

unskilled Labour in Uganda.

UNSKILLED LABOUR.

Owing to the abolition of Kasanvu Labour in certain Districts of the Protectorate in 1922, and its proposed abolition in other Districts in the near future, it has become necessary to adapt the conditions and provisions of Circular No. 26 of 1921 to voluntary labour. This general circular is accordingly issued in supersession of Circular No. 26 of 1921, which is hereby cancelled. The term Labour in this circular will be read as applying to all unskilled labour, both Kasanvu and voluntary, unless the contrary is expressly stated. The term Kasanvu labour is applied for purposes of brevity, to all labour called out under Section 7 B (e) of the Native Authority Ordinance, 1919.

1. INDENTS FOR LABOUR.

(1) Indents for Kasanvu labour at short notice result in men being hurriedly called before they have time to set in order their personal affairs, *e.g.*, to arrange for the guarding of their houses and property during their absence. Departments will, therefore, in all cases give as long notice as possible of their requirements. In the case of the normal monthly labour, indents should reach the District Commissioner not less than one month before the date on which the labour is required. Any Department indenting for Kasanvu labour in excess of its requirements will be responsible for the payment of maintenance allowance (*vide* para 3 below) to men whom it is unable to employ and who have to be sent home again in consequence.

(2) Departments will not apply to District Commissioners for voluntary labour, but will be responsible for their own recruiting. Departments, however, may make known their requirements to District Commissioners, who will then do all in their power to assist them in their recruiting, by announcing the terms offered, and by guaranteeing their personal supervision of the conditions of employment, as provided for in para 16 of this Circular. In a district where a Department has no representative, the duty of acting as the local representative of that Department usually devolves on the District Commissioner, and in such circumstances he will endeavour himself to recruit labour for that Department, as required.

2. MEDICAL EXAMINATION.

(1) District Commissioners will arrange with District Medical Officers for all Kasanvu labour coming into a station for whatever purpose, *i.e.*, both monthly and casual transport labour, etc., to be medically examined before being used for work. Men certified as unfit for work by the Medical Officer will be sent home. Men certified as fit for light duty only will, if possible, be sent home also; but if owing to shortage of labour the services of such men are pressingly required, they may be retained and will be drafted into a special gang who will be detailed for grass cutting or other light work in the station.

When gangs of Kasanvu labour are being drafted for work from one district to another, they will be medically examined at the station of the district of origin. No light duty men will be passed for such gangs.

When gangs of Kasanvu labour are sent direct from their homes to the scene of employment and do not pass through a station medical examination will not normally be practicable. The Government Official receiving such labour will be responsible for eliminating obviously weak or unfit men from such gangs, and will direct them to return to their homes.

(2) It will not normally be necessary to have voluntary labour medically examined, when it is engaged on the spot. When, however, such labour is to be housed in a general camp, it is desirable to have the men medically examined with a view to excluding any man suffering from contagious or infectious disease from the camp.

When voluntary labourers are engaged in one district for work in another district, they will when practicable be medically examined at the time of recruitment.

3. MAINTENANCE ALLOWANCE.

(1) It frequently occurs that a considerable time elapses between the date on which a Kasanvu labourer is called out from his village and the date of arrival at the scene of employment. During this period the men have maintained themselves at their own expense, and very frequently arrive on the scene of work with no food and no means of purchasing further supplies.

An allowance to cover the actual expense, direct or indirect, incurred by the men on the journey to and from the scene of employment will accordingly be paid to Kasanvu labourers, when in the opinion of the Provincial Commissioner concerned such payment is necessary. The amount of the allowance will be fixed by the Provincial Commissioner in all cases, and the allowance will be paid to the men by the employing department immediately on their arrival for work, as a debit against the vote to which the men's wages are to be charged. The maintenance allowance is payable even when the labour is rationed in kind from the date of arrival at the place of employment.

(2) Voluntary labour will as far as possible be engaged on the spot, and the question of maintenance allowance will not arise. When, however, voluntary labour is engaged at a distance from the proposed scene of employment, an allowance will be paid sufficient to enable the men to support themselves during the journey from the place of recruitment to the scene of employment, and this allowance will be debited against the vote to which the men's wages are to be charged.

4. RATES OF PAY.

(1) Rates of pay for Kasanvu labour will be fixed by Provincial Commissioners in consultation with the Labour Commissioner. Inclusive rates of pay will be arrived at on a basis of pay, plus allowance in lieu of rations. All rates will be stated in terms of "Shillings per mensem." In the event of any deductions having to be made from their pay, a day's pay will be arrived at by dividing the monthly wage by twenty-seven to the nearest cent irrespective of the actual number of days in the month.

Rates of pay of Kasanvu labour called out otherwise than for the normal month or two months' work (*e.g.*, for transport purposes, etc.) will include an allowance to cover the cost of food of the men during the journey to and from the place of employment.

(2) In order to guard against competition between departments and a consequent undue increase in rates of pay Provincial Commissioners will, in consultation with the Labour Commissioner, fix a maximum rate which may be paid to voluntary unskilled labour in each district by any department, in the manner provided for the Kasanvu rate above, and the amount of any daily deduction will be arrived at as provided above for Kasanvu labour.

The maximum rate of pay to voluntary labour in any district will not exceed the maximum rate of pay paid by private employers in the district for a similar class of work and for similar conditions of employment.

A rate of pay higher than the maximum payable to ordinary unskilled labour may be paid to labour required for specially unpleasant and trying work. Rates of pay for such special work will be decided by the employing department in consultation with the Labour Commissioner and the Provincial Commissioner concerned.

5. GRADING OF UNSKILLED LABOUR.

(1) Unskilled labour will be divided into the following classes:—

A. Men who have worked for a year or more and are willing to continue in service, who will be graded as "trained" labourers.

Men who have special qualifications, such as ability to handle any particular tool, or to perform any work for which training is required, may be admitted to this class without the time qualification.

Labourers in this class may be paid at a rate up to 50% in excess of the maximum rate provided for monthly labour under para 4 above.

No labourer shall be admitted to this class at a rate exceeding the ordinary monthly rate by more than 25%, and increases in pay will not exceed Shs. 2/- per annum.

- B.** Men who will contract for six months' work or who, having completed six months' work, are willing to remain in service.

This class may be paid at a rate not exceeding the ordinary monthly rate by more than Shs. 2/-.

- C.** Men who will contract for three months' work or who, having completed three months' work, are willing to remain in service.

This class may be paid at a rate not exceeding the ordinary monthly rate by more than Sh. 1.

- D.** Ordinary monthly labourers.

(2) Kasanvu labour will normally fall under class *D*, but will be graded as class *C* if called out for more than one month's work.

(3) Departments will as far as practicable fill vacancies for headmen, messengers, office boys, askaris, and other specially paid personnel by promotion from class *A* labourers who have earned their grading by the time qualification, and departments who have no class *A* labourers on their pay roll will, when vacancies in such specially paid posts occur, apply to the Public Works Department or other employing departments for the transfer of class *A* labourers, suitable for such promotion. The object of this instruction is to create a labouring class by providing prospects of advancement to good regular labourers.

6. LABOUR CARDS.

Labourers will be employed on labour cards, in addition to the muster roll required for accounting purposes. The cards will be issued to the men on their arrival for work, or at the beginning of each month, or as soon thereafter as practicable, and will be marked up daily as a certificate of attendance. On completion of a month's work the labourer will be allowed to retain his card, which will be cancelled by the paying Officer at the time when the labourer is paid of. Labour cards may be obtained from the Government Printer by departments on indent.

Departments employing Kasanvu labourers in Districts where Kasanvu tickets are in use will be responsible for issuing such tickets to them at the time when they are paid off, and will indent monthly on the District Commissioner for the actual number of tickets required.

7. ADVANCES OF PAY FOR THE PURCHASE OF FOOD.

(1) Where Kasanvu labour are being paid an inclusive rate of pay and have to feed themselves, an advance of Sh. 1 will be paid to them every Saturday morning, provided that when the first Saturday of the month is the first or the second working day of the month the first advance will be made on the first Tuesday of the month.

When the men are being employed at a distance from a station so that the above weekly advances cannot be paid without undue inconvenience, advances of Shs. 2/- will be paid on the 10th and the 20th day of the month, provided that when the 10th or 20th of the month is a Sunday the payments will be made on the preceding Friday or Saturday.

The amounts specified above may be varied at the discretion of Provincial Commissioners, who will notify the Labour Commissioner of any such variation, but in no case will the amount advanced exceed the amount already earned by the labourer.

(2) Voluntary labourers may frequently not be in need of advances of pay to maintain themselves, as they may have their pay for the previous month in their possession or may be living near their own homes. The question of advances is therefore, in the case of voluntary labour, left to the discretion of employing departments. Careful inquiry should be made of the men, however, to ascertain whether they are in need of such advances.

8. ALLOCATION OF DUTIES.

Kasanvu labour on arrival for work should be allocated to various duties according to age and superficial physical aptitude, the younger and stronger men being detailed to transport and other heavy work, and the older and weaker men to the lighter tasks.

This allocation must, whenever practicable, be carried out and maintained throughout the month by a responsible European. Headmen invariably give the light tasks to young men in *kansus* and the heavy work to old peasants in bark cloth. When it is unavoidable that the daily allocation be left to a headman, he will be especially and repeatedly cautioned against this practice.

9. HOURS OF WORK.

The normal working hours for labour will be from 7 a.m. to 12 noon and from 1 p.m. to 5 p.m. These hours may be altered to suit local conditions if necessary but the total period of nine hours' work must not be exceeded.

Labourers, except when employed on safari duties (*vide* para 15) will not be required to leave their camp before sunrise and must be allowed to leave off work in time to enable them to get back to camp a full three-quarters of an hour before sunset that is about one hour and a quarter before dark. Thus if labourers are camped at a considerable distance from the scene of work, a portion of the walk to and from their work must be included in the nine hours' work. The time required for the marking of cards, issuing of tools and returning tools to stores, etc., must also be included in the nine hours' work.

Labourers who have to feed themselves will not be employed on Saturday afternoon. Labour will not be employed on Sunday, except in genuine emergency, such as a "washout" on a road, etc., and will be paid extra for Sunday work.

Labourers for whom accommodation is available in a camp but who prefer to live at home will conform to the hours of parade, etc., laid down for the labourers living in the camp. When no accommodation, however, is available for them in a camp, allowance will be made for a portion of the walk to and from their homes to be included in the nine hours' work, as provided above for labour living in camp.

10. TASK WORK.

(1) Normally Kasanvu labour should not be employed on task work but should work steadily under supervision for the nine hours indicated in paragraph 9 above.

(2) It may, however, be preferable in certain circumstances to allot tasks, but it must be borne in mind that Kasanvu labour varies extremely in physical strength. It does not follow that, because certain work can be completed easily by a young voluntary labourer working under conditions of his own choosing, therefore any Kasanvu labourer can be expected to perform a similar task.

(3) **KASANVU LABOURERS EMPLOYED ON TRANSPORT WORK.**—When Kasanvu labourers are employed on transport work (*i.e.*, carriage of bricks, poles, grass, water, etc.) the maximum load carried for however short a distance, will be 60 lbs., and the maximum distance travelled each day will be eight miles loaded and eight miles light on a level lead, or seven miles loaded and seven miles light on an uphill lead. Young and strong men only should be detailed for work of this nature, and in no case shall a labourer, in order to shorten his task or for any other reason, be allowed to carry more than 60 lbs. at a time, however willing he may be to do so. Where a load weighs more than 60 lbs., and is of such a nature that it cannot be divided, it will be carried by two or more men in the proportion of one man to every forty pounds of weight or part thereof.

All persons, including native headmen supervising labour employed on such work will be provided departmentally with spring balances, and will constantly check the weight of loads to ensure that these orders are strictly adhered to.

When hand-carts are in use, and both the carts and the road are in good condition, the total maximum weight of the cart when loaded will not exceed two hundredweight per man employed in pushing the cart, including the shaftsman, and the distance to be travelled will not exceed that laid down above for head loads. This is a maximum task, and allowance must be made in weight or distance or both for bad roads, hills or defective carts, and also for the work of loading and unloading the carts when several trips have to be made and the loading and unloading are included in the day's task of the men drawing the carts.

All departments, however, are reminded that human transport is an unproductive and wasteful form of labour, and that it is of the first importance that mechanical or animal transport should as far as possible be substituted for human transport.

(4) There is no objection to Departments engaging voluntary labour on special rates of pay for special tasks, and the extent of the task need not be limited by the provisions of this paragraph, or by any other paragraph of this circular.

No labourer, however, shall be allowed to carry regularly a load exceeding 60 lbs., in weight, unless he shall have previously been medically examined as to his fitness for work of this nature.

11. LABOUR CAMPS.

(a) Labour will be housed in weather-proof huts, and camps must be clean and well maintained and not unduly crowded.

(b) Sanitary gangs not exceeding 3% of the men housed will be detailed for the sweeping and general sanitation of the camp.

(c) Firewood and water fatigues as may be required to supply the labour with a minimum of 3 lbs. of firewood and one gallon of water per head per diem will also be detailed. Unless other arrangements are made for the delivery of firewood into the camp, the firewood fatigue will always be necessary. Where the water supply, however, is situated within two hundred yards of the camp, the water fatigue may be dispensed with. It should be noted that neither green wood nor reeds, etc., are a suitable fuel, and they should not be supplied as firewood.

(d) A fatigue, the number of whom will vary according to the nature of the camp, number of huts, etc., will also be detailed to guard the personal effects and food of the men while they are absent at work.

(e) In mud-floored camps which it is proposed to occupy for more than a month, the floors and walls to the height of at least one foot from the floor, must be cowdunged once every week, and a special fatigue must be detailed for this purpose. In places where cowdung is not obtainable, mud mixed with disinfectant may be used instead.

(f) When necessary, a further fatigue will be detailed for the maintenance and repair of camp buildings, or for the extension of a camp which is overcrowded.

(g) The pay of all fatigues referred to in this paragraph, and the cost of tools required to enable them to perform their duties, will be a debit against the vote to which the wages of the men encamped are charged.

(h) Labour collected to work at a point where no camp exists will be employed *exclusively* in building a camp until such time as a weather-proof and sanitary camp has been completed. The practice of giving labour a day or two to build their own huts and of leaving to them the standard of housing required will be absolutely discontinued. Natives are invariably lazy and improvident in such matters. Camps will be built under proper supervision, and none of the labour concerned will be employed on any work other than the services enumerated in this paragraph until sufficient good weather-proof huts to hold them all in comfort have been completed.

(i) In district stations labour will be housed as far as practicable in one general camp, and not in separate departmental camps. There is no objection to labour living in native huts or villages in the neighbourhood of the scene of employment if they wish to do so, provided that they arrive punctually to work in the morning. This is a healthier system than a camp system, and should be encouraged. When the men in such cases incur any actual expenses for lodging, firewood or water, these expenses will be refunded to them as an addition to their wages, provided that no such allowance will be paid when suitable Government camp accommodation is available for them.

(j) The importance of an ample supply of cooking vessels to the health and comfort of labourers living in camps must not be overlooked. Empty petrol and kerosine tins may be issued for cooking, or potters may be engaged as part of the camp permanent staff to make clay cooking pots for the men. Expenses incurred in the provision of cooking pots for labour will be a debit to the vote to which the wages of the men are charged. In the case of combined camps application may be made to the Labour Commissioner

for money for the payment of potters, when no other funds are available. When empty petrol tins, oil drums, etc., are issued to labour camps for this or any other purpose they will be taken on charge in a Store Ledger and will be shewn in the Ledger as issued.

12. NATIVE CAMP SUPERINTENDENTS.

(1) All standing camps of 50 or more labourers in a district will be in charge of one or more Native Camp Superintendents (according to the size of the camp), who will be engaged and paid by the District Commissioner.

(2) The duties of the Camp Superintendent will be briefly to maintain discipline in the camp, to supervise the work of fatigues and to see that the services enumerated in paragraph 11 above are efficiently and properly performed, to listen to any complaints that the labour may have to make concerning the general conditions of their work, and to report all such complaints, etc., to the District Commissioner.

(3) In a camp situated more than a mile from a dispensary, if the District Medical Officer is unable to arrange for sick parade to be held in the camp, the Camp Superintendent will be an *ex A.N.M.C.*, or otherwise trained medical orderly, capable of making a simple diagnosis and of treating common ailments.

(4) When no other provision has been made, the pay of the Camp Superintendent will be a debit to the vote to which the labour encamped is to be charged, and the department controlling the vote will furnish the District Commissioner with a Departmental Warrant to cover the expenditure. Rates of pay of Camp Superintendents will be fixed by the District Commissioner provided that in the case of Superintendents who are Medical Orderlies, rates of pay will be decided by the District Commissioner and the District Medical Officer acting in conjunction.

In the case of combined camps application may be made during 1922 to the Labour Commissioner for funds from which to pay the wages of Superintendents, and in 1923 the pay of such Superintendents will be included in Provincial Estimates.

13. NATIVE LABOUR INSPECTORS.

(1) In districts where large numbers of Kasanvu labourers are being employed the District Commissioner may entertain on his establishment one or more Native Labour Inspectors as may be required.

(2) The Inspectors will be specially selected natives of the rank of a minor chief if possible. Their duty will be to tour the district, supervising the work of Camp Superintendents in charge of Kasanvu Labour Camps and inspecting small camps and scattered parties of Kasanvu labour. They will hear all complaints and will report them to the District Commissioner.

(3) Native Labour Inspectors will be entitled to bicycle allowance, and provision for this and for their pay is being made in the Labour Commissioner's Estimates for 1922. For 1923 and thereafter, these items will be included in Provincial Estimates.

(4) All Departments will afford the fullest assistance and support to Native Labour Inspectors in the execution of their duties. It must be borne in mind that these Inspectors are appointed to assist all Departments to maintain a supply of contented and efficient labour, and they will accordingly be given ready access to all Kasanvu labour and will be encouraged in every way to investigate complaints and to report fully thereon.

(5) Labour Inspectors will not normally be necessary for voluntary labour. Should it be thought advisable to engage a Native Labour Inspector in a District where no Kasanvu labour is being employed, the Provincial Commissioner will communicate with the Labour Commissioner on the subject.

14. CASUALTIES.

(1) ARRANGEMENTS FOR DAILY SICK REPORT AND MONTHLY RETURNS.

(a) Camp Superintendents, who are also Medical Orderlies, will maintain a roll of sick on a special form, which is obtainable from the Medical Department, and at the end of the month will forward the roll for the month to the District Medical Officer.

(b) Camp Superintendents, who are not Medical Orderlies, will be responsible that men reporting sick are entered on the form referred to above with the full particulars required by the

form (columns (a) to (e)), and that they attend sick parade at the place required by the Medical Department accompanied by this form. At the end of the month the Camp Superintendent will forward the sick roll for the month to the District Medical Officer.

(c) In the case of labour not housed in a camp under a Camp Superintendent the Officer in charge of the Labour will be responsible for keeping the roll of sick as provided in (b) above, for seeing that the sick parade daily in the place appointed accompanied by the roll, and for sending this roll at the end of the month to the District Medical Officer.

(d) In the case of labour working under such conditions that medical supervision cannot be provided, the officer or headman in charge of the men will keep as accurate a record of the daily sick as is possible in the circumstances, and at the end of the month will forward a statement of cases of sickness for the month to the District Medical Officer.

(e) The District Medical Officer will add to the sick states received by him under (a), (b), (c), and (d) above any further information at his disposal, such as the results of cases admitted to hospital, and will forward the states to the District Commissioner, with any comments or recommendations he may wish to make.

(f) Officers, foremen or headmen in charge of labour will report at once to the District Medical Officer any deaths, otherwise than deaths in Government Hospitals, which occur among labour under their control. Death reports will give particulars of the deceased's name, chief, village, etc., which will be ascertained by immediate inquiry from the deceased's companions, will state whether he was a voluntary or Kasanvu labourer, and will furnish any information available which is likely to throw light on the cause of death. The District Medical Officer will forward these death reports to the District Commissioner.

(g) As early as possible in each month the District Commissioner will collect all the sick states and death reports referred to above, for the preceding month, and will forward them to the Hon'ble the Principal Medical Officer, together with a report on any action taken by him in consequence of information afforded by the returns and of the recommendations made by the District Medical Officer.

(h) The sick states, etc., will be filed in the Office of the Hon'ble the Principal Medical Officer, and will be available for the abstraction of any statistics required by the Medical Department, Provincial Commissioners, or the Labour Commissioner.

(2) PAY AND RATIONS TO SICK LABOURERS.—Class *D* labourers (*vide* para 5) will, if genuinely sick through no fault of their own, be entitled to rations or cash in lieu thereof, but not to pay for all days off duty. Labourers of classes *A*, *B* and *C*, will be entitled to full pay as well as rations during seven days of unavoidable sickness in any one calendar month, and to half pay plus rations for any such days exceeding seven up to a maximum of twenty-eight days, and to rations only during all days of sickness exceeding this total of thirty-five days.

In order to obtain these benefits labour must either be living in a camp, when they will be under medical supervision, as provided under para 12 above, or they must provide satisfactory proof, by medical certificate or otherwise, that their absence from duty resulted from sickness not due to their own default.

Days of unavoidable sickness will count towards the completion of the cards of Kasanvu labour for the purpose of obtaining Kasanvu tickets.

(3) Men who are fit for duty, but require medicine, will attend sick parade and will incur no stoppage of pay for time thus lost, unless it can be shown that they have loitered unduly in reporting for duty. Sick parades will be accompanied by a headman to provide against such loitering.

15. LABOUR EMPLOYED ON SAFARIS.

(1) WEIGHT OF LOADS. Attention is called to the fact that the Government Transport Schedule for Officers on tour are based on a 50 lbs. load. Officers proceeding on tour will see that individual loads do not exceed this weight. Where a load exceeding 50 lbs. is of such a nature that it cannot be divided, it will be

slung on a pole and carried by porters in the proportion of one porter to every 40 lbs. of weight. The practice of giving a load weighing over 50 lbs. to one porter and a load of under 50 lbs. to another with directions that they are to exchange loads at intervals *en route* is prohibited.

Administrative Officers will provide themselves with spring balances and will arrange for the weight of loads in safaris leaving or entering their stations to be constantly checked.

(2) LENGTH AND TIME OF MARCHES. Porters will not be called upon to march under loads for more than 16 miles in any one day except in cases of real emergency, or in cases where there is no alternative (*e.g.*, if there is no water or food obtainable between the two places more than 16 miles apart) or in cases where recognised camps on the route are more than 16 miles apart and there is no intervening camp.

On a long safari marches will not exceed an average of 12 miles per diem.

Porters will not be called upon to march during the mid-day hours (11 a.m. to 3 p.m.) except in cases of real emergency. The day's march should normally be completed by 11 a.m.

(3) Monthly Kasanvu labour will not be drawn from areas on which constant calls for casual labour for transport, etc., are necessary.

(4) HUMAN TRANSPORT TO BE AVOIDED AS FAR AS POSSIBLE. Porters will not be employed when other suitable means of transport are available, either by the same or by an alternative route.

16. FUNCTIONS OF OFFICERS.

Administrative Officers are reminded that as no Labour Department exists in this Protectorate, it is their duty with the assistance of the native staff provided for in paras 12 and 13 above, to assume the functions of such a Department, to see that the instructions contained in this Circular are applied to all labour employed in their Districts and are strictly adhered to, and generally to take an active interest in the welfare and control of labour.

District Medical Officers are also reminded that the sanitation of labour camps and all matters affecting the health and reasonable comfort of labour should receive their active and continuous attention.

Close co-operation between District Commissioners and Medical Officers is essential for the improvement of existing labour conditions.

The special functions of Administrative Officers as supervisors of labour conditions, referred to above, are not to be held as exonerating officers of other departments from direct responsibility. It is the duty of an officer of any department, who has labour under his control, to see that the terms of this Circular are strictly complied with.

17. NECESSITY FOR ATTRACTING VOLUNTARY LABOUR.

(1) All Departments are warned that the Kasanvu system for obtaining labour is only intended for districts in an early stage of development. In districts where economic conditions have produced the voluntary labourer, it will be the policy of the Government to abolish the Kasanvu system at as early a date as possible, and it is intended to stop the supply of Kasanvu Labour in all the more advanced districts of the Protectorate within a year or two.

(2) At present but a small proportion of the unskilled labour employed by Government Departments is voluntary. There are many reasons for this, not the least of which is that Officers, being assured of a continuous supply of compulsory labour, have not found time to give that personal attention to the requirements of their labour and to causes for discontent among them which is essential if a supply of voluntary labour is to be obtained. Headmen, also, have not encouraged voluntary labourers as they must be handled with tact and patience, qualities which need not be exercised in dealing with Kasanvu labourers, who are not free agents.

(3) All Officers who have control of labour must realise that it is part of their duties to attract and maintain a supply of voluntary labour, and to do this a personal relationship between the employer and employees is essential. Paragraphs 12 and 13 of this Circular provide a machinery by which complaints may be brought to the notice of District Commissioners, but it is infinitely preferable that labourers should have ready access to their employing officer and feel confident that they will receive a hearing from him, and that grounds for complaints should thus be adjusted without the intervention of District Commissioners. Headmen must be informed that they are expected to be able to obtain and handle voluntary labour.

18. UNSKILLED LABOUR RETURNS.

All representatives of Departments in any district in which the Kasanvu system is still in force will, at the end of each month, forward a return to the District Commissioner showing the number of voluntary unskilled labour and of Kasanvu labour employed by them during the month, and the respective rates of pay.

The District Commissioner will tabulate these returns and forward a combined monthly return for the district to the Labour Commissioner, in lieu of the Kasanvu return being rendered at present.

Should it be found that the number of voluntary labourers being employed by any department does not in course of time increase in proportion to the number of Kasanvu labourers, the matter will be made the subject of special investigation.

19. DISTRIBUTION OF THIS CIRCULAR.

Heads of Departments will see that all personnel of their Departments, who are responsible directly or indirectly for the control of labour, are in possession of a copy of this Circular, and are familiar with its contents. Additional copies, as required, may be obtained by application to the Labour Commissioner.

20. ADMINISTRATION OF THIS CIRCULAR.

All questions arising from the administration of this Circular, which cannot be settled locally, should be referred to the Labour Commissioner for submission to this Office for a ruling when necessary.

E. C. ELIOT,

Acting Chief Secretary to the Government.

To,

ALL HEADS OF DEPARTMENTS :

PROVINCIAL COMMISSIONERS :

OFFICER COMMANDING TROOPS.

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