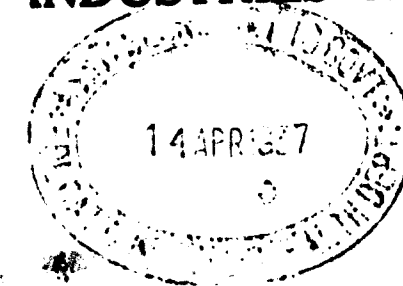


GOVERNMENT OF INDIA

DEPARTMENT OF INDUSTRIES AND LABOUR



Report showing the action taken by the Central and Provincial Governments on the recommendations* made by the Royal Commission on Labour in India requiring administrative action.

R320 1936

* As summarised in Appendix I to the Report.

NOTE.

A review of the labour legislation undertaken by the Central and Provincial Governments during the five years 1932—37 with special reference to the Commission's recommendations will be published separately.

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CORRIGENDUM.

Report showing the action taken by the Central and Provincial Governments on the recommendations made by the Royal Commission on Labour in India requiring administrative action, 1936.

Part I

1. For the entries against Recommendation 137 (a) (b) and (c) in column 2 substitute the following :-

(a) to (c). Accepted for cases involving offences for which an employee can be dismissed and for cases involving removal from service of employees with 'seven years' continuous service, with the following modifications :- (1) the employee may appear before the officer or committee conducting a departmental inquiry, which must be held if the employee desires to appear personally or if the competent officer considers this necessary, (2) the employee may be accompanied by another railway servant.

2. To the entry against Recommendation 138 (a) (b) and (c) in column 2 add the following :-

"to the authority next above that which imposes a penalty".

X" 70-2

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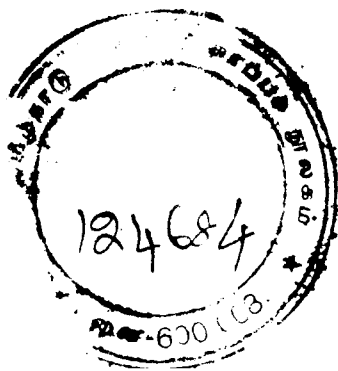
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PART I.

Action taken on the recommendations made by the Royal Commission on Labour requiring administrative action by the Government of India.

(31st October 1936.)

- N.B.—1. The page numbers at the end of each recommendation indicate the page of the report of the Commission on which that recommendation is made.
2. Recommendations printed in italics are not included in the Summary of Recommendations in the Report.
3. Entries in italics in the column headed “Action taken”, indicate that consideration will be given to further action.

Recommendations.	Action taken.
CHAPTER V.—Working Conditions in Factories. 47. Conferences of Chief Inspectors from all provinces should be held biennially under the auspices of the Central Government (page 73). CHAPTER VIII.—Mines. 84. In the Manganese Mines in the Central Provinces, steps should be taken to apprise the workers of the repeal of the Workmen's Breach of Contract Act (page 107). 85. At Khewra— (a) The employment of ticket-of-leave men should be re-examined (page 108). (b) Workers and hours should be effectively checked, and numbers controlled (page 108). (c) Committee should be elected to represent the workers (page 108). (d) The sanitary condition of the workings and the settlement should be brought up to a reasonable standard (page 109). (e) Latrine accommodation should be provided near the entrance of the mine and improved latrines underground (page 109). (f) Sanitary staff should be provided and placed under the Medical Officer (page 109). (g) Engagement of fresh women workers should be discontinued (page 127). 88. A separate Inspector of Mines and Oilfields for Burma should be appointed (page 112). 89. The Mining Industries Act, 1926, should be examined for the purpose of considering how far similar provisions would help to systematise mining leases (page 114).	Noted. A Conference of Chief Inspectors was convened in August 1933 to examine the Factories Bill before its introduction in the Legislative Assembly and several Chief Inspectors were later present to assist the Select Committee. The Government of the Central Provinces were addressed on the subject. The corresponding entry in Part II may be seen. (a)—(f) Implemented. (g) Rejected. Women workers are disappearing so fast that the total female labour strength is likely to be eliminated much in advance of the statutory period. In the circumstances, it would be unnecessary in the event of a miner bringing into the mine a woman who has not previously worked there, to make any special attempt to exclude her, for such occasional additions will not increase the net total of women workers. The impending separation of Burma from India will involve the separation of the inspectorate. Rejected. The British Mining Industry Act, 1926, was examined ; it is considered that the time is not ripe for undertaking legislation of this kind in India.

Recommendations.	Action taken.
CHAPTER VIII.—Mines—contd.	
89-A. Sanitary conditions underground in coal mines call for improvement. Bucket latrines should be provided at convenient spots and a small staff of sweepers should be employed to keep the latrines clean and to remove the contents of the buckets to the surface daily for final disposal (page 115).	<i>In view of the prevailing depression, it would be difficult to implement this recommendation in full. The local Governments concerned have been reminded of the importance of the matter and it has been suggested to them that a beginning might be made as soon as possible with the compulsory provision of sanitary arrangements at the surface at every coal mine at which the resident labour force exceeds, say, 50 persons. Simple measures of this kind should facilitate the extension of improved arrangements to the underground workings.</i>
97. Registers for metalliferous mines should be improved (page 125).	Accepted. It has been decided not to issue any general orders with regard to this recommendation at present, but instructions have been issued to the Chief Inspector of Mines that both he and Inspectors during the course of inspection of individual mines should bear in mind the necessity of keeping a watch on possible infringements of the law relating to hours of work with a view to taking steps to insist on more elaborate registers if circumstances require such a course.
97-A. The personal responsibility of managers for the accuracy of registers of hours of work should be impressed upon them and the special attention of the inspectorate should be given to checking them (page 175).	Implemented. Necessary action has been taken by the Chief Inspector of Mines. In many cases, managers have been warned and in some cases they have been prosecuted for failure to see that registers of hours of work are accurately maintained.
102. (b) The system of selecting women for exclusion from underground working should be considered by employers, workers and the inspectorate jointly (page 129).	Implemented. The Chief Inspector of Mines has been asked to take necessary action.
104. Minor accidents should be reported weekly to Chief Inspector through District Magistrate (pages 130 and 131).	Implemented in a modified form [<i>vide</i> section 20 of the Indian Mines Act, 1923, as amended by the Indian Mines (Amendment) Act, 1935]. The local Governments have been empowered to require that minor accidents, notice of which is not sent to prescribed authorities, should be entered in a register and a copy of the entries therein forwarded to the Chief Inspector of Mines within 14 days after the 30th June and the 31st December in each year.
108. The Chief Inspector should confer with representatives of employers and workers when the law is substantially changed (page 132).	Accepted. The Chief Inspector of Mines took steps to ensure that those concerned were informed of the provisions of the Indian Mines (Amendment) Act, 1935.
109. (a) The needs of the inspectorate in consequence of new legislation should receive early and sympathetic consideration (page 132).	(a) See (b) below.
(b) The possibility of creating a class of Assistant Inspectors should be considered (page 132).	(b) Implemented. Two posts of Assistant Inspector have recently been created in place of one post of Junior Inspector.
(c) Provincial and district public health officers should be given the power and duty of inspection in regard to health matters (page 132).	(c) Implemented. Provincial and district Medical and Public Health Officers whose jurisdictions cover mining areas have been appointed as Inspectors of Mines under the Indian Mines Act, <i>vide</i> Notification of the Government of India, Department of Industries and Labour No. M-1265, dated the 20th April 1933. The purpose of these appointments is to secure expert inspection in all matters relating to the health of persons employed in mines and the local Governments have been asked to instruct these officers to devote attention to the subject of industrial disease, <i>vide</i> recommendation 198.

Recommendations.	Action taken.
CHAPTER VIII.—MINES —concl.	
111. A resident medical officer with public health experience should be appointed at Giridih, and the health staff completely reorganised (page 134).	The Agent, E. I. Railway, has reported that the present District Medical Officer, Asansol, under whom the Assistant Surgeon, Giridih, works is an officer with Public Health qualifications from England and so also is the Chief Medical Officer of the Railway who supervises the work generally, and that the Assistant Surgeon who is at present employed at Giridih has been well reported on and that should he be found wanting, arrangements would be made to try some one else from the existing staff. The Railway Board are satisfied that the present arrangements go far to meet the recommendation of the Commission and the Agent would doubtless make further recommendations in the matter if the present arrangements are found inadequate, at any time.
114. The Salt Department and the Punjab Government should co-operate with a view to the introduction of compulsory education in the Salt Range (page 135).	Compulsory education was in force in the Salt Range before the Commission visited Khewra. The Salt Department would welcome any co-operation which the Government of the Punjab may be prepared to give in the further advancement of education in the Salt Range.
CHAPTER IX.—Railways.	
115. Registers should be kept of all workers appointed to the engineering department, appointments and dismissals being reported for entry. The registers should be examined regularly by administrative and personnel officers (page 139).	Rejected after making an experiment on one railway. Agents of principal railways have been informed that the Railway Board accept the principle that railway officers should check the turnover of labour establishments especially when they visit outstation offices on inspection but that as records of service of all employees are kept showing the dates of commencement and termination of service, they consider that the maintenance of a register as recommended by the Commission will involve an amount of labour out of proportion to the results to be obtained.
116. Similar procedure should be adopted for the transportation and commercial departments (page 139).	See remarks against item 115.
117. The system of selection boards or committees should be used for selecting firemen, shunters and drivers for appointment and promotion, and should be put into force on all railways for both recruitment and promotion of categories classed as literate and those in which employees start as apprentices (page 139).	Under the recent rules issued for the recruitment and training of the subordinate staff on State-managed railways, a copy of which has also been forwarded to Company-managed railways, Selection Boards are required to be appointed in connection with recruitment generally and promotions to selection posts which as a rule consist of higher subordinate or subordinate supervisory posts. The Board are satisfied that the arrangements in force go a long way to meet the recommendations so far as State-managed railways are concerned.
118. Sons and near relations of railway servants have a special claim to enter the service and wherever possible facilities for suitable education and training should be afforded them (pages 139 and 140).	Regulations for the recruitment of inferior servants are at present left to the Agents, and the Board do not propose to interfere with the discretion of individual Agents. They have, however, commended the recommendation of the Commission regarding Selection Boards for adoption wherever the Agent considers that improved results will be obtained.
	Arrangements in force on State-managed Railways provide for such preference to the sons of railway employees but the Railway Board have left the question of extending such preference to near relatives to the discretion of individual Agents. For certain classes of subordinate establishments preliminary training is provided though ordinarily no such training is separately given to sons of railway employees nor do the Railway Board consider it fair that this should be done.
	Under the revised rules for the grant of assistance to employees towards the education of their children which have been adopted on the State-managed railways, a copy of which has been forwarded to Company-managed railways with a suggestion to adopt similar rules, such assistance is admissible to subordinate employees stationed at places where suitable educational facilities do not exist within certain limits specified in the rules.

Recommendations.	Action taken.
CHAPTER IX.—Railways—contd.	
119. In mechanical workshops the system of recruitment through labour bureaux is capable of development and together with the system of selection boards or committees would go far to remove grounds of complaint of favouritism and bribery in regard to recruitment and promotion (page 140).	<i>The Agents of State-managed railways have been instructed and those of Company-managed railways informed that, while not desiring to press labour bureaux on other railways, the Board consider that the labour bureaux functioning at present in certain locomotive and carriage and wagon shops on the N. W. Railway should continue. The results arrived at on the N. W. Railway should be studied and compared with the results on other State-managed railways. In the meantime, Agents should employ Selection Boards for the recruitment of the subordinate and labour establishment of the mechanical workshops. The Board believe that the employment of Selection Boards will do much to remove the impression that bribery is prevalent in connection with recruitment to establishments of this class, and propose to review the whole question after normal recruitment has been resumed, with a view to arriving at the best method of recruitment.</i>
120. All new entrants should be handed a printed statement of their duties and rights in the service, with a specific warning as to bribery (page 141).	Agents of State-managed railways have been instructed and those of Company-managed railways invited to make necessary arrangements to make it known to all employees and applicants for employment that bribes are in no circumstances to be given and that the proof of giving or taking bribes will render employees liable to summary dismissal. The Railway Board are unable to accept in full the recommendation that all new entrants should be given a printed statement of their duties and rights. The duties of an employee may vary from time to time, while his rights are defined in service rules. The Board have suggested to Railway Administrations that new entrants should, when possible, be furnished with a statement of their more important duties, and that their attention should be invited to the service rules applicable to them.
121. (a) Workers required after confirmation to undergo a further medical examination should have the right to be examined, if they desire, by an independent specialist.	(a) Rejected. The Railway Board consider that railway Medical Officers are adequate for the purpose and that since Railway Administrations are responsible for the safety of the travelling public they must be guided by the opinion of the Principal or Chief Medical Officers of Railways to whom employees who have been examined by railway Medical Officers, have a right of appeal.
(b) Should a worker be adjudged medically unfit for a particular post every effort should be made to find him other work (page 141).	(b) The existing practice is in conformity with this recommendation.
122. In regard to racial discrimination, definite steps should now be taken which will lead in a specified term of years to the progressive elimination of any form of discrimination as regards both appointments and promotions to all grades and classes (page 143).	The Railway Board have accepted the principle that there should be no racial discrimination and that communal discrimination should be eliminated in future recruitment apart from any reservation of first appointments made under the orders of the Government of India to secure suitable representation of minority communities. No such reservation applies in respect of promotions.
123. The whole subject of the leave rules should continue to be examined in consultation with representatives of the workers (page 144).	The Railway Board agree that the principles embodied in the leave rules should be reviewed from time to time and the Agents of State-managed railways have been instructed and those of Company-managed railways invited to act accordingly. Representations from recognised unions to the Agents of Railways or from the All-India Railwaymen's Federation to the Railway Board receive examination and consideration.
124. The Administration should endeavour to maintain leave reserves adequate to meet requirements spread over the year (page 145).	Accepted in principle.

Recommendations.	Action taken.
CHAPTER IX.—Railways—contd.	
125. The claims of low-paid workers to improved wage standard should continue to receive careful consideration from the Railway Board and the Administrations (page 150).	Accepted. The recommendation continues to receive the attention of the Railway Board and the Railway Administrations with due regard to the level of prices and financial considerations.
126. After 12 months' continuous service, all employees should be monthly rated and as soon as possible made eligible for all service privileges which that carries (page 150).	<i>Under consideration.</i>
127. Enquiries now in progress should be extended to cover the comparative merits of the system of time-scales and that of beginners rates increasing within a short period to fixed standard rates (page 150).	<i>Under consideration.</i>
128. Additional steps should be taken to fix standard rates for similar classes and grades, subject only to variation in districts where there are material differences in economic conditions (page 151).	Owing to varying conditions in different areas in a country so large as India, the Railway Board do not consider that it would be practicable to attempt to fix standard rates for subordinates and inferior railway services, but Agents of State-managed railways have been instructed and those of Company-managed railways invited to keep in view this recommendation in its application to staff of different administrations at or near the same stations.
129. On completion of one year's continuous service, all employees should be eligible to join a provident fund, membership being optional for those drawing under Rs. 20, compulsory for those drawing Rs. 20 or over per mensem (pages 152-153).	<i>Consideration postponed indefinitely on financial grounds.</i>
130. The limitation on the grant of retiring gratuity to subordinates retiring after 15 years' qualifying service should be modified to permit of voluntary withdrawal from the service subject only to adequate notice (page 153).	Rejected. The fundamental principle on which a gratuity is based is that it is a reward for long, continuous and faithful service. The Railway Board feel that to relax in any way the conditions under which gratuities are now paid will not be satisfactory, and will lead to a gratuity being regarded as a right, rather than, as is now implied in the term, a bonus for long and consistently good service rendered. The Commission in other recommendations have been at pains to suggest procedure for ensuring continuity and security of service to the railway employee, and the Railway Board consider that it is only reasonable that Railway Administrations should also have at hand a means of ensuring continuity of service on the part of the employees, most of whom have probably received special training in their work. Their views have the unanimous support of Railway Administrations.

Recommendations.	Action taken.
CHAPTER IX.—Railways— contd. 131. In regard to debits, an effort should be made to arrive at the root cause of the trouble and to see how far it is due to faults in rating and routing methods and how far to inefficiency on the part of the staff: careful analysis of numbers and amounts should be made with a view to the adoption of changed methods of disciplinary action. Pending enquiry a system of maximum amounts, related to pay, with definite periods for recovery, might be adopted (pages 153-154). 132. The weekly rest of not less than 24 hours provided under the Act of 1930 should be granted subject to the usual emergency exceptions to all continuous workers as soon as necessary arrangements can be made (page 158). 133. (a) Special efforts should be made to put into operation as soon as possible the regulations devised to give effect to the Washington and Geneva Conventions in the case of railway employees (page 159). (b) It should be possible after consultation with the workers to arrive at an understanding regarding the general lines of classification of essentially intermittent workers (page 159). (c) The Railway Board should reconsider the practicability of reducing the hours for intermittent workers and of giving days of absence at reasonable intervals where weekly rest days cannot be given (page 159).	Accepted. In November, 1930, an officer was placed on special duty to investigate the system of raising debits on the East Indian Railway. This officer reported on the subject and his Report was discussed at a meeting convened by the Railway Board in December, 1931, at which other Railways were represented by their Commercial and Accounts Officers. At this meeting the following conclusions were arrived at:— (1) To eliminate fines and debits for petty offences a system of marks was to be introduced and tried on the North Western Railway. (2) Debits for private telegrams and compensation claims and under charges in fares and freights should be continued. (3) No recovery on account of debits to be made from any member of the staff during any one month in excess of 20 per cent. of salary. These conclusions were communicated to State-managed Railways for necessary action and to Company-managed Railways for information. The question of reducing debits needs constant and systematic attention from each railway administration. Accepted. Since the Commission reported, the Government of India have issued the Hours of Employment Regulations for railways. The Commission's recommendation for the grant of 24 consecutive hours of rest in each week to all continuous workers means that Railway Administrations should arrange for such rest for the running staff and certain categories of works staff of the Engineering Department who do not enjoy this privilege at present. It is possible also that on the Burma Railways and Company-managed railways to which the Hours of Employment Regulations have not yet been applied, certain other classes of continuous workers do not enjoy this rest. These administrations have been asked by the Railway Board to grant the rest to all continuous workers except the running staff and certain categories of the works staff of the Engineering Department, so far as financial limitations permit. See also remarks against item 133 (a). (a) Accepted. The Regulations have been given statutory effect on State-managed railways in India, and as regards other railways, the regulations have so far been extended to the Bombay, Baroda and Central India and the Madras and Southern Mahratta Railways. (b) Under consideration. (c) Accepted. The Railway Board consider that the first step that should be taken, as soon as funds permit, is to extend the application of the Regulations to the railways to which they have not yet been applied. Thereafter the question of reducing the hours of work, generally, for intermittent workers will be examined comprehensively. Meanwhile, Agents have been instructed to reduce the hours of work and provide suitable period of rest in individual cases where humanitarian considerations require such a course.

Recommendations.	Action taken.
CHAPTER IX.—Railways.— contd. 134. As soon as experience of the altered hours is available, the case of individual branches should be examined in turn to determine to what extent the prevailing hours need reduction; action should be taken thereafter on all railways to secure the reduction necessary (page 159). 135. All classes of workers should enter into a simple service agreement providing for:— (a) Probationary period of 12 months. (b) Confirmation after 12 months' approved continuous service. (c) Confirmed Service to be terminable on one month's notice. (d) A declaration that service is liable to termination in any of six specified circumstances (page 161). 136. The power of terminating service should reside solely in the district or divisional officers or officers superior to them (page 161). 137. (a) A confirmed employee charged with an offence which if proved may involve dismissal or discharge should be given a charge sheet, returnable with his explanation within 7 days; (b) The competent officer (district, divisional or superior officer) may make enquiry and, if the case is to proceed, may summon the employee before him; (c) The employee should be entitled to be accompanied by the representative of an accredited trade union of which he is a member or by a fellow workman; (d) Time limits for disposal should be fixed and the power to suspend should remain; (e) Men overstaying leave or absent without leave except in a genuine case of sickness should be presumed to have left the service and to have forfeited the right of appeal, subject to the discretion of the competent officer (pages 161-162).	See remarks against items 132 and 133 (a). (a) and (b) The probationary period prior to confirmation varies on different railways for different categories of staff. Railway administrations have been advised to continue to follow the existing practice. (c) Accepted. This is in accordance with the existing practice on railways in respect of the non-pensionable non-gazetted staff. (d) Accepted. Necessary provision has been made in the "Rules regulating discipline and rights of appeal of non-gazetted railway servants", which apply to non-gazetted staff employed on State-managed railways. Accepted. See remarks against item 135 (d). (a) to (c) Accepted. See remarks against item 135 (d). (d) First part. The general practice is in keeping with this recommendation inasmuch as cases are disposed of as quickly as possible. Second part. See remarks against item 135 (d). (e) First part. See remarks against item 135 (d). Second part. The matter is still under consideration.

Recommendations.	Action taken.
CHAPTER IX.—Railways— contd.	
138. (a) Appeal against discharge or dismissal should lie to the head of the department or Divisional Superintendent with the final appeal to the Agent except where dismissal involves loss of provident fund bonus when further appeal should lie to the Railway Board.	(a) to (c) The "Rules regulating discipline and rights of appeal of non-gazetted railway servants" provide for the right of appeal of non-gazetted staff on State-managed Railways.
(b) Facilities for representation on appeal should be the same as at the first hearing.	
(c) The time limit for further appeal should be one month from the time the decision is notified; within this time no appeal should be withheld (page 162).	
139. In less serious cases, a charge sheet should also be given returnable within 7 days. Appeal against the order then issued should lie to the district or divisional officer with right of representation as above. This appeal should be final except in case of reduction of grade when appeal should lie to the head of the department or Divisional Superintendent (page 162).	Suitable provision has been made in the "Rules regulating discipline and rights of appeal of non-gazetted railway servants".
140. Proper records of disciplinary action should be kept and watched by personnel officers (page 162).	The principle is accepted and the existing procedure is reported to be in conformity with it except that the records in question are watched by personnel and/or executive officers. The above conclusions have been communicated to the Agents of State-managed railways for information and necessary action and to the Agents of Company-managed railways for information.
141. (a) Discharge on reduction of establishment should be differentiated from disciplinary or inefficiency cases.	(a), (b) and (c). Accepted. The existing practice is generally in conformity with these recommendations. The conclusions have been communicated to the Agents of State-managed railways for information and necessary action and to the Agents of Company-managed railways for information.
(b) Other things being equal the principle of seniority should apply.	
(c) Registers of discharged men should be kept.	
(d) Where more than 100 men are affected, recognised trade unions should be informed as early as possible and reasons given (pages 162-163).	(d) This is actually not the recommendation of the Commission but only a statement of action taken by the Railway Board, <i>vide</i> last portion of paragraph headed "reduction of establishment" on page 163 of the report.
142. Proper leave records should be kept (page 163).	Accepted. Agents of State-managed railways have been instructed and those of Company-managed railways invited to continue to give effect to this recommendation.
143. Records should be kept of temporary service where practicable with a view to priority for permanent employment (page 163).	See remarks against item 142.

Recommendations.	Action taken.
CHAPTER IX.—Railways— contd.	
144. Channels for appeal in regard to conditions of service should be made uniform: local or district and divisional committees and railway councils are suitable channels for dealing with grievances: establishment officers are of assistance and should be appointed on all railways (page 164).	Rejected. The Railway Board do not consider it necessary to insist on uniformity in this matter but would prefer that each railway should be left to develop a suitable system best suited to local requirements. These principles have been communicated to the Agents of principal railways.
145. A more generous policy in respect of recognition of trade unions is desirable (page 166).	See remarks against item 259. The new rules apply to unions of railway workers.
146. A stage has been reached in the development of some unions where facilities might with advantage be conceded (page 167).	<i>Under consideration.</i>
147. Joint Standing Machinery should be established.	<i>Under consideration.</i>
(a) A joint Standing Central Board, containing representatives of the Agents and workers in equal proportions elected by the Indian Railway Conference Association and the All-India Railwaymen's Federation respectively charged with the consideration and, when possible, settlement of—	
(i) general questions common to all railways.	
(ii) matters common to one or more grades where agreement has not been reached in Railway Councils, which would come up automatically, and	
(iii) references from Railway Councils.	
Where a dispute is apprehended and cannot be settled on the Railway Council, it should be referred automatically, it being agreed that no stoppage shall take place meanwhile (page 168).	
(b) Failing agreement on the Joint Standing Central Board if either party desires, the dispute should be referred to a Tribunal of five representatives from either side of the Board and five persons from outside (pages 168-169).	

Recommendations.	Action taken.
CHAPTER IX.—Railways— contd.	
(c) Each railway should have a Railway Council working in conjunction with divisional or district and local or works committees. All workers should be eligible for election but where there is a recognised union, workers' representatives on committees should be entitled to assistance from an officer of the union. On Railway Councils, the union should be consulted as to constitution and direct representation of the union; failing agreement the Central Board should advise (page 169).	
(d) The Central Board should consider the constitution and functions of the various bodies (pages 169-170).	
(e) Meeting should be held at regular intervals and, where possible, time limits fixed for each stage (page 170).	
(f) Printing and publication of verbatim reports at any stage is not advised (page 168).	
148. Departmental labour should be substituted for contract labour wherever practicable (page 170).	Rejected. The Railway Board consider that this matter is one which must be left to the discretion of Agents and that the most efficient and economical method of undertaking particular works must be adopted in each case.
149. Railway Medical Officers should be precluded from private practice except in case of families of railway servants (page 171).	Rejected. The Railway Board have decided not to preclude Railway Medical Officers from private practice but Agents of State-managed railways are being advised to instruct their Chief Medical Officers to see that District Medical Officers do not indulge in private practice to an extent which prevents them from carrying out their duties to the railway staff and their families.
150. The importance of public health qualifications should be recognised: Chief Medical Officers in particular should be required to give more time to inspection (page 171).	First part accepted. The recommendation is in accordance with the policy which had been adopted by the Railway Board. <i>Second part. Under consideration.</i>
151. The medical department should have executive charge of sanitation and health (page 171).	The Railway Board have decided that this is a matter in which each railway should be left to take such action as is best suited to its own circumstances.
152. The functions of local and sanitary committees should extend to welfare work and, wherever possible, each committee should include a proportion of elected representatives (page 171).	The Railway Board consider that this is a matter of minor importance and can well be left to the Railway Administrations. The Railway Board have instructed State-managed railways that they should bear in mind this recommendation. A copy of the instructions was forwarded to Company-managed railways for information.

Recommendations.	Action taken.
CHAPTER IX.—Railways— concl'd.	
153. In regard to statistics— (a) nomenclature should be standardized; (b) figures should be available (i) of salaries and wages separate from provident fund contributions and gratuities (ii) of contractor's labour in different branches; (c) statistics of labour turnover, and absenteeism (showing whether due to sickness or otherwise) should be maintained and analysed (page 172).	<i>Under consideration.</i>
CHAPTER XI.—Transport Services and Public Works.	
154. (a) For a period of 12 months no fresh continuous discharge certificates should be issued, unless the Shipping Master is satisfied that the recruit is required for employment and that suitable men are not already available; (b) Thereafter continuous discharge certificates should be issued only to persons for whom posts are available and unnecessary recruiting should be discouraged; (c) If necessary, after a suitable break there should be a further period of 12 months in which recruitment is again restricted (page 179).	Implemented with certain reservations. The Government of India have decided that no fresh continuous discharge certificates should be issued unless the Shipping Master is satisfied that the recruit is required for employment and suitable men are not already available. An exception may, however, be made in the case of minor relatives of senior ratings taken on voyages to commence their sea career. The Government of India feel that the period during which the restriction should be maintained must depend on the measure of success achieved in reducing unemployment, and in order to enable them to decide whether the stage has been reached when a relaxation of the restriction may be permitted, they desire that an annual report should be submitted to them by the District Principal Officers:— (1) giving an appreciation of the position in regard to unemployment among seamen; (2) indicating how far the methods adopted have been effective in checking fresh recruitment; and (3) containing an expression of opinion as to whether the position has sufficiently improved to make it desirable that fresh recruitment should be regulated in accordance with part (b) of the recommendation.
155. Shipping Masters should be authorised forthwith to exclude from the register all seamen who have not been in employment for a period of three years and, to begin with, a seaman should be struck off the register automatically on the expiry of three years from his last discharge. The period of three years should be steadily reduced to 18 months, but the latter period may be altered, if necessary, in consultation with representatives of shipowners and seamen (pages 179-180).	While the Government of India are of opinion that the adoption of this recommendation is impracticable in existing circumstances, they have decided that Shipping Masters should exert their influence in the direction of discouraging the employment of seamen with no entries in their Continuous Discharge Certificates for three or more years. Under such a system of restricted recruitment there may be the strongest possible inducement to seamen to make false entries in their Continuous Discharge Certificates and it is suggested therefore that special attention be paid to the scrutiny of the men's certificates.

Recommendations.	Action taken.
CHAPTER XI.—Transport Services and Public Works.—contd.	
156. Shipping companies should have liberty of choice from men who have been in their employment within a specified period. To begin with, this period should be 2 years, but it should be steadily reduced to 9 months. This latter period may also be altered, if necessary, in consultation with representatives of both sides (page 180).	After discussion with the representatives of Steamship lines and Seamen's Unions, the Government of India have decided that no action need for the present be taken on these recommendations.
157. If a shipowner is unable to fill his crew from those of whom he is entitled to make free choice, he should be required to take men selected from the register by the Shipping Office (page 180).	See remarks against item 156.
158. The licenses granted under section 24 of the Indian Merchant Shipping Act should not be renewed (page 181).	Accepted. A start has been made by withdrawing the licenses of the Shipping Brokers at the port of Calcutta.
159. (a) Shipping Masters should encourage seamen to use the provision of the Indian Merchant Shipping Act relating to the allotment of wages; (b) The Shipping Office should remit the amount of the allotment by money order (page 181).	(a) and (b).—The Government of India have accepted this recommendation, and have issued the following instructions for the guidance of Shipping Masters :— (i) Seamen should be informed of the existence of the provisions of the Indian Merchant Shipping Act, 1923, relating to allotment of wages. For this purpose notices which should be reproduced in the local vernaculars drawing attention to section 53 of the Act, should be placed in a conspicuous position in every Shipping Office. (ii) Seamen should be encouraged by Shipping Masters to make more extensive use of these provisions. Active propaganda among seamen falls within the sphere of Seamen's Unions and should be left to them but Shipping Masters should help (a) by issuing a circular to Steamship Companies drawing their attention to the relevant provisions of the Act and pressing on them the desirability of providing all reasonable facilities for men who desire to make an allotment, and (b) by using their influence to secure the agreement of shipowners to the insertion of the stipulation in regard to the allotment of wages in cases in which the stipulation is desired by the men. (iii) The amount of the allotment should be remitted regularly by the Shipping Office by money order to the name and address of the person named in the allotment note, the money order commission being deducted from the amount of the allotment.
160. Government should enquire into the alleged delays between signing on and actual engagement and between discharge and final payment. The possibility of reducing the maximum period for the payment of wages on discharge and also of signing on taking place in the Shipping Office should be considered (pages 181-182).	First part—Accepted. The Government of India desire that Shipping Masters should investigate and report on any case coming to their notice where an undue delay occurs between signing on and actual engagement and between discharge and final payment. Second part—Rejected. The Government of India have decided that no change in the existing practice in regard to the signing on of lascars taking place in the Shipping Office need be made.

Recommendations.	Action taken.
CHAPTER XI.—Transport Services and Public Works.—contd.	
161. Consideration should be given to the provision in ports of welfare institutions for Indian seamen (page 182).	Owing to the existing financial position, it is not possible to take action in this direction for the present.
163. The practice of nominating a representative of labour on Port Trusts should be extended to all the major ports (page 184).	Further consideration postponed pending the introduction of the new constitution.
164. With a view to decasualisation and to secure more equitable distribution of employment, a system of registration of dock labour should be introduced in each of the main ports, supervised and controlled by the port authority assisted by representatives of shipowners, stevedores and labourers (page 186).	The Government of India provisionally accepted the suggestion and decided that as an experiment a system of decasualisation should be adopted at one or two ports where the evils of casual employment were most pronounced. They accordingly requested the Governments of Bombay and Burma to ask the Port Trusts, Karachi and Rangoon, to explore the possibility of formulating a suitable scheme on the lines recommended by the Commission. The matter is still under the consideration of the Government of Burma who have postponed a decision on the question pending the result of an enquiry into labour conditions generally in Burma, which they have ordered. The Karachi Port Trust have, however, expressed their inability to try the scheme. One of the reasons given by them is that the trial of the scheme at a single port would react prejudicially upon the interest of that port. The Government of India accordingly asked all the Port Trusts in India to examine the possibility of evolving a scheme of registration in consultation with the interests concerned and their replies, together with the remarks of the local Governments are under examination.
169. Public Works contracts should stipulate :— (a) the wages to be paid, and (b) a minimum age for employment not less than 12 years (page 192).	Implemented. The Government of India have decided that all future contracts for works in charge of the Public Works Department under the Central Government should stipulate— (a) that no labourer below the age of 12 years shall be employed, and (b) that the contractor shall pay his labourers not less than the wages paid for similar work in the neighbourhood. Orders to this effect were issued in February, 1932. Similar orders were issued in April, 1932, in respect of all future contracts in charge of the Military Engineering Services.
170. In regard to large construction works whether carried out departmentally or by contract :— (a) the Medical and Public Health Departments should be consulted beforehand; (b) rules should be framed as to housing, sanitation and medical treatment and facilities; (c) the Medical Department should be responsible for the workers' health (page 192).	Implemented. The Government of India have decided that in all cases where a large amount of labour is to be employed on public works under the Central Government the public health and medical authorities should invariably be consulted in regard to housing and sanitary arrangements and medical facilities for the labourers and that these authorities should from time to time inspect these arrangements and report to Government any case in which the officer in charge of the work finds himself unable to accept any important suggestions made by them. Orders to the above effect were issued in February, 1932. The recommendation has also been adopted in the case of contracts in charge of the Military Engineering Services where provision for a part of the recommendation already existed.
171. The possibilities of the wider application of departmental working should be considered by the Public Works Departments generally (page 193).	Rejected. The Government of India have decided that the existing policy should not be reversed.

Recommendations.	Action taken.
CHAPTER XIII.—Indebtedness.	
181. All railway administrations should make persistent efforts to help their workers by means of co-operative credit. A study should be made of the methods adopted on the Bombay, Baroda and Central India Railway (page 228).	Co-operative credit societies have been formed on all Class I State-managed and Company-managed railways and a lower-paid staff loan fund has been instituted on the E. I. and N. W. Railways.
CHAPTER XIV.—Health and Welfare of the Industrial Worker.	
194. India should have an Institute of Nutrition, as recommended by the Agricultural Commission, with a Director and sufficient number of qualified assistants. Publicity work should be part of its functions, propaganda material being prepared under supervision of the Director in consultation with provincial Public Health Departments (page 251).	Action postponed indefinitely for want of funds to meet the expenditure involved by the recommendation.
198. Medical inspectors of factories and mines should devote special attention to industrial disease (page 253).	See remarks against item 109 (c) in so far as mines are concerned. See also remarks against this item in Part II.
199. Industrial health research should be entrusted to the Indian Research Fund Association (pages 253 and 254).	See remarks against item 194.
203. (b) Every railway administration should employ a full-time malariologist and should give a lead in anti-malarial activities to the local bodies in their areas (page 257).	Except on the E. B. and B. N. Railways which pass through country where malaria is specially rife and where, therefore, a whole-time malariologist is provided, the Railway Board consider that such an appointment is not justified and financial stringency at present rules it out. As regards giving a lead to local bodies, the Board consider that as the railways occupy but a narrow strip of land it is for the local bodies to give the lead. Suitable anti-malarial measures are, however, taken by various railway administrations.
212. All methods should be explored that may lead to the alleviation of existing hardships arising from the need of provision for sickness (page 265).	The conclusions of the Board have been communicated to the Agents of the principal railway administrations.
(a) Material should first be collected for the framing of an estimate of the incidence of sickness among workers, special statistical inquiries being instituted in selected centres as soon as possible (pages 266 and 267).	<i>After consultation of medical and actuarial experts, the question was examined by the Standing Advisory Committee (of the Indian Legislature) attached to the Department of Industries and Labour and was referred to local Governments and the interests concerned for opinions. The opinions have been received and the matter is under consideration.</i>

Recommendations.	Action taken.
CHAPTER XIV.—Health and Welfare of the Industrial Worker—concl.	
(b) Assistance might be obtained from (i) railways and Government factories, (ii) employers who already have sickness benefit schemes, (iii) experiments voluntarily conducted by employers (page 267).	
(c) The statistics should be collected with expert medical and actuarial advice and the co-operation of employers and representatives of workers (page 267).	
(d) The preliminary enquiries might be conducted by the Government of India who might secure for the purpose a small informal committee from the Central Legislature including representatives of capital and labour. These with medical, actuarial and statistical assistance should be able to advise as to the nature of the statistics required, the centres where they might be collected, the sources from which, and the means whereby, they should be obtained (page 267).	
(e) Thereafter the question of framing schemes should be referred to a formal Committee with instructions to examine the material and to make recommendations for the institution, if and where possible, of definite schemes (page 267).	
(f) Pursuing the line of building on existing foundations the Commission commend for examination the outline of a tentative scheme based on separate medical provision, possibly by Government, and financial benefits in the form of paid sick leave given through employers on the basis of contributions by themselves and by the workers (page 268).	
CHAPTER XV.—Housing of the Industrial Worker.	
213. (f) The decision to abandon the practice of permitting workers at Giridih to build and repair their own houses should be reconsidered (page 281).	Rejected. The Railway Department concurs in the view expressed by the Agent, E. I. Railway, that it was in the interests of the workers themselves that this policy was adopted, miners not being skilled builders in brick and stone.

Recommendations.	Action taken.
CHAPTER XV.—Housing of the Industrial Worker—concl'd.	
217. Railway housing: increased provision of houses should be arranged for as rapidly as possible and more regard should be paid to Indian preferences in design (page 284).	Accepted. The Railway Department concurs in the view expressed by the Agents of Railways that increased housing is necessary but that this is largely a matter of finance. Where possible, Indian preferences in design are studied. These conclusions have been communicated to the Agents of principal railways.
CHAPTER XVI.—Workmen's Compensation.	
235. (a) Steps should be taken to ensure that the agreement to pay compensation in accordance with the Indian Act is obligatory on all shipowners engaging Indian seamen and that dependants are capable of enforcing this agreement (page 300).	<i>The proposal will involve an amendment of the Indian Merchant Shipping Act, 1923, and the Government of India have decided to defer its consideration pending the introduction of the new constitution.</i>
246. (c) Shipping Masters should transmit to the Commissioner copies of reports of fatal accidents to seamen on the high seas (page 312).	Implemented. The authorities concerned have been asked to instruct Shipping Masters accordingly.
CHAPTER XVII.—Trade Unions.	
259. Government should take the lead, in the case of their industrial employees, in making recognition of unions easy and in encouraging them to secure registration (page 326).	Implemented. Revised rules on the subject have been issued.
CHAPTER XVIII.—Industrial Disputes.	
270. In the remaining period for which the present Act will be in operation, Government should lose no opportunity of utilising their power to appoint Boards or Courts when they believe that this action will serve some useful purpose (page 345).	Noted. The Act has been extended indefinitely, and its general amendment is being considered.
CHAPTER XIX.—The Plantations.	
275. No further legislation making a breach of contract of service a criminal offence should be countenanced (page 356).	Noted. The Coorg Labour Act expired on 1st April 1931, and the repeal of Act VI of 1901 by Act XXII of 1932 removes the last of the Acts which contained such provisions.
CHAPTER XX.—Recruitment for Assam.	
282. In areas not inhabited by aboriginals the Government of India, in consultation with provincial Governments and the industry, should consider whether the restrictions over forwarding should not be dispensed with. In all controlled areas the position should be reviewed after the expiry of five years (page 372).	Noted. Act XXII of 1932 which repealed all the former restrictions on forwarding provides for the imposition of restrictions where necessary at the discretion of the local Governments concerned subject to the control or the previous sanction of the Governor-General in Council (<i>vide</i> sections 16 and 26 of the Act).

Recommendations.	Action taken.
CHAPTER XXIII.—Burma and India.	
324. A policy of decasualisation for dock labour in Rangoon is urgently needed (page 433).	<i>See remarks against item 164.</i>
325. There should be a medical inspection of emigrants in India before embarkation (page 433).	<i>The Government of India have decided that no action is desirable at present.</i>
330. As soon as a decision has been taken regarding the constitutional position of Burma, the question of immigration should be examined by the Governments of India and Burma in consultation with all the interests concerned (page 441).	<i>Noted. Action will be taken accordingly.</i>
CHAPTER XXIV.—Statistics and Administration.	
334. (a) Statistics should be compiled separately in respect of perennial and seasonal factories (page 443).	(a) Implemented. The factory statistics now published give separate particulars for perennial and seasonal factories.
(b) Government should examine the possibility of obtaining from the factory owner the total number of persons employed in his factory for not less than one month in a year (page 443).	(b) Rejected. After consulting some of the major provinces, Government have come to the conclusion that it is not practicable to insist on the supply of the figures in question in present circumstances.
335. An examination should be made of the causes of delay in the publication of labour statistics with a view to devising a method which will ensure more prompt publication (page 444).	Implemented. The causes of delay in the publication of labour statistics were examined and measures taken to ensure more prompt publication.
336. The possibility of obtaining figures of the total number employed wholly or part-time in the coal mines should be examined (page 444).	Implemented. The Indian Coal Mines Regulations have been amended so as to require owners of coal mines to submit a return annually of the total number of persons attending work in the mine on a selected day in the month of February and of those who ordinarily work in the mine but were prevented by sickness or other cause from attending work on that day <i>vide</i> Notification of the Government of India, Department of Industries and Labour, No. M-1265, dated the 25th April, 1933. This would give a reasonable approximation to the total number employed during the year.
339. A summary should be published by the Government of India of the annual returns received from provincial Governments on the working of the Trade Unions Act (page 445).	Implemented.
348. A Labour Commissioner should be appointed for the Central Government (page 454).	<i>Not yet taken up.</i>

Recommendations.	Action taken.
CHAPTER XXV.—Labour and the Constitution.	
349. Legislative powers in respect of labour should continue with the Central Legislature and the Provincial Legislature should also have power to legislate. Labour legislation undertaken in the provinces should not be allowed to impair or infringe the legislation of the centre, or its administration (pages 461-2).	The Government of India Act of 1935 embodies these principles. See remarks against item 357.
350. If special constituencies are to remain a feature of the Indian constitution, labour should be given adequate representation in the Central and Provincial Legislatures (page 463).	The Government of India Act, 1935, provides for the representation of labour both in the Central and Provincial Legislatures.
351. The method which is most likely to be effective in securing the best representatives of labour is that of election by registered trade unions. A special tribunal should be set up in each province to determine before election the weight which should be given to each registered trade union (page 464).	The question was examined by the Indian Franchise Committee and the Joint Committee on Indian Constitutional Reform. The latter accepted the proposal contained in the White Paper that the seats allocated to labour should be allocated in part to trade unions and in part to special labour constituencies. The proposal has been endorsed by the Indian Delimitation Committee and incorporated in Orders in Council under the Government of India Act, 1935.
353. Industrial Council :—	
(a) In the frame-work of the future constitution, provision should be made for an organisation (the Industrial Council), which would enable representatives of employers, of labour and of Governments to meet regularly in conference to discuss labour measures and labour policy (pages 467-8).	<i>This provision was not made in the Government of India Act of 1935 ; but the Act makes it possible to set up an Industrial Council.</i>
(b) The Council should be sufficiently representative but not too large. The representatives of labour should be elected by registered trade unions and where there are no registered trade unions of any size they should be nominated by Government. The employers' representatives should also be elected by associations of employers, whose voting power should be approximately proportionate to the number of workers which their members employ (page 467).	

Recommendations.	Action taken.
CHAPTER XXV.—Labour and the Constitution—contd.	
(c) The Council should meet annually and its President should be elected at each annual session. The Secretary of the Council should be a permanent official responsible to it for the current business throughout the year (page 468).	
(d) Functions of the Council :	
(i) to examine proposals for labour legislation referred to it and also to initiate such proposals (page 468).	
(ii) to promote a spirit of co-operation and understanding among those concerned with labour policy, and to provide an opportunity for an interchange of information regarding experiments in labour matters (page 469).	
(iii) to advise the Central and Provincial Governments on the framing of rules and regulations (page 469).	
(iv) to advise regarding the collection of labour statistics and the co-ordination and development of economic research (page 470).	
354. If labour legislation is central, the authority finally responsible for such legislation must be the Central Legislature. If labour legislation is to be decentralised, some co-ordinating body will be necessary. The decisions of the Council could not be given mandatory power, but in certain circumstances it might be made obligatory for Provincial Governments within a specified time to submit proposals for legislation to their respective legislatures for a decision as to their adoption or rejection (page 471).	<i>See remarks against item 353.</i>
355. Votes in the Industrial Council should be recorded separately in three groups, one including employers' representatives, one workers' representatives and one the remaining members (page 471).	<i>See remarks against item 353.</i>

Recommendations.	Action taken.
CHAPTER XXV.—Labour and the Constitution—concl'd. 356. Where there is the danger of establishments being transferred to Indian States in order to escape regulation, an effort should be made to obtain the co-operation of the adjoining States (page 474). 357. (a) The possibility of making labour legislation both a federal and a provincial subject should be considered. (b) If federal legislation is not practicable, efforts should be directed to securing that, as early as possible, the whole of India participates in making progress in labour matters. (c) For States in which there is appreciable industrial development, the Industrial Council should offer a suitable channel for co-operation (page 474).	Noted. (a) and (b) The more important labour heads are included in Part II of the Concurrent Legislative List in the Seventh Schedule of the Government of India Act of 1935. <i>See remarks against item 353.</i>

PART II.

Action taken or remarks made by the local Governments and Administrations concerned on the recommendations made by the Royal Commission on Labour requiring administrative action on their part.

(15th July 1936.)

- N.B.—1. The page numbers at the end of each recommendation indicate the page of the report of the Commission on which that recommendation is made.
2. Recommendations printed in italics are not included in the Summary of Recommendations in the report.
3. Entries in italics in the column headed "Action taken", indicate that consideration will be given to further action.

Recommendations.	Action taken.
CHAPTER III.—The Employment of the Factory Worker.	GENERAL REMARKS.
6. The education of the industrial worker should receive special attention, but, in preference to concentrating on the education of half-timers, employers should try to develop the education of their workers' children in their factory schools (page 28).	Baluchistan.—It is apparent that the recommendations have been framed with a view to the amelioration of conditions existing in large cities or other highly industrialised areas and that they are generally speaking not susceptible of application to the conditions subsisting in Baluchistan which has only one municipality and a few industrial concerns of small scale. North-West Frontier Province.—This Province is almost entirely agricultural and most of the recommendations have little or no application in the Province. Madras.—As there is no prohibition against the admission of children in industrial areas into common schools, no special facilities have been considered necessary. The question of rendering financial assistance to factory schools has been deferred for consideration after normal financial conditions are restored. Bombay.—The recommendation has been brought to the notice of all local authorities and prominent employers of labour. No further action on the part of Government is necessary. Bengal.—Consideration of this recommendation has been postponed till the financial condition improves. The Indian Jute Mills Association have informed Government that for financial reasons mills are not prepared to take the lead in the matter of providing primary schools in the jute mills area and for the same reason Government are not now in a position to initiate any scheme of education which involves new recurring expenditure. Punjab.—The New Egerton Woollen Mills, Dhariwal, have already opened schools for the benefit of their employees. Other factories do not employ enough labour to render any action necessary at present. Burma.—The Local Government is satisfied after considerable enquiry that the children of workers in mills, factories and mines, can without difficulty attend schools in the vicinity maintained by Local Education Authorities or schools already established by employers. No further action is therefore necessary. Bihar and Orissa.—Implemented. Virtually followed in practice in the industrial areas of the province. United Provinces.—All reasonable facilities are provided for the education of workers' children. No further action is required. Central Provinces.—Some cotton mills and one pottery already maintain schools in their premises for the education of half-timers and their workers' children. Inspectors always attempt to induce other large factories to open such schools and try to make their workers send their children to outside schools in the neighbourhood. Assam.—Some factories already have schools for education of their workers' children. In the present state of financial stringency it is not possible to face the expenditure incidental to compulsory education. Ajmer-Merwara.—There are enough educational facilities for children of labourers who care to take to schooling and special factory schools are not, therefore, required. Delhi.—Necessary action is being taken by the Delhi Municipality for the extension of compulsory primary education to certain industrial areas. The Delhi Cloth and General Mills and the Birla Mills, Delhi, and the Gwalior Potteries, Limited, in New Delhi have provided schools in their premises for the education of their workers' children.

Recommendations.	Action taken.
CHAPTER III.—The Employment of the Factory Worker—concl'd.	
11. Government should examine the possibilities of making preparations to deal with unemployment when it arises, and of taking action where it is now required, on the lines of the system devised to deal with famine in rural areas (page 36).	Bombay.—Owing to the world economic situation and the financial difficulties of Government, the present does not appear to be a suitable time to conduct any enquiry into unemployment. Bengal.—Rejected. There is no industrial unemployment of any magnitude and this state of affairs will continue so long as the industrial labour population is recruited so largely from areas outside Bengal and the labourers, who are primarily agriculturists, retain their village connection. There is no need to devise special means to deal with industrial unemployment at least as long as the present system of employment continues. Bihar and Orissa.—<i>A committee has been appointed by the local Government to examine and report on the nature and extent of unemployment among the educated classes, to investigate the possibilities of diverting more educated youngmen to industry and to make recommendations for reducing the volume of middle class unemployment.</i> United Provinces.—Accepted. There is no unemployment among the labouring classes at present but the recommendation has been noted for future guidance. Punjab.—Accepted. But this is not a live issue at present. Burma.—Accepted in principle. It is unnecessary to prepare plans since the Rangoon Development Trust has a large number of suitable projects with fully prepared estimates, which could be taken up if necessity arises. Central Provinces.—Accepted. Except for workers in the manganese mines (most of which have been closed down owing to trade depression), industrial workers do not ordinarily suffer from unemployment. Assam.—In Assam there has hitherto been an insufficiency of manual labour, and this is likely to continue for a considerable time. Ajmer-Merwara.—This recommendation appears to be intended for large industrial centres and there is no necessity for any action on it in Ajmer-Merwara. Delhi.—A register of the unemployed is maintained at the office of the Superintendent of Industries.
CHAPTER IV.—Hours in Factories.	
17. Special and continuous attention should be given by the Government of Bengal and its officers to the evil arising out of the double employment of children (page 52).	Bengal.—Special and continuous attention has been and is being given by the Government and its officers to the evil. With the abandonment of the multiple shift system of working in the jute mills and the big decline in the numbers of children employed, the evil can now be only of very small dimensions. So far as the Government are aware there is no double employment in factories other than jute mills.
22. Exemptions— (a) should be based on more uniform standards throughout India; (b) should be for specified periods with a maximum of three years;	Madras, Bengal, United Provinces and Bihar and Orissa.—Refer to the provisions of the Factories Act, 1934. Bombay.—The exemptions granted in the Presidency comply with the provisions of the Act. Punjab.—Accepted.

Recommendations.	Action taken.
CHAPTER IV.—Hours in Factories—contd.	
(c) should be reduced to the smallest dimensions possible; and (d) should carry with them, wherever possible, some benefits, not merely monetary, to balance the deprivation involved (page 55).	Burma.—(a) and (b) This has been embodied in the Factories Act, 1934. (c) Accepted. (d) Accepted in principle and implemented where practicable. Central Provinces.—(a) Absolute uniformity is not possible inasmuch as the nature of industrial concerns is not the same in all provinces. The interest of labour and the convenience of employers are fully taken into consideration in granting exemptions. (b) The necessity for the grant of exemptions for specified periods where necessary has not been lost sight of. (c) The present exemptions are considered to be the minimum that should remain in force. (d) The conditions governing all the exemptions are such as give relief to the operatives by way of monetary compensation as well as by way of rest periods. Assam.—At present boiler attendants, engine drivers, oilers and persons employed solely on despatching and receiving goods and on maintenance work in factories are exempt from certain sections of the Factories Act. The opinions of local officers, the chief industrial concerns and the Branch Indian Tea Associations were all opposed to any revision of the exemptions. Ajmer-Merwara.—No action is necessary at present. Delhi.—Accepted in principle. N.B.—Rules made or to be made under the Factories Act, 1934, by the local Governments necessarily cover the question of exemptions.
23. Where weekly rest days cannot be given, two rest days should be required at the end of the fortnight or failing this either a continuous period of rest of 24 hours once a week or of 48 hours once a fortnight (page 55).	Madras, Bengal, United Provinces, Burma and Bihar and Orissa.—See remarks against item 22. Bombay, Punjab and Delhi.—Accepted. Central Provinces.—Rejected. Where factories have been exempted on the ground of "continuous process of manufacture", the important condition laid down is that no person shall be employed for more than 14 consecutive days without a rest period of at least 24 consecutive hours. Most of these factories work by three shifts of 8 hours or 2 hours less than the period prescribed by law. The grant of 48 hours' rest once a fortnight will involve some dislocation and additional cost on the employment of an extra staff and should not be made compulsory during the present depression. Burma.—Accepted in principle and implemented where practicable. Assam.—Accepted. Ajmer-Merwara.—See remarks against item 22. Madras, Bengal and Bihar and Orissa.—See remarks against item 22. Bombay.—Implemented.
24. A week of 60 hours should be a limit to be exceeded only in most exceptional circumstances (page 55).	

Recommendations.	Action taken.
CHAPTER IV.—Hours in Factories—concl'd.	United Provinces.—Accepted. Exemption is very rarely allowed. Punjab.—Accepted. Central Provinces.—Existing exemptions have been carefully considered and any further curtailment is not possible without detriment to the industries except in the case of the exemption granted to "Kapas carriers" in ginning factories which might be withdrawn at a later date. Assam, Burma and Delhi.—Accepted. Ajmer-Merwara.—See remarks against item 22.
CHAPTER V.—Working Conditions in Factories.	
25. (a) The powers conferred on inspectors by section 10 of the Factories Act for the reduction of dust should be more extensively used (page 56).	Madras.—(a) Action is being taken by the Inspectors under the Factories Act so far as possible. In the case of new factories to be constructed Government have directed that when plans are received for scrutiny inspectors should insist on the installation of dust extracting machinery from the start if in their opinion such installation is necessary. To this end the rules under section 194 of the Madras Local Board's Act and section 250 of the Madras Municipalities Act are being amended.
(b) Rules under section 37 of the Factories Act requiring factories to be cleaned annually should be made, where they do not exist, and strictly enforced in all cases (page 56).	(b) The necessary rule exists and is strictly enforced. Burma.—(a) Noted by the Factory Department. (b) Implemented. The Burma Factories Rules have for sometime included provisions to this effect. These provisions have been improved by the Government Miscellaneous Department notification No. 29, dated the 13th July 1933. Bombay and Delhi.—(a) Accepted. It will be brought into force when conditions in trade improve. Bombay.—(b) Accepted. Delhi.—(b) Implemented. Bengal.—(a) The necessity for the use of the Indian Factories Act for the reduction of dust and fluff in factories has been realised for some considerable time and Government agree that the industries affected with dust and fluff should be required under rules framed for the purpose to instal dust extractors in certain work rooms but the question has been held in abeyance mainly on account of the present depression. (b) Implemented. The Bengal Factories Rules provide for annual cleaning of factories. United Province.—(a) The powers are used and the rules which already exist are enforced, whenever necessary. (b) The United Provinces Factories Rules require factories to be lime-washed annually. This entails sweeping down and cleaning. Most factories are, in fact, cleaned oftener than once a year. No further action is called for. Punjab.—(a) Implemented. (b) Such a rule already exists and is strictly enforced.

Recommendations.	Action taken.
CHAPTER V.—Working Conditions in Factories—contd.	Bihar and Orissa.—(a) Noted for guidance. (b) Implemented. There is already a statutory rule requiring factories to be cleaned annually. The rule is enforced strictly and is generally well observed. Central Provinces.—(a) Action has been taken as far as possible and no further action is considered necessary at present. (b) Such rules are in force and are strictly enforced. Assam.—Implemented. Ajmer-Merwara.—No action is necessary at present. Provincial rules provide in all cases for the maintenance of separate latrine accommodation for males and females. In most provinces no further action is considered necessary; but in the United Provinces, the Punjab and Delhi, the question of requiring an adequate conservancy staff to be maintained is being examined. The recommendation has been embodied in section 20 of the Factories Act, 1934. Madras, Central Provinces and Delhi.—Rules regarding artificial humidification are in force. Bombay.—Accepted. Bengal.—Accepted. The investigations carried out by the Factories Department in 1928 satisfied the Government that the humidity conditions in Bengal factories are not such as to warrant special action by the Factories Department. Steps are, however, taken by the Department in regard to humidity wherever simple improvements can be effected without extensive structural alterations or heavy expenditure to the factory concerned. United Provinces and Burma.—Humidification conditions are satisfactory. Punjab and Assam.—Accepted. Bihar and Orissa.—Rejected. Artificial humidification is not used in any of the textile factories in the province and the local Government do not consider that there is at present any need for issuing rules on the subject. Ajmer-Merwara.—Action on this recommendation will be taken as necessity arises. Madras.—Implemented. Government have already printed and distributed gratis to managers and occupiers of factories, safety pamphlets with illustrations showing the dangerous parts of the machinery and containing useful information and instructions to the employers and employees. Steps are being taken by the Factory Department to establish Safety First committees where the number of accidents in factories warrants such a step. No further action is necessary beyond commending the recommendation to the notice of the employers. The Commissioner of Labour has taken action accordingly. Bombay.—Accepted. Bengal.—Accepted. The Factories Department is constantly endeavouring to further activities along the lines of the Safety First movement by suggestion and persuasion. Advance is primarily dependent upon the interest and initiative taken by the workers themselves and that with their present illiteracy, no rapid progress can be expected.
26. Every factory should be compelled to maintain separate and sufficient latrine accommodation for males and females and adequate staff to keep them clean (page 56).	
28. (a) Rigorous action should be taken against those factories where conditions in regard to humidification are worst (page 59).	
29. Advance might be made along the lines of the Safety First movement in all branches of industry (page 61).	

Recommendations.	Action taken.
CHAPTER V.—Working Conditions in Factories—contd.	
	United Provinces.—The Railway Companies display a number of safety posters in their workshops. Red Cross Society posters have been issued to all factories in the province, and practically all the large textile factories have posted notices warning employees of the danger of cleaning machinery in motion. New posters are being designed at the School of Arts and Crafts, Lucknow. Punjab.—Accepted. Burma.—Accepted. Instructions issued to the Director of Statistics and Labour Commissioner and the Chief Inspector of Factories, to take any opportunity that may occur to encourage propaganda for the prevention of accidents dangerous to life or limb. Bihar and Orissa.—Factory managers have been urged to establish safety committees and safety officers. It is recognised that a good safety officer will not be possible without remuneration, and also that in the majority of factories the work that a safety committee could do would be as well or perhaps better done by the manager if there is the will to do it at all; but the aim is to awaken the interest of the workers themselves in safety, and to this end the essential recommended feature of the committee is the inclusion of some workers on it. The number of factories with safety committees has now increased to 22, but the proprietors' objection to having employees on the committees has prevailed in most cases. An instruction book in two parts (about 350 pages and many illustrations) has been prepared. The first part is very simple and non-technical and the second part is of a quasi-engineering character. Central Provinces.—Implemented. Inspectors do enough propaganda in regard to this subject. Safety First posters and pamphlets have been circulated and the former are prominently put up at factory premises. Assam.—This pre-supposes a certain standard of general education which is wanting in most factory workers. The Factory Inspector has been asked in the course of his inspections to explain as opportunity occurs safety points to workers. The tea industry and other owners have also been asked to co-operate in educating their staff. Delhi.—Implemented. The propaganda is continued in the form of free distribution of safety posters which are prominently displayed on the factory premises. Madras.—Plans of new factories are scrutinised by the Inspectors of Factories under section 194 (4) of the Local Boards Act and section 250 (4) of the District Municipalities Act before permission is accorded for their construction by the local bodies. The Commissioner of Labour has been requested to consult the Chief Inspector of Factories before approving the plans submitted under the Cotton Ginning and Pressing Factories Act. Bombay and Assam.—Accepted. Bengal, United Provinces, Punjab, Central Provinces and Delhi.—This is already done. Burma.—Accepted. The Chief Inspector of Factories has been authorised to advise on plans and a press communiqué has been issued. See also the second part of the remarks against item 65. Bihar and Orissa.—The book mentioned in the remarks against item 29 will relate to health and comfort also. Madras.—See remarks against item 43. Bombay, United Provinces and Central Province.—Accepted.
32. Requirements of the Act relating to health and comfort should be brought to the notice of intending factory owners and authorities should advise on or approve plans when these are voluntarily submitted (page 63).	
36. (Extract). The organisation of factory creches should be the duty of the women Inspector (page 66).	

Recommendations.	Action taken.
CHAPTER V.—Working Conditions in Factories.—contd.	
	Bengal.—The question of the appointment of a woman factory inspector was considered in 1929, but was dropped as the expansion of the male inspectorate was considered more important. The Government of Bengal have re-examined the question in the light of the recommendation and are of the opinion that the position has not changed. The question must wait till the present financial crisis is over. The organisation of creches has made considerable headway and creches or special arrangements for young children are now practically universal where women are employed. Punjab.—There is no woman factory inspector. Burma.—There is no need at present for factory creches. Bihar and Orissa.—Accepted. But there is at present no woman inspector of factories in this province except the provincial Lady School Medical Officer who has been appointed <i>ex-officio</i> Lady Additional Inspector for Factories in the Patna district only. Assam.—Rejected. The appointment of a women inspector is not practicable at present. Delhi.—Rejected. The number of women workers in local factories does not warrant the appointment of a woman factory inspector. Bihar and Orissa.—Implemented. The Act is being satisfactorily enforced. Madras, Bombay, Bengal, Bihar and Orissa and Assam.—The Factory Department is not subordinate to the Director of Industries. United Provinces.—Rejected. The Director of Industries in the United Provinces is usually an I. C. S. officer and has all along been the head of the factory inspection department. The arrangement is considered satisfactory. Punjab.—Rejected. Unless and until a separate co-ordinating authority is set up for all matters relating to industry including labour and factories, the local Government consider that the Factory Inspection Department should continue to be under the Director of Industries as at present. Central Provinces.—Rejected. No cases have arisen so far in which conflicting action has had to be taken by the Director of Industries and the Chief Inspector of Factories in respect of any industrial undertakings. No special action is necessary but <i>vide</i> remarks against item 347. Delhi.—Accepted. Madras.—Rejected. At present the procedure followed in this Presidency is that sanction for prosecution is obtained by the Inspectorate from the District Magistrate in the Mofussil and from the Commissioner of Police in the City of Madras. No change in the procedure is necessary. Bombay, Bengal, United Provinces, Punjab, Burma and Bihar and Orissa.—The present practice is in accordance with the recommendation. Central Provinces and Assam.—Accepted. Delhi.—The Inspector of Factories is generally not required to submit to any other authority proposals for individual prosecutions.
38. Greater rigour should be shown in the enforcement of the Factories Act in Bihar and Orissa (page 69).	
39. Subordination of Inspectors of Factories to Directors of Industries is undesirable (page 69).	
40. A Chief Inspector should not be required to submit to another authority proposals for individual prosecutions (page 69).	

Recommendations.	Action taken.
CHAPTER V.—Working Conditions in Factories—contd.	
41. An officer [with medical qualifications should be appointed as an Inspector of Factories in every province part or full-time according to the requirements of the province. Certifying Surgeons should be empowered as Inspectors (page 70).	Madras.—<i>The conditions of this Presidency do not yet necessitate the appointment of a full-time medical officer as an Inspector of Factories. The question of appointment of an Assistant Director of Public Health as part-time Inspector was, however, considered but in view of the financial condition of this Presidency the proposal was deferred.</i> Central Provinces.—<i>At present there are no funds for appointing such an inspector although there is plenty of work for one.</i> Bihar and Orissa.—<i>A scheme was worked out by which three officers of the Public Health Department were to collaborate with the inspectors of factories in inspection work and to carry out such work as the testing of the atmosphere, dust, etc., in factories. But owing to the shortage of officers of the Public Health Department it had to be dropped. After some experience has been gained of the working of the new Factories Act a further attempt will be made to work out a similar scheme.</i> Bombay.—Implemented. Bengal.—The Government have appointed the whole-time Certifying Surgeon of Factories, Calcutta, who is an officer of the Indian Medical Department, to be an additional Inspector. It has been decided not to invest the part-time Certifying Surgeons with the powers of an Inspector. United Provinces.—The practice is in accordance with the recommendation. Punjab.—The Director and Assistant Directors of Public Health have been notified as additional Inspectors of Factories. A whole-time Factory Inspector with medical qualifications is not required at present. Burma.—The first part implemented; Certifying Surgeons have certain powers as Inspectors. Assam.—Accepted. The Assistant Directors of Public Health were appointed Additional Inspectors of Factories within their respective jurisdictions during the year. Ajmer-Merwara.—First part accepted. Second part rejected. Delhi.—First part implemented. Second part rejected. Madras.—<i>The question will be considered when the number of scheduled factories increases in the Presidency.</i> Bombay.—Assistant Inspectors have been already appointed. Bengal.—There are three such Inspectors. Administrative approval has been accorded to the creation of a fourth assistant inspectorship, but financial considerations prevent an appointment at present. United Provinces.—An Assistant Inspector has already been appointed. The question of appointing another assistant is under consideration. Bihar and Orissa.—<i>Noted for consideration when occasion arises.</i> Central Provinces.—<i>When funds are available the desirability of appointing Assistant Inspectors will be considered.</i> Punjab.—Government is reluctant at present to appoint Assistant Inspectors on low grades of pay. Fully paid Inspectors are considered more satisfactory for all parties.
42. The system of appointing Assistant Inspectors might be more widely adopted (page 71).	

Recommendations.	Action taken.
CHAPTER V.—Working Conditions in Factories—contd.	
	Burma.—Accepted. One temporary Assistant Inspector has been appointed. The present state of provincial finance forbids employment of more Assistant Inspectors. Assam.—Accepted. An Assistant Inspector was appointed during the year. Delhi.—Implemented. The Superintendent of Industries and the Assistant Director of Public Health, Delhi, already act as the Additional Inspectors of Factories. No further action is considered necessary at present, particularly in view of the limited number of scheduled factories working throughout the year. Madras.—Rejected. The labour conditions do not warrant the appointment of a woman inspector under present financial conditions. If and when the Government take up the question of appointing a woman inspector, they will consider the desirability of entrusting to her the duty of organisation of creches for children. For the present the recommendation that creches should be provided for children under 6 years where a considerable number of women workers is employed has been brought to the notice of employers. Central Provinces.—<i>When funds for additional staff are available, the desirability of appointing a woman inspector will be considered.</i> Bombay.—A woman Inspector of Factories on adequate pay and allowances has already been appointed. Bengal.—See remarks against item 36. United Provinces.—An honorary woman Inspector is working at Cawnpore. Punjab and Delhi.—Rejected. Labour conditions do not warrant the appointment of a woman Inspector at present. Burma.—There is no need at present for women Inspectors in Burma. Assam.—Rejected. Ajmer-Merwara.—Rejected as there is not sufficient scope to justify the appointment of a whole-time woman Inspector. Bihar and Orissa.—A beginning has been made by the appointment of the Lady School Medical Officer of the province as <i>ex-officio</i> Lady Additional Inspector and Certifying Surgeon for factories in the Patna district. Madras, Bombay, Bengal, Punjab, Bihar and Orissa, Central Provinces and Assam.—Boiler inspection is already separate from factory inspection. United Provinces.—Rejected. This is not considered feasible at present. Burma.—Accepted in principle, but as a temporary and experimental measure Boiler Inspectors have been appointed Additional Inspectors on grounds of economy. Ajmer-Merwara and Delhi.—There is a combined Inspector of Factories, Boilers and Electricity for Delhi and Ajmer-Merwara. The separation of functions, as recommended, is not considered justifiable in view of the small area of his jurisdiction.
43. (a) Women Factory Inspectors are desirable in every province (page 71).	
(b) Women Inspectors should be of Indian domicile and not less than 25 years of age, and their pay should be adequate to attract the right type (page 71).	
(c) If this be not immediately practicable, immediate appointment is recommended in Bengal and Madras, and for a limited period, of part-time women officials in provinces where there are fewer women and children in regulated industries (page 72).	
44. Boiler inspection should be separated from factory inspection (page 72).	

Recommendations.	Action taken.
CHAPTER V.—Working Conditions in Factories—contd.	
45. Ajmer-Merwara and Delhi should be separated from the Punjab for inspection purposes and a separate Inspector appointed (page 72).	Implemented. See remarks against item 44.
46. The inspectorate should be kept at full strength by officiating and probationary appointments in leave vacancies (page 73).	Madras and United Provinces. —This is already done. Bombay. —Accepted. In the Factory Department, the staff of Inspectors and Assistant Inspectors is adequate. Bengal. —This depends on the system on which the cadre is arranged. Leave vacancies are not filled as the cadre is so planned as to make this unnecessary. Additional posts have been administratively approved but cannot be brought into being owing to the financial situation. Punjab, Bihar and Orissa, Assam and Delhi. —Accepted. Central Provinces. — <i>Will be considered along with recommendations contained in items 41 and 42.</i> Burma. —Accepted. Will be carried out as soon as the financial conditions make it possible.
48. Conferences of all grades of Factory Inspectors and of as many <i>ex-officio</i> inspectors as possible should be held at intervals of about two years in the different provinces (page 73).	Madras, Bombay, Punjab, Burma, Bihar and Orissa and Central Provinces. —Accepted. Bengal. —Rejected. Set conferences of the type are not necessary as the Chief Inspector is in constant and close contact with his Inspectors. The amount of inspection work done by <i>ex-officio</i> Inspectors is insignificant. United Provinces. —A conference of the kind recommended was held at Cawnpore in February, 1934. The procedure to be adopted for the inspection of factories was explained with special reference to seasonal concerns. Assam. —Rejected. Delhi. —Inapplicable to Delhi. Accepted by all provinces.
49. More use should be made of appeal to High Court against inadequate sentences for infringements of the Act (page 74).	
50. In every district all factory cases should go before experienced magistrates, and where possible the same magistrate (page 74).	Madras. —Rejected. Cases are generally tried by First Class Magistrates of experience, and Government consider that no change is necessary. The frequency of transfer of officers and the inconvenience that may be caused to the parties made it difficult to adopt the recommendation that all cases in a district should go before the same magistrate. Bombay. —Accepted. No hard and fast rule can be laid down. Cases where there has been an ordinary breach can be tried by any magistrate. Government have laid down that serious cases or cases in which much would depend upon the decision, should go to a Sub-Divisional Magistrate or at least a Magistrate of the First Class. Bengal. —The question of allotting cases to experienced magistrates and, where possible, to the same magistrate, has been considered by Government more than once and generally speaking arrangement for this exists for cases arising in the chief industrial areas round about Calcutta. Where factories are fewer and far apart, such an arrangement is not possible.

Recommendations.	Action taken.
CHAPTER V.—Working Conditions in Factories—concl'd.	
	United Provinces. —Accepted. Factory cases are tried only by experienced magistrates as far as practicable. Punjab. —Implemented. Burma. —Implemented. The High Court, Rangoon, has asked all District Magistrates to make arrangements for all cases under the Factories Act to be tried at the headquarters of the district by an experienced magistrate invested with either first class or special powers. Bihar and Orissa. —Instructions have been issued to give effect to the recommendation as far as practicable. Central Provinces. —Accepted. Generally, the same magistrates try such cases. Assam. —Accepted. Ajmer-Merwara. —Implemented. Instructions have been issued to ensure that the provisions of this recommendation are in future complied with as far as possible. Delhi. —Implemented. The Additional District Magistrate, Delhi, is empowered to try all such cases. Madras. —Rejected. Bombay and Bengal. —The practice is in accordance with the recommendation. United Provinces. —Implemented. The Chief Inspector of Factories and Boilers has been appointed as Public Prosecutor for the conduct of factory cases. Punjab. —Rejected. Government prefer the present system whereby factory cases are conducted by the Government prosecuting agency. Burma. —The need for the action proposed has not yet arisen. Bihar and Orissa. —Rejected. It is easier for a trained prosecutor to learn the technicalities of a factory case from the departmental inspector than for an Inspector of Factories to learn the technicalities of a legal prosecution. The local Government also consider that it is generally undesirable that an investigating officer and prosecution witness should conduct the prosecution. They think it better that prosecutions should be conducted by a court officer or in difficult cases, by a Public Prosecutor. Central Provinces. —Implemented. The Chief Inspector of Factories has been empowered to sanction prosecution. Assam. —Rejected. It will be too costly for the Factory Inspector to appear in court in all cases as prosecutor. The practice now is for the Police Prosecutor to prosecute in factory cases also. Delhi. —Rejected. It is generally undesirable that an investigating officer and prosecution witness should conduct the prosecution. The prosecutions are conducted by the Public Prosecutor or the Court Inspector.

52. Chief Inspectors in all cases and other factory inspectors when authorised by the local Government should be empowered by law to act as prosecutors (page 74).

Recommendations.	Action taken.
CHAPTER VI.—Seasonal Factories.	
56. The power of exemption should be strictly limited—	Exemptions will be reviewed by all local Governments when rules under the Factories Act, 1934, are framed, and no further action appears to be necessary.
(a) Restriction of hours need not extend to persons employed in positions of supervision or management or in confidential capacities.	
(b) Limited exemptions may be given to those employed on preparatory or complementary work.	
(c) Exemptions in certain classes may be given in regard to intervals, but not the weekly holiday (page 82).	
60. Before plans submitted under section 9 (1) of the Cotton Ginning and Pressing Factories Act are approved, the prescribed authority should be satisfied that adequate ventilation will be secured (page 84).	Madras, Bombay, Bengal, United Provinces, Punjab, Ajmer-Merwara and Delhi. —Already in force.
	Burma, Bihar and Orissa and Assam. —Not applicable.
61. Section 10 of the Factories Act should be used more liberally in respect of existing factories in bad cases where improvement cannot be effected by increased window or roof ventilation (page 84).	Madras. —See remarks against item 25 (a).
	Bombay. —Rejected. The policy has been to improve ventilation of ginning factories by natural means. Many have been thus improved. It is the normal method and practically all the concerns in this Presidency lend themselves to it.
	Bengal and Burma. —Noted by the Factory Department.
	United Provinces, Punjab and Delhi. —This is already being done.
	Bihar and Orissa. —Not applicable.
	Central Provinces. —Implemented. See remarks against item 25.
	Assam. —Accepted.
62. Owners of existing tea factories should be required to instal efficient dust-extracting machinery within a specified period and new factories should not be allowed to be built without it (page 85).	Madras and Bengal. —See remarks against item 25 (a).
	United Provinces. —Rejected. The tea factories in the province are adequately ventilated; the installation of dust-extracting machinery is not considered necessary.
	Punjab. —There are no important tea factories in this province.
	Bihar and Orissa. —Implemented.
	Burma. —Noted by the Factory Department. There are no registered tea factories in Burma.
	Assam. —Accepted.

Recommendations.	Action taken.
CHAPTER VI.—Seasonal Factories—contd.	
63. In new rice mills, steps should be taken to compel the installation of necessary protective machinery against the dissemination of dust, and freer use should be made of the power of inspectors to demand its installation in existing mills (page 85).	Madras and Bengal. —See remarks against item 25 (a).
	Bombay, Delhi and United Provinces. —Accepted.
	Punjab. —Accepted though the rice mills are not at present of the type which need special protective machinery against the dissemination of dust. The industry is on a very minor scale.
	Bihar and Orissa. —Implemented. The problem of mitigation of dust nuisance is a complicated one aggravated by the fact that the majority of factories producing dust are small concerns who do not find it possible to instal elaborate or expensive devices. Some improvement was effected in 1932 in a number of rice mills; and in 1933 attention was paid to improving conditions in mustard seed sifters in oil mills which produce a great deal of dust. One large factory in Patna, which has experienced mistics on its staff, was selected to act as a model to show what improvement could be effected by simple means. A great improvement was made by the staff aided by the advice of the Inspector of Factories, who states that the dust has been reduced by 50 per cent. Orders have now been passed on some of the large or medium-sized factories to improve conditions.
	Central Provinces. —Implemented. Dust nuisance in rice mills is minimised by the provision of underground drains in which the husk accumulates. The Chief Inspector of Factories has been asked to see that exhaust fans should be made compulsory where necessary.
	Burma. — <i>The two difficulties in the way of the adoption of this recommendation are want of sufficient information regarding the mechanical efficiency or even the existence in commercial form of adequate protective machinery of the nature required for this particular purpose, and lack of definite evidence of the injuriousness of dust in rice mills to normal workers. As regards the former, a conference will be arranged between representatives of the trades, the manufacturers, the workers and of Government as soon as there is a substantial improvement in the position of the rice trade; and as regards the latter, the Chief Inspector of Factories and the Director of Public Health were instructed to report to Government by 30th June, 1936 any further evidence they had been able to obtain on the point. They have, however, been unable to take any further action in the matter as the staff and facilities necessary for the extensive investigation involved cannot at present be made available. In the meantime, the Factory Department will continue to give general encouragement and advice to the factory managers about ventilation and dust control and to demand the installation of necessary machinery in obviously bad cases.</i>
	Assam. —It is hardly opportune at present, being too expensive.
65. Simple literature in regard to safety might be distributed by factory departments (page 86).	Accepted by all provinces concerned. Bengal and Burma remark that paucity of funds prevents wholesale application at present.
68. The inspection of cotton ginning factories and other seasonal factories should be largely carried out by part-time inspectors. Officers of the grade of Industrial Surveyors should not be employed for the purpose. Selected revenue officers of suitable grade should be given a short course of instruction under the Chief Inspector with a view to their employment in districts where such factories are found.	Madras. —Rejected, as the proposal would throw considerable additional work on Sub-Divisional Magistrates.
	Bengal. —Under consideration.
	Bombay. —Collectors have been appointed Inspectors for the purposes of certain duties under the Bombay Cotton Ginning and Pressing Factories Rules. Similarly all Mamlatdars, Mahalkaris, Mukhtiarkars and officers in charge of revenue sub-divisions of districts are also empowered to enter and inspect the cotton ginning and pressing factories within the districts in which they are serving.

Recommendations.	Action taken.
CHAPTER VI.—Seasonal Factories—concl'd. This system should not apply to tea factories in Bengal and Assam. Regular forms should be prepared by the Factory Inspection Department for issue to part-time inspectors and a copy of the report of each inspection should be submitted to the Chief Inspector of Factories (pages 88-89).	United Provinces.—The inspection of seasonal factories is carried out to some extent by revenue and medical officers, in their capacity as <i>ex-officio</i> additional inspectors, copies of their orders and remarks being submitted to the Chief Inspectors of Factories. Three revenue officers were also placed on special duty for some months in connection with sugar factories and worked as additional inspectors of factories. A memorandum of instructions has been prepared for the guidance of part-time inspectors, and a suitable form of inspection report included therein. Punjab.—Implemented as far as circumstances warrant. Government have already accepted the proposal to withdraw the powers of Industrial Surveyors as Additional Inspectors of Factories but the enforcement of the orders has been held over pending the appointment of a second whole-time Inspector of Factories, which post has been held in abeyance owing to financial stringency. A certain number of revenue officers have already been notified as Additional Inspectors in important districts of the province for inspection of seasonal factories. These officers, however, have not had any course of instruction under the Inspector of Factories, and the question of giving them a short course of instruction is under consideration. Burma.—Rejected. Some help is hoped for from Inspectors of Boilers. Bihar and Orissa.—Partially implemented. A number of Sub-divisional Officers have been appointed <i>ex-officio</i> Additional Inspectors to take sole charge of about 140 small factories and a memorandum of detailed instructions has been issued for their guidance. They are to work under the supervision of their District Magistrates and, whenever necessary, may take the advice or assistance of regular inspectors. Central Provinces.—Implemented. The district magistrates and the sub-divisional magistrates are already additional inspectors and do a considerable number of inspections which varies according to the interest they take in this work and the time they can spare for it. They have been directed to devote more time to inspections of non-technical matters. Assam.—Rejected. Ajmer-Merwara.—Rejected. The inspections carried out by the Inspectors and the District Magistrates are sufficient for all practical purposes. Delhi.—Not applicable.
CHAPTER VII.—Unregulated Factories. 82. Inspection, which need not be heavy, could be largely carried out by part-time inspectors, e.g., municipal health officers, sub-divisional magistrates and others, co-ordinated by the Chief Inspector in consultation with the medical authorities. Where whole-time officers are needed, a new grade of assistant inspector might be utilised (pages 104-105).	<i>In their letter No. L-3012, dated the 10th June, 1932, to local Governments the Government of India observed, "Their" (i.e., the Commission's) "recommendations fall into two groups, according as they involve the alteration of the law applicable to factories already subject to regulation and the extension of regulation to factories which are at present unregulated. The latter group of proposals raises questions of difficulty, especially at a time when financial considerations make it impossible to contemplate any substantial increase in the strength of the inspecting staff. For this and other reasons the Government of India propose to discuss the two groups of recommendations separately. The present reference is designed to elicit opinions only on the first group of recommendations, viz., those relating to such alterations in the law as do not involve any addition to the number of factories and workshops which will be subject to it. On the second group of proposals a separate reference will be made later".</i> <i>The subject was discussed at the Industries Conference held in October, 1935 and is now under consideration with a view to a reference to Local Governments.</i>

Recommendations.	Action taken.
CHAPTER VII.—Unregulated Factories—concl'd. 83. The policy of gradualness which underlies the proposals made for legislation should also influence its enforcement (page 105). CHAPTER VIII.—Mines. 84. In the manganese mines in the Central Provinces, steps should be taken to apprise the workers of the repeal of the Workmen's Breach of Contract Act (page 167). 84A. In the mica mines, an extension of medical facilities which might be secured by co-operation between employers, is necessary (page 108). 86. At Namtu and Bawdwin— * * * * * (b) Government should frame regulations for the prevention of lead poisoning (page 110). (c) The omission of certain sections of the Factories and Mines Acts as applied to the Shan States should be reconsidered (page 111). 89A. Sanitary conditions under ground in coal mines call for improvement. Bucket latrines should be provided at convenient spots and a small staff of sweepers should be employed to keep the latrines clean and to remove the contents of the buckets to the surface daily for final disposal (page 115).	Noted generally. Central Provinces.—Rejected. No action is necessary as the mining of manganese in the province is at a standstill. Madras.—Rejected. The mining areas except the Talupur-Kalichedu mining area in Nellore district are scattered and there is not much scope for the extension of medical facilities or the formation of Boards of Health and Welfare. Bihar and Orissa.—Not yet taken up. Ajmer-Merwara.—Mica mining is on a small scale. There are only a few scattered mines where casual labour from adjacent villages is employed. No special medical facilities are feasible or necessary. Burma.—(b). Regulations have been framed by the Director of Statistics and Labour Commissioner, Burma, and have been applied by the Burma Corporation, Ltd., voluntarily for nearly two years with success. The regulations have not yet been made into statutory rules. (c) Under consideration. Burma and Central Provinces.—Implemented. Assam.—Implemented. In the mines in the Naga Hills pucca latrines have been provided near the mine entrances. Latrines with water flushing system have been built at Baragoloi Colliery in the Lakhimpur District and have proved satisfactory in use. Bengal.—Under consideration. Bihar and Orissa.—The principle that the provision of latrines and urinals in coal mines should be made compulsory has been accepted. An order was actually issued in 1931 to give effect to this principle, but in view of the depressed condition of the coal industry it had to be withdrawn. The question will be considered again as soon as any marked revival in the industry takes place. N. B.—See remarks against this item in Part I.

Recommendations.	Action taken.
CHAPTER VIII.—Mines—contd.	
91. On land away from the collieries new tenancies with colliery service as a condition should be made illegal and existing tenancies examined by Government to see whether they can be equitably converted to rent holdings (page 119).	Bengal. —Rejected. The use of coal cutting machinery has rendered the problem of securing labour in the Bengal coal mining areas far less acute, and the practice of creating tenancies with colliery service as a condition is now obsolete. There is therefore no need for legislative action to prohibit the creation of new tenancies. The existing tenancies have been examined. Government are of the opinion that as long as the parties concerned are satisfied with the present arrangement, legislative interference is neither necessary nor justified.
	Bihar and Orissa. —Rejected. The legislation proposed is not necessary. Under section 77 of the Chota Nagpur Tenancy Act the Government has power, if there be any abuse in connection with these tenancies, to direct that such tenants will acquire occupancy rights in the holdings.
	Note. —No province other than Bengal and Bihar and Orissa is concerned.
96. Mining Boards should examine the question of securing greater uniformity in size of tubs and of ensuring that remuneration bears a closer relation to output; the possibility of check-weighing in larger mines should be explored (page 123).	First part. —The points raised have been examined and brought prominently to the notice of the coal mining industry. An endeavour is being made in most collieries to standardise the size of tubs, where practicable, and legislation is not considered necessary.
	Second part. —The introduction of check-weighing is not considered feasible in present conditions.
97. Registers for metalliferous mines should be improved (page 125).	Bombay, Madras, Bengal, Bihar and Orissa and Ajmer-Merwara. —No special action considered necessary.
	Burma. —Under consideration
	N.B. —See remarks against this item in Part I.
97A. The personal responsibility of managers for the accuracy of registers of hours of work should be impressed upon them and the special attention of the inspectorate should be given to checking them (page 175).	Madras, Bombay, Punjab, Bihar and Orissa, Central Provinces, Assam, Ajmer-Merwara and Delhi. —Implemented.
	Bengal. —The local Government do not consider any action necessary at present beyond the action already taken by the Chief Inspector of Mines.
	Burma. —Under consideration.
112. Compulsory primary education should be introduced in the coalfields (page 134).	Punjab. —Provision for general education exists in Dandot (District Jhelum) and Makerwal (District Mianwali) coal mining areas.
	Central Provinces. —The recommendation has been brought to the notice of Municipal Committees, Notified Area Committees and District Councils.
	Assam. —Rejected. The coalfields are too small to call for special application of compulsory education in advance of other areas. In the Naga Hills Borjan Colliery the Company maintain a primary school free to all. There is also a school in the coalfields at Ledo.
	Bengal. —This recommendation must await the introduction of the Bengal (Rural) Primary Education Act, 1930, which owing to the present financial position has not yet been brought into force.
	Bihar and Orissa. —No action is feasible at present as the acceptance of the recommendation would involve expense which cannot be met. The proposal would also involve fresh legislation which the local Government are unwilling to undertake when they are not likely to be able to provide the necessary funds.

Recommendations.	Action taken.
CHAPTER VIII.—Mines—concl.	
113. Percentage grants might be given to Boards of Health and Welfare for approved activities in relation to health, welfare and education (page 134).	Madras. —See remarks against item 84-A.
	Bengal. —Held in abeyance till after the introduction of the new constitution.
	Punjab and Burma. —There are no Boards of Health and Welfare.
	Bihar and Orissa. —Rejected. The Mines Board of Health has an adequate income and is better able to afford to carry out its legitimate activities than are other local authorities.
	Central Provinces. —There are no Boards of Health and Welfare in the mining areas. In certain mining areas, medical officers are appointed to look after medical relief and child welfare. The suggestion has been brought to the notice of the Mining Associations.
	Assam. —It will not be possible for some time even to finance the primary activities of such boards, let alone the question of giving them additional percentage grants.
	Punjab. —Under consideration.
114. The Salt Department and the Punjab Government should co-operate with a view to the introduction of compulsory education in the Salt Range (page 135).	
CHAPTER XI.—Transport Services and Public Works.	
162. The Governments of Bengal and Burma should undertake an enquiry into the conditions of employment on inland steam vessels (page 183).	Bengal. —Rejected. The proposal to hold an enquiry into the conditions of employment on inland steam vessels was examined in consultation with the steamer companies operating in the province. Government are of opinion that the conditions of service, wages, hours of work and other arrangements for the crews of inland vessels are not unsatisfactory. They agree with the majority of steamer companies that the present system of recruitment through Sarangs works smoothly and a change in it is not necessary, or feasible till the class of men who man the vessels are better educated and more enlightened.
	Burma. —Rejected. In the absence of any reason to think that abuses exist which call for remedy, the enquiry suggested would be liable to foster discontent which does not exist at present. Messrs. the Irrawaddy Flotilla Coy., Ltd., have re-introduced the system of direct payment of wages to the crews of its vessels.
163. The practice of nominating a representative of labour on Port Trusts should be extended to all the major ports (page 184).	Madras. —Rejected. The nomination of a representative of labour on the Madras Port Trust Board is premature.
	Bombay. —The Bombay Port Trust (Amendment) Act, XVI of 1929, already provides for the representation of labour on the Bombay Port Trust Board in the manner recommended by the Commission. The Karachi Port Trust (Amendment) Act, IX of 1933, fulfils the recommendation of the Commission so far as the Karachi Port Trust is concerned.
	Bengal. —Rejected. There are no properly organised unions of port employees in Calcutta and after consulting the Port Commissioners the Government do not consider that there is any need for separate labour representation on the Calcutta Port Trust at present. The matter might be reconsidered if necessary after experience has been gained of the working of the new constitution.
	Burma. —Rejected. Labour in Rangoon is not yet sufficiently organised.

Recommendations.	Action taken.
CHAPTER XI.—Transport Services and Public Works.—contd.	
164. With a view to decasualisation and to secure more equitable distribution of employment, a system of registration of dock labour should be introduced in each of the main ports, supervised and controlled by the port authority assisted by representatives of shipowners, stevedores and labourers (page 186).	Madras.—Rejected. In the Port of Madras, there is very little casual labour. Labour employed by the Port Trust to keep its shed clean and to tidy up cargo is on a permanent basis. The major portion of the dock labour at the port is employed by the Trusts' contractors, steamer agents and stevedores and it is believed that the labour is kept through times of slack work on a retaining fee. Except for a nucleus of trained workers, the Port of Cochin can at the present stage provide only casual and intermittent employment. The position will, however, be altered when the port enters upon its major activities, i.e., as soon as wharves, sheds, cranes, etc., have been erected. The port cannot in the meanwhile inaugurate any scheme for decasualising labour or securing more equitable distribution of employment. In the Port of Tuticorin, labour is supplied by contractors and not by the Port Trust. In the other main ports also contractors supply labour when required for the intermittent works and it would be impossible to devise any arrangement to provide regular employment. Burma.—Under consideration. Bombay.—<i>The Trustees of the Port of Karachi are of opinion that the system of registration, without being of any benefit to the mass of migratory labourers who work in the Port, will add to the cost of labour and cause diversion of trade elsewhere.</i> Bengal.—Rejected. This recommendation has been considered in consultation with the Commissioners for the Port of Calcutta. The Government agree with the conclusion arrived at by the Commissioners that decasualisation of dock labour is not necessary in the Port of Calcutta, where the labourers themselves prefer to remain casual and that any attempt to substitute the existing system of casual employment by a system of registration, and presumably employment by roster, would end in unnecessary loss and disappointment. The main reasons for this conclusion are :— - The labourers are not organised; the success of the British system depends entirely on the co-operation of the trade unions and the employers concerned. - The labour comes and goes; a labourer is here to-day and will have gone home to-morrow; perhaps never to return. - The "Sardar" system is so ingrained in the dock labourers as to make it difficult, well-nigh impossible, to introduce a system which seeks to restrict the choice of the sardar as to the men to be employed in his gang. Bihar and Orissa.—Rejected. See remarks against item 163. Madras.—<i>The recommendation was placed before the Committee constituted by Government recently to consider a general revision of the rules. The Committee recommended that, if the question was within the rule-making power of the Government, rules should be framed to limit the hours of work of drivers of public service vehicles. The recommendation of the Committee is under the consideration of Government.</i> Bombay.—The rules regulating the use of motor vehicles, let or plying on hire in the districts in the Presidency proper outside the City of Bombay have been amended authorising a District Superintendent of Police to restrict in suitable cases the hours of work for drivers of such vehicles. It has been specifically suggested to the Superintendent of Police, Thana, Poona and Belgaum to enforce these orders in their districts as they favour restriction of hours. Owner-drivers who ply their vehicles for hire have also been brought within the scope of the order issued.
168. In granting licenses for motor buses, the authorities should consider whether, in particular cases, a limitation on hours is required, and if so, how it can be enforced (page 190).	

Recommendations.	Action taken.
CHAPTER XI.—Transport Services and Public Works.—contd.	
	Bengal.—This recommendation has been considered in consultation with the licensing authorities and that limitation of hours is not considered necessary or desirable. A large number of buses are plied by owner drivers or by the members of their families. United Provinces.—The proposal has been incorporated in the revised United Provinces Motor Vehicles Rules. Punjab.—The time is not yet ripe for the introduction of regulations. The industry, which is still in its infancy, lacks organisation and the stage of large companies operating general services has not yet been reached. Further owing to the large number of vehicles plying in most areas there is an excess of supply over demand and the hours of work are generally restricted. Burma.—A limitation on hours seems neither necessary nor feasible. Bihar and Orissa.—It is not possible to make any rule and enforce it as matters stand at present. Central Provinces.—The professional motor omnibus drivers are employed in running clerks and litigants to and from Government offices and law courts or on recognised runs which seldom exceed a hundred miles in length. In neither case is the driver employed continuously for more than 8 hours a day. Government, therefore, do not consider it necessary for the present to limit the hours of professional drivers. Assam.—Accepted. Coorg.—As all the buses ply for hire during the day, there is no need to fix hours for drivers who have sufficient time for recreation. Ajmer-Merwara.—The routes are short and motor buses seldom make more than one journey a day. There is no local need to impose limitations. Delhi.—A limitation for professional drivers is not necessary or desirable. The routes lying within the province are comparatively short and a large number of buses are driven by owners. The buses of the Delhi Electric Supply and Traction Company are mostly employed on recognised routes which seldom exceed ten miles in length and the driver is not employed for more than eight hours a day. Madras.—Rejected. The recommendation is considered impracticable and impossible to enforce. Bombay.—(a) Rejected. The recommendation is considered impracticable and uneconomical. (b) Accepted. Bengal.—(a) Rejected. Any stipulation in the contracts as to wages would be useless, owing, firstly, to the difficulty of fixing the rates of wages as usually there is no similar irrigation work conducted in the neighbourhood, and secondly, to the difficulty of checking the actual wages paid by the contractor to his labour. (b) Accepted. United Provinces.—The contract forms have been amended and the revised forms will be brought into use as soon as certain points relating to their general revision have been settled. The amendments provide that :— (a) no labourer below 12 years of age shall be employed, and (b) the contractor shall pay his labourers not less than the wages paid for similar work in the neighbourhood.
169. Public Works contracts should stipulate :— (a) the wages to be paid, and (b) a minimum age for employment not less than 12 years (page 192).	

Recommendations.	Action taken.
CHAPTER XI.—Transport Services and Public Works—concl'd.	
	Punjab. —Implemented.
	Burma. —Implemented.
	Bihar and Orissa, Ajmer-Merwara and Delhi. —Implemented. See remarks against this item in Part I.
	Central Provinces. —Implemented. The conditions stipulated have been included in the contracts for Provincial Works.
	Assam. —Accepted.
	Madras. —This is adhered to already.
	Bombay. —Accepted.
170. In regard to large construction works whether carried out departmentally or by contract :—	Bengal and United Provinces. —Implemented. Revised rules for housing, sanitation and medical treatment and facilities in regard to large construction works have been made.
(a) the Medical and Public Health Departments should be consulted before, and	Bihar and Orissa. —Implemented as far as practicable. In towns the labour employed usually does not live on the site of the work but find accommodation in the bazaars or surrounding villages. When sick they attend the nearest hospital or dispensary. On large works remote from towns where a temporary camp has to be erected to house the labour, the services of a sub-assistant surgeon are obtained from the Medical Department whose duty is to attend to the sanitation of the camp and the health of the workers.
(b) Rules should be framed as to housing, sanitation and medical treatment and facilities ;	
(c) the Medical Department should be responsible for the workers' health (page 192).	Central Provinces. —Rejected. There is no possibility of any large works being undertaken in this province within a reasonable time, and it is unnecessary to draw up elaborate rules.
	Under the existing rules, an Assistant Medical Officer is usually deputed when required to works of moderate size, while in the case of famine or security works detailed rules have been drawn up and embodied in Chapter IX of the Central Provinces Scarcity Manual, 1932. No special action is, therefore, called for.
	Punjab, Burma, Assam, Ajmer-Merwara, Delhi and Coorg. —Implemented. The orders of the Government of India (<i>vide</i> remarks against this item in Part I) are being given effect to.
171. The possibilities of the wider application of departmental working should be considered by the Public Works Departments generally (page 193).	The question was examined. The conclusion reached in all Provinces was that its wider application departmentally was undesirable on financial and administrative grounds.
CHAPTER XII.—The Income of the Industrial Worker.	
173. Before minimum wage-fixing machinery can be set up :—	Madras. —Accepted the question will be taken up when the report on the family budgets enquiry in the Madras City is received and considered by Government.
(a) the industries in which there is a strong presumption that the conditions warrant detailed investigation should be selected ;	Bengal. —It is not desirable to fix a minimum wage, hence this and the allied recommendations will not be considered for the present, especially as no funds are available, or are likely to be available for many years for the necessary detailed enquiries.
	Bombay. —Under consideration.

Recommendations.	Action taken.
CHAPTER XII.—The Income of the Industrial Worker.—cont'd.	
(b) a survey of conditions in each such industry should be undertaken as the basis on which it should be decided whether the fixing of a minimum wage is desirable and practicable ;	Bihar and Orissa. —Not yet taken up.
(c) the trade should be demarcated and the composition and number of the Wage Boards should be decided ; and	United Provinces. —Owing to the prevailing financial stringency, it is not proposed to conduct any enquiry at present with a view to setting up a minimum wage fixing machinery.
(d) as much as possible of the information likely to be needed by the Wage Boards, if appointed, should be collected (pages 212-13).	Punjab. —The Punjab is industrially backward and it is premature at present to consider wage standards.
	Burma. —Rejected. Industrial life is so little developed yet that it would hardly be possible to appoint satisfactory Wage Boards.
	Central Provinces. —Accepted. It is proposed to take action on the lines suggested when any serious complaint is brought to notice during the next few years regarding low wages in any industry.
	Assam. —Accepted. With the possible exception of "tea" there is no industry in which the conditions are such as to call for the installation of wage-fixing machinery. See remarks against item 294.
	Ajmer-Merwara. —No action is necessary for the present.
	Delhi. —Delhi has to follow the lead given by major provinces.
174. When a decision has been reached as to whether the conditions in any case justify the setting up of a machinery, particular attention must be given to the cost of enforcement and the policy of gradualness should not be lost sight of (pages 213-14).	See remarks against item 173.
175. The industries referred to in Chapter VII should be examined in the first instance with a view to the need and possibility of instituting minimum wage-fixing machinery (page 214).	See remarks against item 173.
176. If the results of investigation show the need for minimum wage-fixing machinery in industries of this kind the necessary legislation for setting up such machinery should be undertaken (page 214).	See remarks against item 173.
180. (a) In all large cities and industrial areas a general policy should be adopted of restricting the facilities for the sale of liquor.	The action taken in respect of this recommendation was set out in detail in Annexure A to the Third Report showing action taken by the Central and Provincial Governments on the recommendations of the Commission which was published in I. 35.
(b) The areas selected should be sufficiently wide to ensure the policy of restriction being effective.	
(c) The number of drink shops should be reduced.	
(d) Hours of opening should be limited, and should in no case include any part of the forenoon. Outside the stated hours the sale of liquor should be prohibited.	

Recommendations.	Action taken.
CHAPTER XII.—The Income of the Industrial Work—concl. (e) The possibility of an extension of the system by which spirituous liquor may not be supplied except in sealed bottles should be examined (page 222). CHAPTER XIV.—Health and Welfare of the Industrial Worker. 192. Still-births should be excluded from birth and death registers and separately recorded (page 249). 197. In industrial provinces Public Health Departments should be strengthened to deal with industrial hygiene and industrial disease; at least one of the Assistant Directors of Public Health should have special knowledge of these subjects (page 252). 198. Medical inspectors of factories and mines should devote special attention to industrial disease (page 253).	Implemented by all provinces except Bengal. Bengal.—Held in abeyance till after the introduction of the new constitution. Madras.—The Public Health Department possesses a lady Assistant Director of Public Health who is in charge of maternity relief and child welfare in the Presidency. There is also a Statistical Assistant on Rs. 125—5—175 p. m., in the office of the Director. In the present state of provincial finance it is not proposed to enhance the status and pay of this post. The officers of the Department continue to do health propaganda and the Government maintain a cadre of Health Officers and they are posted for duty under local boards and municipal councils. Bengal.—See remarks against item 192. Central Provinces.—The consideration of the scheme submitted by the Director of Public Health for the expansion and reorganisation of his Department has been deferred owing to financial stringency. Bombay.—Noted for further consideration when financial conditions improve. United Provinces.—Medical Officers of Health deal with industrial hygiene and disease and Assistant Directors already possess the required qualifications. Delhi.—The Assistant Director of Public Health, New Delhi, acts as an Additional Inspector of Factories for the provisions of the Factories Act relating to health and sanitation and continues to do health propaganda. Bihar.—The Superintending Engineer, Public Health Circle, has been authorised by Government to request the Steel Company at Jamshedpur to supply him with the statistics of water supply for inclusion in his annual report and the Director of Public Health has been asked to visit Jamshedpur annually and to make a general report to Government about the sanitary arrangements there. Bombay.—Partly implemented. Unless there is a regular staff of medical inspectors, the suggestion is not feasible. The Certifying Surgeon, Bombay, has been asked to devote more attention to this matter. Bengal.—Implemented. There are no medical inspectors of factories or mines in this Province, but as recommended by the Commission, the full-time Certifying Surgeon of Factories, Bengal, has been appointed as an Additional Inspector of Factories and the Assistant Director of Public Health, Burdwan Circle, as an Additional Inspector of Mines. This recommendation has been brought to the notice of these officers with a view to carrying it out. Bihar and Orissa.—See remarks against item 41.

Recommendations.	Action taken.
CHAPTER XIV.—Health and Welfare of the Industrial Worker.—contd. 200. (a) Women should be appointed to public health staffs particularly in the more industrialised provinces. (b) Initiative in welfare work among women and children should be taken by local Governments. (c) Every provincial Public Health Department should have a trained statistical officer. (d) Health propaganda should be carried on by Government and local authorities. (f) Municipal health officers should belong to a Government cadre though paid by municipal funds. (g) A similar health staff should be at work in extra-municipal areas where industry is being developed (page 254).	United Provinces.—Implemented. Medical Officers of Health who are Additional Inspectors of Factories have been asked to devote special attention to industrial disease. Central Provinces and Punjab.—There are no medical Inspectors specially employed for the factories or mines. Burma.—Implemented. Besides the Director of Public Health, Burma, and his Assistant who are Additional Inspectors of Factories, three whole-time District Health Officers have now been appointed as Additional Inspectors for the purpose of devoting special attention to industrial disease. Delhi.—See remarks against item 197. Madras.—See remarks against item 197. Bombay.—(a) Accepted. The Bombay Municipal Corporation has reported that in (1) Maternity Homes, (2) ante—and post-natal clinics, (3) women's dispensaries and on (4) visit-nursing staff, qualified lady doctors and nurses have already been employed, but that Assistant Health Officers under whom the above staff works, are males. The Corporation adds that in its opinion, the stage justifying the appointment of women to the latter posts has not yet been reached. (b) Rejected. Owing to financial stringency, Government are unable to undertake this work themselves and must, therefore, leave it to private bodies. Government have, however, been paying grants-in-aid to such bodies and with a view to better organisation, they propose to consider in due course the question of amalgamating the various associations. (c) The existing Assistant Directors of Public Health and Medical Officers of Health have a sufficient knowledge of statistics to enable them to deal with problems relating to public health from a statistical point of view. The services of an officer of the type recommended are, therefore, not required at present. (d) Noted for consideration when the financial position of Government improves. (f) Government have for the present dropped the question of provincializing the cadre of Municipal Health Officers for financial reasons. (g) Rejected. Government consider that local bodies in non-municipal areas will not be able to appoint such staff owing to their limited finances and their present financial stringency. Bengal.—See remarks against item 192. United Provinces.—(a) The provincial branch of the Indian Red Cross Society have appointed a whole-time medical woman as Director for Maternity and Child Welfare who works under the Director of Public Health. (b) and (d). This is already done. (c) This will be considered when financial conditions improve. (g) On account of financial stringency, the district health service could not be extended to any district beyond the 28 in which it is in operation. (f) Implemented. Medical officers of health belong to a Government cadre. Punjab.—(a) to (d) and (g). Implemented. (f) Rejected. Under the law as it stands it is not possible to create a provincial cadre of municipal medical officers of health. Burma.—(a) Rejected owing to the present financial position and to the fact that Burma is not an industrial province (b) and (d). Implemented.

Recommendations.	Action taken.
CHAPTER XIV.—Health and Welfare of the Industrial Worker—contd.	(f) Rejected. Formation of a Provincial Service of Municipal Health Officers was not advocated by the Committee on the Reorganisation of the Public Health Department, but the Burma Municipal (Public Health) Amendment Act of 1931 was passed defining the status and duties of Municipal Health Officers and Inspectors of Public Health. (g) Industrialisation is not so rapid as to require immediate action. Central Provinces.—(a) There is already a lady doctor as Superintendent, Health School, Nagpur, who is also entrusted with the work of inspecting Infant Welfare Centres throughout the Province. (b) A special welfare committee of the Provincial Red Cross Society has been constituted to organise and expand maternity and child welfare work in the province. The local Government pays a substantial grant to this committee every year. (c) This must await an improvement in financial conditions. (d) Health propaganda work is being carried out in the towns and villages by the Health Publicity Officers and Assistant Medical Officers on epidemic duty. The Municipal Committees undertake similar work through the agency of their Sanitary Inspectors. (f) There are only three medical officers of Health entertained by the Municipal Committees of Nagpur, Jabulpore and Amraoti. The number being small it will not be advantageous to bring them on to the Provincial cadre. Their appointment, remuneration and dismissal are subject to Government's previous approval and Government contributes half their pay. (g) There are no extra municipal areas where industry is being developed. No such special staff is considered necessary for this province, which is one of the less industrialized ones. Assam.—(a) and (c). Not necessary at present. (b) Accepted. The Red Cross Campaign and the appointment of lady doctors, health visitors, nurses and midwives continue as funds permit. A maternity and child welfare centre has been established in Sylhet with a <i>dhai</i> training class. (d) Accepted. Government have resumed magic lantern propaganda in connection with tuberculosis. (f) Accepted. Most of the municipal health officers in Assam are Government servants belonging to a special cadre. Some municipal boards have their own health officers who possess the qualifications prescribed by Government. (g) <i>Postponed for want of funds.</i> Bihar and Orissa.—(a) <i>Will be borne in mind when financial conditions improve.</i> (b) The initiative has been taken by (i) the appointment of maternity supervisors, (ii) the allotment of grants to the Bihar and Orissa Maternity and Child Welfare Society, (iii) the giving of advice and assistance to local bodies. (c) Accepted. It is proposed to get an officer of the Public Health Department specially trained in vital statistics and epidemiology. (d) Implemented as far as practicable. This is recognised by the local Government and is being carried out by them and by those local authorities which can afford a public health staff. (f) Partially implemented. The more important municipalities are being encouraged to employ health officers lent by Government, and some have already done so. The smaller municipalities cannot afford to adopt this course.

Recommendations.	Action taken.
CHAPTER XIV.—Health and Welfare of the Industrial Worker—contd.	(g) Implemented as far as practicable. Those district boards whose income permits them to employ a qualified health officer and special health staff are already doing so and Government are rendering such assistance as finances permit by giving percentage grants to certain boards and by lending Government officers as health officers to others. Industrial development in extra-municipal areas in this province is confined to the Jharia coalfields where there is a Mines Board and to the Hazaribagh coalfields where the creation of a Mines Board is under contemplation and where all the big collieries are State-owned. The only action practicable is to instruct the Director of Public Health to hold himself responsible for examining generally the adequacy of Public Health arrangements in industrial areas and to insist on the inclusion in all inspection reports by his Assistant Directors of a paragraph on this question and also to include a similar paragraph in his annual administration report. This has been done and the Director has been specifically instructed to keep Government informed of the adequacy of the Public Health arrangements in the Hazaribagh colliery areas and in Jamshedpur. Ajmer-Merwara.—(a) to (f). Rejected. As there are no Public Health Officers, it is not possible to take any action. (g) There are no extra-municipal areas where industry is being developed. Delhi.—(a) In the present state of industrial development the appointment of additional staff is not considered urgent. (b) Implemented. (c) This will be considered when financial conditions improve. (d) Health propaganda is being carried out by Government and the local authorities as far as possible. (f) There are three medical officers of health in the province. Government bears the entire cost of two and half of the third appointment. (g) In extra-municipal areas the sub-assistant surgeons in charge of rural dispensaries also act as public health officials for their respective jurisdictions and are paid an extra allowance. This branch of service requires further augmentation but on account of paucity of funds no action is possible at present. Cocerg.—There is no separate Public Health Department but the duties in connection with it are under the control of the Civil Surgeon. No special Public Health Staff is necessary on account of the smallness of the province. Welfare work and health propaganda are being carried out by the Red Cross Society assisted by personnel of the Medical Department. Madras.—Implemented. The Public Health Department included a Special Malaria Officer. This officer together with his staff was abolished as a retrenchment measure. But one of the reserve I Class Health Officers who is trained in malariology has been appointed to carry on the duties of the previous Special Malaria Officer. Bombay.—See remarks against item 197. Bengal.—No action is necessary as there is one Assistant Director of Public Health and an Assistant under him in the headquarters staff of the Public Health Department to deal specially with malaria. United Provinces and Burma.—The appointment already exists.

203. (a) Every provincial health department should include a malariologist on its headquarters staff (page 256).

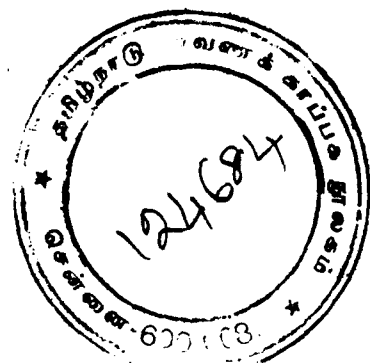
Recommendations.	Action taken.
CHAPTER XIV.—Health and Welfare of the Industrial Worker—contd.	
	Punjab.—Rejected. The functions which would be performed by such an officer are at present carried out by the Assistant Directors of Public Health, in collaboration with the Epidemiologist to Government and his staff. Special training in malaria is given at Karnal, where a school is conducted by the officers of the Kasauli Research Institute. During the malaria season, special anti-malaria measures are adopted practically in every town and district. District and Municipal Medical Officers of Health will be directed to pay special attention to the labour employed in industries where and when necessary. Bihar and Orissa.—Implemented. Practically effect is already given as all Assistant Directors of Public Health have received special training in malariology. Central Provinces and Assam.—Implemented. Coorg.—There is already a Sub-Assistant Surgeon specially trained in malaria work. Delhi.—Rejected. The functions are performed by the Assistant Director of Public Health and the Municipal Medical Officer of Health. During the malaria season, special anti-malaria measures are adopted as far as possible. Bengal.—<i>See remarks against item 192.</i> Bombay.—Rejected. Industry and labour is mostly concentrated in Bombay city and in the District Headquarters towns and certain taluka towns. As regards Bombay city it is not possible for Government Medical Officers to make the survey. In addition to the existing hospital accommodation in the city which is open to the general public including the labour class, Government have recently provided additional accommodation to the extent of 486 beds in the J. J. Hospital extension scheme although some of the beds have had to be kept closed owing to the financial difficulty. The Bombay Municipality has hospitals and dispensaries which are also available for this class. There is a Government Civil Hospital at the headquarters of each District and most of the Civil Hospitals have maternity wards attached to them and possess an adequate nursing staff. In big taluka towns there are dispensaries with in-door accommodation maintained by Local Bodies with a grant-in-aid from Government. Under the existing rules Municipalities are required to allot 4 per cent. of their expenditure to medical relief. The demands on municipalities for the provision of water supply, drainage and general health problems are taxing their resources and they cannot be expected to spend more under this head. As regards percentage grants the system of giving lump sum grants without subsequent supervision does not obtain. When a local body undertakes to establish and maintain a charitable hospital or dispensary Government make a grant-in-aid not exceeding 50 per cent. of the cost of building and of maintenance. As Government have full authority to supervise and inspect grant-in-aid dispensaries there is no necessity of giving percentage grants. The question of passing a comprehensive Public Health Act is under consideration. Bihar and Orissa.—<i>Under consideration.</i> United Provinces.—The question of making surveys of medical facilities required will be taken up when funds permit. Percentage grants are given and powers of inspection and control reserved in such cases.
204. Surveys should be made by Government medical departments of the medical facilities required in urban and industrial areas. These surveys should be considered at joint conferences of the parties interested. Public Health Acts and percentage grants should enable Government to supervise, inspect and insist on minimum standards (page 259).	

Recommendations.	Action taken.
CHAPTER XIV.—Health and Welfare of the Industrial Worker—contd.	
	Punjab.—Rejected. Adequate medical facilities exist in all towns and industrial centres. No special survey is required. Burma.—Accepted. Central Provinces.—(First part) Rejected. Such surveys will serve no useful purpose in the absence of funds for extension of medical facilities. (Second part) Implemented. Assam.—Accepted so far as funds permit. Ajmer-Merwara.—Postponed indefinitely in view of acute financial stringency. Delhi.—Rejected. The existing hospital accommodation in Delhi city, where industry and labour is mostly concentrated is open to the general public including the labouring classes. This is considered adequate for the purpose. Bombay.—Many of the large civil hospitals maintained by Government have women doctors attached to them. The question of appointing women doctors in other Government hospitals and dispensaries where the need for such an appointment is felt will be considered when the financial position improves. As regards grant-in-aid hospitals and dispensaries the recommendation has been brought to the notice of the local bodies concerned. Bengal.—<i>See remarks against item 192.</i> United Provinces.—Rejected. In view of the prevalence of <i>purdah</i> in the province, there are Dufferin hospitals for women, staffed by women in all the larger towns. Punjab.—Implemented as far as finances permit. Burma.—Implemented. All the most important hospitals especially in the industrial areas have a lady doctor. Bihar and Orissa.—Accepted. The need for a woman doctor on the staff of every large hospital is recognised both by the local Government and by local authorities, and women doctors are gradually being appointed. But lack of funds renders progress inevitably slow. Central Provinces.—Accepted. Assam.—The suggestion is not capable of general adoption in all hospitals owing to cost involved and dearth of suitable women doctors. But most of the town hospitals in Assam now have lady doctors of the Sub-Assistant Surgeon class who attend to both in-door and out-door female patients. Female in-door blocks are also in their charge. A hospital for women and children has been opened at Shillong under the auspices of the Red Cross, with the assistance of private donations and a Government grant. It is under the control of a Lady Superintendent appointed by the Countess of Dufferin Fund. Coorg.—Implemented. A lady Sub-Assistant Surgeon in the Civil Hospital, Mercara, has been permanently appointed. Ajmer-Merwara.—Noted for future guidance. Delhi.—Implemented.
206. A hospital of any size should have a woman doctor on its staff who should be in charge of all activities dealing with the health and welfare of women and children (page 261).	

Recommendations.	Action taken.
CHAPTER XIV.—Health and Welfare of the Industrial Worker—contd.	
207. A Government diploma for health visitors should be instituted as the recognised qualification required of all women aspiring to such posts (page 262).	Madras.—Accepted. Under the auspices of the Indian Red Cross Society, Madras, a training school for health visitors has been started and the Government have recognised the course of training in that school and the diploma issued there. Bengal.—<i>See remarks against item 192.</i> Bombay.—Rejected. It is expected that the Bombay Nurses, Midwives and Health Visitors' Council, which is a statutory body, will be shortly instituting a diploma for health visitors. Government do not, therefore, consider it necessary to institute a diploma of their own. United Provinces.—Accepted. A course for health visitors (for women who wish to take up health visiting work only) is conducted by the United Provinces State Medical Faculty. Punjab.—Implemented. Burma.—The question of opening a training school for health visitors was not proceeded with owing to the financial situation. Bihar and Orissa.—Accepted. In this province owing to poverty and restrictions of <i>purdah</i> and caste there are not a sufficient number of candidates available to justify the institution of a health visitor course. The recommendation will be borne in mind. Health visitors are at present obtained from Delhi or trained there. Central Provinces.—Implemented. Such diplomas are granted by the Health School maintained by this Government. Assam.—Rejected. Premature for Assam. Ajmer-Merwara.—Rejected. The recommendation appears to be intended for larger industrial centres. Delhi.—Implemented. Coorg.—There are no facilities in Coorg to give diplomas. Diplomas given in other provinces will be considered in appointing health visitors. Madras.—If and when funds permit, the Government are prepared to make one-third grants for approved anti-malarial schemes and half grants for the construction of buildings for maternity and child welfare centres. In the present state of provincial finances it is unlikely that any grant will be made for the works in the near future. Bengal.—<i>See remarks against item 192.</i> Burma.—<i>The Director of Public Health and the Inspector General of Civil Hospitals, Burma, have been consulted.</i> Bihar and Orissa.—<i>Under the directions of Government the Inspector General of Civil Hospitals visited Jamshedpur and made certain suggestions to the Welfare Officer of the Tata Iron and Steel Company, Limited. These suggestions are understood to be under the consideration of the Company, and Government have asked the Divisional Commissioner to discuss the matter further with the Welfare Officer.</i> Bombay.—Government are already assisting organisations carrying on work in connection with child welfare centres and women's clinics. They have promised to consider any schemes for the extension of the activities of such organisations which may be submitted to them in the light of the financial position.
209. In the larger industrial areas Government, local authorities and industrial managements should co-operate in the development of child welfare centres and women's clinics. Government should give percentage grants for approved schemes (page 262).	

Recommendations.	Action taken.
CHAPTER XIV.—Health and Welfare of the Industrial Worker—concl.	
210. Trained midwives should be obtained for work in welfare and maternity centres (page 263).	United Provinces.—Noted. In Cawnpore, where there is the largest aggregation of labour in the province, industrial managements contribute towards the maintenance of maternity and child welfare centres. Punjab.—Implemented. Central Provinces.—Implemented. Child welfare work in the province, in both urban and rural areas, is carried out through the agency of the Child Welfare Sub-Committee of the local Red Cross organization. This committee receives a substantial grant from Government and subsidies from local authorities for child welfare work. There are no important industrial areas calling for special treatment. Assam.—There are no large industrial areas. A start has been made in the establishment of child welfare centres in urban areas. Progress in plantation areas is possible with the co-operation of the Tea Industry. The recommendation has been brought to the notice of the Public Health Department and the Tea Industry. Ajmer-Merwara.—Rejected. See remarks against item 207. Delhi.—This is being done. Madras.—Implemented. Rules have been framed for the training of midwives and the necessity for the employment of qualified midwives has been impressed upon local bodies. Bengal.—<i>See remarks against item 192.</i> Bombay.—Accepted. Registration and training of midwives will in future be controlled by the Bombay Nurses, Midwives and Health Visitors' Council established under the Bombay Nurses, Midwives and Health Visitors' Registration Act, 1935. United Provinces, Punjab, Burma, Bihar and Orissa, Ajmer-Merwara and Delhi.—This is already done. Central Provinces.—Accepted. The recommendation has been brought to the notice of the Red Cross Welfare Committee for communication to the Managing Committees of the Child Welfare Centres. Assam.—Progress is gradually being made. Coorg.—There is no need to employ special midwives for the purpose as there are trained midwives in municipalities and in Local Fund dispensaries.
CHAPTER XV.—Housing of the Industrial Worker.	
219. Government should give continued consideration to the problems created in special areas such as Jamshedpur with a view to devising a system whereby the principles of local self-government may be applied (page 285).	Bombay.—Accepted. Problems such as those referred to have not arisen in the Presidency. Orders have been issued that if they do arise in future the recommendation should be borne in mind and given effect to. Bengal.—<i>Under consideration.</i> Burma.—This recommendation is understood to mean that—Government should give continued consideration to the problem of applying the principles of local self-Government in areas in which water, sanitation, housing, roads, lighting and other services, which are usually provided by local authorities, have been provided by industrial employers. No cases except those of Namtu and Yenangyaung need consideration; for Namtu, action is inadvisable at present, and for Yenangyaung, earlier proposals have been temporarily put aside for lack of funds.

Recommendations.	Action taken.
CHAPTER XV.—Housing of the Industrial Worker—contd.	
220. (a) Provincial Governments should make a survey of urban and industrial areas to ascertain their needs in regard to housing.	Bihar and Orissa. —Accepted. This will continue to receive the local Government's consideration. But the interests of the residents are better looked after as things are, i.e., when all municipal services are supplied free of charge by Tata's Indian Steel and the other Steel Companies than they would be under a municipal system.
(b) They should then arrange for conferences with all interested parties in order that decisions may be taken as to practicable schemes and the methods whereby their cost could be shared.	Madras. —(a) and (b) The proposed survey seems certainly desirable but it cannot possibly be undertaken now.
(d) Where suitable Government land is available, Government should be prepared to sell or lease it to those who agree to build houses within a specified period.	(d) The Government have never stood in the way of providing house site for any housing scheme or placed any obstacles in the way of a town planning scheme. They will continue to do everything possible to further housing schemes.
(e) Government should announce their willingness to subsidise in this or other ways employers' housing schemes approved by them (page 287).	(e) The question can best be tackled when the financial situation has improved.
	Bengal. —Under consideration.
	Bihar and Orissa. —Not yet considered.
	Central Provinces. —It is not possible to carry out the recommendation for the present owing to financial stringency.
	Bombay. —Postponed for consideration when financial situation improves.
	United Provinces and Delhi. —(a), (b) and (c). Will be considered when the financial situation improves.
	(d) Accepted.
	Punjab. —(a), (b) and (c)—There is no acute housing problem in any urban or industrial area at present.
	(d) Accepted. In the case of a new factory now being set up at Lyallpur, Government has granted a lease of land on easy terms to enable the manufacturers to accommodate their workers satisfactorily.
	Burma. —(a) and (b) Government decided to concentrate its attention on the provision of housing accommodation in Rangoon, as it is there the problem is most serious. The problem there has been considered by a conference and found to be more complex than it appears in the Report. The conference failed to reach agreement and Government has to wait now for the development of public opinion upon the different points of view taken by its members.
	Ajmer-Merwara. —Implemented. The Ajmer Municipality are following the recommendations of the town planning expert relating to the housing of labour as need arises.
	(d) Accepted. Government agrees that available land may be sold or leased on favourable terms for the purpose, subject to the condition that the land in question shall be in a locality that has been allotted for the purpose by some competent town-planning authority. Otherwise the grant of favourable terms may lead to the use of land for unsuitable purposes and interfere with development.
	(e) Accepted. The same facilities will still be given if the person who wishes to build is an employer of labour.
	Assam. —Rejected. Conditions in Assam are not ripe for development on these lines as congestion is not and will not for many years be a serious factor. In urban areas, municipal boards can exercise sufficient control by means of building regulations. Government are prepared to—and do in practice—lease Government lands freely on reasonable terms for construction of houses, but they cannot afford to subsidise private housing schemes.



Recommendations.	Action taken.
CHAPTER XV.—Housing of the Industrial Worker—contd.	
221. Recommendations for Government action :—	Madras. —Accepted. Several designs for houses have been prepared by the Sanitary Engineer and the cost of the designs varies from Rs. 240 to Rs. 380. The Director of Town Planning has also suggested different types of houses. Type designs for latrines have also been issued from time to time.
(a) Minimum standards in regard to floor and cubic space, ventilation and lighting should be laid down and should be incorporated by all local authorities in their bye-laws.	Bombay. —(a), (b) and (c). The existing model building bye-laws are being examined in the light of these recommendations.
(b) Water supplies, drainage systems and latrines for working class dwellings should also be governed by regulations drawn up by the Ministry.	(d) and (e) Accepted. Plans of approved types of latrines are being supplied at present by the Consulting Public Health Engineer to Government to local bodies on demand. The Public Works Department has also agreed to prepare type plans suitable for conditions obtaining in different places for working class homes and latrines, in consultation with the Director of Public Health. Government have directed that local bodies should be supplied on demand by the Public Works Department with the type plans of working class houses, with costs.
(c) Government should insist on the adoption within a specified period and with modifications necessitated by local conditions of model bye-laws prepared and issued by them.	Bihar and Orissa. —(a)—(e). Under consideration.
(d) Type-plans of working class houses with costs should be prepared by Public Health Departments. Such plans should provide for a small room for cooking and storing utensils, and a front verandah is also desirable.	Ajmer-Merwara. —It is considered desirable to follow the lead of other provinces in the matter.
(e) Plans of approved types of latrines should be made available (page 288).	Delhi. —(a)—(c). It has been decided to defer action as it is considered desirable to follow the lead of the Punjab in this direction. As regards rural areas a beginning has already been made by the Central Village Welfare Board with the Deputy Commissioner as its ex-officio president and the Superintendent of Industries as honorary secretary to promote ventilation and sanitation generally.
	Bengal. —Implemented. The Bengal Municipal Act, 1884, has since been repealed. Chapter IX of the new Bengal Municipal Act, 1932, and Schedule VI thereof provide for rules regulating the use of building sites and the execution of building work.
	Punjab. —(a) Accepted. Minimum standards have already been laid down by Government in the model bye-laws which most municipalities have adopted.
	(b) Rejected. Regulations on these subjects are not necessary as they are governed by sections 125 to 140 of the Punjab Municipal Act and the provision of latrines is governed by model bye-laws.
	(c), (d) and (e). Under consideration.
	United Provinces. —(a)—(c). Already complied with...
	(d) and (e). The consideration of this question has been postponed as no money is available at present.
	Burma. —Accepted.
	Central Provinces. —(a) Model building bye-laws prescribing the standards have already been framed and distributed to all the municipal committees in the province. So far 10 municipal committees and 3 notified area committees in the province have adopted the bye-laws.
	(b) Under consideration.
	(c) Implemented. Model bye-laws for labourers' buildings have now been framed to be adopted by Municipal Committees in the province. So far three committees have adopted them.
	(e) The Public Health Department has already issued standard plans for latrines.
	Assam. —A certain amount of control on these lines could be exercised in urban areas by municipal building regulations, but the Government do not see how the proposed type of building could be enforced on employers in general without a special Ordinance as in Ceylon.
	Delhi. —(d) and (e). Accepted. The proposed plans will be prepared and made available on demand.
	Bengal. —The recommendation has been accepted in principle and the question of the extension of the Calcutta Improvement Trust Act to the Howrah Municipal Area is under consideration.
225. An Improvement Trust should be established for Howrah (page 290).	

Recommendations.	Action taken.
CHAPTER XV.—Housing of the Industrial Worker—concl'd.	
228. (Every effort should be made to evolve cheaper types of houses). Government might consider the possibility of offering prizes for plans and specifications of working class houses costing not more than a fixed amount (page 291).	Madras.—Construction of houses in municipalities is governed by the provisions of the Madras District Municipalities Act, 1920. To supplement these rules have also been framed for the regulation and restriction of the use of sites for buildings and for the regulation and restriction of building. These rules have been revised. No model bye-laws seem necessary in this regard. Bengal.—<i>Under consideration.</i> United Provinces.—The question was considered but has been dropped for the present owing to want of money. Punjab.—Housing is already as economical as it can be. If better housing is to be supplied, it will cost the workers more and not less. There are no highly industrialised areas and workers commonly live in their own homes. Burma.—See remarks against item 220 (a) and (b). The problem in Rangoon is more complex than this recommendation suggests. Bihar and Orissa.—The first part has been included in the pamphlets circulated to mine owners. <i>Second part not yet considered.</i> Central Provinces.—Implemented. Model plans of cheap types of houses for working classes have been approved by Government. Assam.—Brought to the notice of employers of labour. Delhi.—The matter of evolving cheaper types of houses has been under the consideration of the Delhi Municipality in the case of the model <i>basti</i>. The question of offering prizes was considered but has been dropped for the present owing to lack of funds. Ajmer-Merwara.—<i>See remarks against item 220.</i> Madras.—Accepted. The Co-operative Department will assist wherever possible. Bombay.—In view of the present financial condition, it has been decided not to take any action. Bengal.—The principle of this recommendation has been accepted by the local Government and necessary assistance will be given by the Co-operative Department, if any scheme is initiated in any area by the employers or workmen. United Provinces.—Accepted. The Co-operative Department assist wherever required. Bihar and Orissa.—<i>Not yet taken up.</i> Punjab.—Labour is as yet not sufficiently permanent or centralised to occasion any need for such societies. Burma.—Accepted. Central Provinces.—Implemented. An appeal has been issued by the Registrar, Co-operative Societies, to owners of large factories for the establishment of such co-operative societies of employees. Assam.—Co-operation has not extended in Assam beyond credit organisation. There is little possibility of extending it beyond this. Ajmer-Merwara.—There is no necessity for any action for the present. Delhi.—Accepted. The necessary assistance will be given by the co-operative staff, if and when any scheme is initiated by the employers or workmen.
229. Co-operative building societies and similar activities should be encouraged (pages 291-292).	

Recommendations.	Action taken.
CHAPTER XVI.—Workmen's Compensation.	
244. The Administration of the Workmen's Compensation Act should be entrusted, as far as possible, to specially qualified commissioners (not necessarily a whole-time officer), and there should be at least one such officer in every major province. The appointment should not be linked with one in which transfers are frequent and it should be possible to appoint more than one commissioner for the same area (page 309).	Madras.—Implemented. The Government of Madras have appointed the Commissioner of Labour to be the Commissioner for Workmen's Compensation for the whole of the Madras Presidency. Bombay.—Implemented. The Commissioner for Workmen's Compensation, Bombay, has been given general jurisdiction over the whole of the Bombay Presidency including Sind. Bengal.—The administration of the Act is entrusted to a full-time Commissioner. United Provinces.—Rejected. All district magistrates are Commissioners under the Act and no further appointments are considered necessary at present. Punjab.—Rejected. Labour is scattered all over the province. To have an arrangement by which one officer could act as Workmen's Compensation Commissioner for the province would be more expensive, uneconomical and inconvenient to all concerned. Accordingly it appears to be suitable to continue the existing arrangements with suitable instructions to Commissioners to give priority to cases under the Act. Burma.—Implemented. Appointments of Commissioners satisfy the recommendation. There are three Commissioners with equal status for the Rangoon, Insein and Hanthawaddy Districts. Bihar and Orissa.—All district magistrates and a few sub-divisional officers in the province are Commissioners appointed under the Act. No further appointments are considered necessary at present. Central Provinces.—Rejected. All District Judges in the Central Provinces and three Additional District Judges in Berar have been appointed Commissioners but there is not enough work for a specialist officer at present. Moreover, there is no large concentration of industries in any particular area. Assam.—Rejected. The present arrangements, whereby all Deputy Commissioners in Assam are Commissioners under the Act, are suitable for the amount and character of the work involved. Coorg.—In view of the small area of the province, it is not necessary to appoint a specially qualified Commissioner. Ajmer-Merwara.—<i>See remarks against item 229.</i> Delhi.—The District Judge acts as the Commissioner. No further action is necessary. Madras.—Implemented. A short summary of the Act, as amended by Act XV of 1933, has already been prepared in English and in the vernaculars and distributed to factory owners for exhibition in conspicuous places and to employers free of cost. Bombay.—Implemented. A pamphlet summarising the provisions of the Act, as revised, has been compiled, translated into the principal vernaculars and made available to workmen. Bengal.—Rejected. The provisions of the Workmen's Compensation Act are now fairly well-known and no action on this recommendation is necessary in this Province. Punjab and Delhi.—<i>Accepted. Action is being taken to give effect to this recommendation.</i> Ajmer-Merwara.—<i>Postponed until the Punjab or other major provinces issue such pamphlets.</i>
245. Pamphlets summarising the provisions of Workmen's Compensation Act should be made available to workmen and, if the Act is substantially amended, steps should be taken to diffuse information of the amended law (page 310).	

Recommendations.	Action taken.
CHAPTER XVI.—Workmen's Compensation—concl'd.	Bihar and Orissa.—Implemented. Short summaries of the provisions of the Workmen's Compensation Act, in English, Hindi, Oriya and Bengali have been distributed to mines and factories in important centres for exhibition in conspicuous places. United Provinces.—Implemented. A short summary of the important provisions of the Workmen's Compensation Act has been prepared in English, Urdu, and Hindi and copies have been supplied to factories, etc. to put up in conspicuous places within their premises. Burma.—The suggested pamphlets were not published as it was believed that they would be useless. Various suitable notices of the effect of the Amending Act of 1933 have been published in both English and vernacular newspapers. Central Provinces.—Rejected. As most of the operatives in the province are illiterate, Government sees no advantage in issuing a pamphlet as recommended by the Commission. Factory Inspectors bring the provisions of the Act to the notice of the workers during their inspections. Assam.—Implemented. Copies of a vernacular pamphlet have been distributed. Coorg.—See remarks against item 244. Madras.—Implemented. Rules for the recognition of associations of industrial employees and Government servants have been issued by the local Government. Bombay.—Accepted. The orders issued by the local Government carry out, to a certain extent, the recommendation. Bengal.—Accepted. United Provinces.—Accepted. This is being done as far as is considered advisable. Burma.—<i>Government is considering a proposal to make for Burma the same rules as the Government of India adopted for themselves in April, 1934.</i> Punjab.—There is only one union of industrial employees of the Punjab Government. The existing rules are considered to be satisfactory. Central Provinces.—Implemented. The Government has framed rules for the recognition of associations of industrial employees. Ajmer-Merwara and Delhi.—See remarks against this item in Part I. Bihar.—There are no bodies of industrial employees under the local Government among which trade unions could suitably be created but this recommendation will be borne in mind when occasion arises.
CHAPTER XVII.—Trade Unions.	
259. Government should take the lead, in the case of their industrial employees, in making recognition of unions easy and in encouraging them to secure registration (page 326).	
CHAPTER XVIII.—Industrial Disputes.	
270. In the remaining period for which the present Act will be in operation, Governments should lose no opportunity of utilising their power to appoint Boards or Courts when they believe that this action will serve some useful purpose (page 345).	Accepted or noted by all.

Recommendations.	Action taken.
CHAPTER XVII.—Industrial Disputes—concl'd.	
274. Every provincial Government should have an officer or officers whose duty it would be to undertake the work of conciliation and to bring the parties privately to agreement (page 348).	Madras.—There is already a Commissioner of Labour who performs the duty in question. Bombay.—The Bombay Trade Disputes Conciliation Act, 1934, partly carries out the recommendation. Bengal, United Provinces, Central Provinces, Assam and Ajmer-Merwara.—Rejected. Local Governments do not consider it necessary to appoint a special officer for the purpose at present. Punjab.—This is already being done. The Director of Industries who is responsible for the administration of the Trade Disputes Act makes all possible attempts to bring about conciliation among the parties, and all disputes in the past have been settled by private negotiations. Burma.—This duty has already been entrusted to the Director of Statistics and Labour Commissioner. Bihar and Orissa.—Accepted. Delhi.—The Superintendent of Industries, Delhi, already acts as a conciliation officer in settling labour disputes and no further action is necessary.
CHAPTER XIX.—The Plantations.	
275. No further legislation making a breach of contract of service a criminal offence should be countenanced (page 356).	Accepted or noted by all.
CHAPTER XX.—Recruitment for Assam.	
290. Officials as well as planters should take steps to acquaint the workers with the change in the law in regard to penal contracts (pages 377-78).	Bengal.—Implemented. Necessary instructions have been issued to the officials concerned. Assam.—Accepted. Workers in Assam are fairly well acquainted nowadays with their legal rights. Publicity on the lines recommended by the Commission should in any case be carried out with circumspection, as explanations are apt to be misunderstood by ignorant coolies. Full explanation of conditions of service prior to recruitment as required by rules under Section 21 (1) (f) of the Tea Districts Emigrant Labour Act is probably the best form of publicity. The recommendation has been brought to the notice of the Tea Industry and the Factory Inspector, Assam. Bengal.—Rejected. As the tea garden labourers in the districts of Jalpaiguri and Darjeeling are in no way confined to their gardens but move about freely on visits to other gardens and to markets, Government do not consider it desirable to take any action for the present. Assam.—Rejected. Labourers are allowed not only to leave the garden without let or hindrance, to attend public <i>hats</i>, the law courts, etc., but also to leave the garden altogether if they so choose. There can be no justification nowadays for the initiation of legislation to enforce indiscriminate public rights-of-way over private estates.
291. Steps should be taken to secure public contact with worker's dwellings on all plantations (page 378).	

Recommendations.	Action taken.
CHAPTER XXI.—Wages.	
294. Wage-fixing machinery in the Assam plantations :—	(a) to (d), (f) and (g). <i>Consideration deferred for the present.</i>
(a) The establishment of statutory wage-fixing machinery in the Assam plantations, if practicable, is desirable and there are reasons for believing that, if proper methods are adopted, a practicable scheme can be devised (page 394).	
(b) Before legislation is undertaken, an enquiry should be instituted as to the most suitable form of machinery, the actual rates paid and the variations in these rates between district and district and between garden and garden. The tea industry should be invited to co-operate in this enquiry (page 394).	
(c) The Government of Assam should either secure the services of some one with experience of the working of wage-fixing machinery or arrange for a selected officer in Assam to acquire the requisite experience (page 394).	
(d) Thereafter, Government should notify its intention to call for wage returns covering a period of at least twelve months and including all classes of work undertaken in the different seasons (page 394).	
(e) The form of the wage returns should be the same throughout the province. These returns should show the number of male, female and child workers employed each month, whether permanently or temporarily, the wages earned by each such group and as near an approximation as possible to the hours actually worked for those wages (page 394).	(e) Accepted. Revised forms of wage returns have been prescribed under section 37 (2) of the Tea Districts Emigrant Labour Act, 1932.
(f) Government should invite the tea industry to submit proposals for its consideration regarding the most suitable type of	

Recommendations.	Action taken.
CHAPTER XXI.—Wages— contd.	
machinery to be provided by statute. The cardinal points are :—	
(i) Employers and workers should be given equal representation in the constitution of such machinery. In the absence of any organisation among the workers, it will be necessary for Government to appoint disinterested persons, who are neither officials nor employers, to represent the interests of the garden workers on the Board (pages 395-96).	
(ii) Minority interests among employers should find representation, but the number of members should be kept as small as possible (page 396).	
(iii) An independent element is necessary, but it should suffice to have an independent Chairman, preferably an official nominated by Government (page 396).	
(iv) The Board or Boards should include at least one woman (page 396).	
(g) Only a small staff should be required for enforcement. If possible the duties of factory and wage inspection should be combined (pages 397-98).	
CHAPTER XXII.—Health and Welfare in Plantations.	
304. Bathing and washing places of simple type should be constructed in the vicinity of the house lines; Public Health Departments should prepare type plans (page 409).	
	Madras. —Implemented. Orders approving a type design have been issued in consultation with the Board of Public Health.
	Bengal. —See remarks against item 192.
	Punjab. —No plantations properly so called exist. In the Kangra tea gardens, the labourers are mostly agriculturists living in their own homes in the neighbouring villages.
	United Provinces. —The necessary facilities already exist.
	Burma. —Accepted.
	Assam. —No action at present as the Public Health Department has no technical staff to enable them to evolve suitable type-plans.

Recommendations.	Action taken.
CHAPTER XXII.—Health and Welfare in Plantations—contd.	
306. Adequate latrine accommodation should be required in factories on plantations, and the exemption from the provisions of section 13 of the Factories Act in Bengal and Assam should be withdrawn (page 410).	Bengal. —Implemented [<i>vide</i> Rules 23—26 of the Bengal Factories Rules, 1935]. Punjab. —See remarks against item 304. Burma. —Factories on plantations are confined to six rubber factories and one sugar factory. The Chief Inspector of Factories has undertaken to bring the "bored-hole" latrine which is the type recommended by the Public Health Department, to the notice of the occupiers where its use is likely to be advantageous. No further action seems possible during the present economic depression. Assam. —Accepted. Madras. —Action has been deferred until normal financial conditions are restored. Bengal. —Provision exists for the education of children in the tea gardens in Jalpaiguri. The Tea Planters' Associations are generally agreeable to accept the recommendation; but in the existing position of the industry it is not possible for them to entertain any proposal involving further expenditure on education. It may be possible to take some action in the matter when economic conditions improve. United Provinces. —Educational facilities exist within accessible distance of the tea districts of Dehra Dun and Almora and a number of planters' children are attending schools. No further action is required. Punjab. —See remarks against item 304. Burma. —Postponed for consideration with the Compulsory Education Bill which has been dropped for the present on financial grounds. Assam. —Accepted.
315. Representatives of the local Governments concerned and of the planters should meet in conference to consider what contribution each can make towards the education of children on the plantations (page 416).	Punjab. —(a) See remarks against item 304. Bengal. —See remarks against item 192. Burma. —(a) No action is necessary. Coorg. —(a) Rejected as no such powers have been conferred on Civil Surgeons in the Madras Presidency. United Provinces. —(a) Not yet taken up. Assam. —Accepted. The Director of Public Health has been invested with the powers of the Controller of Emigrant Labour under sections 33 (1) and 35 (1) and (4) of the Tea Districts Emigrant Labour Act.
316. (a) The Director of Public Health, his assistants and the district health officers should be <i>ex-officio</i> inspectors of plantations (page 417). (b) As soon as a complete health service comes into being in Assam and Bengal, the inspecting powers of Civil Surgeons should be transferred to the officers of the Health Department (page 417).	Burma. —Noted.
CHAPTER XXIII.—Burma and India.	
320. The general recommendations in other parts of the report are intended for Burma as well as India and are designed to meet the needs of Burmese labour in Burma as of Indian labour in India (page 425).	Burma. —An experiment made with one big establishment was not successful. The attention of employers has, however, been drawn to the recommendation by a press communiqué without committing the local Government to any view on the question.
322. Government should approach employers with a view to securing direct payment of wages without legislation; if this fails, the question of legislation for direct payment in certain sections of industry should be taken up (page 429).	

Recommendations.	Action taken.
CHAPTER XXIII.—Burma and India—contd.	
324. A policy of decasualisation for dock labour in Rangoon is urgently needed (page 433).	Burma. —Under consideration.
326. (a) In dealing with the housing problem in Rangoon, a first step should be the provision of rest-house accommodation, for the supervision of which the Protector of Immigrants might be given some responsibility (page 437). (b) The desirability of providing married quarters should not be overlooked (page 437). (c) Attention should be given to the proper utilisation of under-developed areas (page 437).	Burma. —See remarks against item 220 (a) and (b).
327. In regard to general health measures, previous investigations indicate what is required, and Government should now take the necessary steps (page 439).	Burma. —Accepted.
328. In regard to housing, there should be a frank recognition of joint responsibility; the line of action, with the share to be taken by the parties concerned, should now be determined at a conference to be convened by Government and including representatives of Government, the municipality, employers, the Development Trust, the Port authorities and some who can voice the needs of labour (page 439).	Burma. —See remarks against item 220 (a) and (b).
331. For a sound immigration policy, further statistical information regarding immigrant labour is urgently required. Accurate figures should be obtained bearing on the extent of employment available at different seasons and the movements of immigrant labour in search of work (page 441).	Burma. —Some special statistics relating to immigrants in general and to immigrant labourers have been prepared in connection with the Census of 1931. Further enquiries are being made.
332. Whatever steps are taken to regulate immigration, satisfactory conditions of life and work should be maintained for the immigrant populations (page 441).	Burma. —See remarks against item 331.
333. Government, employers and all concerned should accept a much greater measure of responsibility for the immigrant (from India into Burma) (page 442).	Burma. —Noted for guidance. The attention of employers has been drawn to it by a press communiqué without committing the local Government to any view on the question.

Recommendations.	Action taken.
CHAPTER XXIV.—Statistics and Administration.	
335. An examination should be made of the causes of delay in the publication of the labour statistics with a view to devising a method which will ensure more prompt publication (page 444).	Accepted generally. The Government of India have ordered that in future a copy of the annual report on the working of the Factories Act should be sent to them in advance so as to reach them before the 1st July of each year and that the annual statements without the letter press of the report, should be sent to the Director General of Commercial Intelligence and Statistics as soon as they are compiled and without waiting for the completion of the annual report.
337. The published returns relating to the Assam plantations should give particulars of the number of labourers employed who do not live on the gardens, and the vital statistics should include both births and deaths (page 444).	Assam.—A return of Faltu or Basti labourers employed on tea estates has been prescribed.
341. Whenever possible, investigators engaged on family budget enquiries should receive a course of training with the Bombay Labour Office or some other office which has conducted a successful enquiry (pages 447-48).	Madras.—See remarks against item 346. Bengal, United Provinces, Bihar and Orissa, Central Provinces, Assam and Delhi.—Noted. Punjab.—Accepted. Such investigations are carried out by the Board of Economic Inquiry, Punjab, which can provide the necessary training. Burma.—The office of the Director of Statistics and Labour Commissioner, Burma, is one of those which has conducted a successful enquiry. Coorg.—Ordinary statistics can be collected in the usual way. Ajmer-Merwara.—No action is considered necessary.
342. Enquiries into labour conditions by private investigators should be intensive rather than extensive (pages 448-449).	Madras.—Action has been taken to bring this recommendation to the notice of private agencies and social and religious workers, and to impress on them the desirability of making enquiries on the lines indicated. Bombay, Bengal, United Provinces, Punjab and Central Provinces.—Noted. Burma.—Courses in Economics in the Rangoon University provide for some study and investigation of labour conditions. Bihar and Orissa.—Accepted. The recommendation has been brought to the notice of the non-official organisations who occasionally undertake enquiries into labour conditions. Assam.—Accepted. But deductions drawn from isolated enquiries are apt to be fallacious when taken as representative of general conditions. Coorg.—See remarks against item 341. Ajmer-Merwara.—No action is considered necessary. Delhi.—Accepted and brought to the notice of the non-official organisations interested in the matter.
345. A labour bureau on a scale not smaller than that represented by the Bombay Labour Office should be established in Bengal (page 450).	Bengal.—This must wait till the finances of Government improve.
346. (a) Thorough family budget enquiries should be undertaken in Delhi, Madras, Cawnpore, Jamshedpur and a centre in the Jharia coalfields (page 450).	Madras.—Implemented. Enquiries into family budgets have been undertaken with effect from 1st April 1935 under the supervision of the Commissioner of Labour. The three investigators appointed for the purpose are working directly under the control of the Statistical Assistant to the Board of Revenue who will take orders from the Commissioner of Labour.

Recommendations.	Action taken.
CHAPTER XXIV.—Statistics and Administration—contd.	
(b) As soon as circumstances permit, the possibility of extending the activities of the Labour Statistics Bureau in Burma to the main oilfields should be considered (page 450).	Bengal.—See remarks against item 345. Central Provinces.—(d) The recommendation cannot be carried out owing to financial stringency. Punjab.—(c) Under consideration.
(c) Assistance should be given by the Government of the Punjab to the Board of Economic Enquiry to enable it to institute and direct investigations in the industrial field (page 450).	United Provinces.—(a) Since the presentation to the Commission of this Government's report on the inquiry into family budgets of certain factory workers in the province, it has not been found possible to take any further action of a substantial nature on this recommendation. The matter will be further considered when the financial situation improves.
(d) The possibility of establishing a Board of Economic Enquiry in the Central Provinces similar to that in the Punjab should be investigated (page 450).	Burma.—(b) Postponed indefinitely for financial reasons. Delhi.—(a) Proposals on the subject have been held in abeyance owing to the additional expenditure involved. Bihar.—(a) A family budget enquiry in the Jharia Coalfield was held last year. The report on the results of the enquiry is still awaited.
347. (a) A Labour Commissioner responsible for the administration of all labour subjects should be appointed in every province except Assam (page 453).	Madras.—See remarks against items 244 and 274. Bombay.—Accepted.
(b) He should be a selected officer and should hold the appointment for a comparatively long period (page 453).	Bengal.—(a) Implemented. The designation of the post of Labour Intelligence Officer has been changed to that of Labour Commissioner. (b) Implemented. The Labour Commissioner is a selected officer who was first appointed in 1932 and is likely to continue in this post for a number of years.
(c) He should be responsible for the publication of labour statistics, should have the right to enter all industrial establishments, should be generally accessible both to employers and labour and should act as conciliation officer (page 454).	(c) See remarks against item 345. (d) Implemented. The headquarters of the Labour Commissioner are at the chief industrial centre.
(d) The headquarters of the Labour Commissioner should be in the chief industrial centre of the province (page 454).	United Provinces.—The Director of Industries has been appointed ex-officio Labour Commissioner for the general administration of labour. He is usually an I. C. S. officer and there appears to be no objection to the combination of functions in this case. His headquarters are already at Cawnpore and he has been appointed an ex-officio additional inspector of factories, with power to enter factories and institute prosecutions.
(e) In provinces where part-time appointments have to be made, a combination of the functions of the Director of Industries and of the Labour Commissioner should be avoided (page 454).	Punjab.—Rejected. Labour conditions are not such as to justify the appointment. Burma.—(a)—(d) The temporary post of Director of Statistics and Labour Commissioner, Burma, has been abolished for financial reasons; but the Labour Office has been placed under the control of the Chairman, Rangoon Development Trust, an officer of the Indian Civil Service, who has been notified as Labour Commissioner, Burma, in addition to his other duties. (e) Accepted.
	Central Provinces.—Rejected. The Director of Industries performs many of the functions of a Labour Commissioner. No change is necessary at present.
	Bihar and Orissa.—Not yet considered.
	Delhi.—Inapplicable to Delhi. The Superintendent of Industries already performs many of the functions outlined in the recommendation.

Recommendations.

Action taken.

CHAPTER XXV.—Labour and the Constitution.

352. Where there is a substantial industrial population, it should receive, by means of a franchise or in some other way, the power to exercise an adequate influence over the policy of local self-governing bodies (page 464).

Bombay.—Provision has already been made in the City of Bombay Municipal Act, 1888, and in the City of Karachi Municipal Act, 1933, for the representation of labour on the City of Bombay Municipal Corporation and the Karachi Municipal Corporation, respectively. The only other industrial area of any size in the Bombay Presidency is Ahmedabad. As regards this and other municipal areas Government have issued further orders stating that they will give this recommendation their careful consideration while revising the provisions relating to franchise in the various Municipal Acts after the franchise for the provincial councils has been fixed by His Majesty's Government.

Punjab.—Accepted. After consulting local officers, the local Government have decided that it is not necessary to make special arrangements for the establishment of special constituencies for the representation of labour in the local bodies. Conditions in the Punjab are such that it appears more appropriate to rely on the local Government's power of nomination for the representation of labour interests. The Commissioners have been asked, when making nominations to local bodies, or recommendations as regards those nominated seats which have to be filled under the local Government's own orders, to consider whether the area controlled by the local body contains any important labour interests and if so, whether a suitable representative of those interests cannot be found for appointment. The effect of these orders is being watched.

United Provinces.—Recognised Chambers of Commerce and Trade Unions have already been given special representation in the Allahabad, Cawnpore and Hapur Municipalities; it is, therefore, considered unnecessary to take any further action in this direction.

Burma.—Postponed for consideration with the recasting of municipal laws which may be undertaken by the next reformed Government.

Bihar and Orissa.—Rejected. No special representation of industrial labour on municipalities in this province would be justified. Jamshedpur is a separate problem, and has been dealt with separately. Elsewhere labour populations in towns are negligible.

Central Provinces.—The municipal franchise has been lowered to such an extent in this province that it is now possible for almost every tax-payer to vote or to be elected as a member of the Municipal Committee. No separate concessions for industrial classes appear to be necessary. Government's power of nomination could also be used wherever any important industrial labour element remains unrepresented.

Assam.—Under the Government of India Act, 1935, labour will have 4 seats. The Government is prepared to recast the Assam Local Self-Government Act and the rules thereunder after the new Constitution Act is passed so as to confer on the industrial population the power to exercise an adequate influence over the policy of self-governing bodies such as local boards.

Delhi:—Accepted in principle. The question of giving a special representation to labour is under the consideration of the Delhi Municipality.

Coorg.—As the major portion of the plantation labour on the plantations immigrates from outside Coorg it is not necessary to take any action.

Bengal and Ajmer-Merwara.—*Under consideration.*

Note for guidance.

356. Where there is the danger of establishments being transferred to Indian States in order to escape regulation, an effort should be made to obtain the co-operation of the adjoining States (page 474).

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