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**ROYAL COMMISSION ON
INDIAN LABOUR**

MEMORANDUM

FROM THE

PUNJAB GOVERNMENT.



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INTRODUCTION.

1. The Punjab motto "*crescat e fluviiis*" is in itself an indication that the fortunes of the Province stand mainly on agriculture, and a confession that of the three constituents of large scale industry, *i.e.*, adjacent water, coal and iron, only one of these is abundantly available. With its Himalayan forests and its Himalayan water power the Punjab has a fair field for industrial development despite the handicap of its remoteness from seaports, but with agriculture as its supreme industry the concomitants of industrial activity, *viz.*, specialization and urbanization have yet to make their appearance. The main class of Punjab factories, *viz.*, the cotton ginning factories, are seasonal and spring from the cultivation and not the mining of the soil, and the process of production are complementary to agriculture and not linked in contiguity with other processes as in professional industry precipitating itself in urban agglomerations.

2. The following paragraphs from the memorandum prepared for the use of the Indian Statutory Commission by the Government of the Punjab, Volume I, Part I.—Descriptive matter may be referred to for a description of the Province :—

(Paragraphs 15, 16, 17, 18, 19, 20, 21, 22 and 26).

3. The best comment on the present importance of the "field of industry" is the shortness of the paragraph devoted to it. The chief existing industries are weaving, dyeing, woodwork, ironwork and tanning. Among agricultural industries may be instanced oil-pressing, flour milling, cotton ginning, sugarcane crushing, rice hulling, and other processes in the preparation of raw produce for consumption. These are indigenous industries. As

regards newer industries based on agriculture there should be mentioned sericulture and silk, the manufacture of paper from grass, fruit and its preservation and canning, lac, oil refining and hydrogenating. Examples of industries derived from agriculture are petroleum and its derivatives, cement, glass, and industries based on the utilization of forest products, *i.e.*, turpentine and resin, and for this group both capital and trained skill are required.

DESCRIPTIVE MATTER.

The following subjects, with which the present enquiry is concerned, are distributed under the portfolios mentioned :—

Portfolio of the Hon'ble Member for Revenue ..	Forests, Irrigation, Industrial matters (reserved), Criminal Tribes.
Portfolio of the Hon'ble Minister for Agriculture ..	Public Works.
Portfolio of the Hon'ble Minister for Education..	Industries.
Portfolio of the Hon'ble Minister for Local Self- Government ..	Medical and Public Health.

For a description of these subjects reference may be made to the following paragraphs in the Punjab Government's memorandum prepared for the use of the Indian Statutory Commission, Volume I, Part I—(Description Matter) :—

Forests—paragraphs 90 and 91.

Irrigation—paragraph 96.

Industrial matters reserved—paragraphs 101—105.

Criminal Tribes—paragraphs 107—113.

Public Works—paragraphs 159—164 and 177—187.

Industries—paragraphs 188—195.

Medical—paragraphs 202—203.

Public Health—paragraphs 217—231.

CHAPTER I.—Recruitment and Employment.

1. Agriculturally there is neither a shortage of labour, nor any superfluity. The Punjab colonies in their gradual development in the last 30 years have relieved the congestion in the thickly populated districts of the central Punjab, and the only mobility in agricultural labour is in this irregular trend to the colonies, and in the seasonal influx of harvesters to the colonies either from adjoining dry Punjab districts or from arid Rajputana from where is also derived a considerable volume of migratory unskilled labour (including women) for building and construction work in the Province. This mobility, limited as it is, is automatic.

2. According to the census report of 1921, the total number of persons employed in 763 industrial establishments in the Punjab was 61,236, or about 25 per cent. of the total population of the province. It was then reported that 70 per cent. of the skilled labour and nearly 50 per cent. of the unskilled labour was recruited from the district of birth. According to the latest annual report on factories (1928) the total number of persons employed in all factories in the Punjab is 51,613, of which 43,296 are men, 7,534 women and 783 children (between 12 and 15 years of age).

Of the total number, 13,629 are employed in Railway Workshops, 4,743 in Government factories such as military workshops, arsenals, etc., and 33,241 in all other factories.

Of the total number, 21,763 are employed on seasonal work, of which 21,335 are in cotton ginning and pressing factories and 428 in ice factories. Women are mostly employed in cotton ginning factories as unskilled workers, numbering 7,123 out of a total of 7,534 employed in all factories.

Of the total number of children, 93 are employed in textile mills, 246 in cotton ginning factories and 444 in other factories such as sports works, printing presses, match factories, cement factories and oil refineries.

Workers in factories other than those employed in Railway Workshops, textile mills and few other engineering works belong mostly to the agricultural class and they seek

employment in factories only with a view to fill in their time between harvests. The majority of skilled workers in Railway and Engineering works are imported from other provinces and having no interest in the land are keen upon improving themselves. Bombay and the United Provinces supply certain number of factory managers, engineers and head mistris, many of whom are Parsees. A fair number of engineers and boilermen are Sikhs.

The labour in factories is mostly unorganised—only the highly paid men holding positions of responsibility such as factory managers and engineers continue to remain in service for any length of time in the same factory. It is rare to find a worker earning less than Rs. 150 a month, who has been in the same factory for more than 3 or 4 years.

3. The development and maintenance of the Punjab Canals affords employment to a large body of workers. Table I contains a statement giving the gross area for each canal, or circle of superintendence. There is little, if any, migratory labour on open canals: local labour is obtained from neighbouring cultivators or village menials, who take up work on the canals where agricultural operations are slack.

As regards canals under construction, the Chief Engineers report that "the employment of 'local' or 'imported' labour depends on the conditions of the tract in which the canal is being constructed. In tracts thinly populated practically all labour is 'imported', but there have been cases recently of new canals being constructed in tracts already poorly served by inundation canals in which 'local' labour was easy to get—in these, 'local' labour has been mainly employed.

'Imported' labour comes from the North-West Frontier Province, Afghanistan, Bikaner State, and the dry districts of the Punjab where rainfall is scanty and conditions bordering on famine frequently prevail. Labour from the North-West Frontier Province and Afghanistan works only under contractors from its own tracts and always returns home for the hot weather; labour from Peshawar will sometimes remain throughout the hot weather, but only with great difficulty.

The amount of 'imported' labour obtainable from the dry districts of the Punjab and Bikaner State depends

almost entirely on the monsoon ; if rainfall is good very little labour is obtainable in the following winter and then only at high wages.

Statistics of labour employed on Open Canals are not maintained ; statistics maintained on canals under construction shew that :—

- (a) in one circle the average number of men employed daily from 1st January 1925 to 31st October 1926 was 6,644, the maximum number was 12,414 in February 1926 and the minimum 3,431 in October 1925 ;
- (b) at a headworks now nearing completion the average number employed daily from beginning of November 1926 to end of June 1929 was 2,172 men, the maximum number being 5,448 in February 1929 and the minimum 945 in August 1927."

4. In the industrial field such migration of labour as there is tends towards (a) the canal colonies, (b) such business and industrial centres as Lahore, Amritsar, Ludhiana, Sialkot. The Director of Industries notes "It was noted by the district census officer of Amritsar in 1921 that of 5,000 labourers at Amritsar in the busy season not more than 500 were permanent labourers. Most of these labourers are drawn from the agricultural class. They frequently return to their villages at sowing and harvesting time or for ceremonial purposes. The labour employed in factories cannot be described as an industrial proletariat whose only source of livelihood is work in factories. On account of the development of agriculture in recent years the movement of labour towards the canal areas in Lyallpur, Montgomery and Multan has considerably increased. It may, however, be noted that most of the labour employed in cotton ginning factories in these areas is seasonal. It should also be stated in this connection that so far as the unskilled labour is concerned it is so plentiful that on no occasion has any difficulty been experienced in obtaining it." Skilled labourers, *i.e.*, technical workers, foremen, mistries have in the past been imported from the United Provinces, and from Bombay and Calcutta, but the growth of technical institutions in the Punjab in recent years is supplying the want in the way of qualified engineers, surveyors, draftsmen, mechanics and fitters. In areas where

factories have been established a tendency is reported on the part of labour available in surrounding villages to take up factory work in preference to work on the field on account of its being more remunerative, but the volume of such work is small indeed, and the Punjabi, possibly from lack of sufficient opportunity, has still to take kindly to factory work. To quote the Inspector of Factories, "When new factories are opened, most of the skilled labour required is imported chiefly from places where similar concerns are already in progress. Unskilled labour is readily obtainable from villages surrounding the industry, land workers being attracted by a slightly higher wages. Further when their land requires attention they leave the factory for their homes. Unskilled labour generally is plentiful in the Punjab and seldom does an occasion arise when higher wages have to be paid owing to the scarcity of workers when they return to their land during the harvest time.

In bigger concerns such as the Dhariwal Mills (employing 886 operatives) skilled labour was imported in the first instance from Bombay and United Provinces. Later when the vacancies occur much of the skilled labour is still drawn from those areas. Those living in villages near the mill have to some extent taken up employment in the mill in preference to land work. This was evident during the strike of 1927, when the mill management were able to recruit a sufficient number of semi-skilled workers from the neighbouring villages and managed to keep the mill running."

5. As regards the method of recruitment, there is both direct recruitment, *i.e.*, the applicant applies for employment usually in the evening for work on the next day, or the factory owner sends out agents to secure the labour he needs. The cotton ginning and baling factories usually employ a labour contractor who makes a daily payment to the labour he has recruited. In other industrial establishments labour is, as a rule, recruited directly. In the North-Western Railway workshops recruitment is now done through a labour bureau. On canal and construction works contractors have to look for their labour from the neighbourhood, and imported labour usually will not make a move till advances of money are given. In the Forest Department (felling and other work) labour is often nominally recruited by petty contractors, but actually cash advances against promises to work are made by the Forest Depart.

ment on behalf of the contractors. Employment agencies and exchanges could perhaps be usefully employed with regard to the recruitment of skilled labour, but as regards unskilled labour, the present methods of recruitment work satisfactorily enough, and have the merit of being cheap.

UNEMPLOYMENT.

6. The Punjab Government in 1927 appointed a Committee, whose terms of reference were:—

“To investigate and report—

- (i) the extent of the existence of unemployment among (a) educated, and (b) the uneducated classes of the community in the Punjab ;
- (ii) the causes of unemployment ; and
- (iii) the possible remedies for unemployment.”

The Committee's report was published in pamphlet form in 1928. The Committee came to the conclusion that there is no evidence of any serious and widespread unemployment among the uneducated classes, and such unemployment as did exist was voluntary rather than forced. The Director of Industries points out that in Western countries where occupations are properly classified and where workers belong to sub-groups of a specialised trade, it is easy to determine the extent of unemployment, but in the Punjab where an ordinary mistry may take a job wherever he may get one without reference with any specialisation on his part, it is by no means easy to appraise the quality and extent of unemployment. There is no such unemployment in the Punjab among skilled workers.

As regards the so-called unemployment among workers in cotton ginning factories, the committee were of the view that “as the cotton ginning season only lasts for four or five months it would appear to be more correct to say that the cotton ginning season is the off-season for their other employment.” In fact, such labourers as are not in any way connected with agriculture (and this proportion is very small) easily find other employment on the termination of the ginning season in the building trade with local grain dealers or as private servants.

There is then little, if any, unemployment in the Punjab as far as labour is concerned. The reason is that there have

been no great material developments carried out under any industrial system of private enterprise, bank credit and the specialisation of labour, and consequently there is as yet no price to pay for these developments in the way of unemployment. Normal periodical unemployment due to cyclical fluctuations of trade is negligible, but there and there may occasionally be found an instance of unemployment incidental to industrial change and growth, as for example at the Khewra Salt Mine where the introduction of up-to-date plant has decreased the demand for manual labour in an immobile professional population.

As the report of the Committee on unemployment shows, the local Government is greatly exercised about possible methods of alleviating and remedying distress among the educated youth of the country, but so far as industry is concerned, the Punjab is not an industrialised province, and consequently the effects of maladjustments in industry are on the whole negligible, and therefore no unemployment insurance scheme is needed for individuals condemned in virtue of their specialised trades to involuntary unemployment. The unskilled labour is mainly casual, and neither asks for nor needs decasualisation. As regards the applications of international conventions, the need thereof may be gauged from the following ambiguous approval of the Director of Industries. "It appears that the Articles contained in the International Draft Conventions are indeed beneficial to the case of the working classes and may therefore be applied to the Punjab with certain modifications to suit the local conditions."

7. The Director of Industries' opinion is that for skilled labour the average duration of employment varies from 4 months to 4 years, and that of unskilled labour from 2 to 3 months. The Inspector of Factories would put the period of casual employment in factories from 4 to 7 months, depending on the season: the remaining portions of the year are spent in working on the land. In the Forest Department 7 months is the average duration of employment in the case of extraction of timber from the hills and resin tapping. Mr. Charles, Superintendent, Central Workshops, Public Works Department, Amritsar, which employ 400 to 500 men, has supplied the following note on unemployment and labour turnover in his workshops.

"*Skilled men.*—That there must be a certain amount of unemployment among skilled men is indicated by the ease

with which I can secure fresh men, but among skilled mechanics, etc., I do not think the matter is serious. I receive about 6 to 8 applications for work in a month for skilled men.

Apart from temporary labour to meet specially urgent work only about 4 or 5 of my regular men leave me of their own accord in a year. Many of these are young men who having been taught their trade and gained some experience at these Works are looking out for advancement.

It is naturally my object to keep the labour turnover as small as possible and I have several men who have worked in these Workshops for 15 years or more. These are mostly skilled men.

Unskilled men, coolies, menials, etc.—In this case the matter is entirely different there appears to be a lot of unemployment and the labour turnover is high. Many of them leave of their own accord, but there are plenty to fill their places.

Half of those leaving go in order to try and get better pay. The remainder for no particular reason, for family reasons or merely for a change.

Out of 97 coolies employed, 6 have been at these Workshops over 10 years and 35 over 2 years.

During the year 1928, 39 coolies left and others were engaged to fill their places.

Approximately one-third of the coolies leave every year."

CHAPTER II.—Staff Organization.

1. In large scale works, *e.g.*, the Attock Oil Co., Punjab Pulp and Paper Mills, the Portland Cement Works, the managing staff is recruited from abroad. The subordinate supervising staff is drawn from the province itself, but recruitment from among the operatives is rare. There is a wide gulf between skilled and unskilled labour. Workmen are usually illiterate, and an unskilled worker has no opportunity of qualifying himself as a skilled worker. There are no facilities for workmen corresponding to technical evening classes in England. Lack of education is likely to stand in the way of any forwarding of the purpose underlying Works Committees and the like.

2. The notable personage in India is the contractor. If a job has to be done, or things or men are to be got, you employ a contractor. No task is trivial and possibly no task is too big for an Indian "thekeedar," who may be described as being a public utility undertaking operating nearly always with profit to himself. Works Committees, Works Councils, and the like all coalesce here in the contractor, and his universal function of a supplier of labour. In Government construction works 'mistris' or men of little education, and mates—themselves of no education—supervise work done by labour supplied by contractors. The pivot is the contractor. For example, though piece-work records are kept in the Forest Department by the subordinates of the Department, wages are paid by contractors or their agents, and all felling, logging, sawing, carrying and floating of timber is given on contract.

3. The Inspector of Factories has supplied the following note, which is of interest :—

"In bigger factories particularly those run by responsible companies, the relations between the employer and employed are good. In smaller factories difficulties occasionally occur amongst the proprietors managers and workers, chiefly on account of non-payment of wages and alleged ill-treatment, as a result of which numerous applications are received in this office from the workers who complain of being dismissed without having been paid their dues.

Wages are sometimes withheld for 2 or 3 months and then the employer takes an opportunity to get rid of the worker.

As noted above, contractors figure largely in the supply of labour—they are usually fairly prosperous persons.

I do not know to what extent the sub-contracting is carried on. I think it is very little as the labour contractor himself usually resides near the factory area and there can be no reason why he should resort to sub-contracting.

The contractor has little or nothing to do with the working conditions of the labour he supplies: his duty finishes when he has supplied labour up to the extent required by the factory manager. I have had cases when a labour contractor having supplied underaged workers to a factory has been held responsible by the factory owner, who when prosecuted by this department has tried to push the responsibility for illegal employment on to a contractor."

4. Technical institutions in the province are proving increasingly useful in supplying subordinate supervising staff both in public concerns and in private enterprises.

CHAPTER III.—Housing.

As far as Government is concerned, a lively road policy is being pursued, but it is not an integral part of any deliberate housing scheme. No enquiry has been conducted into the housing conditions of labour in towns and municipalities or into facilities provided by employers for their operatives. Big towns like Lahore and Amritsar are badly congested. In Lahore an improvement trust has been established which works in conjunction with the municipality, but there is no labour tenement or particular area in Punjab cities. Housing finds no part in public utility undertakings, and there is practically no expenditure on housing out of rates.

2. In its own factories and undertakings Government provides housing accommodation for both the supervising and subordinate staff. No rent is charged for occupation of quarters by menials, but in the case of subordinate and clerical staff a deduction of 10 per cent. by way of rent is usually made from salaries. For unskilled labour a quarter 10' × 10' with a verandah is the prevailing type.

3. In privately owned factories of any size quarters are provided for the permanent staff, and some of the bigger mills house a proportion of the entire staff within the factory at a nominal rent. In cotton ginning mills no accommodation is provided—workers return to their homes at night and this is the common rule. In canal colony areas, where villages and small towns are planned by the Colonization Officer in consultation with the Director of Public Health, space is allotted round the walls of a factory for workers who can build their own quarters or huts for themselves. Workers are only too glad to get any accommodation provided by the employer, but the need to provide accommodation is rare.

4. There is not in the Punjab any differentiation between the housing conditions of industrial workers and their neighbours in the same social grade. There are no

industrial slums as such or any peculiar urban inflammation due to the presence of agglomerations of factory or other workers and the housing of labour is not to be differentiated from that of the ordinary poor citizen. The North-Western Railway has set up its own colony at Moghalpura, but it does not cater particularly for the labour employed in the workshops.

5. Information about rent rates in various classes is not available.

CHAPTER IV.—Health.

1. As regards the organization of the Department of Public Health, reference may be made to paragraphs 217—231 of the Punjab Government memorandum prepared for the use of the Indian Statutory Commission, Volume I, Part I, Descriptive Matter.

2. Labour, as regards health, groups itself under the following classes—mill and factory labour, industrial and artizan labour, certain classes of railway and public works labour, migrant labour and labour under restriction in jails and criminal tribes settlements.

In the Punjab there is no Ministry of Labour with a health side. The Public Health Department works under the Ministry of Local Self-Government, while labour interests are looked after in a number of other portfolios, *e.g.*—

Labour generally	..	H. M. R. portfolio,
Criminal tribes	..	” ”
Convict labour	..	H. M. F. ”
Factories	..	H. M. E. ”
Industries	..	” ”
P. W. D. labour	..	H. M. A. ”

while railways are the concern of the Government of India. None of these departments have public health advisers of their own. The needs of labour are therefore not envisaged at first-hand with emphasis on its needs for public health and sanitation. The sanitation of the quarter of towns, in which industrial and artizan labour mainly live, is of course the direct concern of the Ministry of Local Self-Government, which also controls the Health Department, but here, too, there may be room for greater control of local bodies with a view to secure better housing and better health amenities for the poor.

3. As regards vital statistics in relation to labour, the Director of Public Health has supplied the following note :—

VITAL STATISTICS.

(1) *General population.*—The birth rate and death rate of the Punjab during the past sixty years is shown in the

attached chart (table II). It will be seen that the death rate is extremely high. The mean death rate during the past five years was 33 *per mille* or about 3 times the death rate of England and Wales. The most striking feature, however, is the extreme variability of the death rate, which is attributable to the peculiar liability of this province to be the scene of virulent epidemics, and it is due to this circumstance that the death rate of the Punjab usually exceeds that of any other province of India and, indeed, of most other countries in the world.

(2) The infantile mortality rate is likewise extremely high—approximately 200 per 1,000 births (as compared with 70 in England and Wales)—and as this rate is not greatly affected by epidemics (except malaria), it indicates the existence, apart from epidemics, of a low grade of health. A favourable and hopeful feature is the high birth rate—40 *per mille* as compared with about 20 *per mille* in England and Wales. That the province should exhibit a remarkably high birth rate, in spite of being constantly decimated by epidemics, indicates not only the high fertility, but also the great recuperative power, of its inhabitants. Given good health, the population should at least have doubled itself during the past 40 years, but as a matter of fact, instead of increasing by 100 per cent., it has only increased by some 3·7 millions or less than 20 per cent. during this period or a mean annual increase of about 100,000 as compared with 262,000 in England and Wales during the same period. Another striking feature of the vital statistics is the disparity between the sexes; the number of males exceeds the number of females by over 2 millions in a total population of 20·5 millions. This feature is mainly attributable to the fact that the female death rate under almost every head of mortality is invariably higher than the male death rate, whilst the contrary is the case in England and Wales, where the female death rate, after the first year of life is lower than the male death rate at all age periods.

(3) Of special interest from the point of view of labour is the fact that the urban death rate is relatively and absolutely high as compared with the rural death rate, which is indicative of the fact that the artificial conditions associated with an urban environment are peculiarly prejudicial to health.

The death rate under all heads of mortality, except malaria, which is essentially a disease of rural areas and the outskirts of towns, is appreciably higher in towns than in rural areas. The most striking feature is the high respiratory disease death rate of towns, which in 1928 was 5·79 *per mille* as compared with 2·18 *per mille* in rural areas. This feature is in large part due to the great prevalence of pulmonary tuberculosis in towns which is the outcome of neglect of sanitation, intense congestion and bad housing, to which must be added such disgenic habits and customs as child marriage and the purdah.

The death rate from dysentery and diarrhoea in towns is also about three times higher than it is in rural areas, and this fact is attributable to the gravely insanitary conditions prevailing in urban areas.

(4) *Labour*.—It is unfortunately impossible to quote any statistics bearing specially upon the health conditions of the labouring classes, and it is only possible to state in this regard that as for the most part the death rate increases *pari passu* with a decline of social status and as labour is almost solely drawn from the poorer classes the remarks made and the conclusions drawn in respect of the general population apply with special force to the hewers of wood and the drawers of water.

(5) *Summary*.—This brief review of the vital statistics permits of the following conclusions:—

The Punjab is inhabited by a vigorous and prolific people, where “natural increase” is held in check by the high mortality occasioned by disease and pestilence. The low grade of health is indicated by the high death rate, apart from epidemics, the high infantile mortality rate and the high female death rate, all of which are characteristic of a society in an early phase of social, economic and cultural development. The relatively high insalubrity of towns, where, owing to congestion of the population, the need of sanitary safeguards is infinitely greater than in villages, is a reflection of the low standard of municipal and domestic hygiene.

4. In discussions with the Director of Public Health the following weak points have been brought to notice by him:—

(a) While general health problems of the people as a whole as has been shown in the account of

the organization of the department are dealt with by the Department of Public Health, the special problems of the health of labour are not specially or directly dealt with. This is mainly because labour questions, as has been shown above, are the direct concern of departments, who do not possess public health experts, and are dealt with, in the first instance, from an angle of view in which health is not necessarily a primary or prominent consideration.

- (b) In his opinion the Public Health Department should advise (and their advice should be followed) in connection with large concentrations of labour employed by the Public Works Department or railway on works. Though after his advice adequate provision for the health of labour has now been made in one instance, *i.e.*, in the Hydro-Electric Scheme, similar provision on similar advice should be made in the case of all works. The difficulty of the problem is enhanced because much of the work is carried out by contractors and the labour works and is paid in the main not directly by Government departments, but by the contractors.
- (c) As regards factories, we may state his view that, in addition to the appointment of the Director of Public Health and the Assistant Directors of Public Health as additional Inspectors of Factories, District Medical Officers of Health should also be appointed.
- (d) The Director of Public Health should be concatenated with the Colonization Officer who founds new towns, and with the newly sanctioned Town Planning Engineer to secure planning and building regulations on hygienic lines.
- (e) The Director of Public Health should be more closely and continuously connected with planning and management of Criminal Tribes Settlements.

(f) As regards municipal committees, notified area committees and small town committees, although many towns have now inaugurated a policy of better drainage and water supply and some have effective Health Officers and staff, many are still careless as regards sanitary and health measures generally, and pay much less attention to them than is required, particularly in the poorer quarter of the towns, where the industrial and artizan population mainly dwell. The question of giving a more effective voice to the expert opinion of the Director of Public Health and his officers in such matters is largely mixed up with the general control of the Ministry of Local Self-Government over municipalities and local bodies.

5. As regards medical facilities, reference is invited to the extracts previously quoted from the Punjab Government memorandum prepared for the Statutory Commission (paragraphs 202-203). The State provides necessary medical aid free of cost and workers are entitled to receive free medical attendance, free medicines and free lying-in accommodation in hospitals and dispensaries maintained by Government and local bodies. There are in the Punjab 964 hospitals and dispensaries of all classes as follows:—

• State	..	..	..	65
Police	..	..	..	31
Forest	..	..	..	2
Canal	..	..	..	120
Others	..	..	..	20
Local Funds	..	..	..	354
Private	..	..	..	8
Railway	..	..	..	66
Rural	..	..	..	264
Private aided	..	..	..	34

Medical facilities are provided in some of the larger factories and undertakings, for example, in the Dhariwal Mills and Punjab Portland Cement Works, Wah, and a few factories have an arrangement under which a doctor pays a weekly visit. Mention should also be made of a private hospital—Sir Ganga Ram's hospital at Lahore—which gives free medical aid to all comers.

6. A great need in the province is the provision of medical aid for women by doctors of their own sex. Provision has been made in the scheme for expansion of medical relief for—

- (a) the building of a hospital for women at the headquarters of each district ; and
- (b) the addition of a female section to hospitals at the headquarters of selected tahsils. Women are trained at present at the Punjab Medical School, Ludhiana, and are now admitted to the King Edward Medical College, Lahore.

The untrained indigenous "dai" continues to ply her trade, and she is largely responsible for the high infant mortality. There are, however, now many centres in which modern training is being given to dais.

7. As regards official supervision, a properly qualified medical officer is in medical charge of every jail where convict labour is employed. With reference to factories, the Indian Factories Act provides for the appointment of certifying surgeons in all factories, but the functions they discharge are limited to certifying the age and physical fitness of persons seeking employment and do not extend to providing medical aid for factory employees.

8. To quote from paragraph 3 of the review of the latest annual report on Punjab Factories—

"The supply of water both for drinking purposes and for meeting the ordinary requirements of factories was adequate throughout the year. Lighting arrangements were on the whole satisfactory: almost all the perennial factories were fitted with electricity, while the newly erected factories provided ample light. The conditions in factories situated in congested city areas, however, are not quite satisfactory. Sanitary conditions were generally satisfactory. Ventilation in all the newly erected factories, particularly in perennial, showed a distinct improvement, and the Governor in Council is glad to note that the Bankteshwar Cotton Spinning and Weaving Mills, Amritsar, has given a good lead in this direction. The Government Demonstration Weaving Factory at Shahdara should serve as a model of the standard in this respect. Ventilation in cotton ginning factories is a difficult matter, but it is satisfactory to read that the palliative of having doors and windows open is generally observed. New rules with

regard to the control of artificial humidification in cotton spinning and weaving mills have since the close of the year been introduced and it is hoped that they will ensure comparatively comfortable conditions for the workers."

These special rules for the control of temperature and humidity have been recently framed by the Punjab Government under section 37 (2), clause G of the Indian Factories Act for the control of temperature and humidity in cotton factories. There are three cotton spinning and weaving mills in which artificial humidity is at present being used affecting 750 operatives.

As regards the control of the construction of new factories, the Government of India was of opinion in 1926 that it is desirable that Local Governments should be vested with the power of controlling the construction of new factories. At the same time the Central Government held the view that the most that the Government to India could do would be to ask the Central Legislature to pass a measure giving powers to Local Governments to adopt such methods for the control of factory construction as they considered suitable. Provincial Governments were accordingly asked to submit legislative proposals if they desired to proceed further in the matter. The Central Government has not as yet passed any enabling measure, nor has any province so far as it is known framed any rules except the United Provinces, which has framed some model by-laws for the guidance of municipal and district boards for the purpose of regulating the construction and alteration of factory buildings in the province.

9. No industrial diseases have been reported in any of the factories in the Punjab. There is irritation, malaise, worry and monotony, and all the disadvantages of a larger labour turn-over, and there is no due allotment of time between work and leisure.

10. The Draft Conventions and Recommendations concerning Sickness Insurance adopted by the 10th International Labour Conference, 1927, were placed before the Indian Legislature and the following resolution was adopted by the Council of State and the Legislative Assembly on the 20th and 27th March 1928, respectively :—

"That this Council/Assembly having considered the Draft Conventions and Recommendations adopted by the

10th Labour Conference recommends to the Governor-General in Council that he should not ratify the Draft Conventions, nor accept the recommendations."

The Government of India, however, were of the opinion that the possibility of introducing some provision for sickness insurance required further examination, and requested that the question may be investigated by the Local Governments by a small and informal committee, including a few representatives of employers and employees.

Accordingly an informal provincial committee consisting of 7 members, with the Director of Industries, Punjab, as chairman, met on the 12th February and 2nd March 1929 to discuss the points mentioned in Government of India's letter No. L-1518, dated the 20th September 1928, which formed the agenda of the meeting.

The committee was of the opinion that both from the labour point of view and from the point of view of health it was necessary to introduce some system of sickness insurance in the Punjab. The committee also was of opinion that all permanently employed workers should come within the scope of the scheme. Permanently employed workers were to include the following :—

- (1) All workers to whom the provisions of the Workmen's Compensation Act are applicable.
- (2) All workers to whom the provisions of the Indian Trade Unions Act are applicable.
- (3) Permanent workers in educational institutions; in particular, women teachers drawing salaries below the income-tax limit.
- (4) Domestic servants.
- (5) Such workers as are working for registered employers, or are themselves licensed workers.
- (6) All Government servants receiving a salary below the income-tax limit.

The items of agenda discussed were as follows :—

- (1) The extent to which it is possible to provide medical facilities. The committee held that it would not be difficult to provide medical facilities for workers, though some provision for extended medical aid will have to be made.

- (2) The extent to which medical facilities are likely to be acceptable to the persons insured. The committee were of opinion that full advantage would be taken of the facilities for medical aid provided.
- (3) The extent to which insured persons suffering from sickness are likely to remain within the area within which the organization applicable to the case effectively operates. The committee believed that with the benefits accruing from the sickness insurance scheme the tendency on the part of workers to go to their houses for treatment will gradually disappear.
- (4) The proportion which the expenses of the administration (which includes the provision of some machinery for the settlement of disputes) is likely to bear to the total cost of the scheme. The committee felt that the proportion was likely to be in the neighbourhood of 5 per cent.
- (5 and 6) The extent to which the classes whom it is proposed to insure are willing and able to meet the charges falling on them; and the extent to which State assistance can be guaranteed. The committee came to the conclusion that the contribution towards the sickness insurance funds should be borne equally by the employer, the employee and the State. This proportion would no doubt place an additional burden on the State as the State would have in any event to provide medical assistance and the administration charges of the scheme.
- (7) Whether the scheme can be made applicable to either regional or industrial limits or both. The committee decided to recommend to Government that the scheme should be made applicable to the whole of the Punjab with a central administrative authority in Lahore. All payments should be made through the post office on a certificate being presented by the worker and countersigned by the qualified medical authority appointed under the proposed law.

- (8) Whether legislation should be provincial or central.
 The committee were definitely of the opinion that for any scheme of sickness insurance to be a success the legislation should be central.

The conclusions arrived at were that a scheme of sickness insurance was not impracticable. The main difficulty would lie in financing any scheme and not from any objection to western medicine or any migratory character in the labour concerned. The report of the committee is appended as appendix A.

11. The Punjab Government in submitting this report to the Government of India noted that inasmuch as the province is not the home of any such large scale industries the question of the introduction of sickness insurance is not of much practical importance for the present, and from a provincial point of view there is no need for any legislation, but should the Government of India decide to take up central legislation, the Local Government will make no opposition provided the legislation is made elastic enough to leave the province sufficient powers to adopt any such legislation to suit local conditions. The Punjab Government, while commending for consideration the recommendation of the committee that any scheme should be applicable to any permanently employed workers (which term should include within its scope the classes specified by the committee), suggested that a beginning should be made only with workers coming under the Workmen's Compensation Act, the Factories Act and the Indian Trades Union Act. Further Government desired to dissociate itself from any acceptance of the suggestions in the committee's report defining the measures of State assistance which should be afforded, though liability for the cost of administration was accepted.

CHAPTER V.—Welfare (other than Health and Housing).

Such welfare work as there is in the province is paternalist. In the way of what is termed "Rural Uplift" on the part of the State, the district of Gurgaon, with which the name of Mr. F. L. Brayne will long be associated, has done pioneer work, but in towns and urban areas welfare work is confined to the ministrations of State departments such as Public Health (including Health Schools, Health Visitors and Municipal Welfare Centres), Medical and Education. Employers, speaking generally, are not interested in or alive to the need for welfare work, and the idea of a works committee has yet to form. The number of large establishments in the province is small, and the teaching of mutual responsibility has only occasional scope. Punjab labour is largely unorganized, partly migratory, illiterate and apt to return to the land. Employers have little money and no concern for benevolent activities, and too often are criminally indifferent to statutory rules. The vagaries of weather and markets occupy their attention. Recent enactments such as the Workmen's Compensation Act, Trades Unions Act, Trades Disputes Act, and the protection afforded by these measures may herald the beginnings of some community spirit both among workers *inter se* and in the relations of employer and employee.

2. Some welfare work is attempted in a few important mills. At the New Egerton Woollen Mills, Dhariwal, play grounds are provided by the mill authorities for the use of their operatives and are kept in good condition. An uplift club is also provided for the subordinate staff and a well run social club for the supervising staff. A hospital and a school both for boys and girls have also been started by this mill. The mill also runs a co-operative society for the benefit of the workers. In addition to this two other factories, *viz.*, the Punjab Portland Cement Works at Wah and the Bankteshwar Cotton Mills at Amritsar, have also evinced some interest in this direction in providing recreation grounds and clubs for the benefit of their employees. So far as the provision of educational facilities is concerned, Dhariwal Mills alone provide facilities for their workers. The Amritsar Carpet Manufacturers have been recently urged to provide half-time facilities for education of the children employed in the

factories. They agreed—in theory—to the desirability but have afterwards professed inability to translate the suggestion into practice.

3. In the way of co-operation, factories are backward. At Dhariwal there is a flourishing co-operative society among the employees of the New Egerton Woollen Mills. This society does both supply and loan work, and is very keen on the improvement of its employees' conditions. There is also a large supply society at Moghalpura, whose members are employees of the Railway Workshops. The Criminal Tribes also have supply societies in their settlements and plantations.

4. The annual report of the Co-operative Department is also interesting in this connection. In 1928 the total number of non-agricultural societies in the Punjab was 2,616 with a membership of 88,613 and a working capital of over one crore. These societies include (a) credit, (b) purchase and sale, (c) production and labour, (d) production and sale and (e) thrift societies. Most of the credit societies consist mainly of Christians or menials. The menials' societies, particularly those of Chamars, are said to have worked very satisfactorily. Among Production and Labour Societies there are two presses in Lahore one of which is said to be doing well and the other badly. The number of Industrial Societies is 289 with a membership of 5,313 and working capital of 6 lakhs. Industrial societies include all kinds of artizans like weavers, woodworkers, shoemakers and goldsmiths, etc. Special mention may be made here of a few societies which are known as Better Living Societies. Their number is 231 with a membership of 8,665. The object behind the formation of these societies is to discourage expenditure on ceremonies and jewellery, etc. The remarkable success that has attended the co-operative movement in rural areas, though due undoubtedly to the heavy rural indebtedness which distinguishes the Punjab, would seem to indicate that its further infiltration into industrial spheres may in course of time stimulate team work on the part of workers themselves to speculate on questions affecting safety at work, improvements in environment, better cleanliness and air and recreation and the like.

CHAPTER VI.—Education.

For a general description of the growth of facilities for general education reference is invited to Chapter VI of the Memorandum prepared for the Indian Statutory Commission, Volume I, part I, descriptive matter. The marked progress of recent years is bound to be a potent factor in raising the standard of living.

2. Industrial areas being mainly in municipalities or small towns children not in employment come under the control of the system of compulsory education covering the primary classes, but such compulsory education stops at the fourth primary class, *i.e.*, many years before the age of fifteen. No special arrangements exist for the education of children employed in factories. Indeed such children are few, except in the carpet factories at Amritsar. A suggestion has been recently made to the carpet manufacturers that with the double object of restricting the hours of the children's labour and giving them the elements of education half-time classes should be started either in the factory premises or by arrangements in neighbouring municipal schools. But the factory owners shelter themselves under the opposition of the master weavers to any such restriction of hours, and the children continue their blind alley occupation.

3. Facilities for the education of adults have been increasingly provided in recent years. There are now over 2,000 schools for adults maintained by local bodies with the help of grants-in-aid from Government, with an enrolment of over 5,000 pupils. These schools, it has to be noted, are not confined to urban or industrial areas: they are mainly in the villages, and the establishment of village vernacular libraries in nearly 2,000 village schools is a benefit which only the rural classes enjoy. Some 35 small towns in the Punjab have attempts at libraries, but these libraries are in English and they suffer from lack of suitable accommodation and adequate funds. It is also only in the country that odd examples can be found of private employers maintaining schools for the benefit of their employees, *e.g.*, Major Vanrenan on his estate at Renala Khurd (Montgomery District) for the children of his tenants, and Rai Bahadur Ram Saran Das at Kot Mela Ram

(Multan) for the same object. An organization like the Workers' Education Association, or any Institute of Adult Education for getting together a sufficiency of industrial workers for evening tutorial classes is yet to be born, and there are no indications that a Sir Ernest Cassel will appear in the Punjab.

4. On the other hand, industrial and vocational training under direct State guidance is making good headway. In 1912 an Engineering School was established at Rasul to train sub-overseers for both branches of the Public Works Department. In 1923 the Maclagan College of Engineering was opened with the object of providing efficient and practical training for young men in mechanical and electrical engineering.

5. There are now over a score of industrial schools in the Province, and all the schools have recently been provincialized. These schools, with the exception of the Government Technical School in Lahore, are Middle Schools with nearly half the pupils coming from the artizan class. The main crafts taught are carpentry, metal work, weaving, lacquer turning, and copper smithy. A full-time Inspector of Industrial Schools was appointed in 1928, and in the current year a scheme of studies has been prepared for type I schools (Middle), type II (High), and it is hoped in course of time to establish type III schools which will include in their curriculum mechanical and electrical training and practice. The Government Technical School, Lahore, has an attendance of nearly 800 pupils, 86 per cent. being sons of artizans, and the progress of the school can be indicated by recent appointments to the staff, such as an electroplater, padder, polisher, smith and pattern maker. For technical institutes of various descriptions reference may be made to the list in paragraph 192 of the Punjab Government memorandum for the Indian Statutory Commission and the reports of the Department of Industries, Punjab.

CHAPTER VII.—Safety.

The following note has been supplied by the Inspector of Factories (Mr. W. H. Abel), who has had many years of experience in the Punjab :—

“ Regulations with regard to the workers' safety are shown in rules made under the Indian Factories Act and are based on the workshop rules existing in Europe, altered where necessary to meet local conditions. An abstract of the principal rules relating to general safety is posted up at the entrance of all factories in English and in the language of the majority of workers. Apart from this every year a circular letter is issued to all factories bringing to their notice the chief requirements relating to safety measures and to other requirements of the Factory Law relating to hours of work, &c. In this circular a special reference is made with regard to the guarding of the dangerous machines, and any other matter of importance which requires careful attention. When these regulations are persistently violated, prosecutions are instituted against the offenders. During 1928, 32 cases were made against factory occupiers and managers for failing to protect their workers from the dangers of machinery.

Annual reports on the working of the Indian Factories Act in the Punjab show that accidents have increased considerably during the past 10 or 12 years. The increase is out of proportion to the increased number of operatives : it is attributable to the following causes :—

- (a) More accurate reporting of accidents by factory owners due to some extent to the strict administration of Factory Law.
- (b) Operatives are themselves becoming acquainted with the fact that accidents should be reported and they frequently report themselves to the Factory Inspector's office.
- (c) The introduction of the Workmen's Compensation Act has also had an effect on accident reporting, as the injured persons think that by reporting accidents they might get compensation.

- (d) Another reason is that since the war up-to-date machinery of entirely new patterns has been introduced into the country whilst the workmen have not had the proper training to keep pace with the new type of machinery. It is noticeable that accidents increase with the introduction of a new type of machines.
- (e) Ignorance of the workers and a belief in fate rather than carefulness is also responsible for many accidents. After frequent demonstrations of how to handle a particular machine, workers with apparently full knowledge of the dangers still take frightful and unnecessary risks. Reference to the causes of fatal and serious accidents shows that carelessness on the part of the worker is responsible to a great extent for accidents. Such instances as "a boiler attendant fell over the safety valve arm of a boiler when walking over the top of it, instead of going round, causing steam to escape which burnt him to death." "An engineer went to turn off an electric switch situated on the other side of the engine, to save walking round the engine, a distance of 20 yards, in climbing over the rails guarding a main rope drive caught his foot in the rope and was instantaneously killed."
- (f) Frequent instances of serious accidents are reported where workers remove safety guards in order to clear a jam or fault and use their hands or feet to put the fault right. This is to a great extent due to ignorance, but much also is due to carelessness and disregard of known dangers.
- (g) Investigations into serious and fatal accidents to workers on dangerous duties such as maintaining pulleys in order, oiling of bearings, etc., show that underpaid and unskilled workers are put on jobs of which they have no experience. There is no definite laid down standard of a 'skilled worker' and it is therefore impossible to bring home to the employer his responsibility in this respect. I have heard it argued by some employers, that since they insure their labour

against accidents under the Workmen's Compensation Act, there is no object in employing expensive and skilled workers on dangerous jobs, as in the event of accidents the insurance company will pay. A definitely laid down standard of efficiency amongst skilled workers along with it, if possible, a wages standard would be extremely useful. Trade Unions could possibly assist in this respect.

The railway workshops are the only factories to take up safety first measures. Posters showing dangers and calling upon workers to be careful for their own sake are exhibited in conspicuous places. Other factories have not shown an inclination to take the matter seriously.

Existing Factory Rules made under the Indian Factories Act cover safety first measures, such as compelling certain classes of workers to wear tightly fitting clothes, to prohibit children from entering into certain parts of factories, etc., but no serious attempt has yet been made in the shape of a safety first campaign amongst factory workers.

First-aid boxes are provided and kept in readiness in all factories where 500 or more operatives are employed.

One mill only has its whole-time doctor always in attendance : he attends the workers and their families free of charge. A few of the bigger factories have a working arrangement with the local doctor, who visits their factories once or twice a week according to the terms of contract, but on the whole workers and their families seek relief from Government dispensaries.

During 1928, 667 inspections were made resulting in 130 prosecutions to enforce factory regulations.

The bigger and well organised mills do consider it their duty to work to Factory Rules and make an effort to do so : other factories, particularly seasonal factories, deliberately work against regulations and have little regard for factory legislation. The nature of the staple industry of the province (cotton ginning and pressing) makes it necessary to work hard whilst the season is on, also weather conditions have a considerable effect. As a result when the raw cotton

comes into the factory it is dealt with right away and regular working hours are to a great extent ignored.

As 90 per cent. of the labour in the seasonal factories is unskilled and contracted for daily, the employer has little regard for its comfort, and long hours are indulged in. As this goes on for 4 to 6 months during the year the workers suffer hardships as although they work longer hours their daily wages remain the same. Prosecutions are launched against offending factory managers for this overworking. Thirty-eight cases were instituted in 1928, but the Inspector's difficulties are many in bringing the offenders to book. It is well known that a reward is paid to anyone in the factory centre or village giving information about the Inspector's arrival: chowkidars are also kept on the railway stations by factory owners with a view to obtaining timely information about the Inspector's visit. False registers are maintained and no factory worker would dare give evidence against his employer.

One of the chief difficulties in enforcing factory regulations is that adequate punishments cannot be obtained in courts for offences under the Act. It therefore becomes a sound business proposition for a factory occupier to work overtime his employees and risk being detected by the Inspector: if he is taken to court, the fine will be anything from Rs. 10 to Rs. 50, and that amount is made up by one hour's illegal work, and it is fairly safe to presume that the Inspector cannot turn up more than once a month."

The complaint is general that courts take no notice of repetition of offences and inflict only small fines. A great deal of the Inspector's time is taken up in attending court often with little result.

The Punjab Government in 1928 issued directions that factory cases in four of the important industrial districts in the Punjab should be tried by a magistrate specially nominated for that purpose, and that the Local Government is alive to the need for more rigour in enforcing regulations will be apparent from the following two paragraphs from the last year's review (1929) on the working of the Indian Factories Act:—

"The number of accidents rose from 707 in 1927 to 1,019 in 1929 and an increase of 250 occurring in the Railway

Workshops. In privately-owned factories the number remained the same. As will appear from the comparative statement below, there was an increase under all heads :—

Year.	Fatal.	Serious.	Minor.	Average per 100 operatives employed.
1927	16	14	677	1.4
1928	29	36	964	1.97

The Railway Workshops showed an increase of 4 fatal accidents as compared with last year, while the sudden collapse of the Verumal-Mula Mal Ginning Factory, Amritsar, accounts for 5 deaths and 7 injuries. The building of this factory was very old and the main girder collapsed as a result of the wall opening out at one end, probably due to weakness effected by rains and vibration. When the factory started working after having remained idle for 2½ years, the roof collapsed in a few hours. Government is considering what steps should be taken to prevent a recurrence of such accidents. Eight fatal accidents occurred to workers in the main shaft alley of cotton ginning factories. Serious accidents in the Railway Workshops increased from 5 to 18, of which 8 were injuries to eyes. There were also 151 minor injuries to eyes in the Workshops. The use of eye protectors is being encouraged as a safeguard against such injuries.

“ The number of prosecutions rose from 91 to 130, of which 108 resulted in conviction. This result is satisfactory, and no apology from the Factory Inspector is required. There were as many as 28 cases of overworking labour and children and 17 cases of illegal employment of women and children brought to court. Less satisfactory is the attitude of the magistracy in penalizing infringements of Factory Law, particularly in the matter of overworking employees and the illegal employment of women and children. The Governor in Council has recently observed with regret a statement from the Sheikhpura District in which fines of Rs. 15 or Rs. 10 were imposed for such offences where men were concerned, while for offences against women and children the offenders were ‘warned.’ It must be remembered that the operatives are seldom in a position, owing to poverty and

migratory conditions, to move the civil law and secure damages for infringement of essential conditions of labour, and that the *onus* rests on the State to ensure that the employer in his relations to labour does not stray beyond the limits which the statutory law imposes on his treatment of labour."

2. The coal mines in the Punjab are not important. The supervising agency is that of the Chief Inspector and his Assistants. As regards the Provincial Government, the Director of Industries (except in the matter of checking concessionaries' accounts) and the Factory Inspector have no concern with the mines, and the District Magistrate, who by virtue of his office has most of the powers of an Inspector, is usually too busy with other duties to exercise any effective control.

3. As regards the effect upon safety of hours, health, light and working conditions generally it can only be broadly stated that fatigue is undoubtedly responsible for many accidents. The very notion of industrial psychology is unknown in either seasonal or regular factories, and while the Inspector must see to accident prevention, illumination, ventilation and the like, he is neither competent nor required to advise on problems like monotony, irritation, rest pauses and other concerns of an Industrial Fatigue Board.

CHAPTER VIII.—Workmen's Compensation.

An increasing use is being made of the provisions of the Workmen's Compensation Act as will be seen from the following table which gives the number of cases accruing in factories which came within the purview of the Act.

Year.	Accidents.	Number in which compensation was awarded.	Percentage.
1924	46	8	17
1925	458	392	86
1926	523	461	88
1927	376	340	90
1928	953	837	88

The provisions of the Act are now fairly well-known, but illiterate workmen are still imperfectly posted in the procedure of making claims and trade unions, speaking generally, do nothing to help them.

2. The following paragraphs from the review of the latest report (1929) on the working of the Workmen's Compensation Act may perhaps be appropriately included :—

“ There has been a considerable increase in the number of accidents reported to have occurred in factories to which the Workmen's Compensation Act is applicable, and a much higher percentage of cases coming within the purview of the Act. The disparity in the years 1927 and 1928 is worth tabulating :—

Year.	Number of accidents reported.	Within purview of the Act.	Fatal.	DISABLEMENT.		Percentage of 2 on 1.	Cases in which compensation was paid.	Percentage.
				Perma- nent.	Tempo- rary.			
1	2	3	4	5	6	7	8	9
1927 ..	707	376	16	14	346	53	340	88
1928 ..	1,019	950	29	36	888	94	376	90

“ The increase in the number of accidents as reported is more a matter for regret than the increase in the number of cases brought within the Act is a source of satisfaction. Reporting has improved, and the figures afford ample testimony to an increasing familiarity on the part of operatives with the provisions of the Act, and credit seems due to the Factory Inspector and his staff for giving publicity to the method of presenting claims. Government, however, views with some alarm the increase in the number of accidents on the reasons for which the report is silent.

“ Concurrent with the increase in the number of cases, there has been an unexplained decline in the amount of compensation awarded in the major cases. Sums paid for temporary disablements will always vary, but there has been a striking decline in 1923 in the average amounts paid for fatal accidents and permanent disablements, *i.e.*—

	1926.	1927 .	1928.
	Rs.	Rs.	Rs.
Fatal accidents	1,320	1,298	579
Permanent disablements ..	722	787	398

“ It may be that accidents have been more rife among the lower paid employees or, it may be that insufficient amounts have been deposited by employers, or it may be that workmen have accepted whatever amount was offered rather than have recourse to Commissioners. There is perhaps some truth in the last view. It will be seen that, in spite of the big increase in the number of accidents and cases, the number of cases filed before the Commissioners for the Act was the same as in the previous year, *i.e.*, 86. The Commissioners disposed of 74 cases, 17 of which were contested, but in all cases the claim was finally allowed.

“ It will be observed from the statement included in paragraph 4 of the report that in the matter of fatal accidents and permanent disablements considerable delay occurs in the settlement of claims. In fatal accidents, for example, only 9 cases reached a settlement out of the 29 that occurred during the year, and only 17 out of the 36 cases of permanent

disablement. Reference to return A will show that Commissioners are responsible for the delay in the matter of fatal accidents, and employers as regards permanent disablements. The major accidents for which no compensation has been paid are in the main the concern of privately owned factories. Fatal accidents occurred in five cotton factories in 1928, and nothing in the way of compensation seems to have been paid. Government would be glad to have a further report on the matters referred to in this and the preceding paragraph.

“In the case of mines coming under the Indian Mines Act, there were 16 accidents against 21 in the previous year. The amount of compensation awarded for 7 cases was Rs. 2,536, as against Rs. 2,040 for 8 cases paid during the previous year.”

3. The Punjab Government's opinion on the proposed amendments which the Government of India have in contemplation to the Workmen's Compensation Act will be found in its letter No. 3032-S. Rev., dated 16th July 1929, to the address of the Government of India, Department of Industries and Labour. Briefly, the gist of that opinion is as follows:—

- (i) The scope of the Act should be extended to workers in all organized industries whether hazardous or not—at the same time the extension of the Act to workers in unorganized industries is not practicable till a scheme of compulsory insurance can be introduced. At the moment such introduction is so difficult as to be impracticable.
- (ii) Pending the inclusion of unorganized industries within the scope of the Act an increase in the scale of compensation of 25 per cent. in respect of the more poorly paid workmen (say, earning an average wage of Rs. 25 per mensem), and 10 per cent. in respect of workmen paid more than Rs. 25 per mensem seems desirable—also the minimum scales of compensation might suitably be raised.
- (iii) The waiting period should be reduced from 10 days to a week.

- (iv) As regards "proof of dependence" it is suggested that provision should be made so as to enable a dependent who claims compensation to approach the Commissioner direct for the settlement of his claim without first applying to the employer—claimants then in the proceedings before the Commissioner may reasonably be required to submit "some proof of dependence" without this limited onus jeopardizing the claim for compensation as against the employer.
- (v) Employers should be required to report fatal accidents at least within 15 days to the Commissioner who when seized with a report of the accidents should be empowered to set the machinery of the law into action.

4. As regards the machinery of administration, the Act is administered through Commissioners appointed under Punjab Government notification No. 905-6-2535, dated the 18th February 1924. The Senior Sub-Judges of Ambala, Ferozepore, Lahore, Amritsar, Rawalpindi, Lyallpur and Multan, and the District Magistrates in the other districts of the province are the Commissioners under the Act for their respective districts.

CHAPTER IX.—Hours.

A.—FACTORIES.

1. The Inspector of Factories may be permitted to describe the position in the Punjab :—

“ Factory legislation permits working 11 hours a day, but not exceeding 60 hours a week. In perennial factories other than railway workshops, this is taken full advantage of, 6 days of 10 hours each being worked ; the 7th day which is Sunday or a substituted day is observed as a complete holiday. In flour and oil mills, where continuous production is necessary, the method is to employ one shift of workers by day and one by night—arrangements being made for each worker to be off duty 2 hours during his period of 12 hours’ duty. During the day the worker usually takes advantage of his rest period to go out of the mill, but during the night he prefers to stay in the mill for rest.

“ The operatives of many factories prefer to take half an hour’s rest at midday instead of one hour—this is permitted where the total daily working hours do not exceed $8\frac{1}{2}$. Railway workshops have a fixed week of 48 hours, after which overtime pay is given up to 60 hours per week.

“ Seasonal factories apparently accept the 60-hours’ week, showing a 10-hour day for 6 days a week—timings are usually shown from 6 A.M. to 6 P.M. with 2 hours’ rest interval from 12 A.M. to 2 P.M., but it cannot be said that these hours are strictly adhered to and no doubt that there is a good deal of abuse.

“ The introduction of the 60-hour week was at first resented by the factory owners and opposed strenuously, but, however, it has since been accepted, and the factories report that their output has not suffered to any great extent by the reduction in working hours.

“ The effect of the daily limit has proved wholesome, as it has shortened the hours of work of the operatives without materially affecting the output.

“ The break after 6 hours’ work is utilized chiefly as a rest. The workers do not generally take their meals at this time, their meal hour being earlier in the morning—9 to 10 and again after their work in the evening. The break after 6 hours’ work is useful and does prevent undue fatigue.

“ The day of rest is usually Sunday except in the case of Muhammadan factories, which observe Friday as their day of rest. It is, however, possible to change the weekly rest day at any time by giving previous notice to the Inspector, and this is done whenever the necessity arises—public holidays are often substituted for Sundays.

“ When the amended Factory Act came into force in 1922, it was necessary to grant exemption from regulations regarding working hours fairly freely, and up to this time exemptions are still granted occasionally, the tendency during the past years has been to grant exemptions sparingly and no serious objection has been raised to tightening up of working hours' conditions. When exemption to work more than 60 hours is granted, the overtime rule of payment of $1\frac{1}{4}$ times the normal pay comes into force and this has had the effect of reducing applications for exemption.

“ Railway workshops have a uniform 48-hours' week, after which overtime is paid. It is seldom that a worker is employed for more than 56 hours during any one week. Rest interval and the weekly holidays are observed like other factories.

“ In establishments other than registered factories, carpet manufacturing factories are the only concerns about which I have experience. At present carpet factories in this province are not on the factory register, because they do not employ any motive power, and the attempts to apply to them some of the working hours' legislation has met with strenuous opposition. Workers in these factories do put in very long hours and most of them being boys between the age of 9 to 15 I think control is sadly needed in this behalf.”

As far as seasonal factories are concerned, the time is not yet ripe for the establishment of the principle of the 48-hour week. Punctuality and steady work are not yet the rule among factory workers. A considerable amount of time is wasted in getting to the actual job and leaving it and, as things are, it is improbable that in a 10-hour day the average worker is on his job for more than $8\frac{1}{2}$ hours.

B.—MINES.

2. The Salt Mines at Khewra are a state concern managed by the Imperial Government in the Salt Department.

3. There are coal mines privately owned in the Jhelum, Shahpur and Attock districts. In the Jhelum district (Dandot Chitidand and other collieries) the normal working hours are reported to be 36 underground and 48 above ground and no overtime is put in. Payment is by piece-work.

In the Shabpur district (Tajuwala colliery) the hours are reported to be in the mine 8 hours a day and 48 hours a week. Outside the mine 10 hours a day and 60 hours a week. There is no overtime. There are three shifts.

In the Mianwali district (Makkarwal colliery) the actual hours are in the mine 42 hours per week, outside the mine 56 hours a week. The only interval in all these coal mines is the seventh day of rest.

D.—CRIMINAL TRIBES SETTLEMENTS.

4. One Reformatory, 8 Industrial Settlements, 19 Agricultural Settlements and 3 Reformatory Schools established so far in the Punjab accommodate a total population of 10,839 souls, which consists of 3,659 males, 2,633 females and 4,547 children. Of the males 1,521 hold tenancies in the Agricultural Settlements, where they reside with their families, and the rest are employed in the Reformatory and Industrial Settlements.

In the Reformatory Settlement fresh arrivals are first employed in the factory attached to the Settlement, and remain so employed till they are considered fit for outside employment. Other able-bodied men are employed outside the Settlement on different paying jobs for which they are considered fit. Youths are trained in various industries such as carpentry, tailoring, shoe-making, weaving, etc.

In 5 out of the 8 Industrial Settlements the inmates are employed in forest plantation work, while those of the Palampur Settlement in the Kangra Valley are employed in the tea gardens. In the Moghalpura Industrial Settlement the labour is employed in the railway shops. In the Lyallpur Settlement men are employed on agricultural work as well as under different contractors.

In the Industrial Settlement the maximum working day is of 10 hours, though in railway shops and forest plantations the actual working day is shorter. In all Settlements one holiday is allowed in a week to enable the workers to attend to their household affairs. In Agricultural Settlements no working hours are fixed as each tenant works according to the actual requirements of his holding.

5. As regards labour in jails, reference may be made to Chapter XXII (Labour and Jail Industries) of the Punjab Jail Manual. The main provision regulating the hours of labour are—

- (i) No criminal prisoner shall be "kept to labour" for more than 9 hours in any one day ;
- (ii) Sundays and certain other days in addition are days on which convicts are exempt from labour ;
- (iii) The class of labour to be performed is prescribed by the Medical Officer of the jail in accordance with the physique and capacity of the convict ;
- (iv) There is a period of rest of 2 hours in the middle of the day ;
- (v) Tasks are prescribed, the task for the adult female or juvenile not to exceed two-thirds of the maximum task for adult male convicts ;
- (vi) The objects on which convict labour shall be employed are—

First.—The requirements of the jail and Jail Department ;

Secondly.—The requirements of Government in any other respect ;

Thirdly.—Other demands which the Inspector-General may from time to time approve.

With regard to the second item, the Lahore Jail does the bulk of the vernacular printing for Government (notably for the Department of Land Records). Modern lithographic plant has recently been installed.

6. In Industrial Establishments not coming under the Factories Act the normal customary hours of work are from sunrise to sunset—12 hours in summer and 10 hours in winter—with an interval of about one hour at midday for meals. Sunday (or Friday in places where Muslim labour predominates) is usually observed as a holiday and work is also suspended on festivals and religious occasions ; and if permanent labour is required to work on holidays extra wages (usually $1\frac{1}{2}$ times the average wage) are paid. There is regular recourse to overtime when there is a rush of work.

The important carpet factories at Amritsar are not on the factory register because they do not employ any motive power and the attempt to apply to them some modification of working hours' legislation has met with strong opposition. Workers in these factories do put in very long hours and the majority of them are boys between the ages of 9 and 15. In small workshops where daily wages are the rule work is carried on during all the seven days, the worker taking such holidays as he chooses.

In these unregulated establishments it doubtless is desirable to have some regulation, but practically the enforcement of any regulation, with opposition both from the employer and employee, would be surrounded with difficulties, though some kind of "Employment of Young Persons' Act" may eventually be found necessary. In forest work there is hardly any need of regulation of hours in view of the piece-work basis, and the leisurely nature of the labour.

CHAPTER X.—Women, Young Adults and Children.

A.—FACTORIES.

The Punjab Government would again quote the Inspector of Factories :—

“ The curtailing of the hours of work and prohibiting women and children from certain employment has had a good effect, though the argument is still occasionally used that restrictions placed on the employment of women and children have tended to place them at a disadvantage in the labour market. There is no doubt that the wages earned by women are low, but the restrictions placed by the amended Act are in my opinion justified.

“ The admission of infants into factories is discouraged as far as practicable ; it is, however, difficult to always keep them out because they are too young to be separated from their mothers. In 1924 and 1926 I issued an order prohibiting infants from entering into cotton ginning rooms whilst ginning was in progress, as the atmosphere was laden with dust. There were many protests against this order, and after 2 years I found the order could not be enforced without hardship to parents, who must lose their employment in factories if infants were not allowed in, and the order had to be revoked.

“ The present regulations with regard to the employment of women and children in factories are quite suitable. Hours of employment for women are the same as for men, except that the former may not be employed before 5-30 A.M. or after 7 P.M. This also applies to half-time workers, *i.e.*, children between the ages of 12 and 15 years, whose hours of work are not to exceed 6 hours a day.

“ I have seldom noticed the employment of children in two factories on the same day, but it is not improbable that many of them work at other occupations during the part of the day they are not employed in factories.

“ The Local Government have made use of section 2 (3) (b) of the Indian Factories Act by applying it to cotton ginning and ice factories employing not less than 10 persons on any one day during the year. The extension of the Act in this behalf became necessary as most of these factories deliberately kept the number of their employees below 19, and so avoided coming within the purview of the Act, so as to be able to work longer hours and employ women and children at all hours.

The Act could be usefully extended to all other factories in order to regularize the hours of employment of women and children—it would also cut down much unfair competition which exists at present.”

2. There is good reason to suspect that in the busy time in ginning factories the practice is general of overworking women and children. While the rule prohibiting night shifts for women is generally observed, the infringement of regulations generally consists in the adding of an additional hour or two before the prescribed time in the morning and adding a like period after work should be over in the evening. As noted in the last review on factories: “When the woman only gets three-quarters of the man’s pay on gins, the permission for night work or night shifts is bound under present conditions to infringe the rule prohibiting the employment of women and children at night.” As it is the common lot of women to do the dirty work, and as in England at any rate it was the state regulation of the hours of labour with reference to women and children that brought about a limitation of the hours worked by men, the tightening of control over the labour of women and children seems the first desideratum—women in the ginning establishments and children in Amritsar—amenable and not discontent material, but to a liberal view “factory fodder” all the same.

There are hardly any opportunities of apprenticeship. There is no reluctance on the part of boys to take “blind-alley” jobs. The channel of apprenticeship needs widening.

3. The whole question of the employment of women in the salt mines at Khewra and elsewhere in the Salt Range is engaging the earnest attention of the Government of India. Women are still employed in the salt mines working in conjunction with their menfolk, but the number of them is being systematically reduced with a view to ultimate abolition. This reform does not appeal to their menfolk.

In the coal mines under private management, women are not permitted to work underground, but women relatives of the permanent force of miners settled at the mines undertake light duties outside the mines, *e.g.*, loading coal. It is, however, to be suspected that “juvenile” labour is not altogether excluded from underground working.

4. Women are at a premium in the Punjab, and the more their work is concentrated on the care of the rising generation, the better for the province.

**CHAPTER XI.—Special Questions relating to Seamen
and Workers in Inland Navigation.**

This province is not concerned though it may be noted parenthetically that men from the Attock District in the far north find employment as stokers at sea.

CHAPTER XII.—Wages.

A periodical survey of wages has been carried out quinquennially since 1912.

In Tables III and IV figures are given showing the prevailing rates of wages in the factories of the Punjab at the four surveys since 1912 and also figures showing the average wages earned by skilled and unskilled labour during the past 8 years.

Since 1912 the scale of wages paid in factories has risen a deal great and roughly speaking wages have nearly doubled.

The regular quinquennial survey deals with the wages of certain classes of workers in the three principal towns of Lahore, Amritsar and Multan, in selected villages unaffected by urban conditions and also at certain railway stations to serve as a means of comparison with rural wages in the same neighbourhood. The classes of labour which come under scrutiny are as follows :—

I.—Urban areas.

- (i) Workers in iron and hardware.
- (ii) Brass, copper and bell metal workers.
- (iii) Carpenters.
- (iv) Cotton weavers.
- (v) Masons and builders.
- (vi) Unskilled labourers.

II.—Rural areas.

1. Carpenters.
2. Blacksmiths.
3. Masons.
4. Ploughmen.
5. Unskilled labourers.

III.—Railway areas.

Coolies.

The survey does not deal with certain occupations which at any rate in the rural areas are governed by status rather

than by contract. The Indian village is a self-contained unit, and it still maintains all the artizans which its simple agriculture and mode of life require—*i.e.*, the carpenter, blacksmith, weaver, potter, and worker in leather upon whom there is a customary obligation to render certain services to villagers in return for customary payments in kind at harvest or on certain occasions such as festivals, marriages, births and deaths in the families of their patrons. In addition to these agricultural “kamins,” as they are called, there are domestic purveyors of services, *i.e.*, barbers, cobblers, washerman, etc., whose remuneration is fixed by custom and status.

The last and 4th regular wages survey was held in December 1927 in Lahore, Amritsar and Multan and in 1,948 villages removed from urban influences.

I.—Urban wages.

Labourers of classes (i) to (vi) described above are paid by the day except at Amritsar where those falling under (i), (ii) and (iv) are paid by the job. The daily wages of these classes were found to work out as under in 1927 :—

Class.	Lahore.	Amritsar.	Multan.
	As.	As.	As.
Workers in iron and hardware..	40	28 to 32	24
Brass, copper and bell metal workers.	28	14 to 16	32
Carpenters	36	28 to 32	26 to 32
Cotton weavers	Nil	14 to 16	Nil.
Masons and builders ..	36	28 to 36	26 to 32
Unskilled labourers ..	14 to 16	14 to 16	10

Amritsar and Multan are markets for iron and hardware. The brass and copperware industry in Amritsar has been badly hit by the rapid introduction of aluminium ware.

Lahore offers a big field for the employment of carpenters, masons, builders and unskilled labourers both by reason of its size and its growth. Its trade in wood work makes a demand for a large number of carpenters. Wages are consequently higher than in Amritsar and Multan.

II.—Rural wages.

Workers in the rural areas can be classified under the following heads :—

I.—Whole time workers—

1. Carpenters,
2. Masons,
3. Ploughmen, and
4. Unskilled labourers.

II.—Part time or customary workers called kamins. (1) Carpenters, (2) Blacksmiths, (3) Cobblers, (4) Potters and (5) Barbers, ministering to the calls of their clientele at certain times and on certain occasions. It will be seen that carpenters fall under both heads. The wages of these classes fall under four types :—

- (a) purely cash wages,
- (b) cash wages with supplements,
- (c) purely grain wages, and
- (d) wages other than in cash or grain.

There are two modes of remuneration :—

- (i) ready.
- (ii) deferred to harvests, festivals and certain occasions in relation to marriages, births and deaths.

The first mode is resorted to in remunerating the services of whole-time workers who fall outside the sphere of custom. The wages paid in this way are contractual and competitive. The second mode has reference to customary services, and these wages are regulated by custom. Separate figures are not available showing the extent to which the two modes of remuneration are operative. The following extract is taken from a recent Punjab Village Survey conducted under the Board of Economic Enquiry (No. 1 Ghaggar Bhana—Amritsar—Gian Singh and King) commenting on the process of transition from status to contract.

“The village artisans and menials are those persons who in the past were entitled as a matter of right to certain shares of the produce of land. In return they had certain duties to perform for the benefit of the village community as a whole. The old custom regarding payment seems to be falling somewhat into disuse and the village menial is becoming more and more a person paid for each job that he does, instead of receiving an annual payment for all work,

which he may be called upon to do. The principal village-artizans and menials are the Tarkhans (carpenters), the Jhiwars (water-bearers), the Kumhars (potters), the Chhimbas (washermen), the Mochis (leather-workers), the Nais (barbers), the Chuhras (scavengers and field labourers), the Brahmans (priests), the Mirasis (singers or genealogists) and the Sansis (genealogists). There are also in the village persons necessary for the economy of the village, who are paid by the job and not annually: such are the Julahas and Barwalas (weavers), the Telis (oil pressers), the Darzis (tailors, usually Chhimbas by caste), and the Arains (market gardeners). The Kumhars and the Jhiwars belong to both religions, Hindu and Muslim. The Muslim Jhiwar is known as Saqqa. There is only one set of barbers in the village. They are Hindus, but they work also for Muslims."

As regards rural unskilled labour purely cash wages were paid in 60 per cent., cash wages with supplements in 30 per cent., and purely grain wages in 1 per cent. of the selected villages. The increase in the percentage of purely cash wages as against the other forms of remuneration since 1909 would appear from the following table:—

	1909.	1912.	1917.	1922.	1927.
	Per cent.	Per cent.	Per cent.	Per cent.	Per cent.
Purely cash wages ..	49	58	61	60	60
Cash wages with supplements	48	40	38	39	39
Purely grain wages. ..	3	2	1	1	1

The displacement of other forms of wages by the purely cash wage in rural areas would thus appear to be nominal, at any rate since 1912. Supplements may consist of any of the following—food, tobacco, lodging, bedding, clothing and at times a plot of land for cultivation, free of or at a reduced rent.

The rates of wages inclusive of money value of any supplements in kind found commonly prevalent at the survey of 1927 were as follows:—

Carpenters ..	..	16 to 32 annas a day.
Masons ..	..	16 to 38 annas a day.
Unskilled labourers	..	5½ to 16½ annas.

A table showing variation in the wages of unskilled labourers since 1909 is appended (Table V). It shows that wages varied between 2½ and 3½ annas in as many as 10 villages, between 3½ and 4½ annas in 87 and 4½ and 5½

in 102 villages in 1927. The average has risen considerably since 1909, though it has dropped since 1922. It was found to be lower in 1927 than in 1922, as a result of the return of more stable conditions after the war. The local variations of wages are due to the differences in the quality of the work and the local demand.

The inquiry into the earnings of the railway coolies was for the incidental purpose of finding a means to compare and verify the standard of wages earned by other labourers. Selected stations only were brought within the purview of the inquiry. The returns show that the daily earning of the railway porters and coolies ranged between annas 8, at Jagadhri near United Provinces and Re. 0-12-6 in Pattoke in the Lower Bari Doab Colony. As a class they are better off than the unskilled labourers of the same locality in the south-east and in the unirrigated parts of north and north-west of the Punjab in the matter of daily earnings. They are slightly to the bad on account of having to conform to scheduled rates in the congested centre of the province near Batala and Wazirabad where the local supply of labour is limited and fetches a higher value outside. In canal colonies they are on the same level as ordinary unskilled labourers.

2. On Government canals labour is employed either on a monthly or daily wage. The present sanctioned monthly wage for unskilled labour is Rs. 13 per mensem which is low. The daily wage demanded by unskilled labour varies from Re. 0-8-0 to Re. 1 per diem with the time of year and the state of agricultural operations. The average range of daily wages is as follows:—

		<i>Per diem.</i>							
		Rs. A. P.			Rs. A. P.				
Coolies (men)	0	8	0	to	1	0	0
Coolies (women)	0	6	0	to	0	12	0
Carpenters	1	12	0	to	2	8	0
Blacksmiths	1	8	0	to	2	4	0
Masons	1	12	0	to	2	8	0
Tin smiths	1	12	0	to	2	0	0
Turners	2	4	0	to	2	12	0
Fitters, 1st class	2	8	0	to	2	12	0
Fitters, 2nd class	2	0	0	to	2	4	0
Moulders	2	4	0				
Hammermen and Oilmen	1	0	0				

In regard to labour employed by Contractors—labour employed on earthwork is usually paid on 'piece work' that employed on masonry and other works is paid daily wages as above.

The common rate for daily unskilled labour in forest work is 8 annas a day.

3. Two graphs (Table VI and VII) are appended showing variations in the remuneration of rural unskilled labour since the wage census of 1912, and the range of prices of the main food stuffs from 1912 to 1929. The relation of wages to prices and cost of living has not been worked out. As regards prices reference may be made to two publications of the Board of Economic Enquiry No. 7. Sixty years of Punjab Food Prices (W. H. Myles), No. 13, Eighty years of Punjab Food Prices (Brij Narain).

4. Payment in kind is confined to rural areas. There are (a) purely grain wages, (b) supplements to cash wages, (c) wages other than (b) or (c). Purely grain wages as a form of remuneration for daily or monthly work are going out of vogue, and are mainly confined to carpenters, blacksmiths, cobblers, barbers and potters, and for the performance of customary work in relation to agricultural operations.

They are paid in the form of sheaves of corn, reckoned according to the number of ploughs which were at work during the harvest.

Wages in kind in the case of shoe-makers consist, in some parts of the province, in the skins of dead cattle which are placed at their disposal on the understanding that new shoes will be supplied free.

The third type of wages in kind is in the nature of a retainer, intended to ensure the continued presence of the worker to be utilised as occasion may arise.

There are no payments in kind to industrial labour; In all factories wages are now strictly paid in cash.

5. In rural areas wages are, as a rule, regulated by contract except in the case of labourers living among and dependent upon agricultural communities, especially carpenters, blacksmiths, cobblers, potters, barbers, who are looked upon as Kamins or permanent servants. Even carpenters and blacksmiths received negotiated wages in rural areas, in respect of non-agricultural work. As a general rule, the wages of

carpenters and blacksmiths for agricultural work and of cobblers, potters, and barbers are customary and non-competitive. These wages have relation to certain crops grown and go by a fixed number of sheaves of corn, usually the staple of each locality, after every plough working during the currency of the harvest. Customary wages are, however, entering on a competitive stage under the stress of changing conditions.

The scope for business has widened considerably in almost every direction and to that extent the scope of customary duties has contracted. Labour has become more mobile and can afford to defy the village communities by emigrating to the canal colonies, where there is much demand for it. In the case of several crafts, notably among carpenters, blacksmiths and cobblers, the customary has given place to the competitive wage. The advent of modern implements of agriculture and the replacement of wooden by steel gear for wells have a tendency to set the carpenters and blacksmiths free to shift to more prosperous centres and insist on cash payment in place of the deferred payment in kind. Similarly, the cobblers and shoe-makers have developed a tendency to dispose of their wares in the open market. At all events, their ministrations to their *sepidars* or clientele are of a much more circumscribed character. In many instances, the supply of new shoes has come to be limited to shoes for the adolescent only.

6. In urban and industrial areas wages are fixed by the dictates of supply and demand at the locality, and are the result of direct negotiation between the employer and the employee. The employer however really dictates his own terms. There is no combination or coherence in labour for any bargaining. Variations are both seasonal and local. In the building trade, for example, wages are appreciably lower during the rainy season than at other times during the year. The mobility of labour is determined by demand as well as the prevalent rate at which wages are paid. A large number of trans-frontier Pathans, Kashmiris and the inhabitants of Central India range over the province. The first two classes during the winter months only, and the last class at all seasons of the year in search of employment, and are attracted to "mandis" and factories mainly in colony areas. The pitch of wages paid in the Punjab would appear to be higher than in the United Provinces for example and this partly accounts for the influx of labour from Central India.

7. As regards the statutory establishment of minimum wages, the province can scarcely be said to have reached that state of industrial development to permit the introduction of any wage fixing legislation, the administration of which would be difficult and the results perhaps of dubious value. The development of agricultural areas is continually creating a demand for more labour.

8. The practice of inflicting fines on workmen is common enough in many factories for offences such as spoiling material or wasting time. The Factory Inspector notes that in one or two well-run mills fines are credited to the employees' provident fund, but as a general rule fines go to the pockets of the factory management, and legislation is not likely to be of much use on account of the illiteracy of the average worker. There is no practice of fixing labour on Government, *i.e.*, canal or forest work.

9. Wages to workers in regular factories are paid monthly from the 5th to the 20th of the following month. Casual workers in cotton ginning factories and cooly workers in other factories are paid at the end of the day through the labour contractor who usually settles his accounts with the factory owner monthly. Legislation to assure prompt payment to factory employees is needed. Employers too frequently obtain a hold on their workers by delaying payment, and the worker gets into the hand of his shopkeeper. With labour illiterate and unorganized, it should be made a penal offence to keep a man waiting for more than a week or 10 days for his previous month's wages. In a press at Amritsar in July this year there was a lightning strike ended in a day to protest against the non-payment of wages from the middle of May to the middle of July. In the coal mines in the Salt Range where miners are paid by piece work, a miner earns from Re. 1 to Re. 1-8-0 per day, and the trolley coolies earn from annas 10 to Re. 1-4-0 per day. In both cases wages are paid weekly, and generally a week or more (extending up to two weeks) elapses before payment is made.

10. In rural areas the survey of 1927 disclosed the fact that wages were paid on the daily basis to carpenters in 89 per cent., blacksmiths in 15 per cent. and masons in 74 per cent. of the villages selected for the survey. The ploughmen's wages were monthly in 49 per cent. of the villages. A substantial proportion of the earnings of the village artisans and ploughmen is paid by the harvest—without being really

six monthly. In so far as it has reference to specific crops, *e.g.*, so many sheaves of chari, barley, wheat, sugarcane, etc., it is paid by instalments, as it were, and the worker is not made to wait for full six months.

The agricultural work of the village artisan is far from all absorbing. It occupies a small fraction of his time only and leaves him free to ply his trade for the general customer. The postponement of his dues therefore occasions no hardship. He receives various facilities at the hands of his clients and patrons in the form of fodder, firewood and other things and presents in clothes and money at marriages or other functions. The ploughman receiving his wages in cash or kind at harvest depends for his immediate needs upon his employer and occasionally receives an advance upon his wages before they actually fall due. There can be no delay in the nature of things in the payment of grain wages. As a rule, they are paid by sheaves of grain or by measure before the produce is allowed to leave the threshing floor.

11. In the matter of indebtedness, the rural Punjab is eminently a countryside of peasant proprietors, and the volume of indebtedness per head is greater than elsewhere in India. That is perhaps the main reason why the co-operative credit movement has made such marked headway in the province, though it has as yet only touched the fringe of the problem of indebtedness. The conquest of the wastes which has been going on for the last 30 years through the agency of canal irrigation has shifted the seat of wealth in the way of landed property from the central developed districts, where the Sikhs have their ancestral stronghold, to the newer colonies, bringing with it a notable change in the standard of living. The great war in more ways than one helped to raise that standard. High prices for agricultural produce at the end of the second decade and the beginning of the third decade of the present century promoted the scale of expenditure, and with the thriftlessness prevalent among the peasantry it is a general paradox that the wealthier a locality, the greater is the volume of indebtedness. The colonists in Lyallpur should be in a position to stand several lean years; yet the failure of important crops which has occurred in the last two or three years seems to have put a definite and unexpected strain upon their capacity to meet their commitments. In dry areas, *i.e.*, the south-west, south-east and north Punjab the standard of living is lower, though since the war it has

risen though not to the same extent as in the wealthier 'wet' areas.

In the south-western Punjab ten years ago there were localities in which Rs. 5 per mensem with a blanket and a pair of shoes at harvest was all that the agricultural labourer could expect. In the colonies wages are twice as high and the standard of living is much better. Generally speaking, there has been of recent years a considerable improvement in the condition of the agricultural labourer, both in apparel and food and possibly housing. He is invariably in debt, but in this respect he is little worse off than the peasant proprietor, who, however, is a landlord.

As regards urban and industrial labourers, no enquiry has been made as to the extent to which indebtedness prevails among them. Probably the range of solvency and insolvency varies according to localities. It may, however, be safely assumed that the great majority are in debt to their food suppliers.

12. In seasonal factories no question of leave arises. Work goes on for the season and then ends. In other factories leave is only taken for a religious festival or a domestic event, though managers in the bigger concerns usually get a month's leave during the slack season. As regards labourers the Factory Inspector notes with truth that "since they are not seriously concerned whether they get back to their previous jobs or not it is only a question of taking leave when an employer owes the least amount of pay for labour done."

CHAPTER XIII.—Industrial Efficiency of Workers.

The Director of Industries is of opinion that the efficiency of Indian workers has been increasing steadily in recent years. This he would attribute to the growth of Industrial Educational Institutions, and also to the "central-localization" of certain industries, e.g., the sports goods industry, steel trunk making and cutting industry in Sialkot, and woollen goods in Dhariwal. Factory owners are also endeavouring to expand the system of division of labour. In handicrafts, such as wood working, the Punjabi, especially the Sikh, is a natural adept, and he is also a fair smith. The Inspector of Factories has supplied the following note :—

"I am of opinion that the efficiency of the highly paid workers has increased considerably during the past 5 or 6 years. The industrial educational institutions have to a great extent been responsible for this. But in the case of labouring classes no improvement has been noticed : in fact the efficiency of these workers has not kept pace with the advent of modern machinery in the factories. In recent years the tendency in this province has been to install small unit plants in factories, usually with an up-to-date oil engine of 10 to 40 horse power in preference to the old type of heavy steam engines and massive machinery : and the same men who used to operate the old machinery are put on the new and complicated machines. I have seen instances of accidents to workers on new type of machines in factories, which would never have occurred had the worker received a little training before being asked to work on it. On the other hand, new types of machines are made as fool-proof as possible, dangerous parts being guarded in where possible."

The Principal of the Mayo School of Arts, Lahore, who has had many years of experience with skilled craftsmen, both as teachers and workmen, sums up his experience of the Punjabi workman as follows :—

"The Punjabi workmen, the selected ones with whom I have to deal, are intelligent, strong, keen to learn, but like uneducated workmen in Europe slack except under supervision. Their predominant fault is that though quick to use new ideas they are quicker to forget and to revert to traditional methods. Their lack of education makes it

almost impossible for them to grasp the meaning of scientific methods of work or the essential of accuracy of thinking and doing.

“I find that they show a marked intelligence in improvising tools or apparatus for a desired purpose, but an utter lack of ability to formulate a new idea, such as designing a joint for a special purpose or overcoming a difficulty by a better method of construction.”

With factory and industrial labour so casual, seasonal and migratory, it is perhaps redundant to enlarge on the disadvantages under which workers labour owing to the absence of scientific management or any notion of industrial psychology. Employers would say that the reduction in the number of working hours from 12 in 1911 to 10 in 1922 has reduced the output *pro-tanto*. Housing is poor, dietary deficient, facilities for recreation nil, wages are low, dependants many, and climate, excepting the winter, enervating. Ventilation and sanitary arrangements in factories are, however, receiving increased attention. Under section 9 (1) (b) of the Cotton Ginning and Pressing Factories Act, such factories are now constructed in accordance with plans and specifications approved by the prescribed authority (in this province the Director of Agriculture). The rules and standard plan prescribed by the Director of Agriculture will be found in appendix F. These rules are intended mainly to ensure the purity of cotton, and have no particular regard to the requirements of healthy conditions of work. Ginning factories put up since 1925 are consequently a decided improvement on previous ones. The employers' outlook, however, is very limited. They can appreciate rationalization, *i.e.*, such co-ordination and regulation of production as will prevent wasteful cut-throat competition. There is a pool system among ginning factories in certain localities, but the consideration of conditions of work and life favourable to the development and preservation of the workers' personality are beyond the ken of the ordinary employer. As for possible means of securing increased efficiency, the main appeal to the worker can only reside in an improved method of remuneration which will give him a fair share in the increase of output. In the Forest Department a bonus on production is given in the case of resin tapping. The worker for his part will have to try not to change his occupation too often.

CHAPTER XIV—Trade Combinations.

Trade Unions are in their infancy: the Indian Trade Unions Act was only passed in the year 1926. The idea of a Trade Union as directed towards promoting "industrial prosperity and with it the progressive improvement of the standard of living of the population" has yet to take root. The Punjab has no heavy concentration of industrial labour, and consequently the extent of organization among both employers and employed is up to the present little in extent. Among the employed, however, a vague striving towards co-operation and combination is now being evidenced, revolving round the cardinal question of remuneration and the merits and demerits of strikes in the way of forwarding workers' claims. In the Punjab no communist influence is noticeable, and disputes have been due to the normal antagonism between employers and employed in the matter of pay. Contrast Calcutta, Bombay, Ahmadabad, Sholapur, Jamshedpur, and the continuous series of strikes during the past eighteen months.

2. The Indian Trades Union Act was brought into force on the 1st June 1927. During the nine months of the financial year 1927-28, 10 applications were received for registration from various unions but only 6 could be registered. Three of these related to the workers in different departments of the North-Western Railway, one to the organization of homœopathic doctors and two to workers engaged in public transport. The total number of members at the beginning of the year for these unions was 5,378 which rose to 5,799 at the close of the financial year.

Ten unions were registered during the year 1928-29 of which three are federations of Trade Unions and the remaining seven are unions of workers formed to protect their rights, to secure regulation of hours and wages and for settling disputes among members and employers. The total membership at the time of registration of these unions was 222.

3. It may be noted here that with the exception of one union at Dhariwal all other unions have head offices at Lahore. The professions and occupations in which

the unions were formed during the year 1928-29 are given below :—

- (1) The Textile Mill Workers Union, Dhariwal.
- (2) The Electric Supply Company, Limited (Lahore) Workers' Union.
- (3) Punjab Mechanical Engineers' Union, Lahore.
- (4) The Punjab Revenue Patwaris Union.
- (5) The Punjab Christian Labour Union.
- (6) The Scavengers Union.
- (7) The North-Western Railway Compilation Union (Union of Clerks).

There are no organizations of employers in this province. Sometimes, however, pools of employers are formed among owners of cotton ginning and ice factories which are usually short lived. Pools in cotton ginning factories are formed on account of shortage in cotton crop at the end of the season and in ice factories to force prices up by limiting supply. These pools, it must be stated, are not registered under Trade Unions, and should therefore be regarded as temporary trade combinations.

4. As regards the nature of the activities of the Trade Unions hitherto formed, reference may be made to Appendix B, in which the aims and objects of four trade unions are set forth.

5. The following trade unions have so far been registered in the Punjab under the Indian Trade Unions Act, 1926. Their history is given in the statement given below :—

Name of Union.	Date of registration.	Number of members at beginning of year.	Number of members at end of year.
1. The Punjab Motor Drivers' Union, Lahore.	28-8-1927	21	206
2. The Punjab Tonga Workers' Union, Lahore.	28-8-1927	..	239
3. The Upper India Homoeopathic Association, Lahore.	24-10-1927	19	19
4. The North-Western Railway Union, Lahore.	1-1-1928	5,000	5,000

Name of Union.	Date of registration.	Number of members at beginning of year.	Number of members at end of year.
5. The North-Western Railway (Audit) Account Union, Lahore.	29-2-1928	323	320
6. The General Workers' Union, North-Western Railway, Lahore.	31-3-1928	15	15
7. The Punjab Labour Board, Lahore..	2-4-1928	Number of members at time of registration 9.	
8. The Textile Mill Workers Union, Dhariwal.	18-8-1928	16	
9. The Electric Supply Company, Limited (Lahore) Workers' Union, Lahore.	28-7-1928	16	
10. The Punjab Mechanical Engineers' Union, Lahore.	15-9-1928	18	
11. The Punjab Provincial Trade Union Congress, Lahore.	10-10-1928	15	
12. The Punjab Revenue Patwaris' Union, Lahore.	7-11-1928	15	
13. The Punjab Christian Labour Union, Lahore.	9-11-1928	10	
14. The Central Labour Federation, Punjab, Lahore.	10-11-1928	8	
15. The Scavengers' Union, Lahore ..	2-7-1929	17	
16. The North-Western Railway Compilation Union, Lahore.	20-3-1929	98	

With no big scale industry, saving the North-Western Railway workshops, at Lahore, trade unionism is likely to make slow headway, but its inception on however small a scale is bound to result in a steady pressure for increased wages, and that in its turn will stimulate management to improve its efficiency.

CHAPTER XV—Industrial Disputes.

A statement showing the causes, duration and character, and nature of settlement of labour strikes in the Punjab since 19th August 1921 to date of writing is appended to this note as Appendix C. It will be seen from this statement that out of 15 strikes reported during this period only 8 occurred in industrial establishments while the remaining 7 occurred among workers in various trades and professions. It will further be noticed that a great majority of strikes have taken place in industrial centres such as Amritsar and Lahore and in the Woollen Mills at Dhariwal. Industrial unrest in other parts of the province is as yet unknown, and such strikes as have occurred in industrial establishments relate only to those concerns which are the largest organized employers of labour.

It is also worth noting that in no case the strike was complete, and in all the bigger strikes workers had to surrender unconditionally. In the Railway Workshops strikes and the strikes at Dhariwal, those who refused to return to work by a specified date were replaced by fresh recruitment and the majority of the strikers lost their employment. The vocalization of the desire for a "square deal" has however come to stay.

2. No official or non-official conciliation or arbitration machinery for the adjustment of disputes between the employers and the employees exists in this province. The parties concerned enter into their own direct negotiations.

The Trades Disputes Act came into force on the 8th May 1929. No use has yet been made of it.

3. The Punjab Government has no hesitation in admitting that in industries on any considerable scale trade unionism and combinations are indispensable as a means of ensuring that the reasonable demands of workers are brought to notice and their angle of view is impressed on the employers.

4. In industrial disputes there are standing orders that the Industrial Surveyors should promptly report to the Local Government the existence of a strike, its causes, progress and extent, and the Director of Industries is expected to keep himself in touch with the situation and if required to lend his offices in explaining the position of the two parties

to each other with a view to removing possible misunderstandings.

5. The Government of India have recently suggested to Local Governments that they consider the desirability of appointing a Labour Commissioner to help in the settlement of industrial disputes. So far as the Punjab is concerned, the need for any such appointment is not evident. In the Dhariwal strike at the beginning of 1928, the employers and operatives came to terms themselves and the only action taken by Government apart from the 'interpretations' enquiries of the Department of Industries, was to send a few police to watch the situation and to deal with intimidation and sabotage if it arose. On the railway a strike is always a serious thing, and from time to time there are manifestations of unrest in the Lahore Workshops. During the early part of the present summer there has been some unrest—mainly owing to a change in the method of paying for work done. The North-Western Railway have now appointed a special labour officer who deals with the recruitment and grievances of labour. This appointment has been all to the good and is likely to mitigate lightning strikes, and will tend to remove misunderstandings. Works Councils enjoying participation in the framing of factory rules securing protection against arbitrary dismissal, and discussing short time working, for example, should have their niche in trade and workshop disputes, but workers have not yet had either the coaching or the opportunity of forming ideals to light up their paths or even realizing some of the implications behind the slogan of the Central Labour Federation Punjab (membership 8) which is "Workers of the World Unite."

CHAPTER XVI.—Law of Master and Servant.

Contractors on Government works (*e.g.*, canals) are frequently under the compulsion to give labour advances to induce men to recruit. While the Workmen's Breach of Contract Act was in force, advances were freely given, and the crop of cases for recoveries was always heavy. The effect of the repeal has been wholly to the good. Contractors have to exercise more caution and show more indulgence in their treatment of labour, and incidentally the magistracy have been released from attempts to extend the scope of the Act to spheres for which it was never intended. The problem of advances is, however, a real problem not only for contractors, but also for Government, which in the matter of forest fellings is often hard put to it to recover advances to contractors.

CHAPTER XVII.—Administration.

The constitutional position of the Central and Local Governments with respect to labour matters has been noted in the chapter on the machinery of the Executive Government, and in that chapter mention has also been made of the administrative authorities concerned with labour in the Provincial Government. The Director of Industries is the administrative officer for all acts of the legislature concerned with labour. In recent years the Government of India have directed the attention of the Punjab Government to the conditions under which child labour is employed in the carpet factories in Amritsar and have asked the Local Government to ameliorate those conditions—with no result up to the present. On the other hand the Local Government has recently suggested to the Central Government that forest work, fellings and the like, should be scheduled as hazardous occupations for the purposes of the Workmen's Compensation Act. The Central Government, however, did not see its way to fall in with the suggestion. Claims for compensation are, however, adjudicated following the scales in the Workmen's Compensation Act, and it may perhaps be noted that awards based on the Act are two or three times the amount which would satisfy those concerned.

2. There is no labour office or officer in the Punjab. The consequence is that the body of statistical material in regard to labour is very meagre and uncorrelated.

3. As regards Indian States and factories near the border, the Factory Inspector notes as follows :—

“ The difference in law administered in British India and the Indian States has a considerable effect on the administration of Factory Law particularly near the borders where the two territories join. Factory owners in British India who purchase their raw material from the same markets as those of Indian States are generally found complaining to the effect that it is unfair to apply working hours' limit and other restrictions to them alone, while their neighbouring factories situated in Indian States at a distance of not more than 4 or 5 miles have got no such restrictions placed upon them ; under the circumstances it becomes very difficult for them to compete with their neighbouring factories. It would not be out of place to mention here that several cotton ginning

factories have in recent years removed their plants to the States territory for this very reason.”

4. The average workman has little knowledge of factory legislation, although copies of the abstracts of the Indian Factories Act and the rules made thereunder both in English and in the language of the majority of workers are posted up in every factory. It is doubtful, however, if the worker ever makes an effort to get to know what the posters really mean. The worker in a town factory has a slightly better knowledge of Factory Law and in an urban environment takes more interest in rules which govern his working conditions. The Factory Inspector occasionally receives complaints from such workers that the factory in which they are employed is working illegally—a fact which shows that workers are not altogether ignorant of Factory Law.

5. In this province the factory inspection staff consists of—

1 full-time Inspector.

5 Industrial Surveyors under the control of the Director of Industries, who are notified as additional Inspectors under certain sections of the Act.

1 Personal Assistant to the Inspector, who is also notified as additional Inspector under certain sections of the Act.

The total number of factories in the province at present is 602.

Besides the Punjab, the full-time Inspector has got jurisdiction over 3 other provinces, namely, North-West Frontier Province, Delhi and Ajmer-Merwara, making a total of 725 factories in his jurisdiction. In the case of Delhi and Ajmer-Merwara, the full-time Inspector is assisted by another Industrial Surveyor stationed at Delhi, who like those in the Punjab is also notified as additional Inspector under certain sections of the Act.

The above arrangement will cease from April 1, 1930, from which date the Local Government proposes to sanction the appointment of one full-time Inspector, withdrawing the powers conferred on the Industrial Surveyors under the Act. Thus from 1st April next there will be one Chief Inspector and one Inspector to administer the Indian Factories Act in all the 4 provinces with 725 factories to inspect.

6. As regards the administration of Factory Law, the following quotation is taken from a note supplied by the Factory Inspector.

“ Rigour and efficiency of administration of Factory Law depends on frequent inspections, instructions, prosecutions and finally on their results ; but in the latter case the difficulty is that adequate punishments are not awarded, and unless the prosecutions are followed by adequate punishments it is difficult to achieve the objects of Factory Law. A clause providing for enhanced punishment in the case of a repetition of offence of a similar nature is most necessary and I would suggest that punishment for offences such as employing underaged children and overworking women and children should be more severe than at present.”

7. The Punjab Factory Rules will be found on pages 130—168 of T. C. Ray's Indian Factories Act (1928).

8. As regards mines, the Mines Act of 1923 applies only to coal and salt mines in the Punjab. Other mines in the province consist of open excavations where the safety of workers is not endangered. The provincial rules under the Act of 1923 will be found in Punjab Government's notification No. 3224-D.-Industries, dated 14th July 1927, reproduced in appendix D. There is no provincial mining board. The Chief Inspector of Mines or his assistant makes periodical inspections, and the District Magistrate of the district has the powers of an Inspector. The District Magistrate's attention is, however, mainly directed to the control of prospecting licenses and mining leases. The accounts of concessionaries are checked by the Director of Industries, who for the rest has no concern with the working of the Indian Mines Act and the rules made thereunder.

It must be confessed that the Local Government has little knowledge of the working of supervising agency. The Punjab coal mines are comparatively unimportant, and moreover far distant from areas on which the Chief Inspector and his assistants must be necessarily concentrate their attention, and prosecutions are rare.

CHAPTER XVIII.—Intelligence.

Statistics relating to the administration of the Indian Factories Act are compiled by the Inspector of Factories, Punjab and are shown at the end of the annual report. Statistics relating to the number of operatives, hours of work and wages are supplied by the factory occupiers in response to circular letters issued by the Factory Inspector.

Statistics relating to trade unions are collected by the Registrar of Trade Unions (Director of Industries) at the time of the registration of the trade unions and also at the end of the financial year. A six-monthly statement of the number of members is also called for. The General Secretary of the Union is responsible for the supply of these figures. The figures supplied are presumably accurate and are published at the end of the Annual Report on the working of the Trades Unions Act. Statistics relating to the Workmen's Compensation Act are collected from the following agencies :—

- (1) Employers under the Workmen's Compensation Act.
- (2) Factory Occupiers under the Indian Factories Act.
- (3) Insurance Companies with whom the factory owners have insured their labour.
- (4) Commissioners appointed under the Workmen's Compensation Act in all districts.

2. The Department of Industries used to collect the following statistics relating to mines in the Punjab for submission to the Government of India through the local Government along with a brief survey on the mining conditions :—

- (1) Daily number of workers both underground and above ground employed.
- (2) Number of days worked during the year under review.
- (3) Average wages earned (by underground workers and by workers employed above ground).
- (4) Average daily working hours.
- (5) Production of mineral in mines during the year under review.
- (6) Accidents.
- (7) Prosecutions.

But towards the end of the year 1927 the Government of India issued revised instructions for the submission of annual reports on mining conditions. According to these instructions the Department is no longer required to collect any statistics.

3. There are six Industrial Surveyors in the province a part of whose work is to make enquiries into the position of various industries, and to collect statistics relating to them. But only one monograph has been as yet published—on the textile trade. No enquiry into labour conditions has yet been thought of.

The Director of Industries notes—

“At the present moment only such statistics are collected as are required either by the local Government or by the Government of India. The scope of these statistics could be very usefully widened and information on many interesting subjects relating to labour could be collected by this department, provided a suitable agency could be established. This province has no labour office. The entire work is done by a small section of the Director of Industries’ office.”

On this statement the comment is necessary that the small section at headquarters with the six Industrial Surveyors in the field under the supervision of a gazetted officer in the person of the touring assistant to the Director should be not entirely inadequate for intelligence work as regards provincial labour, but not of course, for comprehensive commercial intelligence in which sphere the Director of Commercial Intelligence, Calcutta, has an organization to be drawn upon.

4. The Board of Economic Enquiry, Punjab has conducted a series of investigations and has published 20 monographs in its rural section publications. A list is given on Appendix E. The only urban section publication is a study made by Mrs. Caleb in 1920 on the family budgets of low paid clerks, *i.e.*, on salaries of Rs. 50 per mensem or less—a valuable study, now out of print. The rural bias of the Punjab outlook could hardly have a better illustration.

Table I.

Serial No.	Name of Circle.	Gross area commanded in square miles.	ENGINEERING STAFF.				REMARKS.
			Superintending Engineers.	Executive Engineers.	Assistant Engineers.	Subordinates.	
1	2	3	4	5	6	7	8
1	Western Jumna Canal ...	4,413	1	4	12	53	
2	Sirhind Canal { British ...	3,766	}	1	4	12	59
	{ States ...	3,054					
3	Derajat ...	3,550	1	3	9	46	
4	Upper Bari Doab Canal ...	2,562	1	4	10	52	
5	Lower Bari Doab Canal ...	2,779	1	4	11	47	
6	Upper Chenab Canal ...	2,416	1	4	11	55	
7	Lower Chenab Canal (West and East).	5,650	2	7	20	97	
8	Upper Jhelum Canal ...	615	1	3	10	40	
9	Lower Jhelum Canal ...	2,295	1	5	12	61	
10	1st British { British ...	2,206	}	1	4	12	72
	{ Bahawalpur ...	145					
11	2nd British ...	2,138	1	4	11	66	
12	3rd British ...	1,250	1	3	7	42	
13	1st Bahawalpur ...	2,390	1	4	17	102	
14	2nd Bahawalpur ...	2,319	1	4	13	72	
15	3rd Bahawalpur ...	2,274	1	5	21	126	

TABLE II

THE BIRTH AND DEATH RATE IN THE PUNJAB
1867-1927

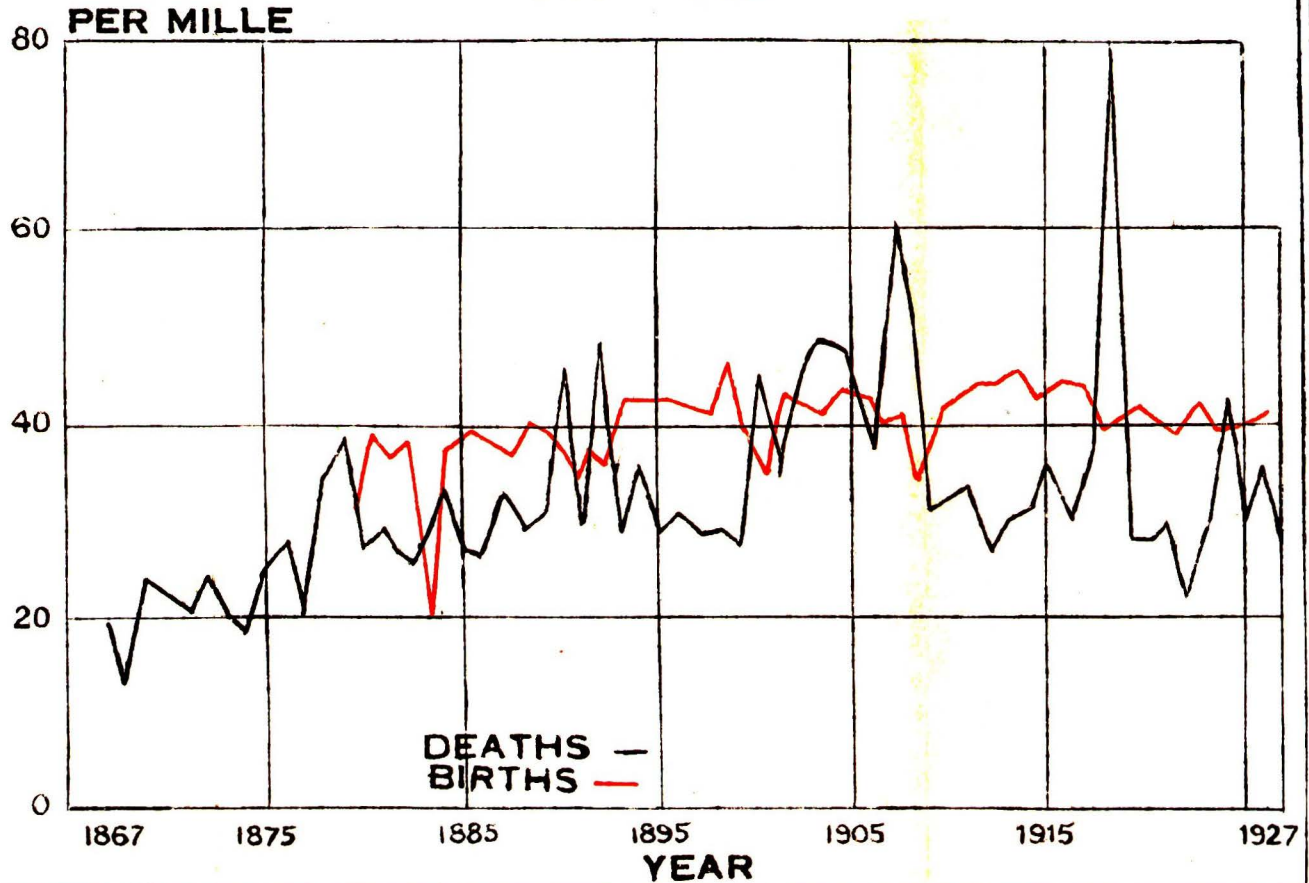


Table III.

Rates of wages in Punjab factories for the years noted below:—

	1927.	1922.	1917.	1912.
	Rs.	Rs.	Rs.	Rs.
<i>Average per month.</i>				
(i) Skilled labour—				
Engine Driver ...	44	25	20 to 30	18 to 34
Boilerman ...	32	25	20 to 30	18 to 26
Blacksmith ...	44	35	25 to 40	20 to 30
Fitter ...	62	50	40 to 60	30 to 55
Carpenter ...	45	40	25 to 40	21 to 30
Oilman ...	27	25	11 to 15	10 to 15
Mochi ...	45	30	30	...
Spinner ...	25	25	18 to 20	18 to 20
Weaver ...	40	35	30	...
Dyer ...	22	22	30	...
Reeler (woman)...	22	20	10 to 18	...
Press Compositor	44	40	15 to 30	...
Press Distributor	22	18	10 to 15	...
<i>Average per day.</i>				
(ii) Unskilled labour—	Rs. A. P.	Rs. A. P.	Rs. A. P. Rs. A. P.	Rs. A. P. Rs. A. P.
Coolie (opener) ...	1-0-0	1-0-0	0-10-0 to 0-12-0	0-6-6 to 0-9-6
Coolie (man) on gins.	0-8-0	0-8-0	0-7-0 to 0-8-0	0-4-6 to 0-5-6
Coolie (woman) on gins.	0-6-0	0-6-0	0-5-0 to 0-7-0	0-3-6 to 0-5-0

For the statement of wages most commonly paid to certain classes of labour please see table A (pages ii-v) of the "Report on the Fourth Regular Wages Survey of the Punjab" taken in December 1927.

Table IV.
Average wages earned by skilled and unskilled labour for the past 8 years.

Classification of labour.	AVERAGE PER MONTH.							
	1921.	1922.	1923.	1924.	1925.	1926.	1927.	1928.
I.—SKILLED—	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Engine Driver ...	30	35	38	40	43	44	44	43
Boilerman ...	25	25	25	28	30	33	32	32
Blacksmith ...	35	35	36	40	44	44	44	45
Fitter ...	50	50	50	55	60	64	62	63
Carpenter ...	35	40	40	42	45	46	45	45
Oilman ...	20	25	25	24	27	27	27	25
Mochi ...	30	30	32	35	40	45	45	44
Spinner ...	20	25	25	28	25	25	25	27
Weaver ...	40	35	35	40	40	41	40	38
Dyer ...	30	22	22	20	22	22	22	23
Reeler (woman) ...	15	20	20	22	22	22	22	22
Press Compositor ...	25	40	40	36	40	43	44	43
Press Distributor ...	6	18	18	18	20	22	22	22
	<i>Average per day.</i>							
	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.
II.—UNSKILLED—								
Coolie (opener) ...	0 15 0	1 0 0	1 0 0	1 0 0	1 0 0	1 0 0	1 0 0	1 0 0
Coolie (man) on gins ...	0 9 0	0 8 0	0 8 0	0 8 0	0 8 0	0 8 0	0 8 0	0 8 0
Coolie (woman) on gins ...	0 7 0	0 6 0	0 6 0	0 6 0	0 6 0	0 6 0	0 6 0	0 6 0

Table V.

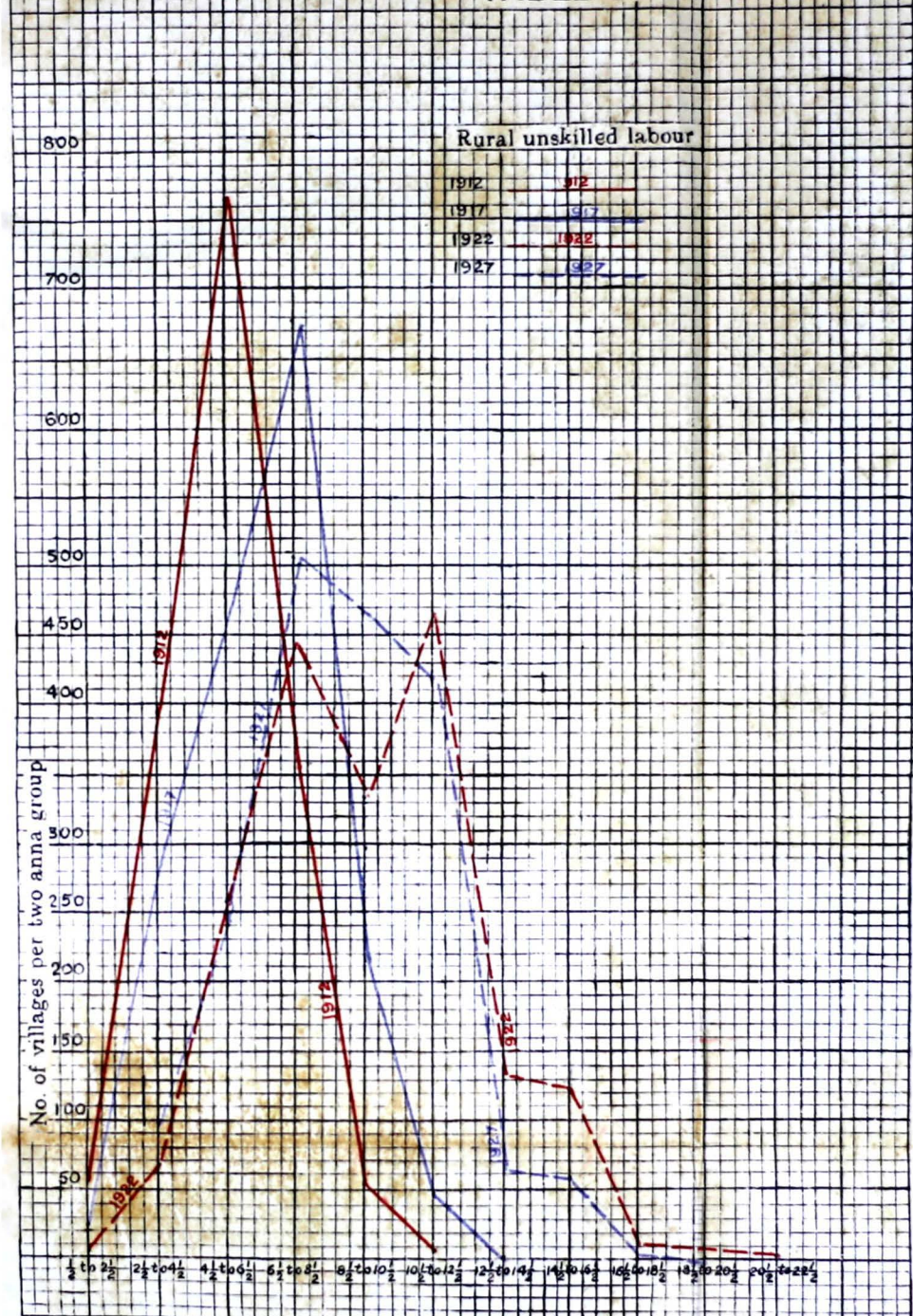
Wages of unskilled labourers in the Punjab between 1909 and 1927.

Range of rates.	No. of Villages in				
	1909.	1912.	1917.	1922.	1927.
<i>Anas.</i>					
0-6 to 1-6	2	...	...	...	...
1-6 to 2-6	156	53	23	5	...
2-6 to 3-6	377	94	68	6	10
3-6 to 4-6	1,060	297	219	62	87
4-6 to 5-6	934	401	206	92	102
5-6 to 6-6	1,012	360	270	164	145
6-6 to 7-6	339	171	172	83	56
7-6 to 8-6	357	184	504	363	448
8-6 to 9-6	80	37	79	105	139
9-6 to 10-6	71	14	135	227	323
10-6 to 11-6	11	6	33	74	95
11-6 to 12-6	...	...	15	389	318
12-6 to 13-6	...	...	...	56	43
13-6 to 14-6	...	...	1	81	24
14-6 to 15-6	...	...	1	15	9
15-6 to 16-6	...	...	...	108	50
16-6 to 17-6	...	...	...	5	3
17-6 to 18-6	...	...	...	9	2
18-6 to 19-6	...	...	...	6	...
19-6 to 20-6	...	...	...	2	1
20-6 to 21-6	...	...	...	...	1
21-6 to 22-6	...	...	...	3	...
22-6 to 23-6	...	...	...	2	...
	4,399	1,617	1,726	1,857	1,855

TABLE VII. Prices of main foodstuffs since 1912.



TABLE VI



APPENDIX A.

Report of the informal Committee appointed by the Punjab Government, vide Revenue Secretary to Government, Punjab, letter No. 444-Rev., dated 5th January 1929, to examine the question of Sickness Insurance on the lines indicated in the Government of India letter No. L-1518, dated 20th September 1928.

The Committee consisted of the following members :—

- (1) Dr. R. C. RAWLEY, *Chairman*.
- (2) W. H. ABEL, Esq., Inspector of Factories, Punjab.
- (3) N. A. LILLEY, Esq., of the New Egerton Woollen Mills, Dhariwal.
- (4) Dr. CURJEL WILSON, M.D., D.P.H.
- (5) R. B. L. DHANPAT RAI, M.L.C., Lahore.
- (6) M. A. GHANI, Esq., M.L.C., Bar.-at-Law, Lahore.
- (7) JIWAN LAL KAPUR, Esq., Bar.-at-Law, Lahore.

1. The Committee met in the office of the Director of Industries, Punjab, on the 12th February at 2-30 P.M. and on 2nd March at 11-30 A.M. All members except Mr. Jivan Lal Kapur who was absent on the 12th February attended both the meetings. After a brief preliminary discussion the Chairman placed before the Committee the various points mentioned in the Government of India letter referred to above for consideration and suggested that these points might be regarded as an agenda for the meeting. This suggestion was accepted by the Committee, and the following items were discussed in detail :—

- (1) The extent to which it is possible to provide medical facilities.
- (2) The extent to which medical facilities are likely to be acceptable to the persons insured.
- (3) The extent to which insured persons suffering from sickness are likely to remain within the area within which the organization applicable to them can effectively operate.
- (4) The proportion which the expense of administration (which includes the provision of some machinery for the settlement of disputes) is likely to bear to the total cost of the scheme.
- (5) The extent to which the classes whom it is proposed to insure are willing and able to meet the charges falling upon them.
- (6) The extent to which State assistance can be granted.
- (7) Whether the scheme can be made applicable to either regional or industrial limits, or both.
- (8) Whether legislation should be provincial or central.

2. The Committee were definitely of the opinion that not only from the industrial or labour point of view, but also from the point of view of public health, it was necessary to introduce some system of Sickness Insurance in the Punjab.

3. Before proceeding with the principal items on the agenda, the Committee considered it advisable to define the occupations to which the proposed Sickness Insurance Scheme should apply. The Committee were of the opinion that all permanently employed workers should come within the scope of the Sickness Insurance Scheme. As regards the term "permanently employed workers," they decided that it should include the following :—

- (a) All those workers to whom the provisions of the Workmen's Compensation Act are applicable.
- (b) All those workers to whom the provisions of the Indian Trade Unions Act are applicable.
- (c) Permanent workers in educational institutions; in particular, women teachers, drawing salaries below the income-tax limit.
- (d) Domestic servants.
- (e) Such other workers as are working for registered employers, or are themselves licensed workers.
- (f) All Government servants receiving a salary below the income-tax limit.

Item 1.—As regards item 1 on the agenda, it was felt that it would not be difficult to provide medical facilities for the workers. The Committee held that the existing facilities were not complete and for this reason it was necessary to provide extended medical aid to all workers coming under the categories defined above.

Item 2.—The Committee felt that there could be no two opinions on the subject of acceptance of medical facilities by workers. It was, however, difficult to determine the extent to which the insured workers were likely to take full advantage of the medical facilities provided under the new scheme. Past experience indicates that, wherever adequate medical facilities were provided by the employers, the workers took reasonable advantage of these facilities.

Item 3.—The Committee were of the opinion that the present tendency of the workers was to go to their homes during illness on account of economic reasons, that is, they could not support themselves away from their homes and friends when ill. This tendency was, however, not so very marked in the case of workers coming under the categories at (c) and (f). The Committee believed that with the benefits accruing from Sickness Insurance Schemes this tendency on the part of the workers would gradually disappear.

Item 4.—The Committee were unable to estimate the proportion which the expense of administration (which includes the provision of some machinery for the settlement of disputes) was likely to bear to the total cost of the scheme, as no concrete instances were before them from which they could draw conclusions. From a consideration of the various heads under which this type of expenditure was likely to be incurred the Committee felt that the proportion would be in the neighbourhood of 5 per cent. It was impossible for the Committee to estimate even roughly the expenditure involved in the entertainment of administrative staff, in the setting up of tribunals and in the engagement of supervising staff to enforce the provisions of the law.

Items 5 and 6.—Both of these items were taken up for consideration together, as at this stage the main discussion centred round the question of contribution by the workers, the employers and the State. Mr. Abel presented a note to the Committee in which he discussed the question of contribution on the assumption that the average wage of a worker employed permanently was Rs. 40 per mensem. If this assumption were to be accepted, he suggested that the worker should have to pay five annas per month, the employer five annas and the State two annas six pies. Messrs. Kapur and Ghani considered this proportion much too high for the worker, and suggested that the employer should contribute twice as much as the worker. Other members of the Committee were of the opinion that any increased contribution required from the employer would make the scheme prohibitive, as the increased cost would be borne by the consumer, or would be met by cutting the wages of the employee to the detriment of the concern. After a prolonged discussion the Committee came to the conclusion that the contribution towards the Sickness Insurance Funds should be borne equally by the employer, the employee and the State. This proportion would no doubt place an additional burden on the State, as the State would have in any event to provide medical assistance and the administrative charges of the scheme.

The Committee were of the opinion that the employer and the employee would be willing and were able to meet the charges falling upon them under the proposed scheme. It was also realized that the burden of the State's contribution would be rather heavy in the beginning; but it was felt that the advantage to the State would be the increase in health and working power of its industrial workers which would counter-balance the cost of administration and contribution by the State.

Item 7.—The Committee decided to recommend to Government that the scheme should be made applicable to the whole of the Punjab with a central administrative authority in Lahore. All payments should be made through the Post Office on a certificate being presented by the worker and countersigned by the qualified medical authority appointed under the proposed law.

Item 8.—The Committee were definitely of the opinion that for any scheme of Sickness Insurance to be a success the legislation should be central.

*Notes by Mr. M. A. Ghani, M. L. C., Bar.-at-Law,
Lahore.*

I agree generally with the report of the Committee, but I would like it to be modified in the light of the following:—

1. I think it will be better if to the list of the workers to whom the scheme is proposed to apply the following may be added:—

- (a) All workers or employees who are members of a Trade Union registered under the Indian Trade Unions Act.
- (b) All workers and employees who are employed in a factory or workshop coming under the Indian Factories Act.
- (c) All workers and employees working in a mine to which the provisions of the Indian Mines Act are applicable.
- (d) All workers and employees employed by the Government, irrespective of their being "Government servants" or not.
- (e) All workers and employees employed by a contractor in contract with the Government or some local body or some limited liability joint stock company.
- (f) All quasi-Government servants, e.g., village servants, and so forth.
- (g) All Municipal and District Board employees.
- (h) All workers and employees employed in a scientific educational or in a charitable institution registered under the Act, 1860.
- (i) All workers and employees employed in an educational institution not registered under the 1860 Act, but recognized by the Government or some local body, whether receiving any grant-in-aid or not.

I would of course limit the above workers and employees to those receiving a salary below the income-tax limit.

2. It will be readily seen that the above list extends the scope of the scheme of the Sickness Insurance so far as the different classes of workers are concerned. The list prepared by the Committee is too limited and is too narrow. No reason has been given why the benefits of the scheme should be made applicable to a limited class of workers. Why should we favour certain classes of workers and deprive the others of the benefits of the scheme, however deserving they may be? "What is good for the goose is also good for the gander" is an old aphorism and in applying the scheme we should not overlook it. In preparing the list of workers, I have not lost sight of the principle so rightly cherished by the Committee that the scheme should be applied to those workers only who are reasonably permanently employed and whose whereabouts can easily be known and who belong to such organizations and institutions through whom the scheme can easily be worked.

3. The list as prepared by the Committee is not quite clear and is open to objection in more ways than one. As regards (b) of the list, I submit that the Indian Trade Unions Act as such is not applicable to the workers as such. It is applicable to the unions of the workers only. Hence I think it will be better if we apply the scheme to those workers who are members of a registered trade union. This will also help the labour leaders to organize the workers generally. It is of no use to particularly mention the women teachers in (c) of the list. They come under "Workers in Educational Institutions."

Similarly the use of the word "permanent" in (c) of the list seems to me to be merely redundant.

4. I think that it is not only "the more or less rigid atmosphere of an ordinary hospital" as the Committee has rightly pointed out, but it is also the most unsympathetic and unkindly (demoralized to the verge of cruel) treatment that is meted out to the workers there that deters them to be treated there and thus compels them to go to their homes. This is due to the beastly capitalistic mentality of the people generally and to the conservative indifference and repugnance to the poor workers and labourers. A little labour propaganda and greater sympathy of the Government with the cause of labour will surely change the atmosphere to the great success of the insurance scheme.

5. So far as the much vexed and most important question of the contributions to the Insurance Fund is concerned, I agree that the State should pay $\frac{1}{3}$, but as between the employer and the employed, I am strongly of the opinion that the contribution by the employer should be a little higher than that by the employees. For this, my reason is that the relevant advantages to the employer are certainly and admittedly much greater than those to the employee. Moreover, even from the economical point of view, it is not right and just to place the rich capitalist and the poor wage-earner on the same footing. Moreover, the nature, extent and value of the sickness insurance are closely related to the progress of industrialism and to the evolution of economic conceptions and of political and social forces. In this progress and evolution the employer is certainly more interested than the poor employee. Again the State as guardian of public health and national prosperity should contribute liberally to the Insurance Fund. In times of sickness, wealthier classes can look after themselves. It is only the poor classes that suffer most. On account of their poverty, they are more exposed to the risk of sickness than their rich neighbours. The occurrence of sickness entails for the poor wage-earner and their dependants an increase of expenditure on the one hand (e.g., cost of medical treatment and drugs), and reduction and even cessation of income on the other. To their rescue, under the circumstances, the State must come and help. I would therefore suggest that the following proportion would meet the justice of the case :-

1. The State	...	...	...	$\frac{1}{3}$
2. The employer	...	...	...	$\frac{5}{12}$
3. The employee	...	...	...	$\frac{1}{4}$

It is no concern of ours to consider from where the employer would get funds to pay the contribution. It is his concern. It is his look-out. He would bear the consequences if "the increased cost would be borne by the consumer, or would be met by cutting wages of the employee" as remarked by the Committee. No reasonable employer in his own interest, as marked above, would and should grudge to pay a little more than the employee.

6. I think we ought to insist on the compulsory form of insurance. It is true that the question was not referred to us, but in order to make the scheme a success we should give our opinion on this point too. To my mind, voluntary insurance will be a mere fa ce. The workers are not organized. They are illiterate to understand the value of the scheme. Their conservatism, their fatalism and the general apathy of the employers will surely stand in the way of voluntary insurance. Nothing but compulsion will make the scheme a success. The Government as guardian and well-wisher of public health should in duty bound impose compulsion in sickness insurance. In almost every civilized country compulsory sickness insurance is in vogue. There is no reason why the same should not be in this poor country. Taking into consideration the chronic poverty of the masses and their proverbial illiteracy, the compulsion is all the more necessary here.

With the above remarks, I would respectfully urge on the Government to bring in legislation promulgating a scheme for the compulsory sickness insurance of labourers and workmen at a very early date.

APPENDIX B.

Aims and Objects of Certain Trade Unions.

1. THE PUNJAB LABOUR BOARD, LAHORE.

Aims and objects.—(a) To organize trade unions and labour associations of different classes of workers in the Punjab in accordance with the Indian Trade Unions Act.

(b) To strengthen, improve, help, advise and put on a right footing the various trade unions and labour organizations in the province.

(c) To direct, control, supervise and develop the various trade unions and labour organizations in the province, and the labour movement in general.

(d) To centralize and co-ordinate the activities of various trade unions and labour organizations and those of the different labour workers, organizations and sympathizers.

(e) To improve, develop and further the interests of the labouring and depressed classes in general, and those of the labour movement in particular, in all matters effecting it legally, economically, socially, politically or otherwise.

(f) To better, improve, ameliorate, advocate and further the cause of labourers and workmen, whether skilled or unskilled, literate or illiterate, organized or unorganized, whether in service or out of service, or otherwise.

(g) To better the relations of employees and employers, and to act as arbitrators in disputes between them.

(h) To advocate the legal, economic, social and political cause of labour in the province, and to co-operate with similar boards or organizations existing elsewhere in India, or out of India.

(i) To carry on labour propaganda in the province by all legitimate means and spread labour ideas among the masses and infuse a labour spirit in them.

(j) To collect, arrange and disseminate information about labour and the trade unions movement in the province and act as the Labour Information Bureau in the Punjab.

(k) To affiliate, with or without fees, trade unions and labour organizations in the province, whether registered under the Indian Trade Unions Act or not, or whether recognized by the employer or employers or not.

(l) To act as a labour party in the province and to carry all sorts of activities, whether of a political character or not, as labour parties in other countries act and carry on.

(m) To represent the grievances and demands of labourers and workmen in general and those of the members of trade unions and labour organizations affiliated with it in particular.

(n) To convene and hold mass labour meetings from time to time and hold a Punjab Labour Conference once a year or so.

(o) To obtain adequate franchise for labour as such and adequate representation in the various legislatures dealing with the Punjab, local bodies, national organizations and so forth.

(p) To run labour members in elections for the legislatures, local bodies and other national, educational, social and political organizations.

(q) To start, maintain, manage and utilize a general fund and a political fund in accordance with the provisions of the Indian Trade Unions Act.

(r) To publish an organ or organs in any language understood in the province to foster and further the cause of labour in the country and create consciousness among the workers in general.

(s) To do all or any of the above objects or any other not mentioned above which may be deemed most beneficial for the cause of labour in the province in accordance with the provisions of the Indian Trade Unions Act.

2. NORTH-WESTERN RAILWAY UNION.

The objects of the union shall be to secure the complete organization of all workers (manual and mental, including mechanical labour) employed in any division or shops or at any other place over the North-Western Railway.

(a) To improve the conditions and protect the interest of its members, to obtain and maintain reasonable hours of duty, rates of wages, adequate retiring allowances and other conditions of labour, to settle disputes between its members and their employers and to regulate the relations between them by collective withholding of labour or otherwise.

(b) To further, if and when and so far as the same shall be or become a lawful object of the trade union, the interest of members by representation to the railway authorities, in the local legislature and in the Legislative Assembly, and to employ the funds of the union in procuring such representations.

(c) To regulate the relations between this union and its members and to settle disputes between the union and any member or members or between any member or members and any officer or officers of the union by way of appeal as provided in these rules.

(d) To provide temporary assistance to members when out of employment through causes over which they have no control, or through unjust treatment or through any dispute existing between the employer and a member or members of the union.

(e) To provide legal or other assistance when necessary in matters pertaining to the employment of the members or for securing compensation for members who suffer injury by accidents in their employments; also to use every effort to provide for the safety of railway work and of railway travelling.

(f) To make grants to deserving railway employees and members or officers of the union in order to improve their future knowledge and prospect: to educate and get training in the social, political, economic and in the industrial life of the labour movements in India and abroad.

(g) To provide donations to any institutions from which members may derive benefit to have power to render, as occasion may arise, assistance to other trade unions and other lawful purposes, also to enable such members as voluntarily desire it to provide funds for their relief in sickness or temporary disablement and for their retirement and also to aid the young orphan children or widows of members, to provide accident benefit to members who may have met with accident whilst following their employment.

(h) To provide a grant of money to members of the disablement fund when permanently disabled, or when by reason of old age they cannot follow their regular employment, or to their representative in case of death or accidents, or otherwise.

(i) To carry on all business, within the meaning of assurance fund, unemployment fund, death benefit, sick benefit and mutual assurance benefit as provided for in appendix A to these rules.

3. THE TEXTILE MILL WORKERS' UNION, DHARIWAL.

Aims and Objects.

To improve the conditions and to protect the rights of its members to obtain reasonable hours of duty, rates of wages, retiring allowances and other conditions of labour. To settle disputes between the members and the employers and to represent the interests of its members to the employers in the legislature (local and provincial) and to utilize the fund in furthering the cause of the union and its members.

4. THE NORTH-WESTERN RAILWAY COMPILATION UNION.

Objects.

(a) To encourage the spirit of co-operation amongst employees of the Compilation Section.

(b) To devise means whereby the status of the clerical line is improved.

(c) To deal with questions affecting the common rights and privileges of the members and get grievances, if any, removed by constitutional methods.

APPENDIX C.
Strikes since 1921.

Occupation and locality.	APPROXIMATE NUMBER OF WORKPEOPLE INVOLVED		DATE WHEN DISPUTES		Cause or object.	Result (with terms of settlement).
	Directly.	Indirectly.	Began.	Ended.		
I.—The New Egerton Woollen Mills, Dhariwal, District Gurdaspur.	200 men	1,700-1,800 men.	19th August 1921.	23rd August 1921.	Demand for— (1) Increase of pay, and (2) Instigation of few agitators.	Strike unsuccessful. Men returning to work unconditionally on the afternoon of 23rd August 1921.
II.—Stavrides, Limited, Amritsar (Carpet Factory).	300 men	...	8th November 1921.	30th November 1921 (partially).	Reduction of wages by the firm owing to foreign competition, viz., in Persia, Turkey and China.	Unsuccessful. Men gradually resumed work from 30th November 1921 on reduced wages.
III.—Ishar Das and Sons, Oriental Rug Manufacturers, Katra Ram Gharian, Amritsar.	24) men	..	21st January 1923.	25th January 1923 (partially).	Claim for more concessions.	About 40 men returned to work on 25th January 1923 unconditionally, and others continued to return. Some sought work in other factories.
IV.—North-Western Railway Workshop, Rawalpindi.	2,100 men	...	25th March 1925.	6th April 1925 (partially).	Dismissal of one Nanak Chand on 24th March 1925 for exciting other workmen to claim excessive overtime wages.	Strike was only partial. Most of the men returned to work on 6th April 1925.

North-Western Railway Workshop, Lahore.	12,000 men	...	16th April 1925.	The duration of strikers in Railway Workshops in various centres varied from one day to a little over two months.	Sympathy with strikers at Rawalpindi and other out-stations.	Strike was partial.
North-Western Railway Loco Shed, Lalamusa.	119	...	14th April 1925.		Ditto	Ditto.
North-Western Railway Loco Shed, Makerwal.	154	...	12th April 1925.		Ditto	Ditto.
North-Western Railway Loco Shed, Kundian.	163	...	13th April 1925.		Ditto	Ditto.
North-Western Railway Loco Shed, Ludhiana.	21	...	30th April 1925.		Sympathy with strikers at Rawalpindi and other out-stations and individual grievances.	Strike was partial. Strikers gradually resumed work.
North-Western Railway Carriage, Loco and Traffic Departments at Lyallpur.	170	...	2nd May 1925		Sympathy with strikers at Rawalpindi.	...
Traffic Department, North-Western Railway, Ludhiana.	31	...	13th May 1925.		Ditto	Vacancies were filled by fresh recruitment. Strike was partial.
Loco Department, North-Western Railway, Ludhiana.	29	...	13th May 1925.	Ditto	Ditto.	
Loco Department, North-Western Railway, Jind.	130	...	9th May 1925	10th May 1925.	Ditto	Strikers returned to duty within 48 hours.

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APPENDIX C—CONTINUED.

Occupation and locality.	APPROXIMATE NO. OF WORK PEOPLE INVOLVED.		DATE WHEN DISPUTES.		Cause or object.	Result (with terms of settlement).
	Directly.	Indirectly.	Began.	Ended.		
Kalka-Simla Railway, Narrow Gauge Engine Shed, Kalka.	101	...	21st May 1925	...	Sympathy with strikers at Rawalpindi.	Vacancies were filled by fresh recruitment.
Staff of the Loco and Carriage Shop at Kalka.	234	...	21st May 1925	...	Ditto	Ditto.
Carriage and Wagon Department, Ambala.	59	...	27th May 1925.	...	Ditto	Ditto.
Traffic Department, Ambala.	70	...	27th May 1925.	...	Ditto	Ditto.
V.—The New Egerton Woollen Mills, Dhariwal.	1,550	...	16th January 1928.	11th May 1928 (partially).	<ol style="list-style-type: none"> 1. Ill-treatment 2. Stoppage of concessions such as clothing, free quarters and bonus. 3. Fines for late arrivals. 4. No service agreement. 5. Non-recognition of Workers Union. 6. Dismissal of leaders of Union. 7. Discharge of 500 men on 11th January on plea of temporary compulsory leave for 3 months. 	About 300 strikers returned; others were replaced by fresh recruitment. The workers surrendered unconditionally.

VI.—Municipal Sweepers' Strike, Amritsar.	613	...	18th July 1928.	19th July 1928.	<ol style="list-style-type: none"> 1. Ill-treatment by officers. 2. More sweepers should be engaged. 3. Corruption among staff. 4. Salary inadequate. 5. Delay in payment. 	The Medical Officer of Health promised to look into their grievances. Pay for strike days was paid.
VII.—Amritsar Fruit Market (Hand-Cart Fruit Sellers, Hawkers, etc., not a labour strike).	All fruit sellers in the city.	...	25th July 1928.	25th July 1928.	Rumours of tax of Rs. 12 per annum per chhabewala and Rs. 34 per annum for hand-cartwala, to be imposed.	The rumours were contradicted by the Municipal Commissioners and the strike ended the same day.
VIII.—Press Workers Strike Khalsa Pardesi Malwa Press, Amritsar.	25	...	18th September 1928.	19th September 1928.	Delay in payment of wages.	The demand of the strikers was complied with and half pay for the strike day was also paid.
IX.—Trunk Makers' Strike, Amritsar.	29	...	28th August 1928.	30th September 1928.	<ol style="list-style-type: none"> 1. Resentment on account of importation of cheap labour from Sialkot and Gujranwala, and 2. Reduction in wages. 	Strikers did not succeed in their object. Some left the town and others opened their own shops.
X.—Embroidery Machine Workers Strike, Amritsar.	30	...	13th September 1928.	13th September 1928.	Demand for an increase in wages.	The increased rates were sanctioned and the strike terminated in favour of workers.
XI.—Pulse Washers' Strike, Amritsar.	150	...	4th July 1928.	8th July 1928.	Proposed reduction in wages from 8 to 6 annas per bag of two maunds.	Compromise was made at Re. 0-7-6 per bag of 2 maunds.

APPENDIX C—CONCLUDED.

Occupation and locality.	APPROXIMATE NO. OF WORK PEOPLE INVOLVED.		DATE WHEN DISPUTES		Cause or object.	Results (with terms of settlement).
	Directly.	Indirectly.	Began.	Ended.		
XII.—Krishna Lime Factory, Amritsar.	10	...	30th September 1928.	2nd October 1928.	1. Non-payment of wages due for last two months, and 2. Refusal of factory owners to raise wages.	Compromise was arrived at.
XIII.—Butchers' Strike at Batala.	{ 33 60	{ Butchers Coolies	3rd October 1928.	8th October 1928.	To obtain exemption from bye-laws framed by the Municipal Committee and to renew their licenses according to the amended bye-laws.	Compromise was arrived at by the President of Municipal Committee promising the extension of time for complying with the new provisions of law.
XIV.—Basket Makers' Strike, Amritsar.	80	...	27th July 1928.	5th August 1928.	Proposed reduction in wages.	A mutual settlement was arrived at by both parties conceding to the demands of each other.
XV.—Attock Oil Co., Ltd., Oilfields at Khaur.	200	...	10th December 1928.	12th December 1928.	1. Refusal of the Company to grant increase in wages, and 2. To pay 'full wages' instead of half wages to injured persons while under treatment.	On account of intervention of Pir of Makhad, the coolies resumed work unconditionally on 12th December 1928.

APPENDIX D.

GAZETTE NOTIFICATION.

The 14th July 1927.

No. 3224-D.—In exercise of the powers conferred by section 30 of the Indian Mines Act, 1923 (Act IV of 1923), and with reference to Punjab Government notification No. 1316-D., dated 9th March 1927, the Governor in Council is pleased to make the following rules for Coal Mines and for Mines other than Coal Mines:—

Rules for Coal Mines.**CHAPTER I.—SANITARY AND HEALTH PROVISIONS.**

1. At every mine a sufficient supply of wholesome drinking water shall be provided on the surface and, if the Local Government so directs in the case of any mine or class of mines, also below ground at points reasonably accessible to the persons employed.

2. At every mine arrangements shall be made for keeping all the underground working places and travelling roads clean from *excreta*.

3. If the Local Government so directs, latrine and urinal accommodation shall be provided in the case of any mine or class of mines, either on the surface only or both on the surface and in the underground workings of the mine, and, in the case of latrines, the accommodation shall not be less than one seat for every 50 employees.

4. Every latrine erected on the surface for the use of the work-people of a mine shall be so partitioned off as to secure privacy and, if a latrine intended for the use of one sex adjoins a latrine intended for the use of the other sex, the approaches shall be separate.

5. All latrines in or about a mine shall be kept in a sanitary condition.

CHAPTER II.—AMBULANCE, FIRST-AID AND RESCUE WORK.

6. It shall be the duty of the owner, agent and manager of a mine to see that adequate arrangements are made for the training of men in ambulance work.

7. In every mine in which fifty persons or more are employed underground during any period of 24 hours, one or more of the persons employed according to the subjoined scale shall be trained in ambulance work to the standard of St. John's First-Aid Certificate:—

Where the number of persons employed underground during any period of 24 hours—

does not exceed 100, not less than one person,

exceeds 100, but does not exceed 200, not less than two persons,

exceeds 200, but does not exceed 300, not less than three persons,

exceeds 300, but does not exceed 400, not less than 200 persons,

exceeds 400, but does not exceed 500, not less than 300 persons,

exceeds 500, one person for every completed hundred persons employed :

Provided that this rule shall not come into force until the 1st of July 1927.

8. In or at every mine in respect of which section 18 applies, there shall be provided and kept in good condition an ambulance for immediate use at a convenient place on the surface and also, at the discretion of the Inspector by an order in writing so directs in the case of an underground—

(a) a suitably constructed stretcher or stretchers, and

(b) a box or boxes containing a sufficient supply of suitable first-aid materials, such as bandages, adhesive plaster, boric, vaseline, and tincture of iodine or other suitable antiseptic.

CHAPTER III.—REGISTRATION OF WORK-PEOPLE

9. The register of all persons employed in the mine, of their names, of their days of rest, and of the nature of their employment as required by section 28 of the Act shall be in the form shown in Schedule A.

10. For the purpose of section 23 (a) read with section 24 of the Act, all work of persons employed below ground shall be deemed to be done from the time such persons leave the surface of the mine to the time which they finally return thereto at the end of the period of their employment.

11. The following persons shall be deemed to be persons in positions of supervision or management or employed in a supervisory capacity, within the meaning of section 24 of the Act.—

(a) Assistant managers, under-managers, or overman, or any person holding position under the manager or underman or to assistant manager, under-manager or overman;

(b) mechanical engineers or engine-wrights or electricians;

(c) surveyors ;

(d) clerks, accountants and time-keepers.

CHAPTER IV.—SAFETY ON SURFACE.

12. If the owner, agent or manager of a mine intends to commence or extend any mining operations under his control on any point within 50 yards of any ground on which are situated

In Rules for Mines other than Coal Mines make the following amendments:-

(1) For rule 9 substitute the following:-

*9. (a) The register of all persons employed in the mine (except in the case of Salt Mines in which women are employed underground) of their hours of work, of their days of rest, and of the nature of their respective employments as required by section 28 of the Act shall be maintained in the form shown in schedule A.

(b) The register of all persons employed in Salt Mines in which women are employed underground, of their hours of work, of their days of rest, and of the nature of their respective employments as required by section 28 of the Act shall be maintained in the form shown in schedule B.

(2) Add the following after rule 9:-

*9-A. At every Salt mine in which women are employed underground a statement shall be posted every day outside the office of the mine showing in respect of the previous day the total number of persons employed underground, the total number of women employed underground and the percentage of the total number of persons employed underground who are women.

roads, buildings, structures, works or rivers not belonging to the owner, or in respect of which the Local Government has not issued any general or special order under clause (u) of section 29 of the Act, he shall, not less than sixty days before commencing to carry out his intention, give notice in writing to the Chief Inspector.

13. If the operations, in respect of which notice is given under rule 12, are not commenced within 12 months from the expiry of the period of 60 days therein referred to, the notice shall be held to have expired, and the provisions of that rule shall apply as if no such notice had been given.

14. The notice to be given under rule 12 shall specify the position of the workings of the mine in relation to the public roads, buildings, structures, works or rivers, the manner in which it is proposed to carry out the intended new operations, the limits to which it is proposed to carry the said operations, and whether the operations are actually in progress, and shall include a plan showing the existing and the intending operations in so far as they affect the public roads, buildings, structures, works or rivers in question.

14-A. Mine workings beneath land within 50 feet of a public road shall be made only in accordance with restrictions laid down by the Chief Inspector of Mines, and when a mine owner wishes to extract pillars under such land he shall not commence such operations until a diversion of the road has been made or other precautionary measures taken to the satisfaction of the Chief Inspector.

Explanation.—The expression "public road" where it occurs in rules 12, 14 and 14-A means a road maintained for the use of the public by Government or any local authority.

15. Any place in or about an excavation which is dangerous shall be made safe or shall be kept securely fenced. Should any doubt arise as to whether a place is dangerous or not, the opinion of an Inspector or of the District Magistrate shall be conclusive on the point.

16. Where an excavation, which has been formed as the result of any mining operation, extends within fifty feet of a public road or dwelling house, and persons are likely to be endangered thereby, substantial fencing shall be erected and maintained around the excavation.

17. Whereas the result of the mining operations a subsidence of the surface has taken place or is likely to take place, and persons are likely to be endangered thereby, the dangerous area shall be kept fenced on the surface.

CHAPTER V.—ABANDONMENT OF MINES.

18. In the case of any mine which is abandoned or the working of which is discontinued the owner, agent or manager of the mine shall be bound, before the mine is finally abandoned or immediately after the working thereof has been discontinued, to cause the top or entrance

of every shaft and opening into the mine to be fenced by a structure of a permanent character sufficient to prevent persons inadvertently falling into or entering the shafts or openings.

19. When the workings of any mine or part of a mine which are underground, on which is situated property vested in His Majesty or any Local Authority or any Railway Company as defined in the Indian Railways Act, 1890, are discontinued or abandoned, intimation in writing shall be sent by the owner to the Chief Inspector not less than thirty days before the date of such discontinuance or abandonment.

20. When a notice of discontinuance or abandonment in conformity with rule 19 of these rules has been received, the Chief Inspector may order an inspection of such working to be made as soon as possible to ascertain what protection is necessary in order to prevent injury to any property vested in His Majesty or any local authority of Railway.

21. The Chief Inspector may, after the inspection required by rule 20, call upon the owner of the mine to construct in the mine or on the surface of the mine such protective works as he may consider necessary and within such time as he may consider adequate for the purpose ;

Provided that if the owner objects to the orders of the Chief Inspector in this respect, he may within 20 days after the receipt of the notice containing the order appeal to the local Government stating in his appeal the grounds on which he objects to the orders of the Chief Inspector. The local Government shall refer the appeal to a Committee.

CHAPTER VI.—INQUIRY IN THE CASE OF ACCIDENTS.

22. If a Court of Enquiry appointed under section 21 of the Act finds that the accident was due to any carelessness or negligence on the part of the management, the Court may order the owner, agent or manager of the mine to pay all or any part of the expenses of the enquiry, and the amount so directed to be paid may, on application by the Chief Inspector or an Inspector to a Magistrate having jurisdiction at the place where the mine is situated or where such owner, agent or manager is for the time being resident, be recovered by the distress and sale of any movable property within the limits of the Magistrate's jurisdiction belonging to such owner, agent or manager.

CHAPTER VII.—MISCELLANEOUS.

23. Sufficient materials and appliances shall be kept in stock for the proper carrying out of all necessary operations in a manner consonant with the provisions of the Act, regulations, rules and bye-laws.

24. No person shall, without the consent of the manager, take or consume any intoxicating drink or drug while at work in or about a mine, and no person shall enter or may be in or about a mine in a state of intoxication.

Rules for Mines other than Coal Mines.

CHAPTER I.—SANITARY AND HEALTH PROVISIONS.

1. At every mine a sufficient supply of wholesome drinking water shall be provided on the surface and, if the local Government so directs in the case of any mine or class of mines, also below ground at points reasonably accessible to the persons employed.

2. At every mine where the Chief Inspector so directs arrangements shall be made for keeping all the underground working places and travelling roads clean from *excreta*.

3. If the local Government so directs, latrine and urinal accommodation shall be provided in the case of any mine or class of mines either on the surface only or both on the surface and in the underground workings on the mine, and, in the case of latrines, the accommodation shall not be less than one seat for every 50 employees.

4. Every latrine erected on the surface for the use of the work-people of a mine shall be so partitioned off as to secure privacy, and, if a latrine intended for the use of one sex adjoins a latrine intended for the use of the other sex, the approaches shall be separate.

5. All latrines in or about a mine shall be kept in a sanitary condition.

CHAPTER II.—AMBULANCE AND FIRST-AID WORK.

6. The Chief Inspector of Mines may by order in writing require the owner, agent and manager of a mine to see that adequate arrangements are made for the training of men in ambulance work.

7. In every mine in which fifty persons or more are employed underground during any period of 24 hours, the Chief Inspector of Mines may by order in writing require that one or more of the persons employed according to the sub-joined scale shall be trained in ambulance work to the standard of St. John's First-Aid Certificate :—

Where the number of persons employed underground during any period of 24 hours—

does not exceed 100 not less than one person,

exceeds 100 but does not exceed 200, not less than two persons,

exceeds 200 but does not exceed 300, not less than three persons,

exceeds 300 but does not exceed 400, not less than four persons,

exceeds 400 but does not exceed 500, not less than five persons,

exceeds 500, one person for every completed hundred of persons employed :

Provided that this rule shall not come into force until the 1st day of July 1927.

8. In or at every mine in respect of which section 18 of the Act applies, there shall be provided and kept in good condition and ready for immediate use at a convenient place on the surface and also, if the Chief Inspector by an order in writing so directs in the case of any mine, underground—

- (a) a suitably constructed stretcher or stretchers, and
- (b) a box or boxes containing a sufficient supply of suitable splints and bandages adhesive plaster, boric vaseline, cotton wool and tincture of iodine or other suitable antiseptic solution.

CHAPTER III.—REGISTRATION OF WORK-PEOPLE.

9. The register of all persons employed in the mine, of their hours of work, of their days of rest, and of the nature of their respective employments as required by section 28 of the Act shall be maintained in the form shown in Schedule A.

10. For the purposes of section 23 (a) read with section 23 (c) of the Act, all work of persons employed below ground shall be reckoned from the time such persons leave the surface of the mine to the time at which they finally return thereto at the end of the period of employment.

11. The following persons shall be deemed to be persons holding positions of supervision or management or employed in a confidential capacity within the meaning of section 24 of Act :—

- (a) any official incharge of any mine or part of a mine ;
- (b) mechanical engineers or engine-wrights or electricians ;
- (c) surveyors ;
- (d) clerks, accountants and time-keepers.

CHAPTER IV.—SAFETY PROVISIONS.

12. Any place in or about an excavation which is dangerous shall be made safe or shall be kept securely fenced. Should any doubt arise as to whether a place is dangerous or not, the opinion of an Inspector or of the District Magistrate shall be conclusive on the point.

13. Where an excavation, which has been formed as the result of any mining operation, extends within fifty feet of a public road or dwelling house and persons are likely to be endangered thereby, substantial fencing shall be erected and maintained around the excavation.

14. Where as a result of mining operations a subsidence of the surface has taken place or is likely to take place, and persons are likely to be endangered thereby, the dangerous area shall be kept fenced on the surface.

APPENDIX E.

The Board of Economic Inquiry, Punjab.

RURAL SECTION PUBLICATIONS.

(GENERAL EDITOR : W. H. MYLES, M.A.).

	Rs.	A.	P.
1. An Economic Survey of Bairampur in the Hoshiarpur District, by <i>R. L. Bhalla, M.A.</i>	1	0	
2. The Milk Supply of Lahore in 1921, by <i>Pt. Shiva Datta, M.A.</i> (<i>Out of print</i>).			
3. Questionnaire for Economic Inquiries.	{	Ordinary binding ...	0 4 0
		Interleaved with blank pages ...	0 6 0
4. The Size and Distribution of Agricultural Holdings in the Punjab, by <i>H. Calvert, B.Sc., C.I.E., I.C.S.</i> ...	0	4	0
5. An Inquiry into Mortgages of Agricultural Land in the Kot Kapura Utar Assessment Circle of the Ferozepore District of the Punjab, by <i>Sardar Balwant Singh, B.A.</i> , edited by <i>H. Calvert, B.Sc., C.I.E., I.C.S.</i>	0	6	0
6. Rates of Food Consumption of Zamindars in the Tal-lagang Tahsil of the Attock District, by <i>C. B. Barry, M.A., I.C.S.</i>	0	6	0
7. Sixty Years of Punjab Food Prices, 1861—1920, by <i>Professor W. H. Myles, M.A.</i>	0	10	0
8. The Economic Value of Goats in the Punjab, by <i>Pro-fessor H. R. Stewart, I.A.S.</i>	0	2	0
9. An Economic Survey in the Kangra District, by <i>Mul Raj, M.A.</i> , edited by <i>H. Calvert, B.Sc., C.I.E., I.C.S.</i> (<i>in preparation</i>).			
10. Catalogue of Economic Literature in Lahore Libraries, by <i>Cyril P. K. Fazal, M.A.</i> (<i>in preparation</i>).			
11. Cultivators' Holdings in the Punjab, by <i>H. Calvert, B.Sc., C.I.E., I.C.S.</i>	0	4	0
12. Some Aspects of Batai Cultivation in the Lyallpur District, by <i>Professor H. R. Stewart, I.A.S.</i> ...	0	6	0
13. Eighty Years of Punjab Food Prices, 1841—1920, by <i>Professor Brij Narain, M.A.</i>	0	10	0
14. An Inquiry into Mortgages of Agricultural Land in the Pothwar Assessment Circle of the Rawalpindi District in the Punjab, by <i>Raja Hasan Akhtar, B.A.</i> , edited by <i>H. Calvert, B.Sc., C.I.E., I.C.S.</i> ...	0	6	0

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|--|---|---|---|
| 15. Accounts of Different Systems of Farming in the Canal Colonies of the Punjab, by Professor H. R. Stewart, I.A.S. and Sardar Kartar Singh, B.Sc., L.Ag. | 0 | 8 | 0 |
| 16. Punjab Village Surveys, No. 1.—Gaggar Bhana, a village in the Amritsar District of the Punjab. Inquiry conducted by S. Gian Singh, B.Sc., under the supervision of C. M. King, C.S.I., C.I.E., I.C.S. | 4 | 0 | 0 |
| 17. Punjab Village Surveys, No. 2.—Gijhi, a village in the Rohtak District of the Punjab. Inquiry conducted by Raj Narain, M.A., under the supervision of Professor Brij Narain, M.A. (in press). | | | |
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URBAN SECTION PUBLICATIONS.

1. Family Budgets of Low Paid Clerks, by Mrs. Caleb. (Out of print).

Postage and V.-P. P. charges extra in all cases.

Obtainable from the Publishers: "C. & M. GAZETTE" PRESS, LAHORE.

(3) Add the following as schedule B at the end of the rules after Schedule A:-

SCHEDULE B.

Register of work persons employed on surface.
(Sections 28 and 30 (f) and (k), Indian Mines Act, 1923).

Name of mine _____
Name of owners _____

Name & caste.	Age & sex.	Father's name or in the case of a married woman or widow husband's name.	Nature of work.	Sunday.		Monday.		Tuesday.		Wednesday.		Thursday.		Friday.		Saturday.		Number of hours worked during the week ending _____ 19__
				In.	Out.	In.	Out.	In.	Out.	In.	Out.	In.	Out.	In.	Out.	In.	Out.	

Register of work persons employed underground.
(Sections 28 and 30 (f) and (k), Indian Mines Act, 1923).

Name of mine _____
Name of owners _____

Name & caste.	Age & sex.	Father's name or in the case of a married woman or widow husband's name.	Nature of work.	Sunday.		Monday.		Tuesday.		Wednesday.		Thursday.		Friday.		Saturday.		Number of hours worked during the week ending _____ 19__
				In.	Out.	In.	Out.	In.	Out.	In.	Out.	In.	Out.	In.	Out.			

Total number of persons employed underground.

Total number of women employed ~~xxx~~ underground.

Percentage of persons employed underground who are women.

SCHEDULE A.

Register of work persons.

(SECTION 28 OF THE INDIAN MINES ACT, 1923.)

Name of mine _____.

Name of owner _____.

Week commencing _____.

Name.	Age and sex.	Father's name	Caste or religion.	Nature of work.	DURING THE WEEK ENDING 19 .		
					Number of days worked.	Number of hours worked	Days of rest enjoyed.
1	2	3	4	5	6	7	8

C. A. BARRON,
 Financial Commissioner and
 Secretary to Government, Punjab,
 (Development Department).

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APPENDIX F.

Rules prescribed by the Director of Agriculture under section 9i (b) of the Cotton Ginning and Pressing Factories Act.

(1) Kapas shall enter at centre of the factory and shall be carried by broad stairs shown at the points marked A, B and C, D in the rough sketch plan T annexed hereto, on to the gin platform direct.

(2) A door at each end of the cotton (ru) platform for the carriage of cotton (ru) shall be provided at the points marked E, F and G, H in the aforesaid sketch plan.

(3) Width of kapas platform shall be 10 feet from shaft to inner surface of the wall making the minimum width of the factory 32 feet.

(4) There shall be an iron sheet shield not less than 1 foot high fitted on knife rail in front of a gin to prevent kapas and cotton seeds from passing over the knife rail of the gin and getting mixed with the cotton (ru). This shield shall be made in order to compensate for the wear and tear of the ginning roller.

(5) The belting on centre of cotton platforms shall be covered entirely to a height of 18 inches above ground to prevent cotton getting mixed with oil.

(6) There shall be a moveable frame 2 feet 4 inches \times 2 feet 4 inches \times 2 inches to receive cotton (ru) coming through gins and keep it off floor. The frame shall be removeable at will.

(7) The space for drying platform shall be at the rate of 1,000 square feet per 10 single roller gins or their equivalent. There shall be minimum of 2 platforms in each factory, and these shall be separated by a pathway at least 15 feet wide.

(8) There shall be easy means of ingress to and egress from factory compound, in order to prevent congestion of traffic.

(9) The area for a cotton ginning factory containing 32 single roller gins or their equivalent shall be a minimum of 4 acres and for a factory with larger number of such gins the area shall be increased at the rate of one acre for every 10 single roller gins or their equivalent to a maximum of 8 acres, except in special cases.

(10) Sufficient godowns for storing cotton and kapas shall be provided and different varieties of cottons shall be kept in separate godowns.