8 per cent. was registered as the employment figure came down to 79,364.

Taking the seasonal and perennial factories together, it can be said that the increase in employment between 1929 and 1939 was 422.3 per cent., between 1939 and 1943 was 8.3 per cent. and between 1929 and 1943 was 465.6.

The phenomenal growth of the sugar industry is responsible for some peculiar problems.

(a) There was no planning in the first instance with the result that the buildings of a fair number of sugar factories are defective in more than one respect. Moreover, the disposal of effluent is very unsatisfactory in several cases and the atmosphere both in and outside these factories is very offensive. This is not without its repercussions on the working conditions and health of employees.

(b) The speedy growth and development of the industry resulted in an abnormal increase of demand for both trained and untrained labour. The former was not readily available and, naturally, some of the technical staff that was first employed comprised foreigners, who had served in Java and places outside India. High emoluments were offered to them but, with the lapse of time enough Indian personnel was available. The question in regard to unskilled labour was different. The regions, where sugar factories were mostly started, had already a surplus population who found it difficult to make both ends meet with their scanty and precarious income from land. Fortunately, the working period in sugar coincided with the slack period in agriculture (between November and March or April—May). However, the employers were not at first sure of a continuous labour supply. With a view to attracting workers, they built *pucca* quarters for housing a certain percentage of them, especially the more skilled staff. As labour became freely available, they did not make any great attempts to build more *pucca* houses or make the existing ones more comfortable. This resulted in the emergence of thatched huts, ill-ventilated quarters, bad drainage, lack of suitable water supply and absence of adequate washing and bathing facilities and latrines and urinals. The seasonal character of the industry may in itself have been responsible for the indifference of employers to the provision of good housing and other amenities.

(c) The localization of sugar industry deep into the countryside made factory inspection a difficult task. Certain malpractices consequently developed without being detected by inspectors in their casual and stray visits. The interests of workers consequently suffered.

(d) Very little attention seems to have been paid by employers in U.P. and Bihar to the disposal of by-products, such as molasses, bagasse, and other things. The result is that no scheme for the prolongation of the working season has been developed and the majority of sugar factories continue to be seasonal in character. It is true that some of the factories have taken to the manufacture of syrups, confectionary and alcohol, thus providing employment to many of the workers in the off-season, but this number is not large.

(e) It was felt during this enquiry that, with the exception of a few employers, a large majority of them did not pay any attention to the welfare of their workers. The net result is that a policy of drift has set in.

(f) The workers are mostly disorganised and do not possess any great bargaining capacity. Naturally, a large number of strikes organised by them have failed.

Responsibility of a protected Industry for Better Labour Conditions.—The phenomenal development of sugar industry is due solely to the protective tariffs and the tax payers have naturally a right to enquire if the workers have also shared in the general prosperity of the industry. The Tariff Board of 1931 referred to the considerable employment by the sugar factories of the agricultural classes in the period between the *Kharif* and *rabi* harvests when agricultural operations are slack and gave such employment as an additional argument for protection to the industry. The second Tariff Board of 1937 categorically supported the contention that the responsibility of a protected industry about labour problems are usually greater. I reproduce their words :—

“ In regard to the remuneration paid to the different grades of labour and to the tenure of employment, the situation is not generally satisfactory. In a protected industry it is to be expected that the labourer in the factory should also share in the benefits of protection, but we find that the interests of labour have not received the consideration they deserve”*.

This verdict was true not only in 1937 but also today.

Method and Scope of Enquiry.—For an *ad hoc* survey of labour conditions in the sugar industry, India was divided into two principal regions—the region covering the United Provinces and Bihar and the region comprising South India and the Deccan. Of the former, Gorakhpore and Meerut from the United Provinces and Champaran and Darbhanga from Bihar were selected for detailed investigation, while Ahmadnagar in the Bombay province, Nellikuppam, Samalkot and Vuyyur in South India were chosen in the tropical region. The choice fell on these in preference to other centres not only in view of their importance from the point of view of employment of labour, but also because, in my opinion, labour conditions in these centres were typical and representative of the entire labour conditions in the respective regions. To be more realistic, the choice was restricted to lend local colour by selecting within the region centres as far distant from each other as possible. While the selection of centres was deliberate, the choice of individual units in them was randomised. Of the total number of 153 factories in British India in 1944, 27 were selected at random which gives a sample of 17.6 per cent. The enquiry covers over 22,000 workers in all centres or a percentage of 26.5 of the total employment in sugar in British India (at the date of enquiry). Information was collected partly by the issue of an *ad hoc* questionnaire to the employers

* Report of the Indian Tariff Board on the Sugar Industry, 1938, page 151.

of the sampled concerns and partly by my investigating staff. It was checked by supervisors stationed in different regions and rechecked by me. The personal investigations also included enquiries into the civil condition, indebtedness and housing of workers.

Scheme of the Report.—In order that regional peculiarities may be brought into prominence, this report is divided into different parts, each part dealing with a particular region. Part V epitomises the glaring facts in the regional reports and the conclusions which are irresistible on the basis of the data collected by my staff.

PART I.

HARIGAON AND TILAKNAGAR.

(Ahmadnagar District).

The main characteristic of the two sampled units in Ahmadnagar is the concentrated cultivation of sugar cane in a compact area in the close vicinity of the sugar factories. The units have their own farms that give them an assured supply of sugar cane and, what is more important, enable them to determine the time of harvesting according to their own requirements and production capacity.

Employment.

The total employment in the sampled units in January 1944 was 1,594. None of them employs women and children. One unit did not supply figures of employment for 1939. The figures supplied by the other unit go to show that the number of workers employed therein increased from 304 in January 1939 to 529 in January 1944 (i.e., by 74.01 per cent.).

Out of a total of 1,594 workers in January 1944, 1,558 (i.e., 97.74 per cent.) are time-rated and 36 (i.e., 2.26 per cent.) are piece-rated. The following table gives the necessary details.

TABLE III.

Showing details of employment in the sampled factories.

Code number of factory.					January 1944.				
					Total number of workers.	Time-rate.	Percentage to total.	Piece-rate.	Percentage to total.
1	..	..	..	..	529	508	96.03	21	3.97
2	..	..	..	..	1,065	1,050	98.59	15	1.4
Total					1,594	1,558	97.74	36	2.26

Classification of Workers.—Workers are generally classified as 'seasonal' and 'permanent'. In one unit, there are a few *baillis* or substitutes. A provident fund exists in one unit only for the benefit of the permanent workers drawing Rs. 20 and more per month. Permanent workers get 15–30 days' leave with pay in one unit and 18 days' leave with pay in the other unit. Seasonal workers in both units get a combined sick and privilege leave of 7 days with pay. The permanent staff are generally on monthly wages and are retained during the off-season on half or full wages. The percentage of permanent workers varies from 60 in one unit to 66 in the other unit. Some of the temporary workers also in one unit are paid a retention allowance equivalent to half the normal wages during the off season.

Promotions.—Both the units have graded scale schedules in respect of workers and their supervisory staff. In one of the units, however, a new recruit is paid a daily wage of Rs. 6/6 excluding dearness allowance for the first season, and is admitted in the next season to the category of graded workers with scope for promotion in the same or allied occupation. There is grade mobility and persons working on lower posts are promoted to higher posts in course of time. A pan attendant, for example, can rise to the position of a panman and even a head panman.

Labour Turnover.

Figures regarding labour turnover supplied by one unit show that, during the season, very few people leave their jobs. During the off season, most of them are engaged on factory-owned farms. The labour turnover was 1.4 per cent. and 2 per cent. in 1938-39 and 1943-44 respectively.

Absenteeism.

Since the majority of the workers in both units are drawn from the neighbouring villages and are housed on the factory premises, absenteeism is not as large here as it is in other industries in the Bombay province. From personal enquiries, it was found that absenteeism was mainly due to illness and that, on a liberal estimate, it did not go beyond 3 to 5 per cent. during the season.

Standing Orders.

There are no standing orders determining the relationship between the employers and employees in either of the sampled units.

Recruitment and Labour Officers.

As both the units are situated in rural areas, there is always a large labour force seeking employment. The unskilled workers are mostly recruited at the factory gate, preference being given to old employees, their friends and relatives. Supervisory and skilled jobs are advertised and candidates are selected on the basis of qualifications and experience. In some cases, advances are given to workers for their journey and they are later deducted from their wages. While complaints in respect of recruitment to unskilled and semi-skilled jobs were not received, allegations of bribery and favouritism were made against sectional heads in respect of skilled hands.

None of the units has any labour officer. It is said that the grievances of labour are heard in the first instance by the sectional heads concerned and then passed on to the manager. For fear of victimisation, a worker does not normally represent his grievances to the manager, with the result that he is left to the mercy of his immediate boss.

Wage Rates.

From the wage rates supplied by one unit, it is possible to say that there has been no substantial increase in the basic wages since October 1938. The relevant facts in respect of the wage-rates for 1938 and 1940 are given below :—

TABLE IV.

Showing changes in the wage rates during the war.

	Oct. 1938.	Jan. 1940.
(A) Unskilled workers.		
Bagasse Loaders	Rs. 15 p.m.	Rs. 15 to 20
Gangmen	"	"
Cooly (Engineering)	"	"
Oilmen	Rs. 16 to 17/8	Rs. 17/8 to 20
Cane-drivers	Rs. 16	Rs. 16 to 23
(B) Semi-skilled		
Quadrupleman	Rs. 20 to 25	Rs. 20 to 30
Centrifugal m/c	Rs. 17/8	Rs. 17/8 to 22
Centrifugal Jamadar	Rs. 20 to 30	Rs. 20 to 30
Loco-drivers	Rs. 20 to 30	Rs. 22 to 30
Dynamo Attendants	Rs. 15 to 20	Rs. 17/8 to 25

					Oct. 1938	Jan. 1940
(C) Skilled.						
Head panman	..	..	..	..	Rs. 75	Rs. 60 to 85
Assistant panman	..	..	..	..	Rs. 25 to 50	R. 25 to 55
Driver	..	..	..	..	Rs. 22	Rs. 22 to 30
Fitter	..	..	..	..	Rs. 40 to 65	Rs. 50 to 75
Moulder	..	..	..	..	Rs. 50 to 75	Rs. 50 to 75

The wage-rates introduced in 1940 are still in force.

Contract Labour.—Contract labour is employed only for stacking and despatching bags and its wages are determined by the current rates prevalent among unskilled agricultural workers in the neighbourhood.

Principles of Wage Fixation.—Wages in the sampled units are governed by the prevailing agricultural wage rates and by competition between employers. The net result is that wages in the sugar industry are lower than those in the urban industries in Bombay.

Analysis of Wages and Earnings.

Of 1,499 workers on rolls, wage data of 753 or 50.23 per cent. workers who had put in the maximum number of days that their sections had worked in January 1945, were collected from the two sampled units. The frequency table of the basic wages earned by the workers has been prepared and it appears that as many as 45.90 per cent. of them earn between 6 and 8 annas and 34.69 per cent. between 8 and 10 annas. The mode lies in the group "6 annas but less than 8 annas". The median lies in the second group "8 As. but less than 10 As.". Other details of the basic wages are as follows:—

TABLE V.

Wage group.	Number of workers.	Percentage to total.	Cumulative frequencies of percentage.
6 As. but less than 8 As.	688	45.90	45.90
8 As. but less than 10 As.	520	34.69	80.59
10 As. but less than 12 As.	80	5.33	85.99
12 As. but less than 14 As.	44	2.94	88.86
14 As. but less than Rs. 1	23	1.53	90.39
Rs. 1 but less than Rs. 1/2	8	0.53	90.92
Rs. 1/2 but less than Rs 1/4	4	0.27	91.19
Rs. 1/4 but less than Rs 1/8	28	1.87	93.06
Rs. 1/8 but less than Rs 1/12	28	1.87	94.93
Rs. 1/12 but less than Rs 2	4	0.27	95.20
Over Rs. 2	72	4.80	100.00
Total	1,499		

All workers are men and are time-rated.

Net Earnings (including Allowances).—The frequency table of earnings inclusive of dearness allowances and overtime pay given below shows that as many as 1,105 out of 1,499 or 73.71 per cent. of the workers earn between 12 annas and Re. 1 per day. Both the median and mode lie in this group, and

the earnings between 12 annas and 1 rupee 8 annas cover 89.65 per cent. of the total sample. Other details about net earnings are given below :—

TABLE VI.

Earning groups.	No. of workers.	Percentage to total.	Cumulative frequencies of percentage.
12 As. but less than 1 Re.	1,105	73.71	73.71
Re. 1 but less than Rs. 1/4	190	12.67	86.38
Rs. 1/4 but less than Rs. 1/8	49	3.27	89.65
Rs. 1/8 but less than Rs. 1/12	16	1.07	91.72
Rs. 1/12 but less than Rs. 2	28	1.87	93.59
Rs. 2 but less than Rs. 2/4	33	2.20	95.79
Rs. 2/4 but less than Rs. 2/8	4	0.27	96.06
Over Rs. 2/8	74	4.94	100.00

Dearness and other Allowances.—Dearness allowances are given by both the units. The details are shown below :—

TABLE VII.

UNIT A. (1) For employees drawing less than Rs. 30	Rs. 10
(2) For employees drawing Rs. 31 to Rs. 51	Rs. 12/8
(3) For employees drawing Rs. 52 to Rs. 100	Rs. 15
(4) For employees drawing Rs. 101 to Rs. 185	Rs. 20
(5) For employees drawing Rs. 186 to Rs. 250	Rs. 25
UNIT B. (1) For all employees who have put in full month's work	Rs. 15 p.m.

Overtime.—Overtime is not compulsory in any unit. Both the units record overtime in their registers whenever it is done. The overtime wages are calculated according to the Factories Act and the records are accessible to the workers.

Deductions and Fine Funds.—Deductions from wages are not made except in respect of contributions to provident fund and the return of advances. Nor is there a fine fund in any of the sampled units.

Wage Period.—The wage period in one unit is a calendar month for all employees. In the other unit, the wage period is one month for monthly-rated workers and a fortnight for the daily-rated workers. In both the units, wages are paid within 4–7 days of the expiry of the wage period.

Closed Days.

There are no regular close days in the month during the season. Only the day shift workers get Sunday off. During off season, permanent workers get a weekly day of rest and holidays on certain important festivals, e.g., *Dussehra*, *Diwali*, *Nagpanchami*, etc., etc.

Working Conditions.

There are two types of workers—day workers and shift workers. Day workers in one unit work for 10 hours (7.30 a.m. to 1 p.m. and 2.30 p.m. to 7 p.m.) while they work in the other unit for 9½ hours (8 a.m. to 1 p.m.—2.30 p.m. to 7 p.m.). Shift workers in both the units work for 8 hours per day. There is no overlapping shift in any of the units.

The building of one of the units is fairly imposing while that of the other is old and damp. The light in the former was sufficient but the atmosphere at certain places was very stuffy. The temperature in the working rooms at the time of enquiry was 105°F. It was said that the temperature during

summer and winter goes up to 120 and 100 respectively. In both the units, sulphur-di-oxide gas leaked from the sulphur stoves and sulphitation tanks and was inhaled by the workers. It was so choking near the sulphitation tanks that the investigating staff could not stand there for more than a few minutes. It is feared that the inhaling of this gas might be sufficiently dangerous. Some of the workers were actually suffering from chronic throat troubles. The system of removing the press mud and the disposal of effluent was generally more satisfactory than one comes across in the U. P. and Bihar sugar factories and one obvious result of the same was that there was absolutely no bad smell. Many of the liming tank attendants had scars on their hands as a result of the handling of lime solution. In none of the factories under investigation was there any provision of rubber gloves for the use of such workers.

Welfare Activities.

The arrangement for drinking water was satisfactory in one unit, but unsatisfactory in the other. The latrines and urinals in both cases were dirty and ill kept. There were no bathing and washing facilities. In one unit, however, there were six sets of automatic feet washers but none of them was in a working order at the time of enquiry.

Both the units maintain hospitals, with 2 beds in one and 6 beds in the other. The workers and their dependants were treated free, prevalent diseases among them being malaria, influenza, diarrhea, dysentery, skin diseases, sore eyes, typhoid and seasonal epidemics, mostly cholera. The medical officer in one unit said that he had during the last two years treated several cases of ulcers, resembling tropical ulcers, which he attributed to nutritional deficiency. On account of frequent dust storms, eye sore was a very common disease among the sugar workers in both the units.

The system of medicine in both the units was allopathic and the daily average number of patients treated was 170 to 200 in each case. The following table gives the qualifications and emoluments of the medical officers and their assistants :—

TABLE VIII.

Unit.	Qualifications of Doctor.	Emoluments.	Assistants.	Remarks.
1	M.B.B.S. (Bombay)	Rs. 275/- plus free bungalow, servant and conveyance.	1 compounder, 1 dresser & 1 ward boy.	No private practice.
2	L.C.P.S.	Rs. 160/- p.m.	1 Compounder. 1 dresser and 2 ward boys.	Private practice allowed.

In the second unit, a segregation camp existed for patients suffering from infectious diseases. There was no periodical medical examination of workers in any of the units, but the medical officers in both cases alleged that a large number of workers, possibly 25 per cent. or so, suffered from venereal diseases.

Canteens.—Only one unit had a tea canteen. Workers were served tea at their place of duty by the vendor. The average sale was 600 cups a day.

Educational Facilities.—Both the units provided educational facilities to their workers up to III standard in Marathi and English.

Grain shops.—One unit maintained 8 grain shops for the workers. The commodities supplied were *bajri*, jowar, wheat, rice, sugar, cloth, kerosene oil, fuel, potatoes, etc., at controlled rates. The other unit had also a grain

shop and commodities were supplied at less than the Government controlled rates, the company bearing the loss. There was a co-operative consumers' store in one unit where all essential necessities of the average village life were available at moderate rates.

Trade Unions and Strikes.

There was no trade union in any of the sampled factories at the time of my enquiry. In one unit, workers formed a trade union—Belapur Kangar Union—which however, ceased to function about three years ago. There were three strikes in this unit during the last five years on the question of increased wages and allowances. The demands of the workers were conceded to some extent. In the other unit, the wage scales and increments were revised in January 1940, as a result of an agreement between the management and the then union. A strike occurred in May-June 1941, workers demanding an increase in wages and better housing facilities. It continued for about 2 months but it fizzled out in the long run.

During the course of my personal investigations several workers and their representatives alleged that they were harassed by the police and that they were given the impression that trade unions were illegal after the 1942 disturbances. Complaints of victimisation of trade union workers at the hands of the management were also made at both the places.

Safety Acts, etc.

Both the units come under the Factories Act. The factory inspector visits the units once every year. The provisions of the Payment of Wages Act and the Workmen's Compensation Act are duly observed. Complaints were, however, received that some of the technical personnel in the sugar factories were required to work in various shifts the same day on intermittent duties and the spreadover was normally very large in such cases.

To acquaint workers with the provisions of the various labour acts, abstracts of the same were displayed at the entrance of the factories in English and Marathi.

During 1943, there were four accidents—two in each unit. In one unit, no compensation as such was claimed or given. Nevertheless, the company treated the injured workers at an expense of Rs. 200. In the other unit, compensation in one case amounting to Rs. 302|8/- in 1944 was paid.

Provident Fund.

Only one unit has got a provident fund. All permanent workers getting Rs. 20 or more per month are eligible for membership. The contribution of each member per month is at the rate of 7-1|2 per cent. of his monthly income, the company contributing an equivalent sum and paying an interest thereon at 4 per cent.

Civil Condition.

Of 136 persons selected at random for detailed personal investigations from the pay sheets of the two sampled units, 75 were Hindus, 10 Muslims, 44 Christians and 7 scheduled caste. They were all drawn from the neighbouring villages or districts and a very small percentage came from H. E. II. the Nizam's territory. A fairly large percentage among the workers were agriculturists, mostly landless labourers or petty peasants domiciled in the Ahmad-nagar District.

Literacy.—Of 136 workers interviewed, 120 were literate i.e. they were in a position to read and write a letter in their mother tongue. The percentage of literacy, which works out at 88.2, is fairly high. There is a large number of educated workers among the technical staff and it is not uncommon to find a few qualified graduates in science in both the factories.

Marital condition and Dependents.—Like other centres, the percentage of married workers was very high. 120 or 88.2 per cent. of the persons were married. The total number of dependants supported by 136 persons was 536 which gives an average of 3.9 dependants per worker. The family mainly comprised wife and children though it was not uncommon to find parents and widowed sisters living with the workers.

The following table shows the distribution of sampled workers according to the number of dependants supported by them.

TABLE IX.

No. of dependants.					Frequencies.	% of differen groups to the total.
Without dependants	..	..	..	..	..	..
With 1 to 2 dependants	..	..	..	..	25	18.4
With 3 to 4 dependants	..	..	..	..	63	46.3
With 5 to 6 dependants	..	..	..	..	38	27.9
7 or more dependants	..	..	..	..	10	7.4
Total					136	100.0

The majority of workers had 3 to 4 dependants which may be said to be the modal group. Both the median and the arithmetic average lie in the same group.

Indebtedness.

Of 136 persons, 87 or 84 per cent. were found to be in debt to the extent of Rs. 13,841 which gives an average *per capita* indebtedness of Rs. 159. However, the percentage of indebted workers to total workers in different groups increases with the increase in the number of dependants supported. The following table shows the indebtedness according to the number of dependants supported.

TABLE X.

No. of dependants.				No. of indebted workers.	Amount of debt.	Average debt per indebted family.	% of indebted workers in different groups to the total.
					Rs.	Rs.	
1 to 2 dependants	..	..	..	12	1,832	153	48
3 to 4 dependants	..	..	..	40	6,813	170	63
5 to 6 dependants	..	..	..	28	3,350	120	74
7 or more dependants	..	..	..	7	1,846	264	70
Total				87	13,841	159	84

Further, it appears that 26.4 per cent. workers were lightly indebted and 25.2 per cent. were heavily in debt. The following table shows the distribution of indebtedness according to the amount of debt.

TABLE XI.

Indebtedness.	No. of persons.	Percent-age.
Debt upto Rs. 50	23	26.4
Debt between Rs. 51 and 100	26	30.0
Debt between Rs. 101 and 200	16	18.4
Debt over Rs. 200	22	25.2
Total	87	100.0

49 workers, or 36 per cent. of the sample, were free from debt.

Causes of Indebtedness.—Like other centres, the sugar workers at Ahmednagar were indebted, mostly due to domestic and marriage expenses which respectively account for 40.2 and 31.9 per cent. of the total indebtedness. The details about various causes are shown below :—

TABLE XII.

Causes of debt.	No. of loans.	Percentage to all loans.	Total amount of debt. (Rs.)	Percentage of total debt.	Average amount of debt (Rs.)
Marriage	26	22.8	4,410	31.9	170
Sickness	20	17.5	1,997	14.4	100
Death	..	..	..	..	..
Litigation	3	2.6	650	4.7	217
Purchase of land	2	1.8	200	1.4	100
Domestic needs	56	49.2	5,464	39.5	98
Miscellaneous	3	2.6	70	0.5	23
Ancestral	4	3.5	1,050	7.6	262
Total	114	100.0	13,841	100.0	121

Rate of Interest and Agency for Debts.—About 50 per cent. of the total debt was taken from Pathans who charged exorbitant rates of interest. The other agency was that of the village money-lender who was responsible for about 23 per cent. of total indebtedness. Friends and relatives did not charge any interest.

The following table shows the distribution of debts according to interest paid.

TABLE XIII.

Rate of interest.	Amount of debt (Rs.)	Percentage to total.
Free of interest	3,792	27.4
Up to 6½%	2,925	21.1
6½% to 12½%	350	2.5
12½% to 18½%	..	..
18½% to 37½%	3,552	25.7
Over 37½%	3,222	23.3

Housing.

The total number of dwellings visited was 176 in the two sampled units. Unlike sugar factories in U.P. and Bihar, Ahmednagar factories provide accommodation to *almost* all the workers. Hardly 3 per cent. of workers in one unit and 5 per cent. in the other come from the neighbouring villages.

Roughly speaking, three kinds of houses are provided by employers. The first type is known as *kopies**. These are thatched rooms made of cane tops. The management supply the material and workers build them. They provide very little shelter against heat and rain and there is an ever present possibility of their catching fire as the cooking is invariably done inside. The

* *Kopies* are included in one-room tenements in my discussion on housing.

second type of houses has bamboo walls plastered with mud, with roofing of iron or tin sheets. They generally have an open verandah which is used as kitchen. The third type consists of *pucca* plastered structures with tile or tin roofing. Some houses are two- or three-room tenements and are used only for the highly paid mistries and other supervisory staff.

Of these 3 types of tenements, 176 were visited by the investigating staff. The following table shows their size and number.

TABLE XIV.

Size	Number.	Percentage to total.
One-room tenements	166	94.3
Two-room tenements	2	1.1
Three-room tenements	8	4.6
Total ..	176	100.0

The density of occupancy in one-room tenements is the highest as will appear from the following table :—

TABLE XV.

Size.	Number.	Number of rooms	Number of occupants.	Density of occupancy per room
One-room	166	166	869	5.2
Two-rooms	2	4	8	2.0
Three-rooms	8	24	32	1.3
Total ..	176	194	909	4.7

A very large majority of workers, 95.6 per cent. of the total, live in one room tenements, which comprise 85.6 per cent. of the total habitable dwellings. The average area of a room comes to 108.1 square feet and the area per occupant comes to 23 square feet. The following table gives the percentage distribution of rooms and occupants.

TABLE XVI.

Showing the percentage distribution of rooms and occupants.

Size.	% of habitable rooms to total.	% of occupants to total.
One room tenement	85.6	95.6
Two-room tenement	2.1	0.9
Three-room tenement	12.3	3.5
Total ..	100.0	100.0

38.3 per cent. of the houses had no subsidiary rooms. Verandahs were provided in 93 or 52.8 per cent. of houses and courtyards and kitchens in 6.3 per cent of houses. Further details are given below :—

TABLE XVII.

Size.	Subsidiary.				Verandah.				Courtyard.				Kitchen.			
	With.		Without.		With.		Without.		With.		Without.		With.		Without.	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
One-room tenement	2	98.8	83	50	2	164	98.8	2	164	98.8	2	164	98.8	2	164	98.8
Two-room tenement	1	50.0	2	..	1	1	50.0	1	1	50.0	1	1	50.0	1	1	50.0
Three-room tenement	..	100.0	8	..	8	..	..	8	..	..	8	..	8	..	..	..
All dwellings	3	173	98.3	93	83	47.2	11	165	93.7	11	165	93.7	11	165	93.7	93.7

Separate bath rooms and latrines exist only in the case of 11 tenements. The workers normally take their bath at the well or inside the living room and use common latrines or the open fields. The facilities provided in the houses are given in the table below :—

TABLE XVIII.

Size.	Bath Room.			Water Supply.			Latrine.			Electric Light.			Drainage.			Ventilation.					
	With.	Without.		Well.	Tap.	Hand-pump.	Separate.	Common.	Without.		With.	Satisfactory.		Un-satisfactory.		Satisfactory.		Un-satisfactory.			
		No.	%						No.	%		No.	%	No.	%	No.	%	No.	%	No.	%
One-room ..	2	164	98.8	126	2	38	2	129	35	21.1	31	135	81.3	106	60	36.1	138	28	16.9		
Two-rooms ..	1	1	50.0	1	1	..	1	1	..	..	1	1	50.0	1	1	50.0	1	1	50.0		
Three-rooms ..	8	..	..	..	..	8	8	..	..	..	8	..	..	8	..	..	8	..	..		
All dwellings ..	11	165	93.7	127	3	46	11	130	35	19.9	40	136	77.3	115	61	34.7	147	29	16.5		

In one factory there were 8 seats in latrines, 4 for men and 4 for women. The pressure on these latrines was 180 families or about 22.5 families per seat. In the other factory, there were 10 seats for over 250 families, the pressure being 25 families per seat. They were on 'drop' system and were supposed to be cleansed once a day. There were two part-time sweepers to look after these latrines in each factory. Drainage in both the factories was generally very bad. The main drains were uncovered and *katcha* with the result that foul smell emanated from them. Sky holes and ventilators are provided in some tenements but they serve mostly as smoke-holes for the cooking is done inside the rooms. Pucca quarters in one factory have electric light. The '*Kopis*' or thatched huts have no provision for electric light nor is there even a common lamp post in workers' colonies.

The following table shows the nature of roof, floor and walls of the sampled houses.

TABLE XIX.

Size.	Roof.				Floor.		Walls.			
	Tiled.	Covered with iron sheets.	Thatched.	Pucca.	Katcha.	Pucca.	Katcha.	Pucca.	Thatched.	Mud plastered.
One-room	46	64	56	..	155	11	26	50	35	55
Two-rooms	1	1	..	..	1	1	..	2	..	..
Three-rooms	..	..	..	8	..	8	..	8	..	..
All dwellings ..	47	65	56	8	156	20	26	60	35	55

The flooring, roofing and walls were all *pucca* in the three-room tenements, but in one-room tenements they were mostly *katcha*.

The total strength of both the factories during the season comes to no less than 1,594 workers, but it is strange that arrangements about maternity home or child welfare do not exist, nor are there even trained nurses available on the premises. There is an elementary school in each unit but there are no playgrounds, parks or any provision for entertainment. In one factory, some literate persons have formed their own club but this is beyond the reach of common workers. The club in the other factory has a women's section and the wives of the supervisory staff mostly enjoy radio entertainment.

PART II.

MEERUT.

(United Provinces).

The *ad hoc* enquiry into labour conditions in the sugar industry in Meerut district covered 5 units out of a total of 6, all of which come under the category of seasonal factories. The 'season' lasts from mid-November to mid-May, unless there is a short supply of cane in which case it goes down even to 3½ months. Two of the units under reference maintain, like some of the Deccan factories, their own farms for raising sugar cane. In one case, the farm being small, cane is raised only for experimental and demonstration purposes. In the other case, cane is raised

in an appreciable quantity for use in the factory. Almost all the units are situated close to railway stations. This gives them an assured supply of cane and helps them in the disposal of manufactured sugar. A common feature of these factories is that the disposal of effluent and press mud is very defective, with the result that workers have to live in an environment which is surcharged with offensive smell.

Employment.

As August is the off season and January the peak month of production, figures of employment for January 1939 and January 1944 have been taken for comparing fluctuations in the pre-war and the present period. From the following data, it can be seen that there has been an increase in employment to the extent of 29.6 per cent. since the beginning of the present war.

TABLE XX.

Serial number of factory.	No. of persons employed.		Difference between (3) and (2).	Percentage increase.
	January 1939.	January 1944.		
(1)	(2)	(3)	(4)	(5)
1	811	1,148	+ 337	41.6
2	..	743	..	—
3	518	588	+ 70	13.5
4	566	673	+ 107	18.9
5	611	838	+ 227	37.2
Total	2,506	3,247	+ 741	29.6
(Excluding Factory No. 2).				

Seasonal Workers.—Barring permanent workers employed in the engineering, sales, medical and laboratory departments, all others are discharged at the end of the season. No statistics are available for determining the exact percentage of the seasonal workers who are agriculturists. According to the Khaitan Committee, "almost all unskilled labour employed in sugar factories is derived from agricultural families living in the neighbourhood. The unskilled labourers employed in the sugar factories go back to their village homes in the off season and engage themselves in agriculture". Old workers who have worked in previous seasons are given preference when recruitment starts afresh at the beginning of the season.

One unit under investigation pays travelling expenses to some of the skilled workers either at the commencement or at the close of the season provided their work is satisfactory. Another unit pays travelling expenses both at the commencement and at the close of the season to those seasonal workers only whose services are to be retained. The third, the fourth and the fifth unit do not pay generally any such allowance to the workers, as all of them are said to be living in the adjoining villages.

Non-Seasonal Workers.—The staff employed in the office, as also those working in the sales, medical and engineering departments, may be said to be non-seasonal. In all the units, workers in the engineering section attend to repairs and overhauling of machinery and chemists generally to research work on lime, sulphur, factory effluence and sugar cane during the off season.

Length of Service.—The data relating to the length of service in the units under survey do not distinguish between seasonal and non-seasonal workers and

hence there is a large number of them below one year's service as is shown in the following table :—

TABLE XXI.
Showing length of service.

Serial number of factory.	0 to 1 yr.	1 to 5 yrs.	5 to 10 yrs.	Over 10 years
1	365	234	335	124
3	538	60	40	6
4	584	48	71	..
5	679	56	39	38
Total ..	2,166	398	485	168
Percentage in relation to the total.	67.3	12.4	15.1	5.2

Temporary and Permanent Workers.—Workers in sugar factories may be classified into two broad groups, i.e., seasonal and non-seasonal. Among the seasonal workers there is a further distinction between those who are sent away (usually unskilled labourers) at the end of the season and those whose services are retained (usually skilled staff) by being paid reduced salary during the off season. In a way, the non-seasonal staff and those who are paid the retention allowance may be looked upon as permanent, others as temporary. The proportion of the permanent to the entire staff on this basis would vary between 20 to 38 per cent. The non-seasonal staff in one of the units are, in addition to benefits of the provident fund, paid bonus twice a year as against the seasonal staff who are paid bonus only once a year.

Apprenticeship.—There is no system of apprenticeship in any of the units for ordinary or for supervisory posts. Workers are however admitted on lower posts and subsequently promoted to higher ones as and when they acquire sufficient skill and efficiency.

Promotions.—There is no time-scale or grade promotion except in one unit. However, all the other units give increments to their staff on the basis of efficiency and merit.

Labour Turnover.

No separate records were available regarding the number of persons who retired or left voluntarily or were dismissed. It is alleged that unskilled workers are frequently dismissed. The main causes of labour turnover are sickness, social ceremonies, and attractions for better jobs in other industries.

Absenteeism.

Absenteeism in sugar factories is exceptionally low in comparison with other industrial concerns. Nevertheless, on account of the heavy strain involved in certain occupations, workers sometimes absent themselves. Absenteeism increases when the marriage season coincides with the crushing period. In certain localities, *rabi* harvesting takes place in April when agricultural workers would, of course, absent themselves. One of the units pays a 'harvesting allowance' at 2 annas to 3 annas a day during this period.

Standing Orders.

Standing orders defining the relationship between the employers and the employees are conspicuous by their absence in the sampled factories.

Recruitment.

As surplus labour in the rural areas is generally available, no difficulty is experienced in recruiting unskilled labourers. Special officers, jobbers or

contractors are therefore absent in the sugar industry. The factories normally announce the date of commencement of the season in advance and the old hands present themselves on the appointed date.

Labour Officers.

Only one unit has a labour officer. His duties are confined to the distribution of uniforms to the staff and the supervision of the sanitation of the workers' colony, assisted by a sanitary inspector. He is not concerned with workers' complaints and may therefore be looked upon as a labour officer only in name. The grievances of workers are represented by the workers' union in another unit and, in the event of a dispute, the matter is generally referred to the provincial labour commissioner for arbitration. In all other units, the managers alone look into the workers' grievances.

Wages and Earnings.

There are no hard and fast rules for the determination of wages which are usually fixed according to the nature of the work and the skill and efficiency of each worker. There has been no change in the basic rates of wages except in two units where they have been raised by 50 per cent. in the case of some of the low paid employees.

Analysis of Wages and Earnings—For an analysis of wages and earnings, data were obtained in respect of 3,658 workers distributed over 50 occupations in all the five sampled factories. Of these 3,658 workers, 2,049 or 56 per cent. had worked for the full wage period which is the calendar month of December 1944. All were male workers and were time-rated. All the five factories were working four shifts per day—three continuous shifts of 8 hours each and one day shift for the engineering and workshop staff.

An analysis of average daily wages is given below.

TABLE XXII.

Showing average daily wages (not including allowances).

Wage groups.	No. of workers.	Percentage to total.	Cumulative frequencies of percentage.	Remarks.
Less than 4 annas ..	..	..	0	
Annas 4 but less than Annas 6 ..	6 ..	..	0	
" 6 " " " 8 ..	1,638 ..	44.8	44.8	Mode-
" 8 " " " 10 ..	900 ..	24.6	69.4	Median.
" 10 " " " 12 ..	169 ..	4.6	74.0	
" 12 " " " 14 ..	140 ..	3.8	77.8	
" 14 " " " Re. 1 ..	205 ..	5.1	85.9	
Re. 1 but less than Re. 1/2 ..	45 ..	1.2	87.1	
Rs. 1/2 but less than Rs. 1/4 ..	176 ..	4.8	91.9	
Rs. 1/4 but less than Rs. 1/8 ..	70 ..	1.9	93.8	
Rs. 1/8 but less than Rs. 1/12 ..	48 ..	1.3	95.1	
Rs. 1/12 but less than Rs. 2 ..	66 ..	1.8	96.9	
Over Rs. 2 ..	113 ..	3.1	100.0	
Total ..	3,658 ..	..	..	

In respect of wages, the mode lies in the group "6 annas but less than 8 annas" comprising 44.8 per cent. of the workers. The median lies in the other group "8 annas but less than 10 annas". As many as 85.9 per cent. workers draw less than Re. 1/- per day and only a small percentage gets more than one rupee as basic wages. The frequency table of net earnings including allowances is placed below. This gives an idea of the actual earnings per day.

TABLE XXIII.

Earning groups.	No. of Workers.	Percentage to the total.	Cumulative frequencies of percentage.	Remarks.
Less than Annas 8	..	..	..	
As. 8 but less than As. 12 ..	..	..	..	
As. 12 but less than Re. 1 ..	2,424	66.3	66.3	Mode-Median.
Re. 1 but less than Rs. 1/4 ..	695	19.0	85.3	
Rs. 1/4 but less than Rs. 1/8 ..	157	4.3	89.6	
Rs. 1/8 but less than Rs. 1/12 ..	67	1.8	91.4	
Rs. 1/12 but less than Rs. 2 ..	42	1.1	92.5	
Rs. 2 but less than Rs. 2/4 ..	50	1.4	93.9	
Rs. 2/4 but less than Rs. 2/8 ..	67	1.8	95.7	
Over Rs. 2/8	156	4.3	100.0	
Total	3,658	100.0	..	

In respect of the average daily earnings, the mode and median lie in the group "12 annas but less than Re. 1" comprising 66.3 per cent. of workers. As many as 85.3 per cent. get below Rs. 1¼ per day.

Dearness Allowance.—Dearness allowance is paid by all the units under investigation but at different rates. One unit pays at a flat rate of Rs. 12/- per month, another pays 4 annas per Re. 1/- of basic wage subject to a minimum of Rs. 5/- and a maximum of Rs. 75/-. In three units, dearness allowance is paid at rates varying according to the scales of pay. In two of these units, dearness allowance is linked with the cost of living index number of Cawnpore. In addition to dearness allowance, 2 units pay a supplementary allowance and a ration allowance at the rate of Rs. 6/- per mensem.

Overtime.—According to the employers, sugar manufacturing is carried on in three shifts throughout the 24 hours and there is therefore no necessity or possibility of overtime work. My enquiries indicate the possibility of overtime under certain circumstances. It was further found that the system of paying overtime wages was not normally in vogue.

Deductions, Fines and Fine Funds.—There are no unauthorised deductions, no fines and no fine funds in any of the units under investigation.

Wage Period.—The calendar month is the wage period in all the factories and workers are paid their wages within 7—10 days of the expiry of the wage period.

Closed Days.—There are no regular closed days during the season except for the day-shift. During the off season, however, Sundays and festival days are observed as holidays for the non-seasonal workers.

Civil Condition.

The enquiry into the civil condition of workers employed in the sugar industry in Meerut district covered 800 samples. Of these, 695 (86.9 per cent.) were Hindus, 79 (9.9 per cent.) Muslims, 13 (1.69 per cent.) Christians and 13 (1.6 per cent.) Sikhs. 224 (28 per cent.) only were literate. 621 (77.6 per cent.) were married and 179 (22.4 per cent.) unmarried.

The number of workers supporting dependants was as high as 768 or 96 per cent. of the total. The following table shows the distribution of workers according to the number of dependants :—

TABLE XXIV.

Showing distribution of workers according to the number of dependants supported by them.

No. of dependants	..	Nil	1—2	3—4	5—6	7 & over	Total.
Number of workers	..	32	200	329	172	67	800
Percentage in different groups	..	4%	25%	41%	21.5%	8.4%	100

In respect of the number of dependants supported, the group '3 to 4 dependants' was the modal group covering 41 per cent. of all workers and 42.8 per cent. of those with dependants. The total number of dependants was 2,867 which gives an average of 3.7 dependants per worker (exclusive of those without dependants). Thus, the average size of the family lies also in the modal group. This is because of a fairly even distribution of persons with dependants above and below the modal group.

Indebtedness.

The indebtedness of samples covered by the enquiry is brought out by the following table :—

TABLE XXV.

Showing indebtedness of workers according to the number of dependants supported by them.

Number of dependants	..	Nil	1—2	3—4	5—6	7 & above	Total.
Number of indebted workers	..	16	139	267	145	61	628
Amount of debt (Rs.)	..	7,930	49,952	97,398	53,329	36,235	244,844
Average amount of debt per indebted worker (Rs.)	..	496	359	365	368	594	390
Percentage of indebted workers to total in different groups	..	50	69.5	81.2	84.3	91.0	78.5

78.5 per cent. of them were found in debt with a *per capita* indebtedness of Rs. 390| on indebted persons. But the incidence of indebtedness varied with the number of dependants supported. Thus, the percentage of indebted samples without dependants to the total number of such samples was 50. The percentage rises as the number of dependants supported increases. It was as high as 91 per cent. in case of those with 7 or more dependants. The average amount of debt, however, is lowest in the case of those with 1 to 2 dependants, and higher than the average in groups with 'no dependants' and '5 to 6 dependants'.

The table below shows the extent of indebtedness of indebted samples in a different light. It is seen that 6.1 per cent. only of indebted persons had debt of less than Rs. 50. Another 16.2 per cent. were indebted from Rs. 51 to Rs. 100. Altogether, 42.5 per cent. persons had debt below Rs. 200. The remaining 57.5 per cent. had a debt of over Rs. 200 and were partly below the average of Rs. 390 and partly above it.

TABLE XXVI.

Showing distribution of indebted persons in specified indebtedness groups.

Number of persons in debt. (1)		Number of persons free of debt. (2)		Debt upto Rs. 50 (3)		Debt between Rs. 51 and Rs. 100. (4)		Debt between Rs. 101 and Rs. 200. (5)		Debt over Rs. 200. (6)	
No.	% of total.	No.	% of total	No.	% of Col. 1.	No.	% of Col. 1.	No.	% of Col. 1.	No.	% of Col. 1.
628	78.5	172	21.5	33	8.1	102	16.2	127	20.2	361	57.5

Table XXVII contains an analysis of the causes responsible for the total debt of Rs. 2,44,844 incurred by 628 indebted persons :—

TABLE XXVII.

Causes of debt.	Number of instances of loans.	%age of all loans.	Amount of debt.	%age of total debt.	Average amount of debt.
			Rs.		Rs.
Marriage	353	50.5	1,42,117	58.0	397
Sickness	45	6.3	6,828	2.8	152
Death	27	3.8	9,910	4.0	367
Litigation	7	1.0	1,910	0.8	273
Purchase of land	147	20.7	53,185	21.8	362
Domestic needs	93	13.1	14,554	5.9	157
Miscellaneous	12	1.7	12,250	5.0	1,021
Ancestral	20	2.9	4,090	1.7	205
All	709	100.0	2,44,844	100.0	345

There were altogether 709 instances of loans taken by 628 indebted samples. 50.5 per cent. of such instances were due to marriages and 20.7 per cent. for purchase of land. Domestic needs accounted for an unusually low percentage of 13.1 of loans and a still smaller percentage of 5.9 of total debt. Debt on account of litigation and ancestral legacies is remarkably small. The following table gives the burden of interest charges on indebted persons :—

TABLE XXVIII.

Rate of interest.	Free of interest.	Up to 6½%.	6½% to less than 12½%	12½% to less than 18½%.	18½% to less than 37½%.	Over 37½%.
Amount of Debt (Rs.) ..	23,827	3,150	15,550	25,550	1,59,764	17,003
% of total debt ..	9.7	1.3	6.4	10.4	65.3	6.9

The burden of indebtedness in terms of interest charges is shown in table XVIII. That it is heavy is borne out by the fact that 65.3 per cent. of debt was subject to interest charges between 18½ and 37½ per cent.

Working Conditions.

1. *Hours of work.*—There are three shifts of workers of 8 hours each in the processes connected with sugar manufacture. In the workshop, the work is generally done during the day. In one unit alone, there is a night shift for workshop men. The following table gives the working hours for the general shift :—

TABLE XXIX.

Serial No. of the factory.	Hours of work.	Rest interval.	Hours worked.	Remarks.
1	8 A.M. to 6 P.M.	One hour	9	Cane shift.
	6 P.M. to 3 A.M.	"	8	
	12 NOON to 10 P.M.	"	9	
	8 A.M. to 7 P.M.	"	10	
2	8 A.M. to 7 P.M.	"	9	Cane shift.
3 & 4	8 A.M. to 6 P.M.	"	9	
5	8 A.M. to 6-30 P.M.	"	9½	

There are no overlapping shifts except the day cane shift at 1. It consists of coolies who unload cane from vehicles.

Ventilation, Lighting, etc.—Ventilation and lighting are generally satisfactory in all the units. Where natural lighting is deficient, electric light is provided. Flooring in all the factories is paved with bricks or is cemented, though it is worn off in some places.

There are many steam leakages inside the factories which make the atmosphere hot and humid and even intolerable towards the end of the season. The drains inside the factories are neither adequate nor properly covered. Only two factories have rest shelters, 1800 sq. ft. and 1200 sq. ft. in area. There is no furniture whatsoever in one shelter. As there are night shifts, night shelters are considered necessary for workers to enable them to sleep either before or after the work. Disposal of effluent in almost all the factories is very unsatisfactory. In one unit the effluent is passed through a pucca drain to a distance of over one mile to be spread over the fields. In others, there are ponds for this purpose. The press mud which can be utilised as manure for the fields is permitted to lie in factory compounds producing an offensive smell all over.

Electric and exhaust fans are conspicuous by their absence. Needless to say that, in the humid and hot atmosphere as is found inside the factories particularly near the machinery, fans are necessary. Nor is there any provision for the supply of rubber gloves or shoes to workers who come in contact with lime.

Flush latrines are provided only in one factory. The number of latrines is inadequate, except in two units. There are no urinals in one unit. Water taps are few in number and are not placed within the easy reach of workers. There are no washing or bathing facilities. However, cool water for drinking purposes is supplied in all units.

Welfare Activities

Dispensaries.—All the sampled units have dispensaries where free medical aid is given both to workers and their families. The system of medicine is allopathy in all cases. The prevalent diseases are malaria, dysentery, diarrhoea, pneumonia and eye diseases. According to the medical officer of one sampled unit, malaria and venereal diseases account for 30 per cent. and 1 per cent. respectively of the total number of cases. One factory reports a few cases of tuberculosis. The following statement gives details of the medical staff, their qualifications, emoluments and the average daily number of cases treated in each sampled unit.

TABLE XXX.

Serial No. of factory.	Staff.	Emoluments of doctors excluding allowances (Rs.)	Qualifica- tions.	Daily No. of cases.
1	1 Doctor	..	M.B.B.S.	..
	1 Compounder	..		
2	1 Doctor	275	M.B.B.S.	150
	3 Compounders	..		
	1 Nurse	..		
3	1 Doctor	100	L.M.S.F.	70—80
	1 Compounder	..		
4	1 Doctor	150—400	M.B.B.S.	150 in season
	2 Compounders	..		75—100 in
5	2 Doctors	130	L.M.P.	off season
	4 Compounders	100		101
	1 Midwife	..		

Canteens.—No canteen is maintained at any of the factories, though one of them provides tea to night workers. There are, however, private restaurants outside the premises of factories.

Grain Shops.—There are grain shops only in two factories where standard cloth, wheat, millets, gram, soap, ghee and sugar are sold at controlled price or at cost price, whichever is less. One factory sells wheat at the rate of 5 seers per rupee upto 20 seers to workers drawing Rs. 15 or below per month and at Rs. 10½ per maund upto one maund to those drawing over Rs. 15 per month.

Creche.—There are no women workers in any unit and the question of creche, therefore, does not arise.

Education.—Three factories run primary schools. The fourth has an Anglo-Vernacular Middle School while the fifth maintains a High School for boys and lower primary school for girls.

Trade Unions.

There is a trade union only in one factory. Employees drawing less than Rs. 200 per month are eligible on payment of one day's wages as annual subscription. The union admits outsiders, whose services are considered essential, as honorary members. The following table gives details of three strikes which have occurred during the last few years—one each in three units.

TABLE XXXI.

Serial No. of factory.	Year.	Demands.	Results.
1	1943	1. Workers are not to be discharged for participation in the strike 2. Wages for the strike days will be given. 3. Workers should get equal increments. 4. Dearness allowance to be raised	1 and 3 were accepted. 2nd was rejected as previous notice of strike was not given. Dearness allowance was linked with the Cawnpore index No. Eight days' leave with pay was sanctioned.
3	1944	5. Either housing accommodation should be provided to all workers or house rent should be given. 6. 12 days' leave with pay. 1. Payment of bonus in the middle of the season. 2. D.A. should be increased	Arbitrated by the Labour Commissioner, Cawnpore, as follows :— 1. To be paid at the end of the season after accounts had been prepared. 2. Increased by Rs. 4.
4	1944	Partial strike engineered by outsiders No specific grievances.	

As a consequence of the seasonal character of the industry, the trade union workers are victimised and employers refuse to employ the active members at the commencement of a season.

Safety Acts.

All the five factories come under the Factories Act, Electricity Act. Payment

of Wages Act and Workmen's Compensation Act. They have been inspected once a year and the following remarks have been mostly made in the inspection books :—

1. Machinery platforms, etc., are not properly fenced.
2. Latrines are not sufficient and not properly constructed or kept.
3. Abstracts of various Acts are not properly exhibited.
4. Attendance registers and inspection books are not properly kept.
5. Drainage and flooring are not satisfactory.

Occupational Diseases.—None of the factories reports any occupational disease.

Accidents and Compensation.—The following table shows the details of accidents and amount of compensation paid in 1943 :—

TABLE XXXII.

Serial No. of factory.	Death.		Permanent disablement.		Temporary disablement.	
	No.	Amount paid.	No.	Amount paid.	No.	Amount paid.
		Rs.		Rs.		Rs.
3	2	2,400	2	769/8	4	41/7/6
4	..	..	..	..	6	55/8/-

Provident Fund

There are two factories where a provident fund scheme is in force. In one, it is open only to the superior staff. In the other, it is open to all the permanent members of the staff getting Rs. 21 or more. The rate of contribution is $1\frac{1}{10}$ th of basic wages for the staff getting between Rs. 21 and 50 and $1\frac{1}{12}$ th of basic wages for those who earn more than Rs. 50. The employers' contribution is the same as workers'. Interest at 4 per cent. per annum is paid every year and investments are made in trustee securities.

If a member retires from service or dies, the full amount standing against him is paid. If he leaves the service after giving the required notice or is honourably discharged, he gets his own contribution with interest and the following share of the contribution of his company.

Less than two years' service	..	..	..	Nil.
Between 2 years' and 4 years' service	..	..	..	1/4th.
Between 4 years' and 6 years' service	..	..	..	1/3rd.
Between 6 years' and 8 years' service	..	..	..	$\frac{1}{2}$
Between 8 years' and 10 years' service	..	..	..	3/4th.
Over 10 years' service.	..	..	..	full.

In case of dismissal or departure without prescribed notice, the member is entitled only to his own contribution and interest thereon.

Housing.

The total number of dwellings surveyed was 708, of which 496 were provided by the employers and 212 were private houses. As table XXXIII shows, one-room dwellings predominated in both classes of housing. 74.6 per cent. of L779DofL

employers' houses and 72.2 per cent. of private houses were one-room dwellings, while two-room dwellings constituted 18.2 per cent. of the total in the former class and 22.1 per cent. in the latter class.

The following table gives the distribution of dwellings according to size.

TABLE XXXIII.

Size	Employers' houses.		Private houses.	
	No. of dwellings.	Percentage of total.	No. of dwellings.	Percentage of total.
One room	370	64.6	153	72.2
Two rooms	90	18.2	47	22.2
Three rooms	30	6.0	8	3.8
Four rooms	5	1.0	2	0.9
Five rooms	..	..	2	0.9
Six rooms	1	0.2	..	..
Total	496	100	212	100

While the distribution of one and two room dwellings in the employers' quarters and private houses was more or less equal, the density of occupancy was far from being so; private houses showing definite signs of congestion relative to the density of occupancy in employers' houses. The 212 private houses comprised 289 rooms and the number of occupants in them was 1,216; which gives the density of occupancy equal to 4.2 persons per room of an average area of 153 sq. feet. On the other hand, the employers' houses comprised 666 rooms and accommodated 1,991 persons giving the density of occupancy equal to 3 persons per room of an average area of 119 sq. feet. The average area in the employers' houses was 22 per cent. less than the average area of the rooms in private dwellings, the density of occupancy was on the other hand less by 29 per cent.

The following table shows the density of occupancy in dwellings of different sizes.

TABLE XXXIV.

Size of dwelling.	No. of dwellings.		No. of rooms.		No. of occupants.		Density of occupancy	
	Employers'.	Private.	Employers'.	Private.	Employers'.	Private.	Employers'.	Private.
1 room ..	370	153	370	153	1,380	765	3.7	5.0
2 rooms ..	90	47	180	94	441	325	2.5	3.5
3 rooms ..	30	8	90	24	133	65	1.5	2.7
4 rooms ..	5	2	20	8	29	33	1.5	4.1
5 rooms ..	..	2	..	19	..	28	..	2.8
6 rooms ..	1	..	6	..	8	..	1.3	..
Total ..	496	212	666	289	1,881	1,216	3.0	4.2

The density of occupancy may be looked upon from another angle of vision. The following table shows the percentage distribution of habitable rooms and occupants in dwellings of different sizes.

TABLE XXXV.

Size of dwellings.	% of habitable rooms to total number of rooms.		% of occupants to total number of occupants.	
	Employers'.	Private.	Employers'.	Private.
1 room	55.6	52.9	69.3	62.9
2 rooms	27.0	32.5	22.2	26.8
3 rooms	13.5	8.3	6.7	5.3
4 rooms	3.0	2.8	1.4	2.7
5 rooms	..	3.5	0.4	2.3
6 rooms	0.9	..	..	..
Total	100.0	100.0	100.0	100.0

It appears from the above table that in both the classes of houses one room dwellings accommodated a larger percentage of occupants than was warranted by the percentage of total rooms comprised in them.

Subsidiary rooms and other amenities.—It is in the matter of the provision of amenities that employers' houses stand superior to private houses. While all houses provided by the employers had got verandahs, among the private houses only 22.6 per cent. had verandahs. In the matter of kitchens 86 per cent. of employers' houses had one against 10 per cent. of private houses. Not one of the private houses had a bath room, 86.7 per cent. of the factory houses enjoyed this amenity. And so too in respect of water supply, electricity, drainage and ventilation, employers' houses stand much higher than private houses. The following comparative tables show the amenities in the houses.

TABLE XXXVI (a).

	Subsidiary rooms.		Verandahs.		Courtyards.		Kitchens.	
	No. of rooms.	No. of dwellings.	With	Without	With	Without	With	Without
<i>Employers' Houses.</i>								
All dwellings ..	182	121	496 (100%)	..	430 (86.7%)	66	427 (86%)	69
One room ..	109	70	370 (100%)	..	304 (82.2%)	66	301 (82%)	69
Two rooms ..	46	31	90 (100%)	..	90 (100%)	..	90 (100%)	..

TABLE XXXVI (b).

<i>Private Houses</i>								
All dwellings ..	25	22	48 (22.6%)	164 (28.3%)	152	21 (9.9%)	191	
One room ..	14	13	35 (22.9%)	118 (15.7%)	129	14 (9.2%)	139	
Two rooms ..	6	6	4 (8.5%)	43 (53%)	22	4 (8.5%)	43	

TABLE XXXVI (c)
Employers' Houses.

	Bath rooms.		Latrinea.		Water supply.		Electricity.		Drainage.		Ventilation.	
	With	Without	With	Without	With	Without	With	Without	Satis- factory.	Unsatis- factory.	Satis- factory.	Unsatis- factory.
All dwellings	430 (86%)	66	389 (90.7%)	97	161 (32.57%)	335	274 (55.2%)	222	66 (13.4%)	430	103 (20.8%)	393
One room dwellings	304 (82.2%)	66	273 (73.8%)	97	60 (16.3%)	310	159 (43%)	211	30 (8.1%)	340	60 (16.2%)	310
Two room dwell- ings.	90 (100%)	..	90 (100%)	..	71 (78.9%)	19	89 (98.9%)	1	25 (27.8%)	65	40 (44.4%)	50

TABLE XXXVI (d).
Private Houses.

	Bath rooms.		Latrinea.		Water supply.		Electricity.		Drainage.		Ventilation.	
	With	Without	With	Without	With	Without	With	Without	Satis- factory.	Unsatis- factory.	Satis- factory.	Unsatis- factory.
All dwellings	..	All	13 (6.1%)	199	2 (0.9%)	210	..	All	1 (0.5%)	211	..	All
One room dwellings	..	All	8 (5.2%)	145	..	All	..	All	..	All	..	All
Two room dwellings	..	All	5 (10.6%)	42	2 (4.3%)	45	..	All	1 (2.1%)	46	..	All

PART II—*contd.***GORAKHPORE.**

Out of a total of 13 sugar factories in Gorakhpore district, 9 employing 7,923 workers were selected for purposes of an *ad hoc* enquiry into labour conditions. This represents a sample of 69 per cent. of all factories.

Employment.

The following table gives the number of workers in each of the sampled units in the years 1939 and 1944.

TABLE XXXVII.

Showing employment in 1939 and 1944.

Serial number of factories.				January 1939.	January 1944	Increase (+) or decrease (—) or %increase (+) or decrease (—)	
1.	..	..	..	737	791	+54	+7.33
2.	..	..	..	824	830	+6	+0.73
3.	..	..	..	757	795	+38	+5.02
4.	..	..	..	551	662	+111	+20.15
5.	..	..	..	384	370	—14	—3.65
6.	..	..	..	700	798	+98	+14.00
7.	..	..	..	756	835	+79	+10.45
8.	..	..	..	858	916	+58	+6.76
9.	..	..	..	1,948	1,926	—22	—1.13
Total				7,515	7,923	+408	+5.43

It is clear that, in comparison with the pre-war employment figures, there has been a slight increase in the number of operatives in 1944 in *almost* all the sampled units. The table given below gives the distribution of time-rate and piece-rate workers in the different sampled units.

TABLE XXXVIII.

Showing the distribution of time-rate and piece-rate workers.

Serial number of factories.		January 1939.					January 1944.				
		Total.	Time-rate.	%age to total.	Piece-rate.	%age to total.	Total.	Time-rate.	%age to total.	Piece-rate.	%age to total.
1.	..	737	725	98.4	12	1.6	791	776	98.1	15	1.9
2.	..	824	792	96.1	32	3.9	830	802	96.6	28	3.4
3.	..	757	757	100	..	..	795	795	100	..	..
4.	..	662	634	95.8	28	4.2	651	551	100	..	..
5.	..	384	384	100	..	..	370	370	100	..	..
6.	..	700	700	100	..	..	798	798	100	..	..
7.	..	756	756	100	..	..	835	835	100	..	..
8.	..	858	858	100	..	..	916	916	100	..	..
9.	..	1,948	1,948	100	..	..	1,926	1,926	100	..	..

This table shows that the majority of workers are paid on a time-rate basis. It is also apparent that, except in one case, there has not been a considerable change in the proportion of time-rate and piece-rate workers in 1944 as compared with 1939. In some units, contract labour was engaged for sewing,

stacking and loading the sugar bags and shunting the railway wagons. In other units, employers directly engaged labour on daily wages or utilised workers from other departments for this purpose.

None of the sampled units employed any woman or child labour.

The following table gives the distribution of workers according to their length of service in the sampled units :—

TABLE XXXIX.

Showing distribution of workers according to the length of their service.

Length of service.	No. of workers in 1945	Percentage to total
0—1 year	884	10.9
1—5 years	2,230	27.5
5—10 years	2,438	30.0
10 years and above	2,562	31.6
Total	8,114	100.0

As the sugar industry in Gorakhpore has been established for the last many years, the largest number of workers (including seasonal workers) had put in over 10 years of service and the new workers with less than a year's service were hardly 11 per cent. of the total.

Permanent and Temporary Workers.—Instead of the usual classification into permanent and temporary workers that holds in perennial factories, the workers in sugar factories may be classed as seasonal and non-seasonal. Among the non-seasonal staff there are two categories—those who get full pay all the year round and those who get a retention fee during the off-season. No special privileges were given to non-seasonal workers except that leave with pay is granted in certain units. The following table gives the distribution of seasonal and non-seasonal workers in the sampled units :—

TABLE XL.

Showing percentage distribution of seasonal and non-seasonal workers in the different sampled units at Gorakhpore.

Serial number of factory.	Percentage of non-seasonal workers to total.	Percentage of seasonal workers to total.
1.	14.2	85.8
2.	22.9	77.1
3.	16.5	83.5
4.	5.0	95.0
5.	25.0	75.0
6.	30.0	70.0
7.	25.0	75.0
8.	17.0	83.0
9.	34.0	66.0

Apprenticeship.—In none of the sampled units was there a regular apprenticeship system.

Promotion.—None of the sampled units had any system of graded or time-scale promotion. Promotions were, however, said to be given at the discretion of the management on individual merit and efficiency. The technical staff was given promotions from time to time.

Labour Turnover.

Information in respect of labour turnover under different causes, was collected by my Investigating staff from the attendance registers of sampled units. This shows that labour turnover in sugar is smaller as compared with other types of factories. Nearness of home of unskilled and semi-skilled workers, absence of more lucrative occupations in the neighbourhood, the coincidence of the crushing season with the slack season in agriculture and the payment of bonus in some units to workers in continuous service are some of the causes for low percentage of labour turnover in the sugar factories.

TABLE XLI.
Showing labour turnover in 1939 and 1944.

Cases.					1939	1944
Voluntary	..	..	..	..	4.72%	3.29%
Dismissal	..	..	..	..	0.18%	0.32%
Total					4.9%	3.51%

Absenteeism.

Absenteeism, as calculated by the investigating staff from the attendance registers was 1.9 per cent. in the season 1938-39 and 2.9 per cent. in 1943-44. It may be noted here that most of the mills stopped crushing by the middle of March in 1939 whereas in 1944 crushing continued upto the end of April. As April is the harvesting month in Gorakhpore, absenteeism evidently increased in 1944. Absenteeism as such is due to sickness, social ceremonies and work on the fields. It may be noted that absenteeism during crushing season in the sugar industry is comparatively less than in some of the urban industries.

Standing Orders.

There were no written rules or regulations governing the relationship of employers and employees in any of the sampled units. Only in the case of the supervisory staff, some of the factories entered in an agreement in regard to pay, period of employment and other conditions of service.

Recruitment.

Recruitment of labour in the sugar factories presents comparatively less difficulties than in other industries. The question of *de novo* recruitment of most of the skilled workers does not arise as they are retained for the whole year. As the crushing season starts, the unskilled and semi-skilled workers present themselves at the factory gates and recruitment is made by departmental heads, old workers always getting a preference over new comers. In the case of the recruitment of unskilled workers, there is very little evidence of jobbery and corruption but the case of the semi-skilled workers is different. As the fixation of their emoluments depends on the recommendations of the departmental heads, it is alleged that corruption and favouritism are not uncommon.

Labour Officer.

None of the sampled units has a labour officer. Grievances of a minor character are heard and decided by departmental heads. Complaints of a more serious character lie with the manager, the managing agents or the proprietor. The workers alleged that the approach to labour problems was entirely mechanical and they were not consequently satisfied with it.

Wages and Earnings.

The basic wages of unskilled workers have increased during the war by 20 per cent. in seven and by 50 per cent. in one out of the nine sampled factories.

There were no hard and fast principles determining the wage rates of different categories of workers. The wage rate for unskilled labour was 6 annas a day in all the units. Qualifications, experience and efficiency of the individual operative were said to be taken into consideration in determining the wage rates of all workers.

Dearness Allowance, Bonus, Gratuity, etc.—All the factories under reference have been giving dearness allowance to their employees since 1941-42. Eight factories had adopted the graded system of allowance while one had a flat rate. The rates ranged from 50 per cent. of the wages to 75 per cent. The following table gives the details of dearness allowance :—

TABLE XLII.

Factories	System.	Present rates.		Date of introduction of dearness allowance.
1.	Graded	Re. 1 to 80 ..	75%	1941-42.
		Rs. 81 to 200 ..	49½% or a minimum of Rs. 61/8	
		Rs. 201 and over ..	30% or a minimum of Rs. 100/8	
2.	"	Upto Rs. 50 p.m. ..	9 As. per rupee of the salary.	1941-42.
		Rs. 50 to Rs. 56 ..	Rs. 28/2 fixed allowance.	
		Rs. 57 to 100 ..	8 As. per rupee.	
		Rs. 101 to 200 ..	Rs. 50 fixed allowance.	
		Rs. 201 to 500 ..	10% of the salary.	
3.	"	Up to Rs. 25 ..	As. 8 per rupee.	1941-42
		Rs. 26 to 35 ..	As. 7 per rupee.	
		Rs. 36 to 50 ..	As. 6 per rupee.	
		Rs. 51 to 100 ..	As. 5 per rupee.	
		Rs. 101 to 200 ..	As. 4 per rupee.	
		Rs. 201 to 500 ..	7½%	
		Over Rs. 500 ..	5%	
4.	Proportionate Rate	50% ..	..	1941-42.
5.	Graded	Upto Rs. 90 ..	65%	1941-42
		Above Rs. 90 ..	50%	
6.	"	Re. 1 to Rs. 25 ..	8 As. per Re.	1st Jan. 42.
		Rs. 26 to 35 ..	7 As. per Re.	
		Rs. 36 to 50 ..	6 As. per Re.	
		Rs. 51 to 100 ..	5 As. per Re.	
		Rs. 101 to 200 ..	4 As. per Re.	
		Over Rs. 200 ..	20%	
7.	"	Upto Rs. 100 ..	50%	Dec. 1941
		Rs. 101 to 200 ..	35%	
		Rs. 201 to 300 ..	30%	
		Rs. 301 and above ..	20%	
8.	"	Upto Rs. 100 ..	50%	Not known.
		Rs. 101 to 200 ..	35%	
		Rs. 201 and above ..	25%	
9.	"	Upto Rs. 25 ..	8 As. per rupee with a minimum of 12/8	1st. Jan. 1942.
		Rs. 26 to 35 ..	7 " " 15/5	
		Rs. 36 to 50 ..	6 " " 18/12	
		Rs. 51 to 100 ..	5 " " 31/4	
		Rs. 101 to 200 ..	4 " " 50	
		Rs. 201 to 500 ..	20 of salary " " 100	
		Over Rs. 500 ..	17% " and a maximum of Rs. 225.	

The award of bonus depended on the profits of the firms and this privilege was extended to those workers only whose services, were good and satisfactory. The amount of bonus ranged between 15 days' and 3 months' wages of the employees.

Overtime.—No overtime was said to be worked. The workers however alleged that, in case of break-down or other emergency, they worked overtime without payment.

Deductions.—No deductions were said to be made by any of the sampled units except for purposes permitted under the Payment of Wages Act. However, the workers in one unit alleged that they were compelled to subscribe for certain purposes such as the construction of roads or for school.

There was no fine fund in any of the units as, normally, the system of fines is not in vogue.

Wage period.—In all the units under reference, the wage-period was one calendar month. Wages were paid within seven days of the expiry of wage period.

Holidays.—There were no regular closed days during the crushing season in any of the sampled units. The shifts were so arranged as to give 32 hours' continuous rest in 13 days to each operative. The workers in the day-shift were, however, allowed a weekly off-day. During the off-season, Sundays are regular closed days. Important festivals, both during the crushing and the off season, are observed as holidays but, in none of the sampled units, was a list of approved holidays maintained.

Analysis of wages and earnings.—Data of wages and earnings of workers were collected from the pay rolls of nine factories for all the employees who had worked the maximum number of days in the month of January 1945. This covered 4,912 workers out of a total of 6,638, giving a sample of 74 per cent. The following table gives further details :—

TABLE XLIII.

Serial number of factory.	Number of workers.	Number of samples.	% of samples to the total.
1.	802	584	72.8
2.	752	422	56.1
3.	1,631	1,163	70.7
4.	735	645	87.8
5.	642	508	79.1
6.	310	200	87.1
7.	620	475	76.6
8.	511	340	68.3
9.	635	506	79.7
	6,638	4,912	74%

All the workers were men and were time-rated. The basic wages are mostly within the group ' 6 annas but less than 8 annas '. This group covers as many as 4,579 out of 6,638 or 69 per cent. of the sample. The next largest group gets less than 6 annas and covers 17.5 percent of the sample. The following table gives the basic wages of the workers in the sampled units :—

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TABLE XLIV.

Wage groups.	No. of workers.	Percentage to total.	the
Less than 4 Annas	2	0.0	
4 As. but less than 6 As.	1,165	17.5	
6 .. 8 As.	4,579	69.0	
8 .. 10 As.	195	3.0	
10 .. 12 As.	138	2.1	
12 .. 14 As.	102	1.5	
14 .. Re. 1	113	1.7	
Re. 1 .. Rs. 1/2	51	0.8	
Rs. 1/2 .. Rs. 1/4	109	10.7	
Rs. 1/4 .. Rs. 1/8	53	0.8	
Rs. 1/8 .. Rs. 1/12	8	0.1	
Rs. 1/12 .. Rs. 2	42	0.6	
Over Rs. 2	81	1.2	
Total	6,638	100%	

The net earnings of workers who had worked for the maximum days in January 1945 show that 5,550 workers, out of a total of 6,638, or 83.6 per cent. get between '8 annas but less than 12 annas' including allowances, overtime etc., and as many as 89.4 per cent. workers get below Re. 1. Only a small proportion of 21 per cent. workers draw over Rs. 2/8. The following table shows the details of the net earnings, including allowances, etc.

TABLE XLV.

Earning groups.	No. of workers.	Percentage of total.
Less than 8 As.	15	0.2
8 As. but less than 12 As.	5,550	83.6
12 .. Re. 1	368	5.6
Re. 1 .. Rs. 1/4	79	1.2
Rs. 1/4 .. Rs. 1/8	154	2.3
Rs. 1/8 .. Rs. 1/12	116	1.7
Rs. 1/12 .. Rs. 2	137	2.1
Rs. 2 .. Rs. 2/4	47	0.7
Rs. 2/4 .. Rs. 2/8	39	0.6
Over Rs. 2/8	133	2.0
Total	6,638	100.0

Working Conditions.

Shifts.—In all the sampled units there were 4 shifts in force, 3 of 8 hours each without a rest interval for the manufacturing department and one day shift of 10 hours with a rest interval of one hour for the engineering department. Workers in the manufacturing department worked in rotation in three different shifts. No overlapping shifts were worked in any unit.

Rest Shelters.—Rest shelters were not provided in any of the units and the employers even asserted that they were unnecessary.

General Working Conditions.—In most of the units visited, ventilation was generally satisfactory. In 4 units, the flooring was cemented and the general cleanliness was fairly good. In the remaining 5 units, the floor was brick-laid and was uneven and broken at places. The drains inside 2 units were all

covered and kept clean, while in others they were neither clean nor properly covered. In the majority of cases, there were iron staircases. In two units there were wooden staircases, the condition of which was not at all satisfactory. The upper floors of two units were made of wooden planks so loosely fitted that they were a real danger to the workers. In one unit, the building had not been white-washed for a long time. Machinery was not properly fenced in certain units.

In many cases, sulphur fumes leaked out of the stoves and sulphitation tanks, creating a source of danger to the operatives. In 5 units, juice heating tanks were uncovered and the steam made the surrounding temperature unbearably hot. This was responsible for skin burns in the case of juice heater attendants. Heat near the eliminators was also excessive due to the juice being heated to boiling point. Only two of the units were fitted with a heat reducing device.

Only one unit supplied boots to the operatives working on liming tanks and furnaces. Two units supplied uniforms free of cost to the oilmen and engine drivers.

This picture of the general working conditions would not be complete without a mention of the condition outside the factory buildings. This is important because it has a direct bearing on the health and well-being of the workers and the population of the adjoining areas. The method of disposal of the sullage water, molasses and press mud was defective in many of the units. Only in three of the units there were soaking pits for the disposal of sullage water. Two of them were not properly constructed and the water accumulated in them. In two units, the press mud was removed in railway wagons to the specially constructed manure pits, whereas in others the cultivators bringing cane to the factory took the press mud on their carts on the return journey. Molasses was mainly sold out to tobacco manufacturers. One of the sampled factories was erecting a distillery for the manufacture of alcohol, which in the near future would provide a better channel for the disposal of molasses. For the time being, however, the atmosphere was very foul.

Sanitary Arrangements.—In all the units, hand pumps or taps supplied drinking water to the workers. Latrines were also provided but, in some cases, separate urinals were absent. Strange though it may seem, the workers in some factories were forbidden to use the latrines so that there was no necessity for cleaning them. The majority of workers, too, preferred to use open fields. There were no bath rooms or washing facilities.

Welfare Activities.

Dispensaries.—All the nine sampled units had their own dispensaries for the benefit of workers and their families. In some cases, the benefit was also extended to outsiders. Six factories had allopathic system, 2 homeopathic and one Ayurvedic. The diseases prevalent among sugar workers were malaria, skin diseases, constipation, dysentery, cough and cold, colic, bronchitis, influenza, syphilis, gonorrhea, etc. In one of the allopathic dispensaries, the doctor in charge was an M.B.B.S. while, in the other 5, the doctors were licentiates of medicine. Replies were in the negative as to the presence of an occupational disease in 8 units. In one unit, it was however found that a sulphitation tank attendant once suffered from asthma due to the inhalation of sulphur fumes and the consequent inflammation of lungs.

In none of the units are workers examined before employment or in the course of employment.

Canteens.—There were no canteens in any of the units, but facilities did exist for the supply of tea and light refreshments outside the factory premises.

Educational Facilities.—One unit maintained a school up to the 8th standard. There were 6 teachers and 163 students on roll. Another unit provided a small hut to the District Board for running a primary school. There was no arrangement in other units for the education of workers' children who had to walk for 2-3 miles to attend the village schools. Nor have literacy classes been opened so far for the benefit of adult workers.

Grain Shops.—In 4 units cheap grain shops existed, supplying rice, wheat, pulses, sugar, washing soap, etc., at controlled wholesale prices. In one of the units, there was a co-operative store which supplied cotton cloth in addition to other commodities.

Trade Unions.

There are 7 trade unions of sugar workers at Gorakhpore. The following table gives the relevant details.

TABLE XLVI.

Name of the union.	Date of registration.	Membership.	Subscription and admission fee.
1. Kathkuiyan Chini Mill Mazdoor Sangh, Gorakhpore	7-10-1939	645	One week's wages or salary.
2. Northern India Sugar Union, Gorakhpore	9-2-1943	1,988	As. 4 per annum.
3. Tamkahi Mazdoor Sangh, Gorakhpore	25-9-1943	749	..
4. Sindh National Chini Mill Mazdoor Union, Gorakhpore	13-12-1942	324	One day's wages as annual subscription.
5. Kholin Chini Mill Mazdoor Union, Gorakhpore	13-12-1943	494	Do.
6. Dooria Chini Mill Mazdoor Union, Gorakhpore	13-12-1943	158	One day's wages as annual subscription.
7. Pipraich Mill Mazdoor Union, Gorakhpore	Unregistered as yet.		

Of these, the Kathkuiyan Chini Mill Mazdoor Sangh is affiliated to the Trade Union Congress and the rest are affiliated to the Indian Federation of Labour.

The growth of trade unionism among sugar factory workers has not been very satisfactory. for the leadership in six of the seven trade unions is foreign. Only one trade union is an organisation of the workers alone. The seasonal nature of the industry and the lack of education among workers may be said to be the two stumbling blocks in the healthy development of trade unions.

Strikes.—One strike took place in one unit in 1939 for an increase in wages. Another strike occurred in a second unit in March 1940 for a similar demand. Both failed.

Safety Acts.

Factories Act.—All the sampled units came under the Factories Act. The extracts of the different Acts were displayed on the main gates of all the

units but no attempts were ever made by employers to explain their provisions to the workers.

The following table shows the frequencies of the visits of the Inspectorate staff in the sampled units.

TABLE XLVII.
Showing the frequencies of the visit of the Inspector.

Serial number of factory.	1944	1943	1942	1941	1940	1939	1938	1937	1936	1935
1.	1	1	1	1	1	3	1	2	..	..
2.	1	2	2	2	2	2	2	1	2	1
3.	1	1	1	1	1	1	1	1	..	..
4.	2	3	3	2	1	2	..	..	..	..
5.	2	2	2	2	2	2	2	2	1	3
6.	1	2	2	1	2	2	2	2	2	2
7.	..	..	..	..	Not available		..	..	..	..
8.	1	1	1	1	1	1	1	1	1	1
9.	..	..	..	..	Not available.		..	..	..	..
Total ..	9	10	12	10	10	13	9	9	6	7
Average per factory.	1.3	1.4	1.7	1.4	1.4	1.9	1.5	1.5	1.5	1.8

On a perusal of the inspection reports I find that a very large number of the remarks relate to the fencing of machinery and guarding of pulleys and hardly 4 to 5 percent relate to other provisions of the Factories Act or to other labour laws. This should not indicate that labour laws are administered satisfactorily.

Occupational Diseases.—None of the sampled factories, except one, accepted the presence of any occupational disease. There was a case of asthma, which, on diagnosis by the civil surgeon of Gorakhpore, was found to be due to the inflammation of the lung tissues caused by inhaling of sulphur fumes.

Accidents.—Ordinary accidents were reported to have taken place in some of the sampled units. In most of them, free medical aid and leave on full pay was given for the period of incapacity to work. Two factories paid Rs. 58[15]6 and Rs. 20[14]- in 5 and 3 minor cases of accidents respectively.

General.—There was no system of provident fund, pension or gratuity for the benefit of workers in any of the sampled factories.

Civil Condition.

Of the total number of 6,923 employees in the manufacturing, engineering and workshop sections of the sugar factories, a random sample of 1,357 persons was taken for an *ad hoc* enquiry into their civil condition and indebtedness.

Place of Origin.—As many as 1,233 workers in the sample were domiciled in Gorakhpore and were drawn from the neighbouring villages within a radius of 5 to 10 miles of the factories. The following table shows the places of origin of the workers in the sample.

TABLE XLVIII.

Serial no.	Places of origin.	No. of workers.	Percentage to total.
(1)	(2)	(3)	(4)
1.	Gorakhpore	1,233	90.87
2.	Saran	68	5.01
3.	Ballia	10	0.74
4.	Basti	9	0.67
5.	Azamgarh	8	0.59
6.	Champaran	4	0.30
7.	Shahabad	4	0.30
8.	Muzaffarpur	3	0.23
9.	Darbhanga	2	0.15
10.	Bonares	2	0.15
11.	Dacca	1	0.07
12.	Jullundur	2	0.15
13.	Cawnpore	1	0.07
14.	Hardoi	1	0.07
15.	Fatehpur	1	0.07
16.	Rae Bareilly	1	0.07
17.	Allahabad	1	0.07
18.	24 Parganas	1	0.07
19.	Ludhiana	1	0.07
20.	Amritsar	1	0.07
21.	Rampur	1	0.07
22.	Jaunpur	1	0.07
23.	Aligarh	1	0.07
Total		1,357	100.0

Age Distribution.—The age-group '25 to 30 years' covers as many as 396 or 29.8 percent of the workers in the sample. Both the median and mode lie in this group. The other groups are on either side of the modal group and 19.53 percent of the workers are between 20 and 25 years and 22.92 percent between 30 and 35 years. The following table gives the age distribution of sampled workers.

TABLE XLIX.

Showing age distribution of sampled workers.

Age groups.	No. of workers.	Percentage to total
12 to 15 years	0	0
15 to 17	1	0.07
17 to 20	37	2.73
20 to 25	265	19.53
25 to 30	396	29.18
30 to 35	311	22.92
35 to 40	164	12.10
40 to 45	93	6.85
45 to 50	58	4.27
50 to 55	19	1.40
55 to 60	9	0.66
Over 60 years	4	0.29
Total	1,357	100.00

Religion and Literacy.—Of 1 357 workers, 1,211 were Hindus, 143 Muslims, 2 Christians and one Sikh. The percentage of literacy in the skilled staff is sufficiently large but very small in the ranks of unskilled workers. On the whole, however, 385 or 28.4 percent workers were literate and could read and write a letter in their mother tongue.

Marital Condition.—1,245 or 91.7 percent of workers were married and 112 or 8.3 percent were unmarried.

Dependants.—1,326 workers had dependants who included not only wives and children but, in a number of cases, parents, widowed sisters and their children. As many as 40.4 percent workers had to support a family of 3 to 4 dependants, which may be said to be the modal family because the other large group of workers supporting 5 to 6 dependants was 30.2 percent. The total number of workers supported was 5,550 which gives an average of 4.2 dependants supported by persons with dependants.

The following table gives the distribution of workers according to the number of dependants supported by them

TABLE L.

No. of dependants.	No. of workers.	Percentage to Total.
Without dependants	31	2.3
With 1 to 2 dependants	230	17.0
„ 3 to 4	549	40.4
„ 5 to 6	410	30.2
„ 7 and over	137	10.1
Total	1,357	100.0

Indebtedness.

Of 1,357 workers, 1,086 or 80 percent were found indebted to the extent of Rs. 2,07,951 and the *per capita* indebtedness thus amounted to Rs. 191. That there is an unmistakable correlation between the number of dependants supported and the average amount of debt and the frequency of loans is clear from the table given below :—

TABLE LI.

Showing indebtedness of workers according to the number of dependants supported by them.

No. of dependants.	Total number indebted.	Amount of debt. Rs.	Average debt per indebted worker. Rs.	Percentage of indebted workers to total in each group.
Without dependants	10	1,113	111	32.3
With 1 to 2 dependants	134	16,810	125	58.2
„ 3 to 4	452	75,822	168	82.3
„ 5 to 6	364	78,506	216	88.8
„ 7 and over	126	35,610	283	92.0
Total	1,086	2,07,951	191	80.0

The table shows that the average indebtedness increases as the number of dependants supported increases.

The following table gives the distribution of indebted persons in specified groups.

TABLE LIII.

Extent of indebtedness.	Number of workers	Percentage to the Total.
Debt upto Rs. 50	280	25.8
Debt between Rs. 51 and 100	342	31.5
.. of Rs. 101 and 200	243	22.4
.. of Rs. 201 and over	221	20.3
Total	1,086	100.0

It is evident from this table that as many as 622 or 57.3 percent workers are indebted to the extent of not more than Rs. 100 each. The percentage of workers rather heavily indebted is about 20.3 since the *per capita* debt ranges between 'Rs. 201 and over'.

Causes of indebtedness.—A large number of loans (469 out of 1,275) has been taken for expenses on marriages and social festivities connected therewith. The system of universal marriage and dowries is responsible for 41.2 percent of the total indebtedness and almost all recently married workers were found to be heavily indebted. Though in certain individual cases indebtedness on this account went to over one thousand, the average was Rs. 183.

Rising prices due to the war have increased the burden of indebtedness. The cost of living has increased out of all proportions to earnings with the result that as many as 439, out of 1,275, or 34.5 percent of the loans and 19.3 percent of the total indebtedness is due to excessive expenditure on domestic needs. Loans for productive purposes, such as the purchase of land and cattle, accounted for 12.4 percent of the loans and 14.3 percent of the debt.

The following table gives the analysis of the causes of indebtedness among the sampled workers.

TABLE LIII.

Causes of Debt.	Number of instances of loans.	Percentage of all loans.	Amount of debt. Rs.	Percentage of total debt.	Average amount of debt. Rs.
Marriage	469	36.8	85,653	41.2	183
Sickness	22	1.7	6,635	3.2	302
Death	113	8.9	10,996	5.3	97
Litigation	26	2.0	15,550	7.4	596
Purchase of land and cattle	158	12.4	29,721	14.3	188
Domestic needs	439	34.5	40,076	19.3	91
Miscellaneous	22	1.7	1,840	0.9	84
Ancestral	26	2.0	17,480	8.4	672
All causes	1,275	100.0	2,07,951	100.0	163

Rate of interest.—The village mahajan or the moneylender was the principal agency for the majority of loans. The rate of interest in the majority of cases was very high and 74.6 percent of the total debt was taken at rates varying between 18½ percent and 37½ percent. The other details about the amounts

borrowed at different rates of interest are given in the table below :—

TABLE LIV.

Rate of interest.	Amount of debt. Rs.	Percentage to the total debt.
Not known	27,950	13.5
Free of interest	4,063	1.9
Upto 6½%	11,175	5.4
6½% to less than 12½%	6,215	3.0
12½% to less than 18½%	2,650	1.3
18½% to less than 37½%	1,55,338	74.6
Over 37½%	560	0.3
Total	2,07,951	100.0

Housing.

The housing survey extended not only to the quarters provided by the employers but also to the neighbouring village houses.

Employers' Quarters.—The houses provided by the employers are normally of three kinds : family quarters, coolie quarters, and quarters for semi-skilled workers. There is, however, no standardised type as one finds on the railways. The family quarters are generally given to supervisory and other highly paid technical staff. They normally consist of one room, one or two small verandahs, a separate kitchen, latrine, bath-room and courtyard. The roofs are generally tiled or cemented. The coolie quarters generally consist of one small room and a verandah. They are made back to back, each side having a verandah which is normally partitioned to form a kitchen. The semi-skilled workers' quarters are generally brick made and the walls, floors and roofs are all *pucca*. The rooms are generally bigger than those in the coolie quarters.

Private Houses.—The private houses in the villages of Gorakhpore are generally of two kinds : one with courtyard, generally owned by the well-to-do cultivators and petty zamindars and the other without courtyards, the houses of the common men in the villages. The latter are called *Ekpalia* being under one roof.

The survey of housing conditions covered 711 dwellings, of which 276 were provided by employers and 435 were privately owned. The following table shows the number of dwellings in each category according to their size. Of the employers' dwellings, 90 percent were one-roomed. Private houses were fairly well distributed in different groups as is shown in the table below :—

TABLE LV.

Size.	Number of dwellings.		Percentage to the total.	
	Employers' houses.	Private houses.	Employers' houses.	Private houses.
One room	248	125	90.0	29.0
Two rooms	25	143	9.0	32.8
Three rooms	2	79	0.7	18.1
Four rooms	1	48	0.3	11.0
Five rooms	..	33	..	7.5
More than 5 rooms	..	7	..	1.6
Total	276	435	100.0	100.0

The density of occupancy in the dwellings of different sizes is higher by 0.3 persons in the quarters provided by the employers but, in one and two room dwellings, the density of occupancy in private owned houses is greater by 1.5 persons in each case. The average size of the room in the employers' quarters is 107 square feet as against an average of 72.7 square feet in the case of private dwellings. The average area per occupant comes to 30.5 and 22.7 square feet respectively.

The following table shows density of occupancy in dwellings of different sizes :—

TABLE LVI.

Size of dwellings.	No. of dwellings.		No. of rooms.		No. of occupants.		Density of occupancy	
	Employers'.	Private.	Employers'.	Private.	Employers'.	Private.	Employers'.	Private.
One room	248	125	248	125	939	687	3.8	5.3
Two rooms	25	143	50	286	102	988	2.0	3.5
Three rooms .. .	2	79	6	237	30	772	5.0	3.3
Four rooms .. .	1	48	4	192	5	526	1.2	2.7
Five rooms .. .	..	33	..	165	..	351	..	2.1
More than five rooms	..	7	..	51	..	111	..	2.2
Total	276	435	308	1,056	1,076	3,405	3.5	3.2

The percentage distribution of occupants in dwellings of different sizes relatively to the percentage distribution of rooms in them is shown in the table below. It is seen that, in both categories of dwellings, the percentage of total occupants accommodated in small dwellings—particularly one-room dwellings in the case of employers' houses and one and two-room dwellings in the case of private houses—is larger than the percentage of rooms comprised in them.

TABLE LVII.

Size of dwellings.	Percentage of habitable rooms to total.				Percentage of occupants to total.			
	Employers'.	Private.	Employers'.	Private.	Employers'.	Private.	Employers'.	Private.
One room	..	..	..	80.5	11.8	87.2	19.3	
Two rooms	..	..	..	16.2	27.1	9.5	29.0	
Three rooms . . .	..	..	..	2.0	22.4	2.8	22.7	
Four rooms . . .	..	..	..	1.3	18.2	0.5	15.4	
Five rooms . . .	..	..	..	..	15.6	..	10.3	
More than 5 rooms	..	..	..	..	4.9	..	3.3	
Total	..	..	..	100.0	100.0	100.0	100.0	

Regarding general amenities found in the dwellings surveyed, the following table gives a comparative statement in respect of both the classes of houses. Though both of them are generally poor, the employers' houses show better housing standards. They are better so far as the provision of verandahs are concerned but the private houses are comparatively better equipped with courtyards and kitchens. Bath rooms are conspicuous by their absence in both the types of houses.

TABLE LVIII.

Showing provision of amenities in all dwellings in general and in one and two room dwellings in particular.

	Subsidiary rooms.		Verandah.				Courtyard.				Kitchen.			
	No. of rooms.	No. of dwellings	With.		Without.		With.		Without.		With.		Without.	
			No.	%			No.	%			No.	%		
<i>Employers' Houses.</i>														
All dwellings	32	32 (11.6%)	158	57.2	118	90	32.6	186	59	21.4	217			
One room dwellings	13	13 (5.2%)	132	53.2	116	66	26.6	182	34	13.7	214			
Two room dwellings	17	17 (6.8%)	23	9.2	2	23	9.2	2	22	8.8	3			
<i>Private Houses</i>														
All dwellings	65	58 (13.3%)	147	33.8	288	290	66.7	145	167	38.4	268			
One room dwellings	10	10 (8%)	16	12.8	109	45	36.0	80	49	39.2	76			
Two room dwellings	20	11 (7.7%)	50	35	93	88	61.5	55	70	48.9	73			

Latrines are provided in the employers' houses but not in the private ones. From the point of view of electric light, drainage and ventilation, the employers' houses are better than the private houses. This should not lead to the conclusion that the employers' houses are ideal or even tolerably good. The drainage in the villages is totally absent, while in the employers' houses there are drains normally at the back of houses but the flow is so slow that water stagnates and emits an offensive smell.

The following table shows the details of other amenities provided in the two kinds of houses :—

TABLE LVIX.

	BATH ROOMS.		LATRINES.		WATER SUPPLY.		ELECTRICITY.		DRAINAGE.		VENTILATION.	
	With.	Without.	With.	Without.	With.	Without.	With.	Without.	Satis- factory.	Unsatis- factory.	Satis- factory.	Unsatis- factory.
EMPLOYERS' HOUSES.												
All dwellings	11 (4%)	265	78 (28.2%)	198	1	275	27 (9.8%)	249	83 (30%)	193	125 (45.3%)	151
One room	8 (3.2%)	240	56 (22.62%)	192	1	247	25 (10.1%)	223	72 (29%)	176	109 (44%)	139
Two rooms	2 (9%)	23	30 (80%)	5	Nil.	25	1 (4%)	24	8 (32%)	17	13 (52%)	12
PRIVATE HOUSES.												
All dwellings	Nil.	Nil.	Nil.	Nil.	3 (0.7%)	492	Nil.	Nil.	1 (0.2%)	454	2 (0.5%)	433
One room	Nil.	Nil.	Nil.	Nil.	..	125	Nil.	Nil.	Nil.	126	Nil.	Nil.
Two rooms	Nil.	Nil.	Nil.	Nil.	2 (1.4%)	141	Nil.	Nil.	1 (0.7%)	149	1 (0.7%)	142

Water Supply and Light.—The main source of water supply is from wells. Employers have fitted taps in certain factories for the common use of workers, but the average works out to be 25 to 30 families per tap. Electric light, wherever provided, is free. It was only in the case of one unit that the general workers' quarters had electric light.

PART III.

CHAMPARAN.

(Bihar Province).

Of the nine sugar factories in the Champaran district, five were selected at random for an *ad hoc* survey of labour conditions. One of these units was established in 1907, two in 1932, the fourth in 1933 and the fifth in 1936.

The sugar industry in Champaran, as in other places, is seasonal and about 70 per cent. of the workers find employment only for a period varying from 3 to 5 months in a year. The engineering staff, however, is kept engaged throughout the year for overhauling and repairs in the off-season. Some of the chemists are kept for soil and cane analysis, but most of them and the panmen are given a retention allowance varying from 33-1|3 per cent. to 50 per cent. of their emoluments.

The following table gives the length of the crushing season in 4 sampled factories during the last 3 years :—

TABLE LX.
Showing the length of season.

Year.	Serial number of the factory.			
	1	2	3	4
	days.	days.	days.	days.
1941-42	80	85	85	70
1942-43	141	161	137	138
1943-44	114	125	119	121
Average	111.7	124	113.7	109.7

As the table above shows, the season varies from 70 days to 161 days.

One of the sampled units owns a farm, but the estate workers are not included in the scope of my enquiry. The percentage of seasonal workers, who are also agriculturists, varies from 75 to almost 100. The factory which gives an estimate of 75 per cent. is situated near a town and some of its workers are evidently drawn from the urban population.

Employment.

The number of workers employed in the sampled factories is as follows :—

TABLE LXI.

Showing the number of workers employed.

Serial number of factory.	Total number of workers employed in Jan. 1939	Total number of workers employed in Jan. 1944	Percentage increase (+) or decrease (—) since Jan. 1939.	Total number of workers employed in Jan. 1944	Percentage increase (+) or decrease (—) since Jan 1939
1 ..	458	636	+38.9	762	+66.4
2 ..	745	948	+27.2	859	+15.3
3 ..	Not available.	552	..	582	..
4 ..	558	531	—4.8	606	+8.6
5 ..	520	665	+27.9	793	+52.5
Total (excluding No. 3)	2,281	2,780	+21.9	3,020	+32.4
Total for 1944 ..	..	3,332	.	3,602	—

January 1944 figures are 21.4 per cent. higher and January 1945 figures are 32.4 per cent. higher than those of January 1939. The increase has not, however, been uniform or even continuous in different factories. The number of workers employed in one factory, for example, shows a decrease of 4.6 per cent. in January 1944, as compared with January 1939 and figures for January 1945 are lower than those for January 1944 in another factory. The increase in 1945 in individual factories varies from 8.6 per cent. to 66.4 per cent. The 1945 figure is generally in excess of 1944 figure and shows an over-all increase of 8.1 per cent.

Workers were employed through contractors in one unit where they formed 15.8 per cent. of the total strength and were paid directly by the management, the contractor serving as mate over them and receiving a remuneration for his work.

Length of Service.—The following table gives the data about the length of service of seasonal workers as collected from 4 out of 5 factories.

TABLE LXII.

Showing length of service.

Length of service.	Factory No. 1.		Factory No. 2.		Factory No. 4.		Factory No. 5	
	No.	Percent- age.	No.	Percent- age.	No.	Percent- age.	No.	Percent- age.
0—1 year	391	52.4	6.8	75.1	570	94.0	637	92.2
1—5 years	272	36.5	170	21.0	26	4.3	38	5.5
5—10 years	83	11.1	29	3.5	7	1.2	16	2.3
10 years and over ..	Nil	0.0	3	0.4	3	0.5	..	..
Total	746	100.0	810	100.0	606	100.0	691	100.0

The first group (0·1 year) is by far the biggest. The second group comprising 1—5 years' service comes next in the first two units, the reason being that the employers have begun retaining a fair proportion of the technical staff, as also some seasonal workers on a permanent basis. The other two factories discharge all their staff at the end of the season.

Temporary and Permanent Workers.—Four out of 5 sampled units classify their workers into temporary and permanent. In actual practice, this means, except in one unit, a differentiation between seasonal and non-seasonal workers only. In one factory, all workers who have put in one year's service are designated as permanent and enjoy some distinct advantages over the temporary staff. Out of 45 per cent. of the total strength in this factory, which is classed as permanent 20 per cent. are seasonal employees and 25 per cent. non-seasonal employees. Permanent workers are entitled to join the provident fund in one factory. In another factory, the establishment staff alone can join it. The privileges in regard to leave in three sampled units are summarised below :—

TABLE LXIII.

	Factory No. 1.	No. 3.	No. 4.
<i>Permanent.</i>			
Superior staff ..	1 month's privilege leave	1/11th of service, maximum of 30 days a year accumulated upto 360 days.	1 week to 1 month.
	10 days' sick leave ..	Casual 1/30th and sick 1/30th	
Others ..	15 days' privilege leave, 7 days' sick leave.	1/50th of service upto 7 days in the year as leave	1 week plus 7 days' sick and casual leave.
<i>Temporary.</i>			
Superior staff	....	1/50th of service as casual leave and 1/50th as sick leave.	No leave.
Others ..	7 days' privilege leave, 5 days' sick leave.	No leave.	

Apprenticeship.—Of the three units that train workers, one has a regular system of apprenticeship. Normally, apprentices are kept for one year. For the first six months, they do not get any remuneration. In the second half of the year of training, they are paid some emoluments. The period of apprenticeship is counted towards service for purposes of privilege leave, etc., but there are no set rules to this effect in the other two concerns.

Labour Turnover.

Considerable difficulties were experienced in collecting the data about labour turnover. The records were not kept in proper order, and, naturally, the information was gathered from the attendance registers personally by the investigating staff. Figures of dismissals, resignations and retirements in 1939 were available from only one unit. It appears that the turnover was 22·3 per cent. in 1939 and 21·3 per cent. in 1943. Of the other two factories, for which data were available, the turnover was 29·8 and 36·3 in 1943 respectively. A very large number of workers is normally dismissed in the manufacturing sections for various malpractices, e.g., stealing sugar and other things.

Absenteeism.

The figures for absenteeism were available only in 4 sampled units. These are given in the table below.

TABLE LXIV.

Serial Number of factory.	Year.	Average number of workers.	Days worked	Total Man days.	Man days lost.	Rate of absenteeism.
1.	1943	640	140	89,600	7,942	8.9%
3.	1944	526	120	63,120	730	1.2%
4.	1943	528	138	72,864	2,641	3.6%
6.	1939	454	90	40,860	1,438	3.5%
	1943	561	140	78,450	4,088	5.2%

Absenteeism is not high except in the case of the first unit. It is stated that as the latter part of the crushing season, long as it was, coincided with the harvesting period in 1943, absenteeism increased. Normally, absenteeism in the season is not high and is due mostly to sickness and social ceremonies, especially marriages.

Standing Orders.

Two of the factories have got standing orders, defining the terms and conditions of employment and relationship between the management and the workers, e.g., the period of notice required for the termination of services, the rights and privileges of workers including the rules about allotment of quarters, etc. A labour sub-committee has recently been appointed by the Bihar Sugar Mills Association to frame such rules in consultation with the Labour Commissioner, Patna.

Labour Officers.

None of the sampled units has any labour officer. The Managers deal with complaints and grievances of labourers. There is no works committee in any unit.

Recruitment.

Workers are recruited by the Heads of Departments, i.e., Chief Chemist and Chief Engineer from among those who offer themselves for service at the gates. Vacancies of skilled hands are usually advertised in the local papers and selection is made on the basis of efficiency and skill. Complaints of bribery and corruption among the time keepers and other departmental heads in respect of fresh appointments were received from a number of workers in the sampled units.

Wages and Earnings.

None of the factories has got any graded or time-scale promotion. Wages vary in some cases from worker to worker in the same job. The wages of the unskilled workers are, however, fixed by the Champaran Sugar Mills Association at a minimum of Rs. 16/14 (including dearness allowance) per month. The following table gives the basic wages for certain categories of workers in 1939 and 1945 :-

TABLE LXV.

Occupation.	BASIC WAGES GIVEN IN 1939 AND 1945.									
	Factory No. 1.		Factory No. 2.		Factory No. 3.		Factory No. 4.		Factory No. 5.	
	1945	Pre-war.	1945	Pre-war.	1945	Pre-war.	1945	Pre-war.	1945	Pre-war.
Unskilled coolies	Rs. 11. p.m.	Rs. 7/8/- p.m.	Rs. 9/- p.m.	Same as in 1945.	Rs. 11/6/- p.m. or Rs. 6/- a day.	As. 2/6 a day.	As. 6 a day.	As. 5 to As. 6 a day.	As. 5 to As. 6 a day.	As. 5 to As. 6 a day.
Oilmen	..	..	Rs. 9 to Rs. 12.							
Maters	..	..	Rs. 12 to Rs. 18.				Rs. 15 to Rs. 16.	Rs. 10 to Rs. 12.		
Fitters	..	..	Rs. 20 to Rs. 50.		Rs. 25 to Rs. 90.		Rs. 30 to Rs. 85.	Rs. 20 to Rs. 40.	Rs. 55.	
Drivers	..	..	Rs. 20 to Rs. 50.					As. 8 a day.	As. 8 a day.	
Turners	..	..	Rs. 20 to Rs. 35.					Rs. 65.	Rs. 55.	
Paintmen	..	..						Rs. 86.	Rs. 70.	

Analysis of Wages and Earnings.

Of 3,409 workers employed in the 5 sampled units, wage data were collected for different occupations in respect of 2,144 workers who worked for the maximum number of days in January 1945. This gives a sample of 62.9 per cent. The workers were all males and were time-rated. The frequency tables in respect of their basic wages show that as many as 2,361, out of 3,409, or 69.3 per cent, workers draw between 4 annas but less than 6 annas. Another 485 workers, 14.2 per cent. of the total, fall in the group '6 annas but less than 8 annas'. Other details of the basic wages are given below.

TABLE LXVI.

Frequency table showing average daily wages (not including allowances).

Wage group.	No. of workers.	Percentage.
Less than 4 annas	..	..
4 As. but less than 6 As.	2,361	69.3
6 As. but less than 8 As.	485	14.2
8 As. but less than 10 As.	156	4.6
10 As. but less than 12 As.	101	3.0
12 As. but less than 14 As.	29	0.9
14 As. but less than Rs. 1	56	1.6
Rs. 1 but less than Rs. 1/2	48	1.4
Rs. 1/2 but less than Rs. 1/4	40	1.2
Rs. 1/4 but less than Rs. 1/8	49	1.4
Rs. 1/8 but less than Rs. 1/12	24	0.7
Rs. 1/12 but less than Rs. 2/-	11	0.3
Over Rs. 2	49	1.4
Total	3,409	100.0

The average daily net earnings of the majority of workers at Champaran were in the group '5 annas but less than 12 annas' which covered as many as 82.1 per cent. workers in the sample. The wages of a very small minority of workers, 2.4 per cent., were above Rs. 2/8-. This group covered the highly paid technical and engineering staff. The following frequency table shows the earnings inclusive of allowances and overtime of the workers in the sample.

TABLE LXVII.

Earnings.	No. of Workers.	% to the total.
Less than 8 annas	18	0.5
As. 8 but less than As. 12	2,798	82.1
As. 12 but less than Rs. 1	211	6.2
Rs. 1 but less than Rs. 1/4	89	2.7
Rs. 1/4 but less than Rs. 1/8	49	1.4
Rs. 1/8 but less than Rs. 1/12	78	2.3
Rs. 1/12 but less than Rs. 2/-	41	1.2
Rs. 2/- but less than Rs. 2/4	15	0.4
Rs. 2/4 but less than Rs. 2/8	28	0.8
Over Rs. 2/8	82	2.4
Total	3,409	100.0

Wages of Contract Labour.—Contract workers are in evidence only in two factories. They are paid directly by the management in one unit and their wages are at par with those employed on similar jobs. In the other factory, however, contract labour is paid according to work. The contractors work with other workers and distribute the earnings equally.

Dearness Allowance.—The following table analyses the position about dearness allowance in respect of different sampled units.

TABLE LXVIII.
Showing dearness allowance paid at various factories.

Factory.	Date of 1st payment.	Dates of revision.	Present rate.
1	..	....	Those getting salary up to Rs. 100 .. 50% Between Rs. 101 and 200 .. 35% Between Rs. 201 and 300 .. 30% Rs. 301 and above .. 20%
2	December 1941 ..	October 1942 and .. April 1943 ..	Upto Rs. 50 .. 100% Since April 1943 workers Between Rs. 51 and 100 .. 87½% under 1 year's service get Between Rs. 101 and 200 .. 75% only 50% of the dearness Between Rs. 201 and 300 .. 62½% allowance. Between Rs. 301 and 400 .. 50% Between Rs. 401 and 500 .. 37½% Rs. 501 and above .. 25%
3	..	December 1943 ..	Upto Rs. 14 .. Rs. 5/8 Between Rs. 15 and 19 .. Between Rs. 20 and 29 .. Between Rs. 30 and 49 .. Between Rs. 50 and 99 .. Between Rs. 100 and 149 .. Above Rs. 150 .. 15%
4	..	September 1943 ..	Upto Rs. 12 .. 50% Between Rs. 12 and 15 .. 37½% Between Rs. 15 and 25 .. 31½% Between Rs. 25 and 50 .. 25% Between Rs. 50 and 100 .. 18½% Between Rs. 100 and 150 .. 12½%
5	 December 1943 ..	June 1943	Upto Rs. 40 .. 50% with a minimum of Rs. 6/- Between Rs. 40 and 80 .. 40% with a minimum of Rs. 20/- Between Rs. 80 and 120 .. 35% with a minimum of Rs. 32/- Between Rs. 120 and 200 .. 30% with a minimum of Rs. 40/- Rs. 201 and above .. Rs. 60/-

All the units have been giving dearness allowance since 1941-1942 or 1942-43. There have, however, been occasional revisions. Workers under one year's service get only half the sanctioned allowance in one concern.

Bonus.—The following table summarises the position in respect of the award of annual bonuses :—

TABLE LXIX.

Factory number.	1	2	3	4	5
Year.					
1940-41 .. ..	.....	3 months' pay	....	....	....
1941-42 .. ..	.....	3 months' pay	....	....	....
1942-43	2 months' pay	3 months' pay	....	....	2 seasons' service; supervisory—3 months. Others—1½ months.
1943-44	Permanent—3 months' pay	3 months' pay	1 month's pay to be paid to those workers who joined in 1944-45.	15 days' wages paid	1 season's service; Supervisory—1 month. Others—1 month.
1944-45	Temporary—2 months' pay	....	....	15 days' wages to be paid in 1945.	1 year's service—1½ months. 4 months' service—1 month. 2-3 months' service—15 days.

In the third unit, workers have not so far received the bonus.

Travelling Allowance.—Barring Factory No. 2, travelling allowance in other units is generally paid to the skilled workers in the sampled units, the retained workers in one unit get single journey fare only.

Overtime.—According to the replies submitted by three of the factories it appears that the workers do not generally work overtime. The other two pay overtime according to the Factories Act. Records of overtime work and payment are maintained and are open to inspection by the workers.

Fines and Deductions.—Only one factory imposes fines on workers ranging from 2 annas to 8 annas for coming late, absenting without intimation, neglecting duties and disobeying orders. A fine fund is maintained but there is no balance in it. The amount outstanding in the account is used for the benefit of the families of the deceased workers. In three factories there is the system of making day to day advances for consumption purposes. Each month the accounts of the workers are debited to the extent of outstanding advances and the balance is paid to them.

Wage Period.—The following table gives the wage-period in the five sampled units :—

TABLE LXX.

Number of factory.	Monthly-rated staff.		Others.	
	Wage period.	Date of payment.	Wage period.	Date of payment.
1. ..	1 month	.. 7 days in the season	Same as for monthly-rated staff.	
2. ..	1 month	.. 10 days in the season, 7 days in the off-season.	Daily coolies—10 days	Within 3 days.
3. ..	1 month	.. 7 days	.. Casual—weekly.	.. Following day.
4. ..	1 month	.. 7 days	.. Daily coolies—14 days	3 days.
5. ..	1 month	.. 7 days	.. Same as for monthly-rated staff.	

Weekly Close Days.

During the season, there is no *regular* close day but, in the off season, Sunday is observed as such. The day shift gets one day off in a week while those working in the manufacturing sections get an interval of 32 hours every twelfth day. The regulations regarding holidays have not always been obeyed by some of the factories under enquiry.

Shifts.

The following table gives details of shifts in force in different sampled units :—

TABLE LXXI.
Showing working hours.

Serial Number of factory.	Shift A.	Shift B.	Shift C.	'D' Shift (General shift).
1	12 midnight to 8 a.m.	8 a.m. to 4 p.m.	4 p.m. to 12 midnight	7 a.m. to 12 noon. 1-45 p.m. to 6 p.m.
2	1 a.m. to 9 a.m.	9 a.m. to 5 p.m.	5 p.m. to 1 a.m.	7 a.m. to 12 noon 2 p.m. to 6 p.m.
3	12 midnight to 8 a.m.	8 a.m. to 4 p.m.	4 p.m. to 12 midnight	8 a.m. to 12-30 p.m. 2 p.m. to 6-30 p.m.
4	Do.	Do.	Do.	7-30 a.m. to 1 p.m. 2 p.m. to 6 p.m.
5	Do.	Do.	Do.	7-30 a.m. to 1 p.m. 2-30 p.m. to 7 p.m.

All the factories have 3 shifts of 8 hours each in addition to a general day shift, called 'D' shift.

Working Conditions.

Ventilation is generally satisfactory, except in one factory which is rather old. The drains in most of the factories are uncovered. The atmosphere inside the factories is hot and even humid, the latter being the result of numerous steam leakages. It is invariably choking near the sulphitation tanks. The temperature in the vicinity of the pans is very high except in one factory where fans have a mitigating effect. Exhaust-fans do not, however, exist in any of the factories.

Latrines and urinals exist in all the sugar factories and though their number might be quite sufficient from the point of view of the Factories Act, their general sanitary condition was hopelessly bad. The result was that they were not very popular among the workers who preferred the open fields to them. Besides water taps, there are no other washing and bathing facilities. The premises of some of the factories were very dirty and foul and pungent smell emanated from the press mud and the dirty drains. Of the rest shelters provided in two factories (area—360 and 1,312 square feet) one was without any ventilation and the other was a tin shed without any furniture. Needless to say that the accommodation was unsatisfactory and inadequate, and could not be made use of even by the night shift workers.

Welfare Activities.

Medical Facilities.—Dispensaries existed in all the sampled units and the system of medicine in all was allopathic. There was an additional homeopathic dispensary only in one concern. The following table shows the details of the medical facilities provided by the employers.

TABLE LXXII.

Number of Factory	Staff.	Qualifications of doctors.	Emoluments of doctors. Rs.	No. of cases treated daily.	Remarks.
1 ..	1 Doctor .. 1 Compounder.	L.M.F. ..	148/8/- ..	70 to 80	
2 ..	1 Doctor .. 2 Compounders.	L.M. & S. (Cal.) ..	187/8/- ..	40 out-patients 3-4 in-patients.	Also hospital with 10 beds.
3 ..	1 Doctor (Part-time) .. 1 Compounder. 1 Dresser (Part-time) in season. 1 Compounder.	L.M.P. ..	40/- ..	Season : 50 to 60 Off season : 20 to 30.	
4 ..	1 Part-time Doctor and 1 Compounder.	M.B.B.S. ..	16/- per visit ..	....	4 or 5 visits a month.
5 ..	1 Doctor (Part-time) ..	M.B.B.S. ..	Rs. 41/- ..	30	

The doctors in 3 out of 5 factories were part-time and attended either on call or at fixed hours daily. In one unit, there were 10 beds and facilities existed for indoor patients. But the general practice of the employers was to send the more serious cases to a hospital which was partly financed by them. The most common diseases among the workers were malaria, dysentery, influenza, small pox, typhoid and kalazar. 50 per cent. of the cases were due to malaria alone. About 10 to 20 per cent. of workers suffered from venereal diseases. There was no system of pre-employment medical test or follow-up health care.

About 25 per cent. of the workers in the sugar factories are addicted to the use of intoxicants like *toddy* and no less than 80 to 90 per cent. of them are either tobacco smokers or tobacco chewers.

Canteens.—Though regular canteens were not in evidence in any of the sampled units, facilities did exist outside the factory premises for the supply of *gur* and light refreshment. The management of one unit supplied *gur* and tea to workers who worked in the open in winter.

Creche.—None of the factories employed women workers and hence the necessity for *creches* did not arise.

Educational Facilities.—A primary school was run by the local government at one unit. Two sampled units had high schools. One factory subscribed to a middle school, while the other had its own middle school.

There was no particular provision for the education of adult workers. Three factories had clubs, which, though theoretically open to all workers, were out of the reach of the low paid staff for they could not afford to pay a subscription of 8 annas every month. Two of the clubs have libraries which are used exclusively by the members.

Grain Shops.—Rice, wheat, *atta*, *dal*, sugar, cloth and soap were available to the workers in the premises of 4 factories at controlled prices. In one unit supplies were given below the market prices.

Trade Unions and Strikes.

Trade unions are unknown in the Champaran Sugar Industry. Two of the sampled units have had one strike each. The strikers in one wanted family quarters and permission to form a union. The latter request was granted but nothing materialised. The strikers in the other unit wanted increase in wages but they were not successful.

Safety Acts.

All the factories come under the Factories Act and generally observe the provisions of the Electricity Act, Payment of Wages Act and the Workmen's Compensation Act. The only steps taken by the managements to acquaint their workers with the provisions of these Acts is through the posting of their abstracts.

Factory Inspection.—During the last 10 years, each sampled unit had 8–13 inspections which roughly gives an average of one inspection per year. The perusal of the inspection reports shows that a majority of remarks relate to the absence of fencing of machinery or guarding of pulleys, to lack of sanitary arrangements, failure to observe holidays, or to post the abstracts required under the various Acts.

The following table shows the accidents and the compensation paid in the sampled units.

TABLE LXXXIII.
Showing accidents and compensation paid in 1943.

Number of factory.	No. of accidents.		Compensation paid.
	Minor.	Serious.	
1.	..	1	Rs. 900.
2.	..	2	Rs. 84 and Rs. 385. Total = Rs. 469/-.
3.	..	1	Rs. 2/11.
4.	2	2	Rs. 2/14 & Rs. 5/10/9. Total = Rs. 8/8/9.
5.	4	8	Total—Rs. 54/14.

There were few very serious accidents in 1943. The wearing of loose clothes is discouraged and, in one factory, 100 persons working on moving machines are provided with uniforms.

Provident Fund, Pensions and Gratuities.

Provident fund exists for all permanent workers in only one factory. In a second factory, it is open only to the supervisory staff. There are no pensions or gratuities in any unit.

Civil Condition

A randomised sample of 649 persons was selected for enquiry into their civil condition and indebtedness. The majority of them, 556 or 85.6 per cent. were Hindus. Of the rest, 86 were Muslims, 5 Christians and 2 Sikhs.

The number of literate persons among the sample was 192 or 29.6 per cent. only. 573 or 88.3 per cent. of the sampled workers were married, but the number of persons with dependants was higher at 631 or 97.2 per cent. The modal group is 3 to 4 dependants, where the frequency is as high as 36.1 per cent. of the workers. Another 30.5 per cent. had 5 to 6 dependants. The total number of dependants supported by 631 persons enumerated with dependants was 2,715. This gives an average of 4.3 dependants per head of those with dependants. This average is slightly above the mode. The following table shows the distribution of workers according to the number of their dependants.

TABLE LXXIV.

Number of dependants.	No. of workers	Percentage in different groups.
Nil	18	2.8
1-2 dependants	116	17.9
3-4 dependants	234	36.1
5-6 dependants	198	30.5
7 and over dependants	83	12.7
Total	649	100.0

Indebtedness.

The state of indebtedness of samples is brought out by the following table

TABLE LXXV.

No. of dependants.	No. of indebted workers.	Amount of debt.	Average amount of debt per indebted person.	Percentage of indebted workers to the total in different groups.
		Rs.	Rs.	
Nil	4	895	223.7	22.2
1-2 dependants	78	11,595	148.7	67.2
3-4 dependants	177	33,264	187.9	75.6
4-6 dependants	152	43,893	288.8	76.8
7 and over	74	19,227	259.8	89.1
Total	485	1,08,874	224.5	74.7

Out of 649 persons, as many as 485 or 74.7 per cent. were in debt. The average amount of debt comes to Rs. 224.5. The average indebtedness of persons with less than 4 dependants was below the average for all. As the number of dependants increases the percentage indebtedness also increases.

Causes of Indebtedness.—485 indebted persons had taken 660 loans, that is to say, some of them had taken more than one loan. The expenses on marriages were responsible for 40.8 per cent. of indebtedness and 37.7 per cent. of loans. The following table shows indebtedness under different causes.

TABLE LXXVI.

Cause of debts.	Number of loans.	Percentage of all loans.	Amount of debt. (Rs.)	Percentage of total debt.	Average amount of debt. (Rs.)
Marriage	249	37.7	44,410	40.8	178
Sickness	39	5.9	4,615	4.2	118
Death	91	13.8	11,637	10.7	128
Litigation	6	0.9	2,500	2.3	417
Purchase of land and cattle	351	5.3	7,635	7.0	218
Domestic needs	199	30.2	19,802	18.2	100
Miscellaneous	10	1.5	5,187	4.8	519
Ancestral	31	4.7	13,068	12.0	422
All causes	660	100.0	1,08,874	100.0	165

The distribution of indebted persons according to the actual amount of debt is seen in the table below. It appears that 19.2 per cent. of the workers were lightly indebted with a debt of less than Rs. 50. Another 24.3 per cent. had a debt of between Rs. 51 and Rs. 100 and 26.4 per cent. had a debt of between Rs. 101 and Rs. 200.

TABLE LXXVII.

Showing the distribution of indebtedness in the specified groups.

Indebtedness	Number of persons	Percentage to the total.
Debt upto Rs. 50	93	19.2
Between Rs. 51 and Rs. 100	118	24.3
Between Rs. 101 and Rs. 200	128	26.4
Over Rs. 200	146	30.1
Total	485	100.0

Rate of Interest—The bulk of debt has been taken at very high rates of interest, i.e., between 18½ and 37½ per cent. The other details about the rate of interest are given in the table below.

TABLE LXXVIII

Rate of interest	Amount (Rs.)	Percentage.
Free of interest	4,029	3.9
Upto 6½%	16,005	14.7
6½% to 12½%	27,920	25.6
12½% to 18½%	9,827	9.0
18½% to 37½%	47,553	43.7
Over 37½%	3,360	3.1
Total	108,874	100.0

The managements of three of the sampled units advance money to workers free of interest. The amount is realised from wages in easy instalments. Otherwise, the *mahajan* is the usual agency of these loans.

Housing.

Except in one factory, a substantial percentage of workers is housed by the managements in rent-free quarters, as is shown below :—

TABLE LXXIX.

Showing the provision of houses.

Factory	No. of workers housed	Total number of workers.	Percentage.
1	397	762	52.1
2	423	859	49.2
3	29	582	5.0
4	146	606	24.1
5	402	793	50.7
Total	1,397	3,602	38.8

My housing survey covered 651 dwellings, of which 156 were privately owned and 495 were supplied by employers. The great majority of the latter, 93.3 per cent., were one-room dwellings. Of the former, 45.6 per cent. were one-room dwellings, 26.3 per cent. had two living rooms and 16.7 per cent. consisted of three rooms. The following table gives the distribution of dwellings according to size.

TABLE LXXX.

Size	No. of dwellings		Percentage of total	
	Employers'	Private	Employers'	Private
One room	462	71	93.3	45.5
Two rooms	16	41	3.3	26.3
Three rooms	10	26	2.0	16.7
Four rooms	7	11	1.4	7.1
Five rooms	..	7	..	4.4
Total	495	156	100.0	100.0

This table shows that private houses are well distributed among the different sizes.

The average density of occupancy in private houses was 3.3 per room of an average area of 160 square feet as against 4.1 per room of an average area of 106 square feet in the employers' houses. But the density of occupancy in dwellings containing 1 to 4 rooms was greater in private houses than in employers' houses.

The following table shows the density of occupancy in dwellings of different sizes.

TABLE LXXXI.

Private Houses.

Size of dwellings	No. of dwellings	No. of rooms	No. of occupants	Density of occupancy
One room	71	71	355	5.0
Two rooms	41	82	270	3.3
Three rooms	26	78	180	2.3
Four rooms	11	44	113	2.6
Five rooms and over	7	42	117	2.8
Total	156	317	1,035	3.3

TABLE LXXXII.

Employers' Houses.

One room	462	462	2,106	4.5
Two rooms	16	32	70	2.2
Three rooms	10	30	37	1.2
Four rooms	7	28	26	0.9
Five rooms	..	..	..	..
Total	945	552	2,239	4.1

Density of occupancy can be looked upon from another angle of vision as well. The following table shows the percentage of habitable rooms to the total number of rooms and the percentage of occupants to the total number of occupants.

TABLE LXXXIII.

Size of dwellings.	Percentage of habitable rooms to the total number of rooms.		% of occupants to total number of occupants.	
	Employers'	Private	Employers'	Private
One room	83.7	22.4	94.1	34.3
Two rooms	5.8	25.8	3.1	26.1
Three rooms	5.4	24.6	1.6	17.4
Four rooms	5.1	13.9	1.2	10.9
Five rooms	..	13.3	..	11.3
Total	100.0	100.0	100.0	100.0

This shows that 94.1 per cent. of occupants in employers' houses were living in one room dwellings. In private houses, the percentage of occupants in one room dwellings was 34.3; in two room dwellings 26.1 and in three room dwellings 17.4. The remaining 22.2 per cent. were living in dwellings containing 4 rooms or more. The table referred to above also shows that one room dwellings accommodated a higher percentage of total occupants than the percentage of total rooms comprised in them. Altogether, living conditions, from the point of view of congestion, were better in privately owned houses than in employers' houses.

From the point of view of amenities like verandahs, bath rooms, kitchens, latrines water-supply, electricity, drainage and ventilation, the employers' houses were much better than privately owned houses. The private houses were better in the provision of subsidiary rooms and courtyards only. The table below gives more details about the comparative provision of amenities in employers' and privately owned houses.

PART III—*contd.*

Darbhanga.

Of the five sugar factories in Darbhanga, three were selected for an *ad hoc* survey of labour conditions. They were established in 1914, 1921 and 1934. All are seasonal and work for $2\frac{1}{2}$ to $4\frac{1}{2}$ months between December and April every year.

Employment

The number of workers employed in the sampled factories is as follows :—

TABLE LXXXV.

Serial number of factory.	January 1939	January 1944	Percentage increase (+) or decrease (—) since Jan. 1939.
1	1203 + 9 adolescents = 1212	1117 + 9 adolescents = 1126	—7.1
2	462	770	+ 66.7
3	775	681	—12.1
Total ..	2,449	2,577	+ 5.2

Of the estimated number of 40,000* workers in all the factories, sampled and others, 2561 (64.0 per cent.) were covered by the units under investigation in January 1945. It will be seen from the table above that employment in January 1944 increased only in one out of three concerns. It went down in two of the three concerns in the season 1944-45. The reason according to the employers is to be found in the exceptionally low supply of sugar cane, probably due to the 'grow more food campaign', the comparatively more paying food crops and transport difficulties. Taking all the sampled concerns, the total employment which went up in January 1944 by 5.3 per cent. as compared with the pre-war figure registered a slight set-back in 1944-45.

No sampled factory employs any woman labour but, in one unit, nine boys between 12 and 17 were engaged. Their number is, however, very small and they are usually called upon to do light work.

Seasonal workers. About 70 per cent. of the workers are discharged at the end of the season. Almost 90 per cent. of the seasonal workers are agriculturists and go back to land. The engineering staff is kept in the off-season for maintenance, repairs and over-hauling of machinery and plant, while the chemists and laboratory assistants, who stay in off-season, work on soil and cane analysis and guide the administration on technical matters.

Length of Service.—Service records were available in 2 units only. The following table gives the length of service of workers in them.

TABLE LXXXVI.

Length of service.	Factory No. 1		Factory No. 2		Total	
	No. of workers	Percentage of workers	No. of workers	Percentage of workers	No. of workers	Percentage of workers
Between—						
0 and 1 year ..	889	93.3	51	7.7	940	58.3
1 and 5 years ..	12	1.3	93	14.1	105	6.5
5 and 10 years ..	24	2.5	125	18.9	149	9.2
Over 10 years ..	28	2.9	301	59.3	419	26.0
Total ..	953	100.0	660	100.0	1,613	100.0

*These figures refer to January 1945.

The majority of workers in one factory have put in more than 10 years' service, while in the other an overwhelming proportion has done only one year's service. This is because the former does not formally discharge its workers at the end of the season but keeps them on its rolls. The other discharges its workers at the end of each season and re-employs them next season.

Permanent and temporary workers.—Some sort of classification as between 'permanent' and 'temporary' workers exists in all the units. The following table gives the percentage in each category.

TABLE LXXXVII.

Serial number of factory	Temporary	Permanent
1	70.15	29.85
2	1.7	98.2
3	97.6	2.4

At factory No. 2, the permanent workers do not enjoy any special privileges. At factory No. 1, the permanent skilled workers get 10 days' sick and casual leave and 10 days' privilege leave while unskilled workers with more than 5 years' service get 7 days' sick and casual leave. Temporary workers get sick leave on the recommendation of the medical officer. At the third factory, permanent workers get a month's privilege leave, a week's sick leave on full pay and a month's sick leave on half pay while temporary workers get 7 days' privilege leave or, if they do not avail themselves of it, a week's wages and 3 days' sick leave on full pay and a fortnight's on half pay.

Apprenticeship.—Apprentice fitters and painters are employed in two of the units. One of them also takes in apprentice turners. The period of apprenticeship which extends from 2 to 3 years is counted towards total service in both places.

Promotions.—Time scale promotion exists in only one unit and, though the management contend that it extends to all workers, the unskilled workers are actually excluded. There are grade promotions in the other concerns, and workers are normally promoted on the basis of merit and efficiency.

Labour Turnover.

Considerable difficulties were experienced in the collection of data on labour turnover, for the reason that, while one factory does not maintain any such record, the other two concerns have different practices in vogue. All workers, for example in one factory, whether seasonal or otherwise, are kept on the roll throughout the year and are paid a retention allowance of 25 per cent. (skilled workers) and 10 per cent. (unskilled workers) of their emoluments. In the other factory, however, the seasonal workers are discharged at the end of the season. Attempts were, however made to collect the data about labour turnover for all workers during the season in 1939 and 1943. It appears that, while in 1939, 6.7 per cent. workers left in one concern and 12.6 per cent. in the other, the corresponding figures for 1943 are 3.6 per cent. and 4.9 per cent. respectively. According to information collected from one concern, it further appears that the displacement of a certain percentage of labour took place in 1939 due to some attempts at rationalisation. The causes responsible for labour turnover are dismissals due to stealing and other bad practices and voluntary resignations on account of better opportunities in war-time factories and armed forces.

Absenteeism.

The following table gives absenteeism figures for 1939 and 1943 in one unit and for 1943 only in the second unit. Figures for 1939 in the latter and for 1939 and 1943 in the third unit were not available.

TABLE LXXXVIII.

Factory number	Year	Number of workers.	Total number of man-days	Number of man-days lost	Percentage of absenteeism
1	1939	1,184	63,936	1,677	2.6
	1943	1,146	1,13,454	4,714	4.2
2	1943	630	80,640	596	0.7

Absenteeism varies from factory to factory, due to illness and social ceremonies.

A study into the causes for leave granted in 1943 in one unit reveals that sickness is the main cause and accounts for nearly one-third of the total leave. Other causes are given in the table below :—

TABLE LXXXIX.

Serial number	Causes	Number of days for which leave sanctioned	Percentage
1	Marriage	110	14.1
2	Sickness	168	21.5
	Own Family's	89	
		257	32.9
3	Death	63	8.0
4	House repairs & construction	84	10.7
5	Land	17	2.2
6	Miscellaneous	251	32.1
Total		82	100.0

Standing Orders.

There are no standing orders in any unit. One unit has merely laid down a few rules in respect of the termination of services.

Recruitment and Labour Officer.

Recruitment is done directly by the management from amongst those offering themselves at the gate, relatives and friends of existing workers being given preference. The old workers (where they are discharged at the end of the season) are informed through their mates. The appointment of the technical personnel is made by the management after taking into consideration the recommendation of the departmental heads. None of the sampled units has any labour officer or works committee and the grievances are normally heard by the heads of departments or the manager.

Wages and Earnings.

The following table gives the increase in basic wages of the different kinds of workers since 1939 :—

TABLE XC.

Class of labour	Factory No. 1	Factory No. 2	Factory No. 3
Unskilled	7%	No change in basic wage rates.	9 to 12 %
Semi-skilled	6%		25%
Skilled	3 to 10%		43%

While one factory does not employ contract labour, the second does so on different jobs. At the third factory, contract labour is paid about 10 per cent. less than labour directly employed on similar occupations.

Wages are fixed on the basis of the nature and type of work, experience and training of the worker and the rates prevailing in the neighbourhood.

Dearness allowance is being paid since March 1940 in one factory and January 1941 in another. The present rates are as follows :—

TABLE XCI.

Those getting	Factory No. 1	Factory No. 2	Factory No. 3
	per rupee of basic pay	per rupee of basic pay	of basic pay
Up to Rs. 12	R. A. P.	R. A. P.	{ 50%
Rs. 13	0 10 0	0 8 0	{ 45%
Rs. 14 to 15			{ 40%
Rs. 16 to 25	0 9 0	0 8 0	40%
Rs. 26 to 35	0 8 0	0 7 0	40%
Rs. 36 to 50	0 7 0	0 6 0	40%
Rs. 51 to 100	0 6 0	0 5 0	40%
Rs. 101 to 150	0 5 0	0 4 0	40%

The third unit paid bonus varying from 15 days' to 13 months' wages in the year 1941-42 and 15 days' to 2½ months' wages in 1942-43 and 1943-44, according to the number of seasons the worker had been with the firm. Those who had worked for 5 seasons got the maximum of 2½ months' bonus. The first unit gave a bonus of 2 months' salary to its permanent staff and one month's salary to its temporary staff in 1943. It gives one week's pay in lieu of leave to its seasonal workers. The second unit gives one month's wages as bonus every year to its workers. Both bonus and dearness allowance are considered temporary for the duration of the war. In addition, one factory gives an off season allowance of 10 per cent. of pay to all unskilled workers and 25 per cent. to skilled workers. Of the three sampled factories, one gives travelling and food allowance during the journey to all workers joining service and another pays railway fare and food charges to some workers. Needless to say that these advances are deducted from wages.

Overtime work and Deductions.—According to the replies of the employers, overtime work is not normally done except in cases of serious breakdown, when rules laid down in the Factories Act (1934) regarding the payment and calculation of overtime allowances are followed. Proper registers showing overtime done by each individual operative are kept by one factory while in others record is made as and when overtime is done. My investigations however showed that overtime work is done and paid for in the form of compensatory leave on the subsequent day for the same duration. Some of the workers have been found doing work continuously for long hours extending in certain cases to 16.

Fines.—Fines are not imposed in any of the sampled units. But workers are by way of punishment suspended for a maximum of 10 days at one of the factories and a similar practice to a smaller extent is followed in other factories.

Wage Period and Close Days.—Wage period in all factories is the calendar month except in one where 50 daily rated coolies are paid fortnightly. Wages are paid within 7 days of the wage period in all the factories under enquiry. In the off season, all workers get Sundays off and, in one factory, Saturday afternoon too. In season, the day shift alone gets a weekly holiday on Sundays and others get a day off by rotation in a fortnight.

Analysis of Wages and Earnings.

Out of 2,555 workers in the sampled units, wage data in respect of 1,961 workers were collected as they had worked the maximum number of days in January 1945. This represents a sample of 76.7 per cent. All workers were male and were time-rated. The basic wages of the largest number of workers (65.2 per cent.) were in the group '6 As. but less than 8 Annas' and as many as 93.7 per cent. workers, according to my enquiry, get less than 12 annas per day. The following table gives other details about basic wages excluding allowances.

TABLE XCII.

Wage groups	Number of workers	Percentage to the total	Remarks.
4 As. but less than 6 As.	486	19.0	
6 As. but less than 8 As.	1,666	65.2	mode
8 As. but less than 10 As.	169	6.6	
10 As. but less than 12 As.	74	2.9	
12 As. but less than 14 As.	28	1.1	
14 As. but less than Re. 1	17	0.7	
Re. 1 but less Rs. 1/2	14	0.6	
Re. 1/2 but less than Rs. 1/4	14	0.6	
Rs. 1/4 but less than Rs. 1/8	25	0.9	
Rs. 1/8 but less than Rs. 1/12	12	0.5	
Rs. 1/12 but less than Rs. 2	6	0.2	
Over Rs. 2	14	1.7	
Total	2,555	100.0	

In respect of wages, the model lies in the group '6 As. but less than 8 As.' comprising 65.2 per cent. of workers. The net earnings of the workers including allowances and overtime wages are mostly in the group '8 As. but less than 12 As.' which covers as many as 86.6 per cent. workers. 91.9 per cent. of the workers draw less than Re. 1. Only a very small percentage of workers, particularly in the more technical branches or skilled occupations, draw over Rs. 2 8-0. The following table gives other details about the net earnings.

TABLE XCIII.

Earning groups	No. of workers	Percentage of workers	Remarks.
Less than 8 As.	11	0.4	
8 As. but less than 12 As.	2,212	86.6	Mode
12 As. but less than Re. 1	125	4.9	
Re. 1 but less than Rs. 1/4	65	2.5	
Rs. 1/4 but less than Rs. 1/8	28	1.1	
Rs. 1/8 but less than Rs. 1/12	23	0.9	
Rs. 1/12 but less than Rs. 2	20	0.8	
Rs. 2 but less than Rs. 2/4	18	0.6	
Rs. 2/4 but less than Rs. 2/8	10	0.4	
Over Rs. 2/8	46	1.8	
Total	2,555	100.0	

Working Conditions.

There are four shifts in all the factories of which three shifts of 8 hours each are worked in the manufacturing section and one day shift varying from 9½ to 10 hours is worked in the engineering section. The following table gives the necessary details.

TABLE XCIV.

Serial number of Factory.	1st shift	2nd shift	3rd shift	Day shift
1 ..	7 a.m. to 3 p.m.	3 p.m. to 11 p.m.	11 p.m. to 7 a.m.	7 a.m. to 1 p.m. 3 p.m. to 7 p.m.
2 ..	8 a.m. to 4 p.m.	4 p.m. to 12 midnight	12 midnight to 8 a.m.	7 a.m. to 12-30 p.m. 1 p.m. to 5 p.m.
3 ..	9 a.m. to 5 p.m.	5 p.m. to 1 a.m.	1 a.m. to 9 a.m.	6 a.m. to 12 noon 2 p.m. to 6 p.m.

Ventilation and lighting are generally good. Wherever natural light is insufficient, artificial light has been provided. Exhaust fans are conspicuous by their absence. However there is no congestion in any of the units.

Drainage was satisfactory only in one factory. In others, drains were uncovered and at places blocked up, with the result that water overflowed. As the cane carrier section was without roof in a number of factories, the workers were exposed to sun and rain.

Rest shelter was provided only in one unit where it has an area of 4,500 square feet. There were no chairs and benches and the floor was covered with straw to enable workers to sleep.

Welfare Activities.

Latrines and urinals in the sampled units were sufficient but they were not kept in a proper sanitary condition.

Educational facilities to the children of the workpeople are provided in only one factory which runs a primary school. The other factories have no schools of their own but there are public schools in the vicinity.

Canteens are not provided by the managements. Facilities however exist outside the factory premises for the purchase of food and light refreshments at market rates. Two sampled units maintain grain shops for the supply of wheat, dal, rice, etc., at controlled prices.

Medical facilities.—All the sampled factories have dispensaries for the benefit of their workers. One factory has in addition got arrangements for indoor patients. The strength of the medical staff and their emoluments are given below.

TABLE XCV.

Serial Number of factory	Staff	Qualifications	Emoluments including allowances (Rs.)	No. of cases.
1 ..	1 Doctor	L.M.P.	82/8	Season—60
..	1 Helper			Off season—25
..	1 Doctor	L.M.P.	111/9	5
..	1 Compounder			
3 ..	1 Doctor	L.M.P.	Not available	40
..	1 Compounder			
..	1 Dresser			

The system of medicine in all dispensaries is allopathic. One factory employs a part-time doctor and at others the doctors are allowed private practice.

The most prevalent diseases are malaria, kalazar, hookworm, and dyspepsia. Some of the stomach troubles may be due to the fact that workers get 2 hours' interval for meals and run back from their homes to the factory. One of the doctors was of opinion that the interval should either be longer or refreshment should be provided at the factory. Not many cases of venereal diseases are reported and, according to one doctor, there were only two cases during 5 years in his dispensary.

According to the employers, there are no occupational diseases in the sugar factories. Workers are neither examined before employment nor at subsequent periodical intervals.

A large percentage of workers is however addicted to toddy-drinking, and tobacco and *pan* chewing.

Trade Unions and Strikes.

At present, there is no trade union in existence in any of the sampled units. A half-hearted attempt was made to set up a union in one of the factories but it failed.

One strike took place in one unit in February 1945 and lasted for only six hours. The workers demanded an off-season allowance and a bonus equivalent to one month's wages. They were given neither but the dearness allowance was increased with a retrospective effect from 1st January 1945.

Safety Acts.

All the factories are said to observe the provisions of the Factories Act, the Payment of Wages Act, the Electricity Act and the Workmen's Compensation Act.

Factory inspection has not been as frequent as it should be. The three factories among themselves had only 27 inspections in 10 years. One of the factories has had only 6 in 10 years. It did not have any inspection for two consecutive seasons in 1940-41 and 1941-42.

The factory inspectors have generally confined their attention to fencing of machinery and railing of ladders and platforms. The failure to display notices for dates of payment of wages and abstracts of various Acts and insanitary conditions of factories have also been pointed out. One factory was asked to build urinals and the other to keep an overtime register. The provisions regarding maximum hours of work laid down in the Factories Act have often been violated and my investigating staff heard several complaints on this score.

Accidents.

There have not been many accidents in any of the units. In one, there was a minor accident in which a compensation of Rs. 11-15-0 was paid. In another unit, there was one accident and compensation amounting to Rs. 7-2-3 was paid.

Provident Fund, etc.

Provident fund benefits exist in all the concerns but gratuities or pensions are not paid. The following table summarises the provident fund rules.

TABLE XCVI.

Serial no. of factory	Membership	Subscription		Interest	Investment of funds	Payment.
		Member	Employers			
1	All workers getting Rs. 25 or more per month with the recommendation of the management.	5% of basic pay	Same	5% per annum paid half-yearly.	As the company likes	Dismissal or resignation after less than 3 years' service—own contribution plus interest on it. In the event of death, insanity or resignation after more than 3 years' service—full amount.
2	All permanent workers getting Rs. 25 or more per month. Compulsory for such workers who joined after 1-7-22.	64% of basic pay. A further 64% permitted by the management.	Equal, i.e., 64% or, if they so wish, more.	According to income of the fund.	Trustee securities	Dismissal and resignation after less than 5 years' service—own contribution and interest on it (over 5 years' service—own contribution and interest on it and 1/20th of the company's contribution and interest on it for every completed year of service).
3	Permanent workers	64% of basic pay	Same	According to income of the fund.	Trustee securities	Full amount in the event of death or more than 5 years' service. Dismissal or less than 5 years' service—own contribution and interest on it.

Civil Condition.

An enquiry into the civil condition of sugar factory workers at Daibhanga was conducted on a random sample of 490 workers. 419 of them were Hindus and 71 Muslims.

Literacy.—66 persons only (or 13.5 per cent. of the total) were literate.

Marital Condition and Dependancy.—464 or 94.7 per cent. workers were married. The majority of them had dependants to support and the following table shows the number of their dependants.

TABLE XCVII.

Number of dependants					Number of workers	Percentage of workers in different groups
<i>Nil</i>	..	..	..	..	4	0.8
1—2 dependants	..	..	..	..	73	14.9
3—4	..	..	..	..	166	33.7
5—6	..	..	..	..	173	35.3
7 dependants and over	..	..	..	..	75	15.3
Total					490	100.0

The model group is with '5 to 6 dependants' though the other group '3-4 dependants' is equally large. The total number of dependants supported by 486 workers was 2,207, giving an average of 4.5 dependants per worker.

Indebtedness.

The percentage frequency of the indebted workers according to the number of dependants supported by them is seen to increase as the number of dependants increases. The following table is instructive in this connection.

TABLE XCVIII.

Showing indebtedness of workers according to the number of dependants supported by them.

No of dependants.					Number of indebted workers	Amount of debt	Average amount of debt per indebted worker	Percentage of indebted workers to total in different groups.
						Rs.	Rs.	
<i>Nil</i>	..	..	..	..	1	200	200	25
1—2 dependants	..	..	..	..	54	17,455	323	74
3—4	..	..	..	..	137	18,558	135	83
5—6	..	..	..	..	159	26,506	167	92
Over 7	..	..	..	..	73	14,367	197	97
Total					424	77,086	182	86.5

The *per capita* indebtedness is Rs. 182. 26.7 per cent. were indebted to the extent of Rs. 50 or less and another 25 per cent. had debt between Rs. 51 and Rs. 100. The maximum limit of indebtedness of 26.5 per cent. of indebted workers in the group of Rs. 101 to Rs. 200 was a little above the *per capita*

figure It appears that *per capita* indebtedness has been pulled up considerably by the relatively heavy indebtedness of almost one-fifth of indebted workers as is shown below.

TABLE XCIX.

Extent of indebtedness.	Number of persons.	Percentage to the total.
Total no. of persons in debt	424	86.5
Free from debt	66	13.5
Upto Rs. 50	113	26.7
Between Rs. 51 and 100	106	25.0
Between Rs. 10 and 1200	121	28.5
Debt over Rs. 200.. .. .	84	19.8

Causes of Indebtedness.—Marriages account for the largest burden of debt. 38.1 per cent. of loans and 39 per cent. of total debt are due to marriages. Domestic needs come next in importance and account for 35.3 per cent. of loans and 29.2 per cent. of debt. The percentage indebtedness on death is 17. Altogether, 424 persons had taken 512 loans

The following table shows indebtedness under different causes.

TABLE C.

Causes of debt.	No. of loans.	Percentage of all loans.	Amount of debt.	Percentage to total debt.	Average amount of debt
			(Rs.)		(Rs.)
Marriage	195	38.1	30,073	39.0	154
Sickness	8	1.6	765	1.0	96
Death	87	17.0	10,265	13.3	118
Litigation	6	1.2	2,216	2.9	369
Purchase of land and cattle	20	3.9	8,170	10.6	409
Domestic needs	181	35.3	22,510	29.2	124
Miscellaneous	3	0.6	290	0.4	97
Ancestral	12	2.3	2,800	3.6	233
All causes	512	100.00	77,086	100.0	151

Though a fairly large percentage of workers in the sugar factories are agriculturists and are connected with land in way or another, the percentage of debt on productive purposes such as purchase of land and cattle is remarkably small. The percentage of debt due to litigation is not very high, but the

burden is rather heavy on those who have incurred it. Six loans of an average of Rs. 369 have been taken.

Rate of Interest and Agency of Loans.—The main agency for these loans is the village mahajan. The Pathan moneylenders are not uncommon. The burden of interest charges is fairly heavy as 66.2 per cent. of the total debt has been taken at rates varying between 18½ and 37½ per cent. Only 17½ per cent. of debt was free of interest and was taken from friends, relatives or employers.

The following table gives the burden of interest charges of the loans.

TABLE CI.

Rate of interest.	Amount of debt. Rs.	Percentage to total
Free of interest	13,540	17.6
Upto 6½%	1,150	1.5
From 6½ to 12½%	5,175	6.7
From 12½ to 18½%	2,550	3.3
From 18½ to 37½%	51,075	66.2
Over 37½%	3,596	4.7

Housing.

The three sampled factories housed 10, 12 and 23 per cent. of the workers respectively. A very large percentage of them is housed in thatched huts, which provide very poor shelter against sun and rain. The other kind of houses are generally single-room tenements built of bamboo walls, covered with mud plaster and thatched roofs. There are some *pucca* barracks to serve as family quarters, mostly for the permanent employees in the factories.

The enquiry into housing at Darbhanga covered 344 dwellings, ¾th of which were single-roomed. The following table gives the distribution of dwellings according to size.

TABLE CII.

Size.	No. of dwellings.	Percentage to total
One room dwellings	259	75.3
Two room dwellings	77	22.4
Three room dwellings	4	1.1
Four room dwellings	2	0.6
Five room dwellings	2	0.6
Total	344	100.0

The average density was 4 per room of an average area of 137 square feet, but density in one room dwellings was 5 persons per room. The following table gives the density of occupancy in the dwellings of various sizes.

TABLE CIII.

Size.	No. of dwellings.	No. of rooms.	No. of occupants.	Density of occupancy.
One room	259	259	1,293	5.0
Two rooms	77	154	408	2.7
Three rooms	4	12	24	2.0
Four rooms	2	8	26	3.2
Five rooms	2	10	7	0.7
Total	344	443	1,758	4.0

The percentage of occupants in one-room dwellings was 73.6 against 58.5 per cent. of the total number of rooms comprised in them. The percentage of occupants was smaller than the percentage of rooms in dwellings of larger size.

TABLE CIV.

Size.	Percentage of habitable rooms to total rooms.	Percentage of occupants to total number of occupants.
One room	58.5	73.6
Two rooms	34.8	23.2
Three rooms	2.7	1.3
Four rooms	1.8	1.5
Five rooms	2.2	0.4
Total	100.0	100.0

The amenities, which go to relieve congestion in living rooms and which contribute to elementary comforts of life, are very inadequate. It will be seen that subsidiary rooms are extremely rare. 5.7 per cent. only of one-room dwellings and 18.1 per cent. of two room dwellings had subsidiary rooms. The position in respect of verandahs and courtyards was, however, slightly better. Nearly 25 per cent. of the dwellings were in possession of them. 91.1 per cent. of one room dwellings and 70.1 per cent. of two room dwellings were without kitchens. The living rooms were being used as kitchens as well.

The following table shows the distribution of these amenities in the dwellings surveyed by my investigating staff :—

TABLE CV.

Dwellings	Subsidiary		Verandahs		Courtyards		Kitchens					
	No. of rooms.	No. of Dwellings		Dwellings without		Dwellings without		Dwellings without				
		No.	%	Dwell-ings with	No.	%	Dwell-ings with	No.	%			
All dwellings	55	43	12.5	31	263	76.6	92	252	73.3	46	298	86.6
On room	16	15	5.8	69	140	73.3	61	196	76.4	12	247	96.3
Two rooms	19	14	18.2	10	67	87.0	28	49	63.6	23	54	70.1

Bath rooms were conspicuous by their absence. Independent latrines were found only in 15.7 per cent. of dwellings. In respect of water supply, drainage and ventilation, the position in a great majority of cases was extremely unsatisfactory. Similarly, the majority of households were using oil for lighting purposes. The following table shows the distribution of these amenities in the dwellings under survey.

TABLE CVI.

	Bath room :			Latrines		Water supply			Electricity		Drainage			Ventilation					
	With	Without	No.	%	With	Without	No.	%	With	Without	Satis- fac- tory.	Unsatis- factory		Satis- fac- tory.	Unsatis- factory				
												No.	%		No.	%			
All dwellings	..	4	340	98.8	54	290	84.3	2	342	99.4	35	308	86.6	4	340	98.8	30	314	91.3
One room	..	..	259	100.0	44	215	78.1	..	259	100.0	27	232	80.3	..	259	100.0	26	233	80.7
Two rooms	..	2	75	97.4	8	71	92.2	..	77	100.0	6	71	92.2	2	75	97.4	2	75	97.4

PART IV.

VUVYUR, SAMALKOT AND NELLIKUPAM.

(Southern India).

Employment.

Three sugar factories in Vuvyur, Samalkot and Nellikupam were selected for an *ad hoc* survey of labour conditions in Southern India. One of these is a seasonal factory and the other two are perennial factories. The seasonal factory works roughly from December to April every year and, except the permanent employees and the supervisory staff, all others are discharged after the cane crushing season is over. The other two factories manufacture confectionery and alcohol. Figures of employment for the same years in all these factories were not available. I had consequently to fall back upon 1939 in one case, 1940 in the second and 1941 in the third one.

The following tables give the figures of employment in the first unit.

TABLE CVII.

January 1940.		January 1941.		January 1945.	
Piece-rated.	Time-rated.	Piece-rated.	Time-rated.	Piece-rated.	Time-rated.
<i>Nil</i>	723	<i>Nil</i>	814	<i>Nil</i>	804

No women or boys below 18 are employed in this factory. All workers are on monthly rate and no piece-rate system prevails. All workers are paid and employed directly by the Company and there is no contract labour at all.

The details of employment in the second unit are as follows : -

TABLE CVIII.

	August 1939.	January 1944.	January 1945.
Total	688	675	1,059
Piece-rate workers	48	37	34
Time-rate workers	640	638	1,025

The great increase in employment in January 1945 is due to the fact that one unit which manufactured sugar from palmvra jaggery only switched on to cane last year. The cane mill construction was completed late in January 1944 and work was begun in February 1944 with an additional 204 casual coolies. This year the season began in December and the factory employed 315 casual labourers in addition to the 744 regular workers. As can be seen from the above table, the number of piece-rate workers is very small (70 per cent. in 1939, 5.5 per cent. in 1944 and only 3.2 per cent. in 1945). All labour is employed and paid directly by the company and there is no contract labour at all. The factory employs only 7 women and no children.

The statistics of employment in the third unit are as follows :—

TABLE CIX.

	January 1943.	January 1944.	January 1945.
Total	1,804	1,766	1,839
Piece-rate	Nil	Nil	61
Time-rate	1,804	1,766	1,778

The number of piece-rate workers is very small in this factory as well.

Length of Service.—Two units do not maintain any service registers and hence it was not possible to get any data regarding length of service for their workers. The following figures relate to the length of service in the third unit

TABLE CX.

Those between 0 and 1 year of service	337
Those between 1 and 5 years of service	352
Those between 5 and 10 years of service	263
Those over 10 years of service	814
Total	1,766

Permanent and Temporary Workers.—In all the three factories, workers are classified as permanent and temporary. In one unit, all workers recruited for the season are considered as temporary. Those that are retained in the off season are regarded as permanent, and are eligible for 6 days' sick leave and 9 days' privilege leave in a year. Temporary workers get one day's leave with pay for every month's service put in, subject to a maximum of 7 days in the year. The services of temporary workers are terminable without notice while one month's notice on either side is required in the case of permanent workers. Two of the sampled units are under the same management and the basis of classification, as well as the privileges enjoyed by each class, are the same in both. A permanent worker is defined as follows in these two units :—

" A permanent or regular worker is one whose name appears on the factory roll of regular workers which includes the names of such workers as have worked for two years continuously or in the case of seasonal workers as have worked for 24 months during the previous five consecutive years ". All others are temporary or casual workers. Permanent or regular workers are entitled to the following benefits :

(1) Though no guarantee of work at any time is offered to any worker, the regular workers have prior claim to whatever suitable employment is available over the temporary and casual workers, consistent with efficiency. When the work available is insufficient for all regular workers, those on the regular workers' job will go on rotation.

(2) Six holidays with pay in one unit and 8 days in the other unit per year.

(3) Seven days' sick leave with pay or 14 days with half pay per annum.

(4) Six days' privilege leave with pay and 8 days in another unit per annum.

(5) Free medical treatment for workers in one unit and for workers and their families in the other unit.

(6) A fortnight's (for daily rated) and one month's (for monthly rated) notice of termination of service.

(7) Right to borrow from the co-operative credit society and credit at employees' stores.

(8) Gratuity under certain conditions.

(9) In recruitment, as far as possible, preference is given to sons of regular workers who have died or left the service of the factories.

(10) Right to join the provident fund, provided they are monthly rated and draw Rs 30 or more and are not on probation.

TABLE CXI.

Showing the number of permanent and temporary workers in three sampled factories.

Serial No. of factory.	Permanent (1)	Temporary (2)	Total (3)	Percentage of (1) to (3)	Percentage of (2) to (3)
1.	101	703	804	12.6	87.4
2.	607	452	1,059	57.3	42.7
3.	1,241	598	1,839	67.5	32.5

Apprenticeship.—At present there are no apprentices in any of these three factories. In one unit, apprentices were taken first on an unpaid basis and were paid some remuneration as and when they acquired some skill. The period of apprenticeship extended from 3 to 12 months, depending upon the ability of the apprentice. But there are no apprentices at present in this unit.

Promotion.—In one unit, there is no regular system of graded or time scale promotion. Promotion depends on the financial position of the factory and the willingness of the employer. As such there is no uniformity or system in these increments which depend upon the relations of the particular worker with the head of his department and the proprietor. Cases are considered by the management only when they are recommended by the departmental heads. In two other units there are graded jobs for regular workers. The different jobs are placed under different categories. If necessary, each category is subdivided into grades. A minimum wage and a maximum wage is fixed for each grade or category, as the case may be. A worker normally starts at the minimum wage of the lowest grade of a particular category and works his way up. Between the minimum and maximum of his grade, the worker receives automatically every two years an increment of $\frac{1}{2}$ anna per day in his wages irrespective of any special skill or aptitude shown. This automatic biennial increment recognises 'service' as such. But, once he reaches the maximum of his grade, he remains there for the rest of his service unless promoted.

In addition to these automatic biennial increments, promotions from one grade to a higher one or from a lower paid category to a higher paid one are possible, provided a vacancy arises or an increased number of workers is required in the higher grade or category. All promotions are confirmed retrospectively after a trial of two months. Increments and promotions recognise and reward skill and aptitude shown.

Labour Turnover.

No comparable figures of labour turnover are available as it was not possible to get them for the same period in all the 3 factories. The following table shows the percentage of labour turnover in the sampled factories.

TABLE CXII.

	Factory No. 1				Factory No. 2.		Factory No. 3.	
1939	..	..	..	..	2.2	..	..	..
1940	..	..	..	7.9	..	..	..	..
1941	..	..	..	..	..	..	1.4	..
1943	..	..	..	..	2.1	..	..	..
1944	..	..	..	13.4	..	..	3.8	..

Apart from retirement, labour turnover is said to be due to ill health or a calamity in the family, or even inducement of higher wages in other concerns.

Absenteeism.

As it was not possible to calculate absenteeism for any complete year, attempts were made to collect data for one month in each year. Table CXIII shows percentage of absenteeism of the workers on roll in two factories.

TABLE CXIII.

Month and year.				Factory No. 1.		Factory No. 2.	
Feb. 1940	..	..	..	..	5.22	..	..
Jan. 1942	..	..	..	..	..	10.20	..
Jan. 1944	..	..	..	..	6.75	8.49	..

Absenteeism is generally greater during the earlier months of the season which is the harvest period. Other causes are ill health, religious festivals, etc. The manager of the third factory says that absenteeism is not a serious problem and normally not more than 2 or 3 per cent. workers are absent without leave. A considerably large number does apply for leave on loss of pay when their privilege leave is exhausted and this is granted whenever conditions permit.

Standing Orders.

There are no regular standing orders governing the relationship between workers and employers in one sampled unit. There is instead an agreement which both parties sign. It simply lays down that the employee should obey the rules and orders of the management. It also empowers the employer to dispense with the services of a worker without any notice.

The other two factories are under the same management and have the same standing orders dealing with recruitment, medical examination, hours of attendance, shift system, entrance, search, late attendance, leave of absence, absence without leave, festival holidays, privilege leave, sick leave, wages, deductions from wages, termination of service, retrenchment, reprimands, submission and investigation of petitions, penalty for misconduct, rules regarding dispensary, gratuity, provident fund, break in service, etc., etc.

Labour Officers.

One unit has no labour officer. The general manager himself looks into the grievances of workers. The other two sampled units are under one management and have a labour officer at the headquarters (Madras). He regularly visits these factories and acts as a liaison between the employers and the employees.

Wages and Earnings.

Of 3,255 workers, wage data of 2,416 or 74.2 per cent. workers who had put in the maximum number of days in December 1944, were collected from

all the three sampled units. The frequency table of the basic wages earned by the workers has been prepared and it appears that as many as 37.6 per cent workers earn between 6 and 8 annas and 39.6 per cent. between 8 and 10 annas per day. Both the median and mode lie in the group '8 annas but less than 10 annas'. Other details of the basic wages are as follows :—

TABLE CXIV.

Wage groups.	Number of workers.	Percentage to the total.
4 As. but less than 6 As.	33	1.4
6 As. but less than 8 As.	899	37.2
8 As. but less than 10 As.	956	39.6 Median & Mode.
10 As. but less than 12 As.	213	8.8
12 As. but less than 14 As.	195	8.1
14 As. but less than Re. 1	53	2.2
Rs. 1-0-0 but less than Rs. 1-2-0	15	0.6
Rs. 1-2-0 but less than Rs. 1-4-0	14	0.6
Rs. 1-4-0 but less than Rs. 1-8-0	17	0.7
Rs. 1-8-0 but less than 1-12-0 Rs.	5	0.2
Rs. 1-12-0 but less than Rs. 2-0-0	6	0.2
Over Rs. 2-0-0	10	0.4
	2,416	100.0

Barring 7 women, the rest of the workers were all adult males, 35 workers in one factory were on piece wages and were earning between 14 annas and Re. 1 per day as basic wages. The rest of 2,381 workers were all time-rated.

The frequency table of earnings inclusive of dearness allowance and over-time pay given below shows that as many as 1,380, out of 2,416 or 57.1 per cent. workers earn between Re. 1 and Rs. 1-4-0 per day. Both the median and mode lie in this group. The earnings between 8 As. and Rs. 1-8-0 cover 96.4 per cent of the total sample and hardly 0.8 per cent. workers earn more than Rs. 2 per day. Other details about net earnings per day are given below :—

TABLE CXV.

Earning groups.	Number of workers.	Percentage to the total.
8 As. but less than 12 As.	644	26.6
12 As. but less than Re. 1	54	2.2
Re. 1 but less than Rs. 1-4-0	1,380	57.1 Median & Mode.
Rs. 1-4-0 but less than Rs. 1-8-0	254	10.5
Rs. 1-8-0 but less than Rs. 1-12-0	40	1.7
Rs. 1-12-0 but less than Rs. 2-0-0	26	1.1
Rs. 2-0-0 but less than Rs. 2-4-0	12	0.5
Rs. 2-4-0 but less than Rs. 2-8-0	2	0.1
Over Rs. 2-8-0	4	0.2
Total	2,416	100.0

35 workers who were on piece wages earned on an average between Rs. 1-8-0 and 1-12-0 per day.

Principles determining the fixation of Wage Rates.—In one concern the heads of departments determine the wage to be paid to a worker taking into consideration his skill and experience. In the other two concerns under the same management, wages are said to be fixed in accordance with certain principles, which take into account the capacity of the industry to pay on the one hand and a number of other factors on the supply side.*

Dearness Allowance.—At present, dearness allowance is paid in all the 3 factories under reference, but the dates of first payment as well as its amount are not the same. One factory started paying dearness allowance only in 1942 (season) at the rate of Re. 1 to those getting below Rs. 30 per month. Later, in the off-season (October 1942), it was raised to Rs. 2 and since January 1944 the rates are as follows :—

Rs. 5 for those getting Rs. 20 and below.

Rs. 4 for those getting between Rs. 21 and 30.

Rs. 3 for those getting between Rs. 31 and 50.

For workers drawing above Rs. 50, no dearness allowance is paid. Considering that basic wages are not increased and the fact that cost of living has gone up considerably, the dearness allowance paid in this factory cannot be said to be satisfactory.

The other two concerns pay dearness allowance, based on the cost of living index number maintained by the Government of Madras. The first payment in one of them was in August 1940 starting with Re. 1 and in the other in May 1940, also starting at Re. 1. The present rate (January 1945) of dearness allowance in both is Rs. 16/6-. For every rise of one point in the cost of living index, an increase of annas 2 is given in dearness allowance.

Overtime Work.—In none of these factories is overtime work compulsory. In one, overtime work is paid for at 1 1/2 times the normal rate. In another concern, overtime work is not paid for but a compensatory holiday is given in lieu thereof. In the third unit, overtime is very rarely done and, when done, is paid for at 1-1/2 times the usual rate. In none of these factories are any overtime registers maintained.

Deductions.—The only deductions made from wages in these factories are for absence and recovery of advances given to workers.

Fine Fund.—In two units there are fine funds, the amount outstanding in them being Rs. 33/5/6 and Rs. 5/4/6. The general managers are in charge of these funds and use them for the medical relief of workers. No fines are levied in the third unit.

Periods of Wage Payment.—In one concern, all workers are on a monthly basis and the wages for the month are paid before the 7th of the succeeding month. In two other units, workers on daily rate are paid on the 7th and 22nd of every month. The wage period is 15 days in this case. The monthly rated workers are paid before the 7th of the succeeding month. Casual workers are paid daily.

Working Conditions.

Off-Day.—In one unit, all Sundays are regular holidays in the off-season. During the season, the shift workers get one day off for every 13 days worked. In the remaining two units, all monthly paid workers get one day's leave every week and the shift workers get one day off every 13th day.

In all the 3 sampled factories, some are day workers while others are shift workers. The number of hours of work for the day workers in all these is 9 per day or 54 per week. The number of hours of work for the shift workers is 8 per day or 56 per week.

* For details Vide "Summary and Conclusions."

The working hours for the day workers are from 8 a.m. to 6-30 p.m. with an interval of 1-1/2 hours in the afternoon (between 12-30 p.m. and 2 p.m. in one ; and from 1 p.m. to 2-30 p.m. in the case of the other two factories). The total spreadover for dayshift workers is 10-1/2 hours.

The hours of work for the shift workers in the 1st unit are as follows :—

I Shift-10 A.M. to 6 P.M.	}	Weekly change in shifts.
II Shift-6 P.M. to 2 A.M.		
III Shift-2 A.M. to 10 A.M.		

In the other two, the working hours for shift workers are as follows :—

I Shift-7 A.M. to 3 P.M.	}	Weekly inter change.
II Shift-3 P.M. to 11 P.M.		
III Shift-11 P.M. to 7 A.M.		

In one factory, the buildings are new and designed for the purpose they are now serving. The roofing is of corrugated iron sheets and lighting and ventilation are satisfactory. The flooring throughout is cemented, except in the mill house where it is uneven and slightly broken. The factory premises, including drains, are regularly cleaned. But no fans are provided even in places where the workers are subject to too much heat as for example near the vacuum boiler pans. The second factory is housed in old buildings. The cane mill, which is newly built, has no side walls and is exposed to rain showers from the sides. The flooring in the Jaggery boiler section is badly worn out and likely to cause injury to workers. The floor in the bag washing section is slippery and sticky. The wooden ladders leading to over-head shafts are very narrow, almost vertical and hence most inconvenient. Some workers (lime mixers) have to work for the whole day exposed to sun and rain and no shade is provided for them. The workshop room is very dark and the roof low. The distillery is not well lighted or ventilated. No lights are provided in the premises with the result that much inconvenience is experienced by the night shift workers in going from place to place. The premises are kept very unclean, with heaps of bagasse and fuel everywhere. The conditions in the third factory are not satisfactory. It is intolerably hot in some sections. In the distillery, the still room is congested and hot. In the Co₂ H. Department, the 'purifier' are not given either gloves or goggles or foot wear. Flooring in several places is damp, dirty and uneven. At the cylinder testing place, there are big windows without doors with the result that water splashes in in the rainy season.

Civil Condition.

Religion and Literacy.—Of the total number of workers employed in the sampled units, 347 or roughly 10 per cent. were selected at random for detailed enquiries. The following table gives the distribution of these 347 samples according to religion.

TABLE CXVI.

Religion						Number of workers.	Percentage to the total.
Hindus	..	..	..	..	..	322	92.8
Muslims	..	..	..	..	..	23	6.6
Christians	..	..	..	..	..	2	0.6
Total					..	347	100

The majority of workers are illiterate. 165 out of 347 or 47.5 per cent. were literate, i.e., capable of reading and writing a letter in their own languages—Tamil or Telugu.

Size and composition of the family.—Of these 347 workers, only 4 were without any dependants to support. For those with dependants, the family with 5 to 6 dependants was the modal size, which is bigger than that available in the sugar workers in the U.P. and Bihar. The rigid joint family system may perhaps be responsible for this. The total number of dependants on 343 samples was 1,692, the average number of dependants per worker in the sample would thus come to 4.9. The following table shows the distribution of dependants among the workers in the sample.

TABLE CXVII.

No. of dependants.	No. of families.				Percentage to the total.
No dependant	..	..	..	4	1.1
1 to 2 dependants	..	..	..	29	8.4
3 to 4 dependants	..	..	..	109	31.4
5 to 6 dependants	..	..	..	143	41.2
7 and above	..	..	..	62	17.9
Total	..	..	..	347	100.0

Indebtedness.

Of the 347 workers, 74 per cent. were involved in debt, the average amount of debt being Rs. 141. It is, however, noticed that workers with less than 5 to 6 dependants have a smaller average and percentage of indebtedness than the general average and percentage respectively. As the number of dependants supported increases, the average amount of debt and the frequency of indebtedness tend to increase.

The following table shows the indebtedness of the sampled workers according to the number of dependants supported by them.

TABLE CXVIII.

No. of dependants.	No. of families in debt.		Percentage of families in debt to total families in each group.	Amount of debt.	Average debt per family.
				Rs.	Rs.
No dependants	..	2	50.0	140	70
1 to 2 dependants	..	21	72.4	1720	82
3 to 4 dependants	..	71	65.1	9290	131
5 to 6 dependants	..	112	78.3	16570	148
7 and above	..	51	82.3	8605	169
Total	..	257	74.1	36325	141

The extent of indebtedness differs from family to family but about 55 per cent. of the samples had indebtedness of less than Rs. 100. The following table shows the distribution of indebted samples according to the amount of debt on them.

TABLE CXIX.

Indebtedness.	No. of families.				Percentage to the total.
Between Rs. 1—50	..	..	..	49	19.0
Between Rs. 51—100	..	..	..	91	35.5
Between Rs. 101—200	..	..	..	75	29.2
Over Rs. 200	..	..	..	42	16.3
Total	..	..	..	257	100.00

Causes of Indebtedness.—The most important cause of the heavy indebtedness among the workers is the inadequacy of their earnings to support their unusually large families, especially in these days of very high prices of food-stuffs and other necessities of life. The result is that 34.3 per cent. of total indebtedness among the workers is due to domestic needs and 44.6 per cent. of the total number of loans have been taken for them. Marriages account for 33.8 per cent. of the total indebtedness and 28 per cent. of the total number of loans. The system of universal marriage and even polygamy (as in some castes among the Hindus in the South) coupled with the evils of dowry and social feasts is perhaps responsible for the heavy indebtedness.

At Vuyyur, where a very large number of workers are agriculturists having small holdings, productive debt incurred for the purchase of cattle and agricultural implements or land is rather common and, on the whole, it accounts for 16.4 per cent. of the total debt and 10 per cent. of the total loans.

The other details about the causes of indebtedness are given in the table below.—

TABLE CXX.
Showing analysis of the causes of indebtedness.

Causes of debt.	Number of loans taken.	Percentage of all loans.	Amount of debt.	Percentage of total debt.	Average amount of debt.
			Rs.		Rs.
Domestic needs	120	44.6	12,480	34.4	104
Marriage	77	28.6	12,275	33.7	159
Purchase of land & cattle ..	27	10.1	5,945	16.4	220
Death	20	7.4	1,965	5.4	98
Sickness	10	3.7	715	2.0	71
Ancestral	7	2.6	1,970	5.4	281
Miscellaneous	6	2.2	550	1.5	88
Litigation	2	0.8	450	1.2	225
Total	269	100.0	36,325	100.0	135

Rate of interest.—The interest charged depends upon the agency for debt and the credit of the debtor. It is seen that nearly 75 per cent. of the total debt has been borrowed at interest rates varying upto 12-1/2 per cent., while 8.8 per cent. is interest free and has been taken from obliging friends and relatives. The following table shows the burden of indebtedness in terms of interest charges paid.

TABLE CXXI.

Rate of interest.	Amount of debt.	Percentage of all debts.
	R .	
Free from interest	3,210	8.8
Upto 6 1/4 %	3,080	8.5
6 1/4 % to 12 1/4 %	23,885	65.8
12 1/4 % to 18 1/4 %	3,406	9.4
18 1/4 % to 37 1/4 %	2,299	6.3
Over 37 1/4 %	445	1.2
Total	36,325	100.0

Welfare Activities.

The sanitary conditions are on the whole satisfactory except in one unit, where the factory buildings as well as the premises are very dirty and unclean. The latrines in this factory are stinking, whereas in the other two concerns they are well kept.

As for water supply, one unit has provided 4 Meyers pumps in the premises in addition to water kept in 4 receptacles from an overhead tank. During summer, cool water is supplied in earthen pots. The other unit has provided 3 taps for the supply of drinking water. All these taps, however, are at one place and are not within easy reach of workers in all departments. Water in receptacles is not provided in different places in the factory. In the third unit, both taps and receptacles of water are provided. Cool water from earthen pots, renewed at intervals, is made available during summer.

No bathing facilities are provided anywhere. Washing facilities consist more or less of the mere provision of water taps or pumps. The supply of washing soap, soda, towels, etc., is either not made or is negligible and most inadequate even where it is provided in one unit. Each of the three factories has got a dispensary for the workers. In one factory, workers alone are treated whereas, in the other two, workers as well as their families are treated. The diseases prevalent differ with the climate of the place in which the factory is situated. In one unit, malaria and intestinal disorders (diarrhea, dysentery, etc.) are prevalent. At another unit, scabies, dysentery, diarrhoea and respiratory diseases (cold and cough), influenza, etc., are prevalent. The doctor in charge of the dispensary in one unit is an M.B.B.S., while at other units they are L.M.Ps. In the first two places, the doctors serve only part-time. In the third, the doctor is a full time employee. Their remunerations are Rs. 150, Rs. 75, and Rs. 270 per month respectively. The system of medicine in all the three dispensaries is allopathy and qualified full time compounders serve in them.

According to the expert opinion of the doctors in charge, none of the diseases these workers suffer from can be called occupational in character. Workers are medically examined before they are taken into service. Later, they are examined usually once in a year.

Canteens.—No canteen is provided by one concern. Nor is there any arrangement for the supply of tea. In the other two concerns, tea is supplied free to the workers in the 3rd shift (11 p.m. to 7 a.m.) through contractors who are paid at the rate of one anna per cup. Each worker is given one cup of tea.

Creche.—One concern employs no woman labour and has no *creche*. The other employs only 7 women. It has no *creche* either. At the third sampled factory, the *creche* is under the charge of a full time nurse, who gets Rs. 37 per month. Cloth cradles are put up for infants. Mats are spread over the floor and water pots are provided. There is also a baby welfare centre under the same nurse, supervised by the factory doctor. Expectant mothers are examined and the midwife attends them at their houses. Children aged 3 years and below attend the clinic on three days and are given a bath and a feed free of cost. The average attendance per clinic day is between 74 and 80. The average monthly expenditure on the baby welfare centre is about Rs. 100. Milk is supplied free to children.

Two units do not provide any facilities for the education of adult workers and their children. One factory provides some children with slates, books, pencils, etc.

The labour unions at Samalkot and Nellikuppam conduct night classes for the benefit of their adult workers.

Grainshops.—There is a co-operative store in one concern but, at present, it is not functioning well for lack of a reliable shop assistant. Only sugar,

rice and soap are sold. Workers rightly complain that things essentially required by them are not available. In the second unit, there is no grain shop but there is an employees' co-operative credit society which advances money upto a maximum of 100 rupees to workers, recoverable by instalments. The third factory subsidises the employees' co-operative stores with repayable loans advanced from time to time free of interest. This enables the stores to buy commodities in bulk at wholesale prices and often directly from the producers and retail them to the workers at comparatively cheap rates. At times, these loans have reached Rs. 50,000. In addition, the management gives the stores free godown space and other facilities, all of which ultimately benefit the workers. The commodities supplied are paddy, rice, *dal*, sugar, coffee seeds tea, standard cloth, etc., and the prices are cheaper than those prevalent in the market.

Trade Unions and Strikes.

Workers in all the three sugar factories under reference have formed trade unions. In one case alone is the union recognised by the management concerned.

The Vuyyur Sugar Factory Workers' Union (registered) has a membership of 150. The monthly subscription is 2 annas. This union has not been functioning properly and effectively, partly because of the seasonal nature of the industry and partly because it was hard hit by the failure of a strike organised by it in April 1944.

The union at Samalkot was started in 1935 and registered in 1936. After the failure of the strikes organised by it in 1938-39, the union suffered a heavy loss of prestige and was almost inactive till 1944 when it was reorganised. It has now a membership of 328, out of a total number of about 700 workers. The monthly subscription is 2 annas per head. The executive committee consists of 9 members—all elected. The union has not been recognised by the employers, as it is supposed to be communist-ridden. A rival union has now come into being, aided and encouraged, as it is alleged, by interested people. Whatever be the inner politics, the simultaneous existence of two rival unions, each claiming to possess the complete allegiance of workers and to be their real representative, has definitely weakened the bargaining power of labour by dividing their ranks. As a result, the management has conveniently ignored both unions.

The union of workers at Nellikupun was registered on the 4th November 1932. Its present membership is 1147, out of a total of about 1,700 workers. The subscription per month is one anna for every ten rupees received as wages, subject to a maximum of 2 annas per month. The union conducts literacy classes and organises meetings, etc., for educating its members and workers in general. It is recognised by the employers subject to certain conditions defining the scope of its activities, the method and procedure for representations to the management, the circumstances under which it can call the workers to strike, and the procedure for strikes, etc.

There is no works committee in any of the three sampled factories.

The years 1938-39 seem to be a period of unrest and strikes. The workers of one concern went on strike for 14 days, beginning from 26th April 1939 and ending on 9th May 1939. The strike commenced because the labour union alleged that certain demands regarding increase in wage rates, abolition of contract labour, etc., were not met by the company. 1,200 workers were involved but the factory kept running with the assistance of fresh labour. The strike was unconditionally called off by the union on the 10th May 1939.

There were two strikes and one lock-out in the second unit in 1938-39. The first strike lasted from 23rd July 1938 to 2nd August 1938. The workers

struck work when their demands for higher wages, abolition of contract labour and for the introduction of a system of gratuity to retiring workers were not met. The strike was unconditionally called off on 2nd August. However, the company later gave a general increment of 3 pies in a rupee to the workers. The union continued to agitate for the redress of the grievances and demanded an extension of leave privileges and an unemployment allowance in the off-season. It gave notice to the company and struck work on the 25th April 1939. The management was stiff in their attitude and the strike was unconditionally called off four days later. The workers became sullen and discontented and began slow-down tactics. The management dismissed 90 of them on the ground that production had fallen by 33 per cent. Later, they were reinstated but the situation did not improve. On the 10th November 1939, the management posted a notice 'advising that the services of workers in the engineering, confectionery and refinery departments were not required after 9th December 1939 as their work was unsatisfactory'. This had no effect. A lock-out was consequently declared on the 3rd December. The factory reopened on 18th January 1940 with newly recruited labour.

There was a strike for a few hours (8 a.m. to 9 p.m.) in the third concern on the 8th April 1944. During March 1944, work in the factory was stopped for a fortnight due to some repairs of machinery. The workers were promised full payment for this period. A rumour, however, was set afloat that this will not be done and the workers suddenly stopped work. However, they resumed their duties after the manager had explained and convinced them of his honesty of motives.

Labour unions at Nellikuppam, Samalkot and Ranipet formed a co-ordination committee and jointly put forth the following demands, most of which may be considered as reasonably representing the general demands of sugar factory workers :—

- (1) The basic wage should be at least ten annas a day ;
- (2) Dearness allowance should be increased ;
- (3) Privilege and sick leave should be enhanced to 15 days with pay in both cases.
- (4) The scheme of gratuity should be improved as follows :—
 - (a) 1½ month's pay for every year of service upto 10 years.
 - (b) 3¼ month's pay for every year of service between 10 and 15 years.
 - (c) One month's pay for every year of service above 15 years.
- (5) All workers who have put in one year's service should be made permanent and be eligible for the privileges of permanent employees.

Safety Acts, Etc.

All the three factories under reference come under the Indian Factories Act, but it does not mean that all its provisions are complied with. It is noticed that the factory inspector had to repeat his orders more than once before they were actually complied with. For example, he had to repeat his order 'regarding fencing of fly wheels and protecting moving parts of machinery' everytime he visited these factories. One thing frequently pointed out by him is the inadequacy of the number of latrines and the dirty condition in which they are kept. Even about the necessity of displaying abstracts of notices for prevention of fire, accident, etc., the employers had to be reminded more than once.

A perusal of the dates of inspection of the factory inspector shows that he could visit the first unit only once in a year except in 1941 when there were

two visits. The frequency of the factory inspector's visits has been 2 in each year in the case of the second unit though, here also, during 1943 and 1944 there was only one visit in each year. He visited the third unit 2 times every year with a few exceptions. The long period between one visit and another may go far to explain the indifference that the employers show to his orders.

The provisions of the Electricity Act are observed in all the three factories. Required notices are displayed in various places.

The Payment of Wages Act also is complied with in all the factories. Wages are paid before the expiry of 7 days after the wage period. Registers are maintained in the prescribed forms.

Provisions of the Workmen's Compensation Act are complied with.

Two units employ a few women but, so far, no case under the Maternity Benefit Act has arisen in either, as the women workers are mostly seasonal employees.

The only action taken by the employers to acquaint the workers with the provisions of these Acts is to exhibit notices in the various forms required in different places in the factories. But this, by itself, does not and cannot go a long way in achieving the object, because most of the workers are illiterate. In many cases, the notices are put up on the walls at a height which makes it difficult for everybody to read. No cases of occupational diseases have been reported in the last 10 years.

In 1943, accidents occurred and compensation was paid, where necessary. The following table gives the number of accidents in each factory and the compensation paid.

TABLE CXXII.

Serial number of factory	Total number of accidents.	Number in which compensation was paid.	Amount of compensation.
			Rs. A. P.
1	22	7	133 5 0
2	33	Nil	Nil
3	80	24	78 14 3
Total	135	31	212 3 3

General.

One unit does not have any provident fund scheme. The other two concerns are under the same management and have got a system of provident fund, details of which are as follows :—

Membership.—“All employees of the company who draw a monthly salary of Rs. 30 and above shall be members of the Provident Fund.

Contributions.—“Every member shall contribute to the fund a sum equal to seven and a half per cent. of his salary, which amount shall be deducted at the end of each month from the salary payable to him by the company to the trustees. Equal contribution will be given by the Company.

Rates of interest and investment.—“All moneys which may accrue to the fund shall after payment of the expenses of the fund be wholly invested in securities of the nature detailed under the Indian Trusts Act 1882 and payable both in respect of capital and of interest in British India.

"Each year the income derived by the fund from its investments and from other sources during the period, less expenses chargeable to the fund under rule 15, shall be apportioned among the members in proportion to the amount standing to the credit of each member in the fund at the time of apportionment.

"Conditions of claims on employers' contributions.

"If a member ceases to serve the company within 5 years he will get only his contribution.

"If any member shall cease to serve the company after completion of a service of 10 years but before completion of service of 20 years, he shall be entitled to receive the amount of his own contributions to the fund.....and such proportion of the company's contribution as the number of years' service bears to 20".

One of the sampled factories does not have any pension scheme or gratuities for its workers. The other factory has no pension scheme but gives gratuity to the workers as follows :—

"Normal gratuity is 1/3rd month's pay for every year of service between 5 and 20 years of service and 1/2 month's pay for every year of service for those having over 20 years' service.

"With effect from 1st September 1943 and so long as dearness allowance is paid the figure on which gratuity is calculated will be the monthly wages at retirement plus 1/24th of the total dearness allowance paid during the previous 12 months".

The third unit has no pension scheme but gratuities to workers, who are not members of provident fund, are granted on retirement on the following terms :—

"15 to 19 years' service : 10 days' pay plus dearness allowance for each year of service.

"20 years and over : 15 days' pay plus dearness allowance for each year's service. The basis of the gratuity paid is on the highest rate of pay drawn by the worker in question over a period of 12 months. In cases of death or retirement due to certified illness or superannuation we continue to exercise our discretion and make *ex gratia* payments even though the period of 15 years to qualify for gratuity has not been completed. In such cases, the calculation is at half month's pay per year of service".

Housing.

The survey of housing of sugar factory workers in Southern India covered three centres—Nellikuppam, Vuyyur and Samalkot. The number of dwellings visited was 280, of which 123 were located in Nellikuppam, 89 in Vuyyur and 68 in Samalkot.

The majority of the dwellings—211 or 75 per cent. of the total—were one-roomed. Another 62 or 22.2 per cent. of the total had two living rooms each.

The following table shows the distribution of dwellings according to size.

TABLE CXXIII.

Size.				Number of dwellings.	Percentage of total.
One room	..	..	..	210	75.0
Two rooms	..	..	..	62	22.1
Three rooms	..	..	..	7	2.5
Four rooms	..	..	..	1	0.4
Five rooms	..	..	..	..	..
Total	..	..	..	280	100.0

The 280 dwellings comprised 359 rooms and accommodated 1,524 persons of both sexes and of all ages. The average density of occupancy in all dwellings was 4.2 persons per room of an average area of 113 square feet which gives an average area of 26.9 square feet per head. The density of occupancy was highest in one-room dwellings and lowest in three-room dwellings. Table CXXIV shows the density of occupancy in dwellings according to size.

TABLE CXXIV.

Size of dwellings.			Number of dwellings.	Number of rooms.	Number of occupants.	Density of Occupancy.
One room	..	..	210	210	1,038	4.9
Two rooms	..	..	62	124	413	3.3
Three rooms	..	..	7	21	57	2.7
Four rooms	..	..	1	4	16	4.0
Five rooms	..	..	..	..	..	..
Total			280	359	1,524	4.2

There were nearly 10 per cent. more occupants in one-room dwellings than the percentage of rooms in such dwellings. It follows that 68.1 per cent. of all occupants (or 1,038 out of 1,524) were living 5 to a room of an average area of 113 square feet. Each person had an average of 22.6 square feet at his disposal.

The following table shows the extent to which the percentage of occupants living in the dwellings exceed the number of rooms comprised in them.

TABLE CXXV.

Size of dwellings.			Percentage of habitable rooms to the total number of rooms.		Percentage of occupants to total number of occupants.
One room	..	..	..	58.5	68.1
Two rooms	..	..	..	34.5	27.1
Three rooms	..	..	..	5.9	3.7
Four rooms	..	..	..	1.1	1.1
Five rooms	..	..	..	..	..
Total			..	100.0	100.0

Every three in four dwellings had verandahs in them. Subsidiary rooms were almost non-existent. Similarly, courtyards were in existence in less than 9 per cent. of the dwellings. Separate kitchens, however, existed in about 43.6 per cent. of dwellings. The following table shows the distribution of amenities in different dwellings.

TABLE CXXVI.

Dwellings.	Subsidiary rooms.				Verandahs.				Courtyards.				Kitchens.			
	No. of rooms.		No. of dwellings.		With.		With-out.		With.		With-out.		With.		With-out.	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
All dwellings	..	..	4	1.4	202	72.1	78	25	8.9	256	122	43.6	158			
One room	..	..	3	1.4	152	72.4	58	16	7.6	194	87	41.4	133			
Two rooms	..	..	1	1.6	47	75.8	15	8	12.9	54	31	50.0	31			

There is a conspicuous absence of bath rooms. The female folk use the living room for this purpose whereas the males bathe in the open. There is no electric light in any of the dwellings. The drainage is unsatisfactory. Separate water supply and latrines do not exist in a large majority of dwellings. The distribution of these amenities is shown in the table below :—

TABLE CXXVII.

	Bath rooms.			Latrines.			Water supply.			Electricity.		Drainage.		Ventilation.	
	With. With-out.			With.	With-out.	With.	With-out.	With.	With-out.	With.	With-out.	Satis- fac- tory.	Un- satis- factory.	Satis- fac- tory.	Un- satis- factory.
				No.	%			No.	%						
All dwellings	..	..	All	33	11.5	247	7	2.5	273	Nil	All	..	All	12 (4 39%)	278
One room	..	..	..	33	15.7	177	6	2.9	204	Nil	All	..	All	7 (3.3%)	203
Two rooms	..	..	..	..	..	62	1	1.6	61	Nil	All	..	All	4 (6 5%)	58

PART V.

(SUMMARY AND CONCLUSIONS).

Employment.

*Of the 27 sampled units investigated at various centres in India, a very large number are a post-protection growth. The following table shows the distribution of these sampled units according to their strength in January 1944.

TABLE CXXVIII.

Strength.					No of sampled units.	Percentage to the total.
Upto 200 workers	..	..	..	..	..	..
201 to 400 workers	..	..	..	..	1	3.7
401 to 600 workers	..	..	..	..	4	14.8
601 to 800 workers	..	..	..	..	11	40.8
801 to 1000 workers	..	..	..	..	6	22.2
Over 1000 workers	..	..	..	..	5	18.5
Total	..	..	..	..	27	100.0

The total employment at the date of enquiry in all the sampled units was 22,631 and the average employment per factory comes to 838 workers per day. According to the foregoing table, the mode and the median lie in the group employing between 601 and 800 workers per day. The fact that factories work three shifts per day accounts for this large employment per unit.

Recruitment and re-engagement.—The workers are generally recruited at the gate through the heads of departments, viz., the Chief Chemist, the Chief Engineer, the Cane Manager or the Cane Superintendent. The supervisory and technical or other superior staff are appointed by the general manager in

*This is only a summary and does not dispense with the necessity of reading the regional reports, which may be looked up for clarification and elucidation of different points.

consultation with the managing agents or proprietors. Normally, preference is given to old hands at the commencement of the season. In the United Provinces and Bihar, the permanent hands are sometimes asked to inform the old seasonal workers of the time of commencement of work. In certain factories in Bihar, even letters are issued to the outgoing seasonal workers. In one unit in Bihar, all the seasonal workers are formally kept on the roll in the off season and are asked to rejoin at the beginning of the new season. While it may be said that the system has been working smoothly, I received complaints of bribery and corruption on the part of time-keepers and certain heads of departments in a fair number of concerns. What is surprising is that the skilled workers, more than the unskilled, are affected by it. While preference is generally given to old employees at the beginning of the season, the practice is neither strictly nor universally followed. The Khaitan Enquiry Committee thought it desirable that a certificate should be given to each worker at the close of the season that his work had been found satisfactory, and that such workers should be given preference in re-employment. The Bihar Labour Enquiry Committee suggested the classification of workers into 'permanent' and 'temporary' and emphasized that the non-engagement of a worker who has put in service for one season or his engagement at a lower wage should be open to disciplinary action*. They even suggested an off season allowance to the unskilled and skilled workers.

The Khaitan Enquiry Committee† did not recommend the appointment of labour officers for purposes of recruiting labour because, as they said, there were no irregularities or defects in the then prevailing system and their appointment would be an unnecessary addition to the wage bills of factories. In view of the bribery, corruption and favouritism that are prevalent in sugar factories, a labour officer would be an indispensable necessity not only for purposes of the recruitment of labour on just and equitable basis but also for organising welfare work which at present is hopelessly lacking in several units.

Permanent and Temporary Workers.—In the sugar industry, the classification of workers into 'temporary' and 'permanent' does not normally hold good. There is instead a division between 'seasonal' and 'non-seasonal' workers. In the Madras factories where the workers are classified as temporary and permanent, there is no uniform definition as, in some concerns, the seasonal workers are called temporary and those that work throughout the year are regarded as permanent, while in the other factories those that have worked for 12 months and 24 months as non-seasonal and seasonal workers respectively are regarded as permanent, the others being temporary. One factory in Bihar keeps all its employees on roll throughout the year and therefore calls them permanent provided they have put in 12 to 24 months' service. But, in the majority of cases in U.P., Bihar and Bombay, the words 'temporary' and 'seasonal' are normally interchangeable. The permanent employees throughout India require some notice, usually a month, before their services can be dispensed with, while temporary persons can be dismissed at short or no notice. Besides, the permanent hands are generally given casual, privilege and sick leave with pay ranging from one week to one month. This privilege is normally denied to the temporary workers except in certain factories in Bihar where even temporary hands get leave at the discretion of the management. Some employers in U.P. and Bihar grant 6 days' casual leave

*Khaitan Enquiry Committee Report, Vol. I, pages 42 and 43. Report of the Bihar Labour Enquiry Committee, Page 226.

†Vol. I. Page 43.

to temporary employees or 6 days' wages in lieu thereof at the end of the season. It is a pity that there is no uniformity in respect of leave rules to permanent and temporary workers in the various centres under enquiry. The provident fund benefits, wherever they are provided, are open to the permanent staff except in Madras where they are extended to all employees drawing Rs. 30 or more a month and in Bihar where workers drawing Rs. 25 or more can join, provided the managements agree. It is rightly pointed out that workers who have put in one year's continuous service or, in the case of seasonal factories, who have worked for one complete season should be deemed as permanent.

Seasonal and non-seasonal workers.—Most of the sugar factories are seasonal and the common practice in them is to dispense with the services of the majority of unskilled workers at the end of the season, some workers being retained for the cleaning and overhauling of machinery. The chemists and the engineering staff are permanent and are retained throughout the year, the former for the analysis of soil, syrup, cane and juice ; the latter for repairs and renewals of machinery. A certain percentage of panmen are also retained to help in repairs, while a large majority of them are sent away after the payment of a retention fee which varies from factory to factory but generally ranges between 25 and 50 per cent. of the pay. The Bihar Labour Enquiry Committee favoured the idea of paying an off season allowance to workers at varying rates*. One factory in Darbhanga actually pays 10 per cent. of the wages to unskilled and 25 per cent. to skilled employees as off season allowance but the idea of giving a retention pay to the unskilled employees does not seem to find general favour with the employers. Several trade unionists have supported the system of granting this allowance in the interest of stability, good relations and efficiency. Regarding the panmen and chemists who are normally paid the retention allowance at the resumption of duties in the new season, it was complained that it was a great hardship and that they should be paid from month to month.

The percentage of the seasonal to the total workers varies from one centre to another and even in the same centre from one unit to another. About 70 per cent. of the workers in Darbhanga and 75 per cent. in Champaran are discharged after the season. In Gorakhpore, however, the figure is perhaps the highest and varies between 75 per cent. and 95 per cent. In Meerut, 66 per cent. to 80 per cent. workers are discharged every season. Perhaps the lowest figure is to be found in the sampled sugar factories in Madras where the seasonal workers vary roughly between 12 per cent. and 57 per cent. At Belapur, the corresponding figure is 34 per cent. to 40 per cent.

Length of Season.—The season in U.P. & Bihar is perhaps the smallest and hardly extends from 3 to 5 months in a year. In Madras and Bombay it is generally longer. It has been suggested that the duration of the working season can be extended by growing early maturing and late ripening varieties of sugar cane or by making more profitable use of such by-products as molasses, press mud and bagasse. Bagasse is now used as fuel though it can be profitably utilised for making paper boards. Molasse can be utilised for the manufacture of alcoholic liquors, power and industrial alcohol and vinegar. The pressure of population on land will decrease if the surplus population is drawn away by perennial factories, thereby exerting a healthy influence on the standard of living of the rural masses.

Length of Service.—Statistical information about length of service of workers engaged in the sugar industry was not available in all the sampled

* Vide Page 228, para. 490, Bihar Labour Enquiry Committee Report, Vol. I.

units but the following table has been prepared on the basis of the data gathered by my Investigating staff. The figures in brackets show the percentage of workers lying in the different service groups in each centre.

TABLE CXXIX.

Serial Number.	Centres.	0—1 year.	1—5 years.	5—10 years.	Over 10 years.
1	Meerut	2,166 (67·3)	398 (12·4)	485 (15·1)	168 (5·2)
2	Gorakhpore	884 (10·9)	2,230 (27·5)	2,438 (30·0)	2,562 (31·6)
3	Champanan	2,206 (77·3)	506 (17·7)	135 (4·8)	6 (0·2)
4	Darbhangha	940 (58·3)	105 (6·5)	149 (9·2)	419 (26·0)
5	Madras	337 (19·1)	352 (19·9)	263 (14·9)	814 (6·1)

The proportion of workers under one year's service appears to be very large in Meerut, Champanan and Darbhanga, while the figure in some factories is as high as 93 or 94 per cent. ; in others, it normally varies between 52 and 75 per cent. The highest percentage of old workers who have put in 10 years or over is to be found in Madras, perhaps due to the fact that the units are *partly* perennial in character. While every attempt has been made to collect figures on uniform lines, the varying practices of the factories in respect of records make comparison slightly difficult. Some firms of Bihar, for example, do not discharge the seasonal workers but keep them on roll throughout the year, paying them a small retention allowance. Besides, regular service cards or registers for all employees, which are absolutely essential, are absent in a large majority of factories.

Apprenticeship.—Regular system of apprenticeship is found only in three concerns in Bihar where fitters, turners and pannmen are admitted to training for a period extending from six months to 3 years according to the ability and efficiency of the workers. The normal practice is to pay them subsistence wages during the apprenticeship period, and to employ them on full wages on successful completion of their training. Though regular apprentices are not kept in Madras, Bombay or U.P., cases are not wanting when young men are trained for semi-technical and technical jobs and are paid subsistence wages during the period. The reluctance of the employers to train persons and spend their money, time and energy over them arises from the uncertainty of their stay after the completion of training.

Promotions.—Workers in sugar factories are normally promoted to the higher grades or posts on the basis of efficiency of their work or merit at the discretion of the management. The unskilled workers are recruited on fixed wages except in Ahmadnagar. Slowly and steadily, as the worker picks up work and acquires efficiency, he is promoted to semi-skilled jobs on higher grades.

One sampled unit in Meerut, two in Madras, and both the units in Ahmadnagar observe some sort of system in graded promotions. In Madras, for example, a minimum and a maximum wage is fixed in two units and a worker

joins at the lowest, getting a periodic increment. But, on reaching the maximum, he remains there for the rest of his service unless promoted to higher posts. Complaints have been made that promotion, like recruitment, is subject to corruption or favouritism.

Labour turnover and absenteeism.

Statistics in respect of labour turnover and absenteeism were not readily available with the sampled units and had, therefore, to be collected with considerable difficulty from the employers' records. On examination of the details available with me, it appears that both turnover and absenteeism figures are comparatively much lower than those in other industries. In Meerut, Gorakhpore and Belapur, turnover during the season varies between 1 per cent. and 4 per cent., in Darbhanga between 4 per cent. and 6 per cent. while, in one unit in Madras, it rises to 14 per cent. The highest labour turnover has been reported from Champaran where it goes up to 36 per cent. in one unit.

The main causes responsible for labour turnover are voluntary resignations due to sickness, family circumstances, or more paying jobs, dismissals on account of misconduct or thefts, and retirements which, however, are very few and far between. Complaints have been made that temporary workers are dismissed on frivolous grounds. Since dismissals have been very potent causes of industrial disputes, the Bihar Labour Enquiry Committee suggested that, "in any case of dismissal or discharge, which is likely to become a cause of dispute between a union and the management, the Labour Commissioner should, on a reference by the union or of his own motion, investigate the case and attempt to bring about a settlement"*.

The highest figure of absenteeism is in Madras where it goes to 10 per cent. in some factories and the lowest in Meerut where it varies between 1 per cent. and 2 per cent. The other centres register absenteeism between these two extremes but in the majority of sampled factories in Bihar and Bombay it is below 5 per cent. On the whole, I may say that the figure is not high. The illness of the worker or a member of his family or marriages and other social functions account for absenteeism. It has been noticed that absenteeism in the perennial factories is at its highest during the harvesting and sowing seasons because the majority of workers have their contact with the village. Even in the seasonal factories, absenteeism shows tendency to rise if the season is extended up to April or May. The main causes why absenteeism is not, on the whole, very high in the sugar industry are to be found in the nearness of workers to their homes, absence or paucity of work on land during the sugar season, which in itself falls in the healthiest part of the year, and incentives in the form of bonus, retention pay and leave privileges.

Standing Orders.

Only two sampled units in Madras and two in Bihar have standing orders defining the relationship between the employees and the employers. In one factory in Darbhanga and several factories in Gorakhpore, supervisory and

*Bihar Labour Enquiry Committee Report, Vol. I, page 48.

technical staff have to fill in an agreement form detailing in broad outline the terms and conditions of employment. The complaint about these standing orders or the agreement forms was that they had been drafted without reference to the interests of labour. It was therefore pointed out that service rules should be standardised for all units.

Machinery for the Investigation of Grievances.

Barring two units in Madras and one in Meerut, none of the sampled factories has any labour officer. In Madras, the Labour Officer acts as a liaison between employers and employees. In the Meerut factory referred to above, he exists only in name. In other units, the grievancees are heard by the heads of departments and, in certain cases, by the managers or the proprietors. It is alleged that the existing machinery is defective and that, in certain cases, very bad treatment is meted out to workers by their departmental heads and managers. There is no denying the fact that the general relationship between the employers and the employees can be immensely improved with the appointment of well-paid and qualified labour officers.

Wages and Earnings.

Since 1939, the basic wages have remained more or less the same, except in certain factories in Gorakhpore and Darbhanga. The rising cost of living has, however, been compensated to some extent by a grant of dearness allowance by almost all the factories. This does not necessarily mean that the workers' real wages have gone up. In fact, they do not get the same returns in commodities and services today as they used to get before the war.

Contract Labour.—Contract labour in sugar factories is employed mainly in the unloading of cane and stacking or loading of sugar bags. The contract work is generally of the nature of "group-piece work". The mate or *sirdar* undertakes to do the job on piece rate and the payment for it is divided among his co-workers equally or according to their share of work. In some factories in Bihar, the *sirdar* charges some commission and distributes the rest of the earnings equally among his co-workers. Barring one or two factories in U.P., the earnings of contract labour are generally 5 per cent. to 10 per cent. less than those of a worker directly employed by the management.

Principles of wage determination.—In none of the sampled units are there any pre-conceived principles for the determination of wages or wage differentials between different categories of workers. The following factors, however, bear on wages :—

(a) The demand for work in sugar factories arises at a moment when there is very little or no work on land. The rural population is therefore prepared to serve at any price, especially when it is poor, ignorant and unorganised. The wages of technical and skilled workers which, in the early days, were high due to the paucity of trained hands, have gone down now as a sufficiently large number of experienced and qualified technicians are available.

(b) Another factor is the capacity of industry to pay, which can be judged by the extent of its net profits. It should be noted that these can be concealed from a layman's view in ways more than one. In any

case, they have no influence on wages as a result of the absence of any bargaining power on the part of workers.

(c) The wages of similar and comparable work in other factories and wage rates in and around the neighbourhood influence the general level of wages in the sugar industry. The wages of fitters and engineers, for example, are determined with reference to wages for similar jobs in engineering firms, and those of unskilled workers on the basis of prevailing rates in agriculture. It is contended that any increase in wages would disturb agricultural economy. This in itself is a distorted view of things. The wages in agriculture are very low. The standard of living of agricultural workers is, to say the least, sub-human and any rise in wages is not only likely to prove a blessing in disguise but relieve the present pressure of population on land by drawing away a part of the surplus population to the sugar factories.

(d) The nature and value of work done also affect wages. The wage differentials can be explained by a variety of causes, the most important among them being :—

(i) Nature of work or the efforts involved in it. For example, the work of bag lifting is decidedly more strenuous than that of the bagasse feeders.

(ii) Skill. The work of the artisans, e.g., fitters and turners, involves more skill than that of the hammermen or blacksmiths.

(iii) Responsibility. The mistries and mates are paid more as their work involves larger responsibility than that of the ordinary coolies.

(iv) Any special quality or hardship peculiar to a job. For example, persons who are exposed to heat or noxious fumes generally expect more wages than others placed on less harmful jobs.

Analysis of Wages and Earnings.—Barring Gorakhpore, the wage level does not fall below 4 annas per day in any centre in India. In Champaran, Darbhanga and Madras, however, there are workers whose basic wages are 'between 4 annas but less than 6 annas' and, in Darbhanga, the modal basic wage also falls in that group. In the other centres, the wages of the majority of workers lie in the group '6 annas but less than 8 annas.' In Madras, on the other hand, the workers are fairly equally divided into two groups '6 annas to 8 annas' and '8 annas to 10 annas'.

Taking into consideration the net earnings of the workers inclusive of all allowances, I find that the sampled centres in Eastern U.P. and Northern Bihar are the lowest paid in India, as both the minimum (less than 8 annas) and the modal earning groups (8 annas but less than 12 annas) are lower there than in other centres; whereas, in Meerut and Ahmadnagar, the modal earning group is '12 annas but less than Re. 1'. In Madras, the modal earnings are 'between Re. 1 and Rs. 1¼'. The following tables give the daily basic wages and net earnings in the different sampled centres.

TABLE CXXX.

Showing average daily basic wages of workers employed in six sampled centres.

Wage groups.	Ahmednagar.		Mysore.		Coimbatore.		Channarayana.		Dharwad.		Madras.	
	No. of workers.	%	No. of workers.	%	No. of workers.	%	No. of workers.	%	No. of workers.	%	No. of workers.	%
Less than 4 annas	..	..	..	..	2	0.0	..	..	..	..	..	..
4 annas but less than 6 annas ..	..	..	..	..	1,105	17.5	2,381	69.3	456	19.0	33	1.4
6 annas but less than 8 annas ..	688	45.90	1,638	44.8	4,679	69.0	485	14.2	1,666	65.2	899	37.2
8 annas but less than 10 annas ..	520	34.69	900	24.6	195	3.0	156	4.6	169	6.6	956	39.5
10 annas but less than 12 annas ..	80	5.33	169	4.6	138	2.1	101	3.0	74	2.9	213	8.3
12 annas but less than 14 annas ..	44	2.94	140	3.8	102	1.5	29	0.9	28	1.1	196	8.1
14 annas but less than Re. 1 ..	23	1.53	295	8.1	113	1.7	56	1.6	17	0.7	53	2.2
Re. 1 but less than Re. 1.2.0 ..	8	0.53	45	1.2	51	0.8	48	1.4	14	0.6	15	0.6
Re. 1.2.0 but less than Re. 1.4.0 ..	4	0.27	176	4.8	109	0.7	40	1.2	14	0.6	14	0.6
Re. 1.4.0 but less than Re. 1.8.0 ..	28	1.87	70	1.9	53	0.8	49	1.4	25	0.9	17	0.7
Re. 1.8.0 but less than Re. 1.12.0 ..	23	1.87	46	1.3	8	0.1	24	0.7	12	0.6	5	0.2
Re. 1.12.0 but less than Re. 2 ..	4	0.27	66	1.8	42	0.6	11	0.3	6	0.2	6	0.2
Over Re. 2	72	4.80	113	3.1	81	1.2	49	1.4	44	1.7	10	0.4
Total ..	1,499	100	3,663	100	6,638	100	3,409	100	2,555	100	2,416	100.0

TABLE CXXXI.
*Showing average daily net earnings including overtime and other allowances
in six sampled centres.*

Earning groups.	Ahmednagar.		Meerut.		Gondkhopore.		Champanan.		Darbhanga.		Madras.	
	No. of workers.	%	No. of workers.	%	No. of workers.	%	No. of workers.	%	No. of workers.	%	No. of workers.	%
Less than As. 8	..	..	..	..	15	0.2	18	0.5	11	0.4	..	..
As. 8 but less than As. 12	..	..	..	..	5,550	83.6	2,798	82.1	2,212	86.6	644	26.6
As. 12 but less than Re. 1	1,105	73.71	2,424	66.3	368	5.6	211	6.2	125	4.9	54	2.2
Re. 1 but less than Re. 1-4-0	190	12.67	695	19.0	79	1.2	89	2.7	65	2.5	1,380	57.1
Re. 1-4-0 but less than Re. 1-8-0	49	3.27	157	4.3	154	2.3	49	1.4	28	1.1	254	10.5
Re. 1-8-0 but less than Re. 1-12-0	16	1.07	67	1.8	116	1.7	78	2.3	23	0.9	40	1.7
Re. 1-12-0 but less than Re. 2	28	1.87	42	1.1	137	2.1	41	1.2	20	0.8	26	1.1
Re. 2 but less than Re. 2-4-0	33	2.20	50	1.4	47	0.7	15	0.4	15	0.6	12	0.5
Re. 2-4-0 but less than Re. 2-8-0	4	0.27	67	1.8	39	0.6	28	0.8	10	0.4	2	0.1
Over Re. 2-8-0	74	4.94	156	4.3	133	2.0	82	2.4	46	1.8	4	0.2
Total	1,499	100	3,658	100	6,638	100	3,409	100	2,555	100	2,416	100

Dearness and other allowances.—The rise in prices due to the impact of war has reflected on the cost of living of working classes and the employers have compensated their workers to some extent by way of dearness allowances. It may, however, be borne in mind that the rise in prices is out of all proportions to the amount of these allowances. The majority of the sampled units, i.e., 24 out of 27, have adopted sliding scales, of which 2 each in Madras and Meerut vary with the official cost of living index numbers. 3 units have adopted flat rates. The percentage to wages normally varies from factory to factory. There is an inverse relation between wages and the percentage of dearness allowances. The higher the wages, the lower is the dearness allowance and *vice versa*. In the lower wage categories, the dearness allowance is as high as 100 per cent. in Champaran, 60 per cent. in Darbhanga and 70 per cent. in Gorakhpur. In the higher categories, it is 5 per cent. at some places, the normal rate varying between 12½ and 25 per cent of the wages.

Other allowances.—Some sampled factories pay 1 to 3 months' basic wages as bonus in the United Provinces and Bihar. One unit in Meerut pays a supplementary ration allowance of Rs. 6 per month. These allowances are temporary for the duration of the war or till the price level does not come down to normal.

Overtime.—Normally speaking, overtime is not a common feature of the sugar industry. According to employers, sugar manufacturing is carried on in three 8 hour shifts and there is no necessity or possibility of overtime work. Overtime work is, however, done :—

- (a) when, on account of a shortage of technical staff in particular shifts, workers from other shifts are called in,
- (b) when there is a general cleaning, and
- (c) when there is a break-down.

The overtime wages are usually calculated according to the Factories Act, though complaints on this score were received by me. Some employers grant compensatory leave in lieu of overtime and this, it appears, is contrary to the spirit of the Factories Act. Regular records of overtime work are not generally kept, but, wherever they are maintained, the employees, and not their representatives, are at liberty to see or examine them.

The employers contend that overtime work is not compulsory. Workers, on the other hand, complain that it is so. From the circumstances in which overtime work is normally done, it appears that it is of a compulsory nature. The Inspectors of factories do not appear to pay as much attention to the question of overtime as it deserves and, furthermore, their visits are not as frequent as they should be.

Deductions and fines.—All the sampled units have categorically denied the practice of making arbitrary deductions from wages except those that are permissible under the Payment of Wages Act. The only deductions most commonly made are those for absences, recovery of advances made, provident fund contributions, commodities supplied from the grain shops, purchases of articles or advances or loans from co-operative societies. Since the introduction of Payment of Wages Act, the system of fines has not been common. In Darbhanga, suspension for 7-10 days is in vogue as a form of punishment. In one factory in Bihar and one in Madras, fines ranging between 2 annas and 8 annas are imposed on workers for coming late, absenting without permission, neglecting duties and disobeying orders. There are no balances in the fine funds which are said to be utilised for the benefit of workers and their families.

Wage period.—The wage period for all categories of employees in Darbhanga, Meerut and Gorakhpur is the calendar month, and wages are paid within 7 days of the subsequent month. In Champaran, the wage period for the supervisory staff is the calendar month and for the daily paid staff 10-14 days. Wages are payable within 3 days of the expiry of the wage period, while the casual daily rated employees are paid every day. Similarly, in two units in Madras and one in Bombay, the wage period for the daily rated employees is a fortnight and wages are paid within 4 to 7 days of the expiry of the period.

Off days.—There are no regular close days for shift workers during the season. The shifts are so arranged that each worker gets continuous rest for 32 hours every 12th or 13th day. In the off season, however, Sundays are observed as holidays. The workers of the D-shift usually enjoy Sunday as a weekly day of rest. In two factories in Madras, all monthly rated employees get one close day in a week.

Working Conditions.

Shift system.—Though the actual timings of the shifts may be different in different units or centres, the general scheme prevalent throughout the sugar industry is to divide a day into 3 shifts of 8 hours each in the manufacturing section. The shifts interchange usually on every 4th day or 7th day. Complaints were made that the technical staff in the manufacturing section are sometimes divided into two shifts of 12 hours each. Again, considerable difficulties are experienced by some of the night shift workers as there are no arrangements for their rest in the factory premises.

The D-shift (day shift) covers the engineering section comprising turners, fitters, mistries and engineers. They normally work in the day for 9 to 10 hours with an interval of one hour in the noon. The actual timings of the D-shift differ from factory to factory.

On the whole, the general sanitary and working conditions of the factories in Madras and Bombay may be said to be better than those obtaining in U.P. and Bihar. The foul smell which is characteristic of sugar factories in the United Provinces and Bihar is absent in the Ahmednagar factories. Sanitation in and around the factories in U.P. and Bihar has become an acute problem on account of the disposal of the sillage water, molasses and the press mud. The effluent from the factory is allowed to flow into *katcha* tanks, streams, or soak pits. In Gorakhpore two factories allow their sillage water to run into streams. In Meerut, one sugar factory has constructed *pucca* drains for this purpose. Soaking pits are found only in one unit in Bihar. The storage of molasses in *katcha* tanks leads to an unbearably stinking smell. The press mud was normally found stored inside the mill premises.

The flooring in certain factories was broken at places and was not well cleaned at the time of the visits of my investigating staff. The sulphitation tanks were found leaking in some cases, thus making the atmosphere very choking. There were steam leakages in certain factories in U.P., Bihar and Ahmednagar. Some of the staircases in Ahmednagar and Madras were steep and slippery. In Gorakhpore, the wooden staircases in two units were in a dilapidated condition. Machinery and fast moving pulleys and belts were not properly guarded in some units.

From the point of view of light and ventilation, the condition of sugar factories may be said to be satisfactory, except at one unit in Madras.

It is a matter of great surprise that some factories have no rest shelters. Some employers in U.P. asserted that they were not necessary. Wherever shelters have been provided for example factories in Meerut, one in

Darbhanga and two in Champaran, they are not maintained in the right spirit. Ill-equipped and ill-kept, as they are, it is no wonder that they are unpopular.

While adequate number of latrines and urinals is kept by each sampled unit, they are more often than not indescribably dirty. At places, they were not even whitewashed and tarred. Surprise visits by my investigating staff further revealed that proper arrangements for daily cleaning did not exist and that the number of sweepers and *bihishtis* was disproportionately low. For example, in a factory employing over 500 workers, there were only 2 sweepers on roll. Proper bathing and washing facilities normally do not exist except that water taps may be used for the purpose. Covered bath rooms and wash basins are not available except in stray cases. The supply of washing soaps, soda, towels, etc., is either not made or, if made, is negligible. Some enlightened employers have made adequate arrangements about the supply of cool water and have employed watermen to supply water to workmen at their places of work. In a large majority of cases, however, proper facilities for the supply of drinking water do not exist. In one factory in Bombay, the management has provided a small fountain from which luke-warm water oozes out and workmen have to drink from it like cattle.

Welfare Activities.

All the sampled units have got dispensaries where free medical aid is given to the workers and their families. It is a pity that, barring one sampled unit in Madras, none of the others has any maternity home or child welfare centre.

The prevalent diseases are malaria, dysentery, *kalazar*, typhoid, hookworm, dyspepsia, skin diseases and eye sores. Of late, tropical ulcers in Ahmadnagar have come to the notice of doctors but these are attributed to mal-nutrition due to war. There are no occupational diseases peculiar to sugar industry except that some of the coolies working on sulphitation tanks have been found suffering from respiratory or throat diseases on account of the inhaling of sulphur-dioxide, and that the lining tank assistants have normally got scars on their hands. Rubber gloves or boots have not been provided in any sampled units nor is any precaution taken against sulphur fumes.

Though tea canteens are not normally provided by the employers, facilities for the purchase of tea and light refreshments do exist in the neighbourhood of all factories. The arrangements are certainly unsatisfactory from the point of view of price and hygiene.

Due to the difficulties experienced by workers in securing adequate provisions, the employers have opened shops or co-operative stores. The prices charged are decidedly lower than those of the market. Some employers purchase grains in the market and supply them to their employees at concessional rates.

Women are employed in two sampled units only. One of these maintains a *creche* under a nurse.

All the units in Meerut and Ahmadnagar, 4 in Champaran, one each in Madras, Darbhanga and Gorakhpore provide educational facilities for workers' children. One factory in Meerut and two in Champaran run High Schools, while another concern in Champaran maintains a vernacular middle school. In Ahmadnagar, the employers provide schools up to III Standard. Milk is not distributed free to children in any school. Nor have any adult classes been started anywhere for the benefit of workers.

Indebtedness.

The sample enquiries conducted in the different units betray the deplorable financial position of workers. The following table gives the *per capita* indebtedness in them. Meerut tops the list.

TABLE CXXXII.

Centres.	Percentage of workers under debt.	Average indebted- ness per indebted person.
		Rs.
1. Ahmadnagar	64.0	159
2. Meerut	78.5	390
3. Gorakhpore	80.0	191
4. Champaran	74.7	225
5. Darbhanga	86.5	182
6. Madras	74.0	141

The causes of indebtedness are given in the following table.

TABLE CXXXIII.

Showing indebtedness on various accounts as percentages to total indebtedness

Causes.	Ahmadnagar.	Meerut.	Gorakhpore.	Champaran.	Darbhanga.	Madras.
1. Marriage ..	31.9	58.0	41.2	40.8	39.0	33.7
2. Sickness ..	14.4	2.8	3.2	4.2	1.0	2.0
3. Death ..	..	4.0	5.3	10.7	13.3	5.4
4. Litigation ..	4.7	0.8	7.4	2.3	2.9	1.2
5. Purchase of land & cattle ..	1.4	21.8	14.3	7.0	10.6	16.4
6. Domestic needs	39.5	5.9	19.3	18.2	29.2	34.4
7. Miscellaneous ..	0.5	5.0	0.9	4.8	0.4	1.5
8. Ancestral ..	7.6	1.7	8.4	12.0	3.6	5.4

The following table shows the burden of indebtedness in terms of interest charges.

TABLE CXXXIV.

Showing the rate of interest and percentage of the total debt taken on them in various centres.

Rate of interest.	Ahmadnagar.	Meerut.	Gorakhpore.	Champaran.	Darbhanga.	Madras.
Free from interest	27.4	9.7	1.9	3.9	17.6	8.8
Upto $3\frac{1}{2}$ % ..	21.1	1.3	5.4	14.7	1.5	8.5
$6\frac{1}{2}$ % to $12\frac{1}{2}$ % ..	2.5	6.4	3.0	25.6	6.7	65.8
$12\frac{1}{2}$ % to $18\frac{1}{2}$ % ..	..	10.4	1.3	9.0	3.3	9.4
$18\frac{1}{2}$ % to $37\frac{1}{2}$ % ..	25.7	65.3	74.6	43.7	66.2	6.3
Over $37\frac{1}{2}$ % ..	23.3	6.9	0.3	3.1	4.7	1.2
Not known ..	..	0.0	13.5	..	..	..

The most prevalent rate at which the largest portion of debt has been borrowed is between $18\frac{1}{2}$ and $37\frac{1}{2}$ per cent.

Trade unions and strikes.

Unlike the employers, the organisation of workers is not only weak but ineffective. In Ahmadnagar, the trade unions appear to have disappeared after the disturbances of August 1942.

The seasonal nature of the industry has been largely responsible for the slow progress of trade unions. The repeated failures of strikes organised by some trade unions have made them unpopular. The leadership is divided and several antagonistic influences are at work. The attitude of the employers is definitely hostile and complaints of victimisation of trade union leaders or workers are not uncommon.

The following table gives the total number of strikes that took place in the various sampled units during the last 10 years.

TABLE CXXXV.

Centres.		No. of strikes.	Results of strikes.			
			Failed.	Succeeded fully.	Succeeded partially.	Lock-outs
1. Ahmadnagar	..	4	1	..	3	..
2. Meerut	..	3	1	..	2	..
3. Gorakhpore	..	2	2	..	..	..
4. Champaran	..	2	1	..	1	..
5. Darbhanga	..	1	1	..	..	..
6. Madras	..	4*	3	..	..	1
Total	..	15	9	..	6	1

It is clear that, out of 15 strikes, not one was fully successful. The partial success achieved by trade unions was in respect of slight increases in the scales of dearness allowance.

Labour laws and their administration.

It has already been pointed out that the location of the sugar industry in the rural areas makes it difficult for the Inspection staff with its present strength to administer labour laws efficiently. It transpired during my enquiry that, at each wayside stations at which there are sugar factories, there is some sort of intelligence service which keeps employers informed of the arrivals of all first and second class passengers. Needless to say, they are in a position to remove some of the defects by the time the Inspectorate staff reaches the premises. Surprise visits under the circumstances are difficult, if not impossible. Attempts are sometime made by Inspectors to travel by road with a view to paying their surprise visits. Even here, the superior staff in the factories have adopted signs and symbols which, when given, enable workers to be on their guard as the Inspector of Factories goes round. Though, generally, each sampled factory is visited once a year by the Factory Inspector, cases are not wanting when there has been one visit in two years and very infrequently two visits during one season. Another thing that strikes me is that the majority of the factory inspectors have been devoting their attention mostly to the guarding of pulleys and machinery, than to anything else. The daily and weekly hours of work in the case of certain technical staff are longer than those permitted by the Factories Act. The non-payment of overtime wages and compensation for injuries, the absence of overtime records, disposal of the sillage, the unhealthy storage of molasses and press mud, the leakages from sulphitation tanks and steam pipes, the absence of shelters, the insanitary

* One of the strikes was due to a misunderstanding and was called off as soon as it was cleared up.

conditions of the latrines and urinals and the absence of washing and bathing facilities in certain factories, are some of the outstanding defects capable of being remedied by conscientious and sympathetic inspectors. The Workmen's Compensation Act is not administered as well as it should be and it is surprising that the number of accidents is small in spite of the fact that the fencing of machinery leaves much to be desired.

Compensation cases.—The following table gives the cases of injuries under the Workmen's Compensation Act in the different centres in the year 1943.

TABLE CXXXVI.

Centres.	Fatal accidents.	Permanent disablement.	Temporary disablement.
		Major.	Minor.
Ahmadnagar	..	3	1
Meerut	2	2	10
Gorakhpore	..	..	8*
Champaran	..	2	18
Darbhanga	..	..	2
Madras	..	33	132
Total	2	40	171

Abstracts of labour laws are posted at the main gate or entrance to the factory or at the gate of the office. Barring a few employers, none of the others have taken steps to explain their implications. At certain units in U.P. & Bihar, the posters were so weather-beaten and old that nothing could be made out of them. One factory in Gorakhpore and several in Champaran and Darbhanga had placed the posters so high that they could not be read. A similar difficulty was experienced in Ahmadnagar.

Occupational diseases.

No occupational diseases have been reported from any of the sampled units. I am, however, inclined to think that the lung and throat diseases suffered by the sulphitation tank attendants and scars and skin diseases suffered by the liming tank coolies could be looked upon as occupational in character.

Provident Fund.

Provident fund benefits exist in all the three units in Darbhanga, in two units each in Meerut, Madras and Champaran, one in Ahmednagar and none in Gorakhpore. Generally, the permanent staff alone is eligible for the membership of the provident fund.

Gratuities and pensions.

The system of granting gratuities and pensions does not seem to have found favour with the employers except in Madras where, in two factories, retirement gratuities generally are given to those who are not members of provident fund. In one unit, the normal gratuity is 1/3rd month's pay for every year of service between 5 and 20 years and ½ month's pay for every year of service over 20 years. In the other, gratuities are payable at the rate of 10 days' pay for each year of service provided the worker has put in 15 years, and 15 days' pay for each year of service in case the worker has put in 20 years. Dearness allowance is included in the calculation of gratuities in the latter case; in the former 1/24th of the year's dearness allowance is payable along with the gratuities. In cases of death and retirement on medical certificate, the gratuities are payable even though the worker has not put in 15 years' service.

*Besides ordinary cases treated free in the hospital.

Housing.

The following table shows the average number of persons per room in all dwellings visited by my investigating staff in different centres.

TABLE CXXXVII.

Centres.	Number of persons per room.		Average area in square feet per room.	
	Employers'.	Private.	Employers'.	Private.
1. Ahmednagar	4·7	..	108·1	..
2. Meerut	3·0	4·2	119	153·0
3. Gorakhpore	3·5	3·2	107	72·7
4. Champaran	4·1	3·3	106	160·0
5. Darbhanga	4·0		137	
6. Madras	4·2		113	

The most obvious defects in these houses are :—

(i) They are situated very close to the factories and the workers are compelled to stay in an unhealthy atmosphere except in Ahmednagar and Madras.

(ii) A large majority of these houses at each centre are one-roomed. They are consequently used for all purposes.

(iii) The provision of amenities like tap water, electricity, separate verandahs and courtyards is very poor.

(iv) The drainage in most of the houses is very bad.

(v) In almost 75 per cent. of the houses provided by employers, no consideration is paid to the privacy of the family. In a large number of cases the workers have, as in Ahmednagar, Gorakhpore and Meerut, made temporary thatched outer partitions.

(vi) The housing of the seasonal workers is deplorable in almost all centres, and thatched huts, which are meant for them, provide very poor shelter against sun and rain.

(vii) There are no provisions for children's parks or arrangements for indoor or out-door games in the workers' colonies provided by employers.

A. MUKHTAR,

Member,

Labour Investigation Committee.

GORTON CASTLE :

The 30th July 1945.

THE QUESTIONNAIRE

PART I.

Name of concern.....
 Name of Proprietor or Managing Agent.....
 Date of Establishment.....
 Location.....
 District.....
 Province

A.—EMPLOYMENT.

1. State the average daily number of workers (other than the clerical staff) employed in August 1939 and in January 1944, or at date of enquiry as follows :—

- (a) Total number of workers
 (b) Number of piece-rate workers
 (c) Number of time-rate or salaried workers

	Men.		Women.		Children.	
	Aug. 1939.	Jan. 1944.	Aug. 1939.	Jan. 1944.	Aug. 1939.	Jan. 1944.
(i) Employed and paid directly.						
(ii) Employed and paid through contractors.						
(iii) Employed through contractors but paid directly.						

2. If you have any statistical information regarding the length of service of operatives in your concern, please give it in the following form :—

Those between 0 & 1 year of service.

Those between 1 & 5 years of service.

Those between 5 & 10 years of service, and

Those over 10 years of service.

3. Are your workers classified as permanent and temporary? Give the percentage in each category and describe the privileges of each type of workers.

4. State the system of apprenticeship for ordinary and supervisory posts and terms, if any.

Is the apprenticeship period counted towards total service?

5. Is there any system of graded or time-scale promotion? If so, give details.

6. State the labour turnover in your concern for the years 1939 and 1943 or any recent years in the form below :—

Average daily number of workers employed during the month or year.	Total number of workers who left during the month or year.					
	Permanent			Temporary.		
	Retire- ment.	Dismis- sal.	Volun- tary.	Retire- ment.	Dismis- sal.	Volun- tary.

What are the reasons for the labour turnover, if any ? Suggest measures for reducing it.

7. Supply figures of absenteeism in your concern for the years 1939 and 1943. What are the causes of absenteeism and how would you reduce it ?

8. Are there any Standing Orders governing the relationships of employers and employees ? Please supply a copy of the same, if possible.

9. (a) How do you recruit labour ? Explain the system of recruitment fully.

(b) Have you a Labour Officer to enquire into the grievances of workers ? If not, what other machinery have you set up for this purpose ?

B.—WAGES AND EARNINGS.

10. What are the wage-rates for different types of workers ? What changes have occurred in basic wages, salaried and piece (exclusive of allowances, etc.) since August 1939 ?

Does contract labour receive the same rates of wages as labour directly employed in the same or similar occupations ?

11. Please describe in brief the principles determining the fixation of your wage rates for all classes of employees.

12. Please give details of dearness and other allowances, bonuses and gratuities paid to workers since the outbreak of the War and state which of these is temporary and which is permanent. Are any conditions attached to the payment of these allowances ?

13. Give details of the wages and earnings of workers who have worked the same number of days in the wage period from.....to..... in the form attached at the end of this Questionnaire.

14. How is overtime calculated and paid for ? Is overtime work compulsory ? Do you maintain any registers for recording overtime. Are these available to the workers or their representatives for inspection ?

15. What deductions are made from wages ?

16. Is there a Fine Fund ? What is the amount outstanding in it and how is it utilised ? Who is in charge of its disposal ?

17. What are the periods of wage payment for different kinds of workers ? How long after the end of the wage-period are wages paid ?

18. Are there any regular closed days in the month in your concern ? What holidays (other than or festivals, etc.) are given to workers ?

C.—WORKING CONDITIONS.

19. How many shifts are worked in your concern ? What is the number of hours of work in each shift, and the times of commencement and ending ? What is the total spread-over, *i.e.*, the relation between hours worked and hours during which worker is on call ?

20. If any multiple or overlapping shifts are worked describe their arrangement.

21. State the conditions of ventilation, lighting (natural and artificial), congestion (*i.e.*, floor area per worker), flooring, protection against heat, etc.

22. Are shelters provided for employees during rest intervals ? Give their dimensions, structural details, seating arrangements, etc.

D.—WELFARE ACTIVITIES.

23. Give an account of sanitary arrangements, water supply, latrines, urinals, washing and bathing facilities, etc., and their distances from the concern. Is cool water supplied in summer ?

24. Is there any dispensary or hospital for workers and their families ? If so, state the number of cases treated every day, prevalent diseases, qualifications of doctors in charge, their emoluments, etc. What is the system of medicine ? Can any of the diseases workers suffer from be called occupational in character ? Is there any periodical medical examination of workers ?

25. Is any canteen provided or arrangements made for tea, cold drinks, light refreshments, etc. ? Who runs them and how are profits, if any utilised ? Describe conditions of contract, if any, and compare sale prices of articles supplied with market prices.

26. Do you maintain a *creech* for the benefit of your women workers ?

27. What are the facilities available for the education of adult workers and their children ?

28. Is there a grain shop for workers ? What are the commodities supplied and how do their prices compare with market prices ?

E.—HOUSING ACCOMMODATION.

29. Give details of housing provided by the employer with reference to :—

(a) Proportion of workers housed,

(b) Rentals,

(c) Types of houses,

(d) Congestion,

(e) Sub-letting, and

(f) Sanitation and water supply.

30. If workers live in their own houses or in houses provided by private landlords or public bodies, state their condition carefully

F.—TRADE UNIONS AND STRIKES.

31. Have workers formed any trade union ? State membership, monthly subscriptions, etc. Has there been any agreement regarding wages, hours of work, employment, dismissal, etc. Please supply a copy of agreement, if any.

32. Is there any works committee ? Give its constitution and an account of its activities.

33. Give details of strikes in your concern during the last fifteen years. What were the causes of such strikes and how were they settled. How far were the demands of the strikers satisfied ?

G.—SAFETY ACTS, ETC.

34. Does the concern come under the factories Act ? If so, are the provisions of the factories Act complied with ? Give dates of visits of Factory Inspectors during the past ten years and extracts from the remarks in the Factory Inspector Book.

35. Are the provisions of the following Acts observed in your concern :—

- (1) Electricity Act,
- (2) Payment of Wages Act,
- (3) Workmen's Compensation Act, and
- (4) Maternity Benefit Act.

What action have you taken to acquaint your staff with the provisions of these Acts ?

36. Give the number and nature of cases of occupational diseases reported in the last 10 years. Is there any provision of medical facilities for the treatment of occupational diseases ?

37. State the number of accidents which occurred in 1943. Was any compensation paid ? If so, how much and in how many cases ?

H.—INDEBTEDNESS.

38. Are the workers indebted ? Give an idea of the extent of their indebtedness and the causes responsible for the same.

39. What is the usual rate of interest charged from the workers. What remedial measures have been enforced by the Government to reduce this indebtedness ? How far have they been successful ?

I.—GENERAL.

40. Please supply a copy of the Provident Fund rules, if any, *especially* in reference to :—

- (a) Membership,
- (b) Contributions,
- (c) Rate of interest,
- (d) Investment, and
- (e) Conditions of claims on employer's contributions.

41. Give details of pension schemes and gratuities, if any. Please supply a copy of the rules.

WAGE FORM FOR AD HOC SURVEYS.

Industry

Name of Establishment

Location

Information relating to the period from to

Number of days worked by the concern during the above period

*Number of days to which wage figures below refer

*NOTE:—Figures of earnings should pertain to workers who have worked the same number of days in the period selected. The period selected should preferably be a complete calendar month and supervisors should make every effort to obtain information from different establishments for the same months.

Name of Occupation.	Name and workers employed in this occupation.	Piece or Time.	Basic Wage earned (Excluding overtime.)		Gross Earnings including basic wages, overtime, allowances, bonuses, etc.		Net earnings. (Gross earnings minus deduction.)		Remarks.
			Maxi- mum.	Average.	Maxi- mum.	Average.	Maxi- mum.	Average.	
	Men ..	{ (a) Piece. (b) Time.							
	Women ..	{ (a) Piece. (b) Time							
	Children ..	{ (a) Piece. (b) Time.							

PART II.

1. State if the factory is perennial or seasonal.
 2. While answering question 1 in Part I of this questionnaire, state separately the number of children below 15 years and adolescents between 15 and 17 years employed in the factory.
 3. Does this factory grow any sugar cane on land owned by it, if so, state the number of persons employed by it on land. How many of these obtain employment in the factory during the season ?
 4. What is the proportion of seasonal workers who are agriculturists ?
 5. What is the average duration of employment of seasonal workers in the whole year ?
 6. Is any register of employees maintained ? If so, is any preference given to persons who had been in employment in previous seasons ?
 7. Is any travelling allowance paid to seasonal workers at the commencement or at the termination of working season ? State the amount paid and the conditions attached thereto.
 8. State the total number of working days in the crushing season. What are the months of active working ?
 9. If the factory is perennial, state the nature of its products during the out of season months.
 10. How are engineers, chemists and other permanent employees kept engaged during the slack season ?
 11. Is it possible to extend the period of crushing ? What are the difficulties in doing so ? Can you suggest possible remedies ?
 12. How are molasses and bagasse disposed of ?
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