

RETAIL FOOD INDEX NUMBERS FOR INDIA AND FOREIGN COUNTRIES

Name of country.	Index.	United Kingdom.	Canada.	South Africa.	Australia.	New Zealand.	United States of America.	France.	Italy.	Belgium.	Denmark.	Norway.	Sweden.	Switzerland.
No. of articles.	17	20	25	15	46	39	45	15	9	22	37	30	51	100
No. of articles.	Base 100.	650	60	5	30	25	51	100	100	100	100	100	100	100
1913	100	100	100	100	100	100	100	100	100	100	100	100	100	100
1914	100	100	100	100	100	100	100	100	100	100	100	100	100	100
1915	100	100	100	100	100	100	100	100	100	100	100	100	100	100
1916	100	100	100	100	100	100	100	100	100	100	100	100	100	100
1917	100	100	100	100	100	100	100	100	100	100	100	100	100	100
1918	100	100	100	100	100	100	100	100	100	100	100	100	100	100
1919	100	100	100	100	100	100	100	100	100	100	100	100	100	100
1920	100	100	100	100	100	100	100	100	100	100	100	100	100	100
1921	100	100	100	100	100	100	100	100	100	100	100	100	100	100
1922	100	100	100	100	100	100	100	100	100	100	100	100	100	100
1923	100	100	100	100	100	100	100	100	100	100	100	100	100	100
1924	100	100	100	100	100	100	100	100	100	100	100	100	100	100

(a) Average for the year 1913. (b) Includes fuel and lighting. (c) Unofficial. (d) January to June 1914. (e) Fish April 1914. (f) Figures from 1913 to 1923 inclusive.

LABOUR GAZETTE

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The Month in Brief

EMPLOYMENT—THE COTTON INDUSTRY

The supply of labour was generally plentiful in the CITY OF BOMBAY. The statistics regarding employment for the month ended 12th October 1924, showed an average absenteeism of 15.6 per cent. as compared with 14.1 per cent. in the month ended 12th September. The increase in the percentage was due to ill-health. Absenteeism was reported to be highest in spinning departments and lowest in weaving departments during the month under review.

In AHMEDABAD, the supply of labour was reported to be plentiful during the month under review except in one case. Detailed reports of absenteeism have been received from representative mills in this centre. These showed an average of 4.4 per cent. during the month as compared with 4.7 per cent. last month and 4.2 per cent. two months ago.

In SHOLAPUR, the supply of labour was adequate and absenteeism showed a slight increase in the month under review. The average was 10.3 per cent. in the present month as compared with 9.8 per cent. last month and 10.8 per cent. two months ago.

In BROACH, there was a slight improvement in the attendance, the figures of absenteeism being 7.7 per cent. in the present month as compared with 8.4 per cent. last month and 7.7 per cent. two months ago.

On the whole, therefore, during the month, in the principal centres of the industry the supply of labour was plentiful but absenteeism increased in Bombay while it decreased in Ahmedabad.

THE ENGINEERING INDUSTRY

In the Engineering Industry in Bombay the supply of labour was equal to the demand. The average of absenteeism in representative engineering workshops (based on the returns from three large workshops) showed a decrease, the figures being 15.2 per cent. in the month under review as compared with 14.1 per cent. last month and 12.9 per cent. two months ago.

On the Marine Lines and Colaba Reclamations of the Development Directorate, the average absenteeism was on the level of the three

preceding months (4 per cent.) as compared with 3.75 per cent. four months ago.

On the construction of *chauls* (tenements) at Naigaum, DeLisle Road and Sewri absenteeism remained on the level of the last five months, viz., 4 per cent. On the construction of *chauls* at Worli, the average was 12 per cent. in the month under review as in the last two months. The supply of unskilled labour employed for loading, removing, storing and unloading cargo in the docks by the Bombay Port Trust was plentiful. The percentage absenteeism was 17.51 in the month under review as compared with 18.11 in the preceding month and 11.31 two months ago. In the Chief Engineer's Department of the Bombay Port Trust the supply of labour was plentiful but a fall in the attendance was recorded. The average absenteeism rose from 7.85 per cent. in the last month to 8.87 per cent. in the month under review. The percentage of absenteeism based on the attendance of monthly paid workers employed in the Engineering Workshops of the Karachi Port Trust recorded an increase in the month under review, the figure being 11.8 per cent. as compared with 9.4 per cent. in the preceding month and 10.1 per cent. two months ago.

WORKING CLASS COST OF LIVING

In September and October 1924, the Working Class Cost of Living, as described elsewhere in the *Labour Gazette*, was the same as in August 1924. The average level of retail prices of the commodities taken into account in the cost of living index for the City of Bombay (100 represents the level of July 1914) was 160 for all articles and 156 for food articles only. There was a rise of 4 per cent. as compared with this time last year and a fall of 17 per cent. from the high water mark (October 1920) in the general cost of living index. Cereals, pulses and other articles of food, which constitute the food group, were more or less steady during the months under review. The clothing group registered a fall of 2 points in September and 5 points in October and reverted to its level in January 1924.

Each commodity has been given a relative importance roughly corresponding with the estimated aggregate annual consumption of that article in the whole of India in the quinquennium 1909-10 to 1913-14. No allowance is made for any change in the standard of living, because an index number for any given community purporting to combine movements in prices with movements in standards of living would present great difficulties in construction and interpretation. It has been decided to reconstruct the Index on the basis of the Working Class Budgets already obtained for Bombay City. This change, which has been under contemplation for some time, will be effected as soon as possible. In the meantime the present system will continue.

THE WHOLESALE INDEX NUMBER

In September 1924 the general level of wholesale prices in Bombay was 181 showing a fall of nearly two per cent. as compared with the previous month. There was a fall of three per cent. in the food and of one per cent.

in the non-food group. The index number for food grains only was 132 as compared with 135 during the previous month. The general index of all the articles is a mean of the price relatives of all the articles included in the index and is obtained by dividing the sum of the index numbers by the number of articles for which quotations are available and not by finding the mean of the group index numbers for food and non-food articles. The fluctuations in the prices of foods, non-foods and all articles will be seen in the following table:—

		Increase per cent. over July 1914.					
		Number of items	May 1924	June 1924	July 1924	August 1924	September 1924
Foods	..	15	71	75	74	73	68
Non-foods	..	29	87	90	89	90	88
All articles	..	44	81	85	84	84	81

Steps are being taken to revise the list of articles and reconstruct the index.

SECURITIES INDEX NUMBER

In September 1924, the general level of prices of 100 shares and securities was 147 showing a further rise of three per cent. as compared with the previous month. Cotton Mill shares registered a rise of six per cent. as a result of which Industrial securities advanced by more than three per cent. as compared with the previous month. Cotton ginning and pressing companies remained stationary while Government and Corporation (Fixed interest) securities which were stationary since March 1924 registered a fall of nearly three per cent. during the month under review. The diagram on page 134 shows the movement of securities prices since 1919.

INDUSTRIAL DISPUTES

There were four industrial disputes in progress during September 1924. The number of workpeople involved was 959 and the number of working days lost 1,496.

COTTON MILL PRODUCTION

Cotton mill production in August and in the five months ended August 1924, as compared with the corresponding periods of the two preceding years is shown in the two following tables. In Bombay City an improvement is recorded in the production of both yarn and woven goods as compared with the preceding year. In Ahmedabad, the production of yarn remained practically on the level of the previous year while woven goods showed an increase as compared with August 1923.

(1) Month of August

	Millions of lbs. of yarn spun			Millions of lbs. of woven goods produced		
	August			August		
	1922	1923	1924	1922	1923	1924
Bombay City ..	29	27	29	18	17	21
Ahmedabad ..	8	7	7	7	6	8
Other centres ..	5	4	4	2	2	2
Total, Presidency..	42	38	40	27	25	31

(2) Five months ending August

	Millions of lbs. of yarn spun			Millions of lbs. of woven goods produced		
	Five months ending August			Five months ending August		
	1922	1923	1924	1922	1923	1924
Bombay City ..	143	135	131	83	82	88
Ahmedabad ..	39	22	38	35	21	37
Other centres ..	25	21	22	12	12	13
Total, Presidency..	207	178	191	130	115	138

The Bombay Millowners' Association quotations at the end of September 1923 and August and September 1924 are as follows:—

	Net rate per lb. in annas		
	September 1923	August 1924	September 1924
Longcloth	20½	23¼	22¼
T. Cloths	19½	21½	21
Chudders	19¼	21½	21

THE OUTLOOK

During the month there was a heavy demand for raw cotton by Japanese firms in Bombay. But the local mills bought only limited quantities. The demand by Japanese firms was greater in the first fortnight than in

the second. The tendency in the market was more bearish than otherwise. The cloth market was steady in spite of the near approach of Diwali. This was largely due to floods in the country which caused delay in carrying cotton goods from Bombay to the other provinces. In the Bombay market there was little demand from the wholesale dealers but there was considerable demand from the retailers. More Japanese goods were sold in the Bombay market than Manchester goods. Enquiries for Manchester goods were at lower rates.

Both the Bombay and Ahmedabad yarn markets continued to be dull. Business in forward transactions of yarn was on a restricted scale.

Owing to the general pessimistic business outlook there was comparative industrial peace in the Presidency during the month.

In spite of a rise in the bank rate there was very great demand for money, but the money market being tight the banks were unable to meet the requirements of the traders adequately.

The working class cost of living was steady during September and October but the general level of wholesale prices went down by 3 points in September 1924. The rise in industrial securities was appreciable. The supply of labour was plentiful.

The Bank rate has increased from 4 per cent. to 5 per cent. from 21 August. The rate of exchange in Bombay on London on 1st October 1924 was 1s. 5¾ as against 1s. 5¾ on the 1st of September. India's foreign trade in September showed a rise in imports and a decline in exports as compared with the preceding month.

On the whole the trade outlook during the month was not very bright.

THE AGRICULTURAL OUTLOOK ON 20TH OCTOBER

The following summary of conditions in this Presidency on 20th October was received from the Director of Agriculture.

During the period under review heavy and widespread rain occurred throughout the Presidency at the end of September and in the first week of October. This rain proved to be excessive in many places in Gujarat, in parts of Khandesh and Ahmednagar in the Deccan and in places on the coast in the North Kanara in the Konkan causing some damage to the standing kharif crops and checking the progress of rabi sowings owing to excessive moisture in the soil. Fortunately this damage proved to be not very serious anywhere and the subsequent break for the major portion of a fortnight throughout gave good time for the kharif crops to revive from the effects of too much water and for the rabi seed to be put under ground on a vast area.

The situation as it stands at present is that the rice crop has been much benefited by the heavy rains referred to above and is all that can be desired. People are describing the Kolaba crop as a 16 anna one. The cotton crop has escaped serious damage and shows a healthy development while the sugarcane crop is assured owing to the ample supply of water in wells and tanks, provided, of course, that nothing like crop disease or unexpected changes in the weather take place. The crops of rice, sesame, groundnut, early bajri, etc., are either ready for the sickle or being reaped here and

there. The recent heavy rains (15th October) in the Panch Mahals are reported to have caused serious damage to the Maize crop. The sowings of late crops are in full swing in all the rabi areas and in view of the copious rains and the subsequent break there is reason to anticipate a very large rabi crop as both the area and outturn are expected to be above normal.

OUTLOOK IN FOREIGN COUNTRIES

There was not much improvement in the state of trade in Great Britain. Unemployment increased in the last week of the month and the index of commodity prices for September showed a rise of 1.6 over the August figure.

In France the money market was slack and advances by the Bank of France continued to increase. Retail prices of chief food stuffs showed a downward tendency both in Paris and in the provinces. The Paris cost of living index for the second quarter of the year was nearly equal to that of the first quarter.

Shortage of money and lack of credit continued to hamper the economic life of Germany. In unemployment there was a distinct turn for the worse. Unemployment figures have been rising and short time shows a still greater increase.

The set back in prices has now completely stopped. According to the figures of the Official Statistical Bureau, wholesale prices are only about one-sixth above pre-war prices.

In Italy, the economic situation which had been somewhat unstable during July showed signs of decided improvement in August. The weighted index of industrial prices remained at the level of the preceding month but food prices showed a rise of one point.

According to an official report the gross production of industry in Russia during August exceeded that for July by 6 per cent. and equalled that for June. The value of August production exceeded that of August 1923 by 31 per cent. In the textile industry the demand was so great that during the month the industry could not keep pace with the demand.

In the United States there was a moderate but widespread increase in business activity owing to a rise in commodity prices. Prices of Industrial stocks reached a new high level in August. Gold continued to come to the United States but it is likely that with the restoration of economic stability in Central Europe, the flow of gold into the United States will be checked. The crop estimates given by Government reports assure a good year for agriculture. The outlook in the United States has been on the whole more favourable than two months ago.

In the Dominions and colonies the outlook is on the whole good. It is likely that this year's Australian wheat crop will be larger than last year's. Increasing attention is being paid to the cultivation of cotton in South Africa and a good cotton crop is expected. Owing to the new trade agreement between Canada and Australia it is expected that the volume of trade between these two countries will increase.

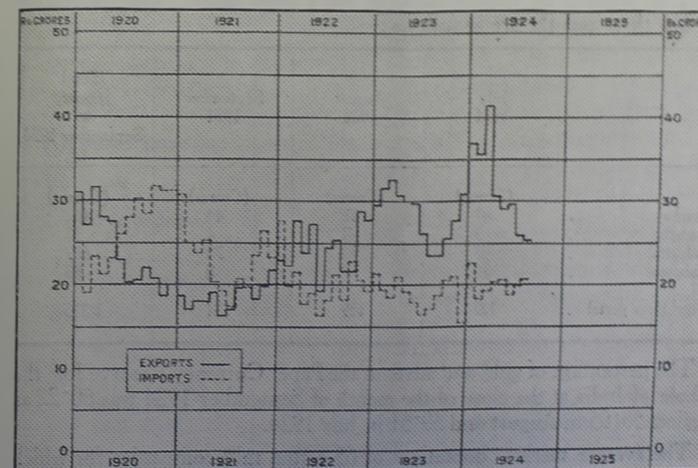
THE BALANCE OF TRADE

During September 1924 the visible balance of trade including securities against India amounted to Rs.839 lakhs.

The trade figures for the last two months for India, Bombay and Karachi are given below :—

	India		Bombay		Karachi	
	August 1924	September 1924	August 1924	September 1924	August 1924	September 1924
	<i>(In lakhs of rupees)</i>		<i>(In lakhs of rupees)</i>		<i>(In lakhs of rupees)</i>	
Exports (private merchandise) ..	25.15	28.40	4.76	6.24	2.38	2.20
Imports do. ..	20.65	22.81	6.79	7.67	2.83	2.87
Balance of Trade in merchandise ..	+4.50	+5.59	-2.03	-1.43	-45	-67
Imports of treasure (private) ..	....	....	5.12	7.28	....	4
Exports of treasure (private) ..	....	....	19	16	....	....
Balance of transactions in treasure (private) ..	-5.55	-6.97	-4.93	-7.12	....	-4
Visible balance of trade including securities ..	-2.59	-8.39	....	....	....	....

The movements of actual figures of Imports and Exports of private merchandise for British India since 1920 are shown in the annexed diagram

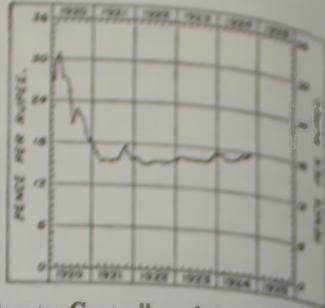


If the curve of exchange rates on the next page is consulted it will be seen that in 1920 and 1921 the exchange rate closely followed the movements of exports in their relation to imports. At the end of 1922, when exports again jumped up and imports fell, it was expected that the value of the rupee would respond to the change. It will be seen from the exchange curve that such response has actually taken place, but that the resulting fluctuations in the rupee value have been much slighter than during the disturbed years following the war.

BUSINESS CONDITIONS

The rates for telegraphic transfers in Bombay on London in the first week of the last twelve months are shown below, and also the curve of the movement of the exchange since January 1920.

November 1923	..	..	1	4 11/16
December	..	..	1	5 7/32
January 1924	..	..	1	5 3/16
February	..	..	1	5 1/8
March	..	..	1	4 15/32
April	..	..	1	4 5/8
May	..	..	1	4 11/16
June	..	..	1	4 27/32
July	..	..	1	5
August	..	..	1	5 7/16
September	..	..	1	5 7/32
October	..	..	1	5 3/4



These rates are supplied by the Deputy Controller of the Currency, Bombay. On the 23rd October exchange on London was 1s. 5 3/4d. During September 1924, the Bank clearings in Bombay and Calcutta recorded a fall of Rs. 13 crores and Rs. 14 crores respectively, as compared with the preceding month, while those in Karachi and Rangoon showed an improvement of Rs. 1 crore each. The figures for the last three months are as follows:—

	July 1924	August 1924	September 1924	Total January to September 1924
	(Crores)	(Crores)	(Crores)	(Crores)
Bombay	47	57	44	462
Karachi	3	3	4	31
Calcutta	67	92	78	637
Rangoon	10	7	8	83
Total (four ports)	127	159	134	1,213

The percentage of gold and silver in the Paper Currency Reserve for the whole of India at the close of the month of September 1924 was 60.22 as against 59.95 in August and 59.51 in July 1924.

The average market quotations of 65 cotton mill companies for which quotations are available are as follows:—

October 1923	..	..	983	April 1924	..	..	861
November	..	..	998	May	..	..	841
December	..	..	1,005	June	..	..	821
January 1924	..	..	924	July	..	..	817
February	..	..	908	August	..	..	834
March	..	..	896	September	..	..	904

The average amount paid up was Rs. 371 per share throughout the period.

PROGRESS OF THE MONSOON, 1924

Abbreviations: S = Scanty, F = Fair, N = Normal, E = Excess

RAINFALL DIVISION.	June			July			August			September			October				
	4th	11th	18th	25th	1st	8th	15th	22nd	29th	6th	13th	20th	27th	4th	11th	18th	25th
I. BOMBAY PRESIDENCY																	
1 Sind (River)	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S
2 Colinet	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S
3 Deccan	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S
4 Konkan	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S
II. MADRAS PRESIDENCY																	
1 Malabar	F	F	F	F	F	F	F	F	F	F	F	F	F	F	F	F	F
2 Deccan	F	F	F	F	F	F	F	F	F	F	F	F	F	F	F	F	F
3 Coast North	F	F	F	F	F	F	F	F	F	F	F	F	F	F	F	F	F
4 South East	F	F	F	F	F	F	F	F	F	F	F	F	F	F	F	F	F
III. MYSORE																	
	F	F	F	F	F	F	F	F	F	F	F	F	F	F	F	F	F
IV. HYDERABAD																	
1 North	F	F	F	F	F	F	F	F	F	F	F	F	F	F	F	F	F
2 South	F	F	F	F	F	F	F	F	F	F	F	F	F	F	F	F	F
V. CENTRAL PROVINCES																	
1 Berar	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S
2 West	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S
3 East	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S
VI. CENTRAL INDIA																	
1 West	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S
2 East	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S
VII. BENGAL PRESIDENCY																	
	F	F	F	F	F	F	F	F	F	F	F	F	F	F	F	F	F
VIII. ASSAM																	
	S	F	E	N	E	E	E	N	F	E	E	S	N	F	E	E	N
IX. BIHAR & ORISSA																	
1 Bihar	S	E	E	E	E	E	N	E	N	S	F	E	E	N	F	E	N
2 Orissa	S	F	F	F	F	S	F	E	F	S	N	E	N	F	E	N	F
3 Chota Nagpur	S	E	F	E	N	F	E	F	F	S	F	E	E	E	S	N	L
X. UNITED PROVINCES																	
1 East	S	F	F	E	E	F	E	N	F	S	N	E	N	S	S	E	E
2 West	N	F	E	E	N	E	N	S	F	E	E	F	E	S	S	E	E
XI. PUNJAB																	
1 East & North	S	N	F	E	E	N	S	F	E	E	F	S	E	S	E	S	E
2 South West	S	N	S	E	E	S	S	S	E	E	E	S	S	S	S	S	N
XII. NORTHWEST FRONTIER																	
	E	N	S	E	S	S	S	S	N	E	E	N	S	S	N	N	N
XIII. RAJPUTANA																	
1 West	S	S	S	E	S	S	S	S	F	E	E	E	S	S	S	S	S
2 East	S	S	N	E	E	E	E	S	E	E	E	E	S	E	E	S	E
XIV. BURMA																	
1 Lower	E	E	F	N	E	E	E	F	N	F	N	E	N	F	S	F	E
2 Upper	N	N	F	E	N	F	N	F	N	F	N	F	N	F	F	N	N

NOTES—Blank entries are used for weeks before and after the usual cultivating period, i.e., when the rainfall is of less importance. "Excess" means more than 120% of the normal; "Normal" from 80 to 120%; "Fair" from 40 to 80%; and "Scanty" below 40%. The values are communicated by the Director General of Observations, Simla. Calculation is made in his office on the sum of the rainfall readings for recording stations in the Rainfall Division excluding Hill Stations. The readings of levels of the Indus in Sind are communicated by the Indus River Commission, and the normal and deviations from the normal are calculated according to values for any given week ascertained from the F. W. D.

WORKING CLASS COST OF LIVING INDEX—SEPTEMBER

Articles	Unit of quantity	Annual consumption (Mass Units) (in crores)	Price per Unit of Quantity			Price x Mass Unit		
			July 1914	August 1924	Sept 1924	July 1914	August 1924	Sept 1924
Cereals—								
Rice	Maund	70	Rs. 5.594	Rs. 7.620	Rs. 7.620	Rs. 391.58	Rs. 533.40	Rs. 533.40
Wheat	"	21	5.594	7.016	7.016	117.47	147.34	147.34
Jowari	"	11	4.354	6.479	6.651	47.89	71.27	73.16
Bajri	"	6	4.313	6.083	6.333	25.88	36.50	38.00
Total—Cereals						582.82	788.51	791.90
Index Numbers—Cereals						100	135	136
Pulses—								
Gram	Maund	10	4.302	5.500	5.500	43.02	55.00	55.00
Turdal	"	3	5.844	6.865	6.781	17.53	20.60	20.34
Total—Pulses						60.55	75.60	75.34
Index Numbers—Pulses						100	125	124
Other food articles—								
Sugar (refined)	Maund	2	7.620	17.859	17.260	15.24	35.72	34.52
Raw Sugar (Gul)	"	7	8.557	16.073	16.667	59.90	112.51	116.62
Tea	"	46	40.000	79.490	79.917	1.00	1.99	2.00
Salt	"	5	2.130	3.474	3.474	10.65	17.37	17.37
Beef	Seer	28	0.323	0.500	0.510	9.04	14.00	14.28
Mutton	"	33	0.417	0.833	0.833	13.76	27.49	27.49
Milk	Maund	14	9.198	17.583	17.583	128.77	246.16	246.16
Ghee	"	1½	50.792	100.000	100.000	76.19	150.00	150.00
Potatoes	"	11	4.479	8.927	8.333	49.27	98.20	91.66
Onions	"	3	1.552	4.167	4.167	4.66	12.50	12.50
Cocconut Oil	"	½	25.396	29.760	29.167	12.70	14.88	14.58
Total—Other food articles.						381.18	730.82	727.23
Index Numbers—Other food articles						100	192	191
Total—All food articles						1,024.55	1,594.93	1,594.47
Index Numbers—All food articles						100	156	156
Fuel and lighting—								
Kerosene oil	Case	5	4.375	7.656	7.656	21.88	38.28	38.28
Firewood	Maund	48	0.792	1.281	1.281	38.02	61.49	61.49
Coal	"	1	0.542	0.833	0.833	0.54	0.83	0.83
Total—Fuel and lighting						60.44	100.60	100.60
Index Numbers—Fuel and lighting						100	166	166
Clothing—								
Chudders	Lb.	27	0.594	1.344	1.328	16.04	36.29	35.86
Shirtings	"	25	0.641	1.521	1.505	16.03	38.03	37.63
T. Cloth	"	36	0.583	1.344	1.328	20.99	48.38	47.81
Total—Clothing						53.06	122.70	121.30
Index Numbers—Clothing						100	231	229
House-rent	Per month.	10	11.302	18.700	18.700	113.02	187.00	187.00
Index Numbers—House-rent						100	165	165
Grand Total						1,251.07	2,005.23	2,003.37
Cost of Living Index Numbers.						100	160	160

The Cost of Living Index for September 1924

STATIONARY PRICES

All articles .. 83 per cent. Food only .. 56 per cent.

In September 1924 the average level of retail prices for all the commodities taken into account in the statistics of a cost of living index for the working classes in Bombay was the same as in the previous month. Taking 100 to represent the level in July 1914, the index was 160 in August and September 1924. The general index is 17 per cent. below the high-water mark reached in October 1920, 2 per cent. below the twelve-monthly average of 1922 and 4 per cent. above the twelve-monthly average of 1923. The index has reverted to the same level as it was in November 1922 and is three points higher than the highest level reached in 1923, viz., 157 in December of that year.

In September 1924 the cost of living index number after three successive increases amounting to 10 points in all, became stationary. The food group was also stationary. Cereals, pulses and other articles of food registered changes of only one point each during the month under review. The movement was upward in the case of cereals and downward in the case of pulses and other food. The important variations as compared with August 1924 are the rise of 4 points in jowari, 6 points in bajri, 7 points in gul and the fall of 7 points in imported sugar and 13 points in potatoes. The other variations are of a minor character. Fuel and lighting group has remained steady since May 1924. The clothing group registered a fall of 2 points thus reverting to its level in July.

All items : Average percentage increase over July 1914

	1918	1919	1920	1921	1922	1923	1924
January	34	82	83	69	73	56	58
February	34	76	81	62	65	55	56
March	36	72	77	60	65	54	53
April	44	67	72	60	62	55	50
May	47	68	73	67	63	53	50
June	48	74	81	73	63	51	53
July	49	86	90	77	65	53	56
August	53	79	91	80	64	54	60
September	65	72	92	85	65	54	60
October	75	74	93	83	62	52	...
November	75	73	86	82	60	53	...
December	83	74	81	79	61	57	...
Yearly average ..	54	75	83	73	64	54	...

The articles included in the index are cereals, pulses, other articles of food, fuel and lighting, clothing and house-rent. The articles have been given the relative importance which each bears to the total all-India aggregate expenditure. No allowance is made for any change in the standard of living since July 1914.

The following table shows the price levels of articles of food in August and September 1924 as compared with that for July 1914, which is taken as 100. The levels are calculated from the prices of articles per standard (or railway) maund or seer.

Articles	July 1914	August 1924	Sept. 1924	Increase (+) or decrease (-) of points in Sept. 1924 over or below August 1924	Articles	July 1914	August 1924	Sept. 1924	Increase (+) or decrease (-) of points in Sept. 1924 over or below August 1924
Rice ..	100	136	136	....	Salt ..	100	163	163	..
Wheat ..	100	125	125	....	Beef ..	100	155	158	+ 3
Jowari ..	100	149	153	+ 4	Mutton ..	100	200	200	..
Bajri ..	100	141	147	+ 6	Milk ..	100	191	191	..
Gram ..	100	128	128	....	Ghee ..	100	197	197	..
Turdal ..	100	117	116	- 1	Potatoes ..	100	199	186	- 13
Sugar (refined).	100	234	227	- 7	Onions ..	100	268	268	..
Raw sugar (gul).	100	188	195	+ 7	Cocoanut oil ..	100	117	115	- 2
Tea ..	100	199	200	+ 1	All food articles (weighted average) ..	100	156	156	..

The amount purchasable per rupee was less than the amount purchasable in July 1914 by the following percentage differences :—

Rice 26, Wheat 20, Jowari 35, Bajri 32, Gram 22, Turdal 14, Sugar (refined) 56, Raw Sugar (gul) 49, Tea 50, Salt 39, Beef 37, Mutton 50, Milk 48, Ghee 49, Potatoes 46, Onions 63, Cocoanut Oil 13.

The purchasing power of the rupee being taken as 16 annas in July 1914 its purchasing power in the month under review was 10 annas for all items and 10 annas 3 pies for food articles only.

CHANGE IN THE PERIOD FOR THE COST OF LIVING INDEX

The prices taken into account in the construction of the working class cost of living index have hitherto related to the period commencing from the 21st of a month to the 20th of the succeeding month. This system has resulted in delaying the publication of the index number by one month in the *Labour Gazette*. This system has now been changed by taking as the month the 16th of one month to the 15th of the next. The index number for October 1924—the first month under the new system—is based on prices ruling between the 21st of September and the 15th of October but all subsequent months will be complete ones. In future therefore the cost of living index number will refer to the same month as the *Labour Gazette*. It has not, however, been found possible to bring the cost of living chart up to date sufficiently in time to get it ready for publication in the *Labour Gazette*. The chart will therefore be one month behind the index number published in the *Gazette*.

The Cost of Living Index for October 1924

PRICES STATIONARY

All articles .. 60 per cent. Food only .. 56 per cent.

In October 1924 the average level of retail prices for all the commodities taken into account in the statistics of a cost of living index for the working classes in Bombay was the same as in the two previous months. Taking 100 to represent the level in July 1914 the index was 160.

The upward trend in the cost of living index which began at the end of May was maintained till the end of August but afterwards the index has remained steady. In comparison with the previous month there were no appreciable changes in the prices of food articles and the fall of 3 points in wheat, 6 points in jowari, 4 points in bajri and 5 points in salt was counterbalanced by the rise of one point in ghee, 13 points in potatoes and 2 points in cocoanut oil, thus maintaining the index number for total food the same as in the previous month. There was an increase of one point in the fuel and lighting group during the month chiefly owing to the rise in the price of Bengal second class steam coal. The decrease of 5 points in the clothing group is due to a fall in the prices of all articles included in that group.

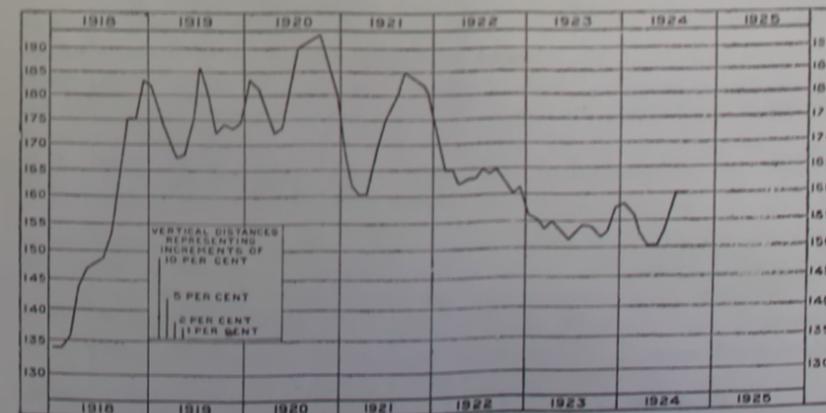
A glance at the table on page 216 will show that the increase over July 1914 in the cost of living in India (Bombay) is less than in the United Kingdom but more than in the British Dominions.

The amount purchasable per rupee was less than the amount purchasable in July 1914 by the following percentage differences :—

Rice 26, wheat 18, jowari 32, bajri 30, gram 22, turdal 14, sugar (refined) 56, raw sugar (gul) 49, tea 50, salt 37, beef 37, mutton 50, milk 48, ghee 49, potatoes 50, onions 63, cocoanut oil 15.

The purchasing power of a rupee was the same as in the previous month for all items as well as for food articles.

Logarithmic Chart showing cost of living in Bombay (July 1914 = 100)

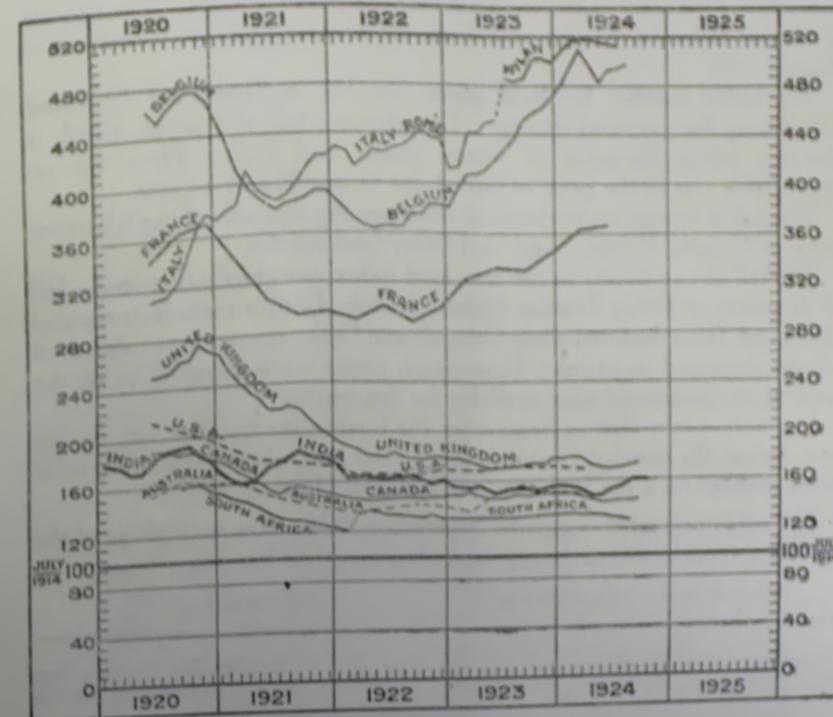


WORKING CLASS COST OF LIVING INDEX—OCTOBER

Articles	Unit of quantity	Annual consumption (Mass Units) (in crores)	Price per Unit of Quantity			Price × Mass Unit		
			July 1914	Sept 1924	Oct 1924	July 1914	Sept 1924	Oct 1924
Cereals—								
Rice	Maund	70	5.594	7.620	7.620	391.58	533.40	533.40
Wheat	"	21	5.594	7.016	6.849	117.47	147.34	143.83
Jowari	"	11	4.354	6.651	6.396	47.89	73.16	70.36
Bajri	"	6	4.313	6.333	6.167	25.88	38.00	37.00
Total—Cereals						582.82	791.90	784.59
Index Numbers—Cereals						100	136	135
Pulses—								
Gram	Maund	10	4.302	5.500	5.500	43.02	55.00	55.00
Turdal	"	3	5.844	6.781	6.781	17.53	20.34	20.34
Total—Pulses						60.55	75.34	75.34
Index Numbers—Pulses						100	124	124
Other food articles—								
Sugar (refined)	Maund	2	7.620	17.260	17.260	15.24	34.52	34.52
Raw Sugar (Gul)	"	7	8.557	16.667	16.667	59.90	116.67	116.67
Tea	"	40	40.000	79.917	79.917	1.00	2.00	2.00
Salt	"	5	2.130	3.474	3.375	10.65	17.37	16.88
Beef	Seer	28	0.323	0.510	0.510	9.04	14.28	14.28
Mutton	"	33	0.417	0.833	0.833	13.76	27.49	27.49
Milk	Maund	14	9.198	17.583	17.583	128.77	246.16	246.16
Ghee	"	13	50.792	100.000	100.594	76.19	150.00	150.89
Potatoes	"	11	4.479	8.333	8.927	49.27	91.66	98.20
Onions	"	3	1.552	4.167	4.167	4.66	12.50	12.50
Cocoanut Oil	"	3	25.396	29.167	29.760	12.70	14.58	14.88
Total—Other food articles						381.18	727.23	734.47
Index Numbers—Other food articles						100	191	193
Total—All food articles						1,024.55	1,594.47	1,594.40
Index Numbers—All food articles						100	156	156
Fuel and lighting—								
Kerosene oil	Case	5	4.375	7.656	7.656	21.88	38.28	38.28
Firewood	Maund	48	0.792	1.281	1.281	38.02	61.49	61.49
Coal	"	1	0.542	0.833	0.870	0.54	0.83	0.87
Total—Fuel and lighting						60.44	100.60	100.64
Index Numbers—Fuel and lighting						100	166	167
Clothing—								
Chudlera	Lb.	27	0.594	1.328	1.313	16.04	35.86	35.45
Shirts	"	25	0.641	1.505	1.443	16.03	37.63	36.08
T. Cloth	"	36	0.583	1.328	1.313	20.99	47.81	47.27
Total—Clothing						53.06	121.30	118.80
Index Numbers—Clothing						100	229	224
House-rent	Per month	10	11.302	18.700	18.700	113.02	187.00	187.00
Index Numbers—House-rent						100	165	165
Grand Total						1,251.07	2,003.37	2,000.84
Cost of Living Index Numbers						100	160	160

Comparison with the Cost of Living in other Countries

The diagram on this page shows the comparative levels and the cost of living Index Nos. in Bombay and certain other world centres.



The following is the source of the Index Nos.: (1) United Kingdom—Ministry of Labour Gazette, (2) Canada—Labour Gazette, (3) South Africa—Monthly Bulletin of Union Statistics, (4) U. S. A.—Monthly Bulletin issued by the Bureau of Labour Statistics, (5) All other countries—from the Ministry of Labour Gazette, United Kingdom. The South African figures were revised in March 1922, and the dotted line shows the transition from the old and the new series. In the case of Italy the Index No. was for Rome up to June 1923, and thereafter for Milan. The India figure is for Bombay only.

In all cases the Index No. is for working class only. The actual Index Numbers for twelve world centres will be found among the tables at the end of the Volume. The centres for which figures are published are India (Bombay), the United Kingdom, Canada, Australia, New Zealand, Italy, Belgium, Norway, Switzerland, South Africa, France (Paris) and the United States of America. The Labour Office also maintains a register wherein the Index Numbers for all countries for which figures are available are recorded.

Wholesale and Retail Prices

WHOLESALE PRICES IN BOMBAY—A FALL OF THREE POINTS

In September 1924 the general level of wholesale prices in Bombay was 81 per cent. above the level in July 1914. In comparison with the corresponding month of last year, prices have risen by 1 per cent., the general index being the same as the twelve-monthly average of 1923. The general index has fallen by 32 per cent. from the highest peak (263) reached in August 1918.

The index number for food grains was 132 in September 1924 and 135 during the previous month. This shows a fall of 3 points which is due to a fall in the price of wheat, jowari and bajri. There was an appreciable rise in the price of barley due to insufficient supply.

The fall of five points in the food index was the outcome of the fall in the price of Cereals, Pulses, Sugar and Other food articles.

The fall of two points in the non-food index was chiefly due to the fall of 22 points in Other Textiles (Silk). Metals, Cotton manufactures and Hides and Skins declined while Oilseeds and Other raw and manufactured articles increased in prices. Raw cotton prices were assumed to be the same as no quotations were available for September.

It is noteworthy that in September the food index number was six per cent. below, the non-food index number 3 per cent. above, and the general index number on a par with, the average level of prices in 1923.

The subjoined table compares September 1924 prices with those of the preceding months and of the corresponding month of last year :—

Wholesale Market Prices in Bombay*

100 = average of 1923

Groups	No. of items	+ or - % compared with Aug 1924	+ or - % compared with Sept 1923	Groups	Sept	Dec	Mar	June	Aug	Sept
					1923	1923	1924	1924	1924	1924
1. Cereals ..	7	- 3	+ 15	1. Cereals ..	99	100	98	105	117	114
2. Pulses ..	2	- 2	+ 12	2. Pulses ..	93	100	92	101	107	104
3. Sugar ..	3	- 1	- 6	3. Sugar ..	93	109	98	95	88	88
4. Other food ..	3	- 5	- 29	4. Other food ..	110	117	82	91	82	78
All food ..	15	- 3	- 8	All food ..	102	108	92	98	97	94
5. Oilseeds ..	4	+ 1	+ 9	5. Oilseeds ..	102	105	96	102	109	110
6. Raw cotton ..	3	..	+ 23	6. Raw cotton ..	94	128	109	116	116	116
7. Cotton manufactures ..	6	- 1	+ 8	7. Cotton manufactures ..	98	104	108	107	107	105
8. Other textiles ..	2	- 11	- 8	8. Other textiles ..	102	97	122	104	105	94
9. Hides and skins ..	3	- 3	- 3	9. Hides & skins ..	100	98	94	100	101	97
10. Metals ..	5	- 1	- 5	10. Metals ..	97	92	94	93	93	93
11. Other raw and manufactured articles ..	4	+ 4	+ 3	11. Other raw and manufactured articles ..	96	96	79	94	95	99
All non-food ..	27	- 1	+ 6	All non-food ..	98	102	104	104	104	103
General Index No. ..	42	- 2	+ 1	General Index No. ..	99	104	100	102	102	100

* Wholesale prices in Karachi will be found on page 214.

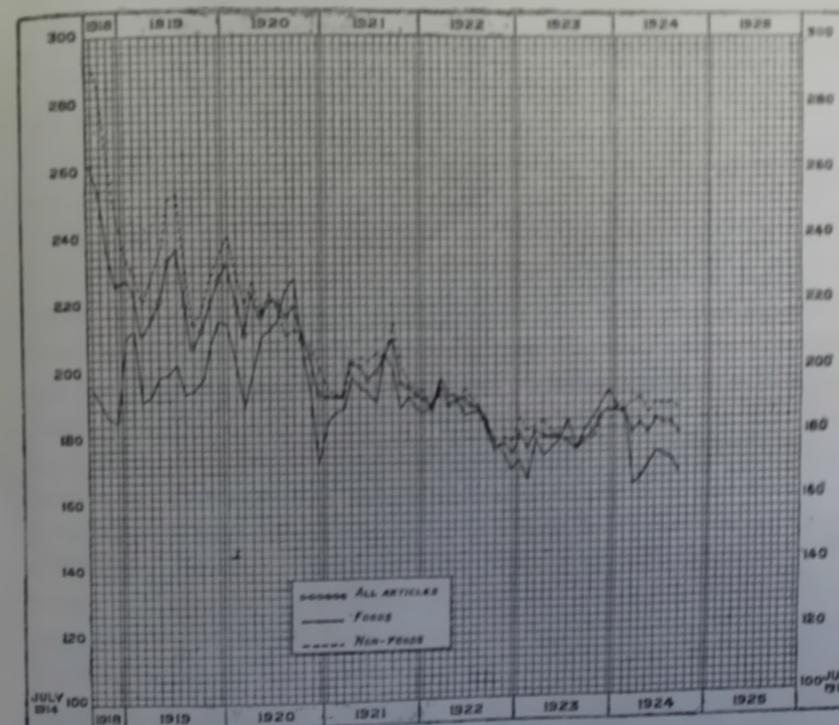
The following table is intended to show the annual movements in food and non-food wholesale prices :—

July 1914 = 100

		Food	Non-food	All articles
Twelve-monthly average 1918 ..	..	171	209	236
" " 1919 ..	..	202	233	222
" " 1920 ..	..	206	219	216
" " 1921 ..	..	193	201	199
" " 1922 ..	..	186	187	187
" " 1923 ..	..	179	182	181
Nine-monthly ..	1924 ..	174	189	184

The diagram below shows from September 1918, which was the month in which the great failure of the rains affected food-grain prices in India, the course of the changes in the Index Numbers for Foods, Non-foods and all articles in the Bombay wholesale market.

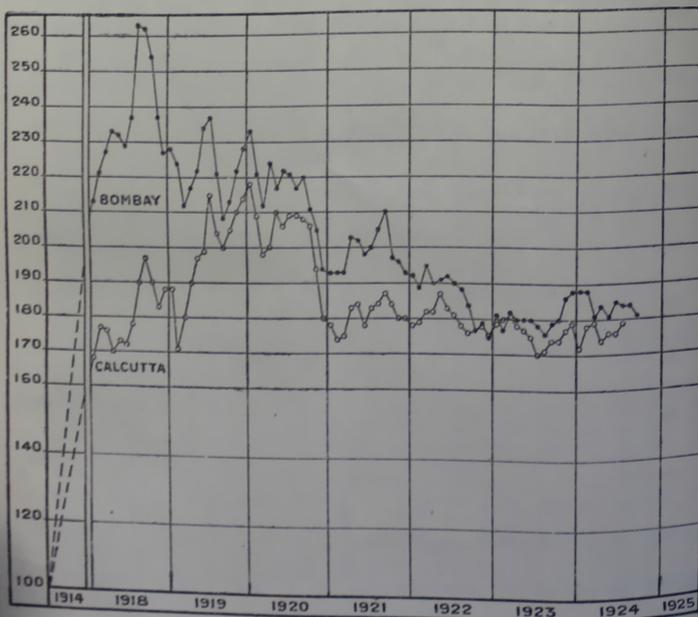
Wholesale Price Index Numbers, Bombay



COMPARISON BETWEEN THE INDEX NUMBERS OF WHOLESALE PRICES IN BOMBAY AND CALCUTTA

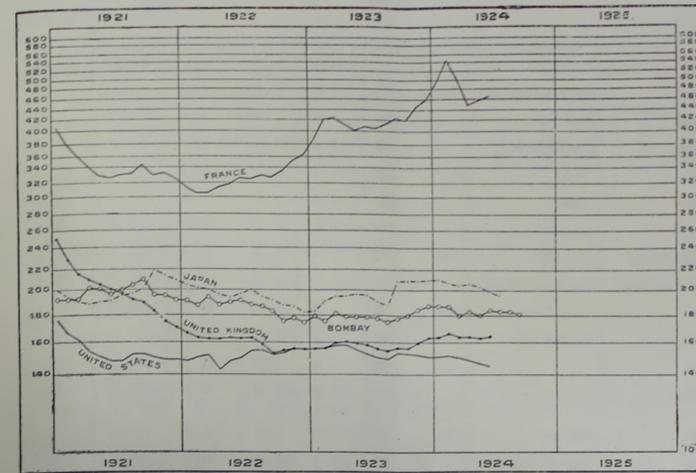
The diagram on this page shows the comparative movements of the index numbers of wholesale prices in Bombay and Calcutta. The index numbers for Calcutta are prepared by the Director-General of Commercial Intelligence under the Government of India.

The items included in the indices are 42 for Bombay and 71 for Calcutta. The groups included in the Calcutta index but excluded from that for Bombay are tea (3 items), oil (2 items), jute-raw (3 items), jute manufactures (4 items) and building materials (1 item). There are no groups included in the Bombay list but excluded from the Calcutta list. But the details of the different commodities differ. The method of constructing the index is the same in each case—the unweighted arithmetic average being used and certain important commodities being indirectly weighted by securing quotations for more than one grade of such commodities. The diagram shows that the correlation between the two indices is direct but not perfect, i.e., the changes in the two curves are in the same direction but not to the same extent. This phenomenon is specially noticeable in 1918 and 1921. The reason appears to be that in these two years especially during September cotton prices went very high in Bombay whereas jute prices in Calcutta showed no such striking variation. On the whole the increase in prices over July 1914 seems to be definitely lower in Calcutta than in Bombay though there is a tendency for the divergence to diminish in degree.



COMPARISON WITH WHOLESALE PRICES INDEX NUMBERS IN OTHER COUNTRIES

The following diagram illustrates the comparative level of wholesale prices in different countries.



The statistics for India relate to Bombay and those for Japan to Tokyo. The actual index numbers for thirteen countries are given in the form of a statistical table at the end of the Gazette.

The sources of information for the index numbers are official wherever available. The United Kingdom figures are taken from the Board of Trade Journal, the Statist, the Economist and the London Times and the United States of America figures from the Monthly Bulletin issued by the Bureau of Labour Statistics, the Statist and the Federal Reserve Bulletin. The Canadian index number is extracted from the Labour Gazette, Canada, and the New Zealand figure from the Monthly Bulletin of Statistics. The figures for China (Shanghai) and Java (Batavia) are received direct from those countries in the form of monthly letters. The figures for Batavia are communicated by the Director, Labour Office, Government of the Dutch East Indies and those for China by the Secretary, Bureau of Markets, Treasury Department, Shanghai. Cairo statistics are extracted from the Monthly Agricultural Statistics published by the Statistical Department, Ministry of Finance; the figures for France, Norway, Sweden, Denmark, Italy, Switzerland and the Netherlands from the Statist and those for Australia, Belgium and Japan from the Monthly Bulletin of Statistics published by the League of Nations.

RETAIL PRICES OF FOOD IN BOMBAY

Article	Grade	Rate per	Equivalent in tolas	1924			Increase (+) or decrease (-) in Sept 1924 over or below	
				July 1914	August 1924	Sept 1924	July 1914	Aug 1924
				As. p.	As. p.	As. p.	As. p.	As. p.
Rice	Rangoon Small-mill	Paylee	210	5 10	8 0	8 0	+2 2	....
Wheat	Pisai Seoni	..	202	5 10	7 1	7 1	+1 3	....
Jowari	Best Sholapuri	..	198	4 3	6 5	6 7	+2 4	+0 2
Bajri	Ghati	..	200	4 7	6 1	6 4	+1 9	+0 3
Gram	Delhi	..	200	4 4	5 6	5 6	+1 2	....
Turdal	Cawnpore	..	204	5 11	7 0	6 11	+1 0	-0 1
Sugar (refined)	Java, white	Seer	28	1 1	2 6	2 5	+1 4	-0 1
Raw Sugar (Gul)	Sangli, middle quality	..	28	1 2	2 3	2 4	+1 2	+0 1
Tea	Loose Ceylon, powder	Lb.	39	7 10	15 6	15 7	+7 9	+0 1
Salt	Bombay, black	Paylee	168	1 9	2 11	2 11	+1 2	....
Beef	....	Lb.	39	2 6	3 11	4 0	+1 6	+0 1
Mutton	....	..	39	3 0	6 6	6 6	+3 6	....
Milk	Medium	Seer	56	2 9	4 11	4 11	+2 2	....
Ghee	Belgaum, Superior	..	28	7 1	14 0	14 0	+6 11	....
Potatoes	Ordinary	..	28	0 8	1 3	1 2	+0 6	-0 1
Onions	Nasik	..	28	0 3	0 7	0 7	+0 4	....
Cocoonut oil	Middle quality	..	28	3 7	4 2	4 1	+0 6	-0 1

Collection of prices.—The following are the areas and streets in which price quotations are obtained for articles other than butcher's meat:—

1. Dadar—Dadar Station Road.
2. Kumbharwada—Kumbharwada Road (North End).
3. Saitan Chowki—Kumbharwada Road (South End).
4. Elphinstone Road.
5. Naigam—Naigam Cross Road and Development Chawls.
6. Parel—Poibawdi.
7. Fergusson Road.
8. DeLisle Road.
9. Suparibag—Suparibag Road.
10. Chinchpokli—Parel Road.
11. Grant Road.
12. Nal Bazaar—Sandhurst Road.

The prices for mutton and beef are collected from the Central Municipal Markets. The number of quotations collected for each article during the month is, on an average, 200. The prices are for actual transactions and are carefully collected by the Investigators of the Labour Office.

The variations in prices in September as compared with the previous month have been very slight. The price of rice and wheat has remained the same while there is a rise of two and three pies in jowari and bajri respectively. The price of turdal, refined sugar, potatoes and cocoonut oil has fallen by a pie while that of raw sugar, tea and beef has increased by a pie.

As compared with July 1914 there is no item which does not show an increase. Sugar (refined), mutton and onions have more than doubled themselves. Ghee and potatoes are very nearly twice their pre-war level. Sugar refined has risen by one anna four pies per seer; mutton by three annas six pies per lb. and onions by four pies per seer.

COMPARATIVE RETAIL PRICES

The following table compares the retail food prices in Karachi, Ahmedabad, Sholapur and Poona with those in Bombay in August and September 1924 (Bombay prices=100). It will be seen that the average retail price levels in all the centres are below the level of Bombay in August and September 1924:—

Bombay prices in August 1924 = 100

Bombay prices in September 1924 = 100

Articles	Bombay	Karachi	Ahmedabad	Sholapur	Poona	Articles	Bombay	Karachi	Ahmedabad	Sholapur	Poona
Cereals—						Cereals—					
Rice ..	100	102	117	96	117	Rice ..	100	105	117	100	117
Wheat ..	100	85	91	96	92	Wheat ..	100	85	95	90	92
Jowari ..	100	69	77	90	91	Jowari ..	100	68	75	85	86
Bajri ..	100	82	94	90	96	Bajri ..	100	81	90	100	92
Average—						Average—					
Cereals ..	100	84	95	93	100	Cereals ..	100	85	94	93	97
Pulses—						Pulses—					
Gram ..	100	83	121	86	94	Gram ..	100	82	121	84	89
Turdal ..	100	91	117	105	124	Turdal ..	100	98	108	102	126
Average—						Average—					
Pulses ..	100	87	119	96	109	Pulses ..	100	90	115	93	108
Other articles of food—						Other articles of food—					
Sugar (refined) ..	100	90	100	112	100	Sugar (refined) ..	100	86	93	98	93
Jagri (Gul) ..	100	66	85	87	81	Jagri (Gul) ..	100	67	80	80	78
Tea ..	100	91	101	115	106	Tea ..	100	100	100	114	105
Salt ..	100	55	66	98	86	Salt ..	100	56	66	98	86
Beef ..	100	125	100	75	75	Beef ..	100	123	123	74	74
Mutton ..	100	90	90	75	75	Mutton ..	100	90	90	75	68
Milk ..	100	51	76	76	91	Milk ..	100	57	57	76	85
Ghee ..	100	80	82	107	114	Ghee ..	100	80	80	107	84
Potatoes ..	100	135	105	112	86	Potatoes ..	100	115	120	104	92
Onions ..	100	89	74	80	63	Onions ..	100	83	74	80	63
Cocoonut oil ..	100	103	119	102	113	Cocoonut oil ..	100	110	122	104	115
Average—						Average—					
Other articles of food ..	100	89	91	94	90	Other articles of food ..	100	88	91	92	86
Average—						Average—					
All food articles ..	100	87	95	94	94	All food articles ..	100	87	95	92	91

On page 220 will be found statistics of food prices in August and September 1924 for Bombay, Karachi, Ahmedabad, Sholapur and Poona.

The noticeable points in the above table are that wheat, jowari, gul, salt, mutton, milk and onions are cheaper at other centres than in Bombay. Onions are cheaper at Poona, gul and salt at Karachi and milk and ghee at Ahmedabad. During September rice sold at about the same price in Bombay and Sholapur, and Poona and Ahmedabad.

Securities Index Number

RISE OF FOUR POINTS

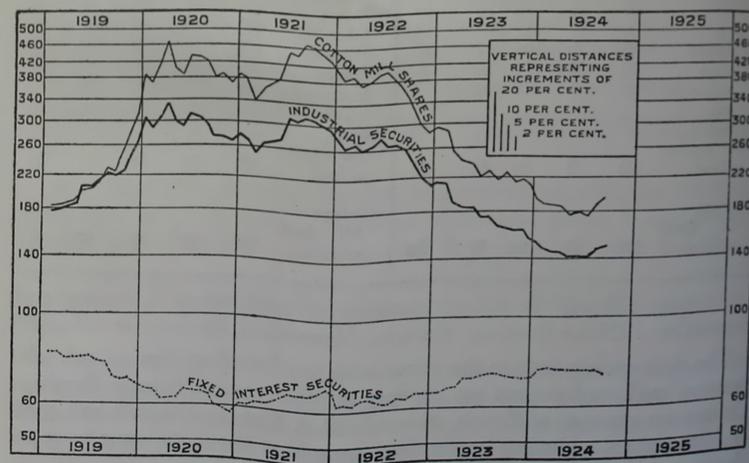
In September 1924 the general level of the prices of 100 shares and securities taken in the Labour Office Securities Index Number was 147 as compared with 143 during the previous month, which shows a rise of nearly three per cent. Government and Corporation (fixed interest) Securities which were stationary since March 1924, registered a fall of 2 points. The rise of 5 points in Industrials is due to a rise of 11 points in Cotton Mills Shares.

The Construction of the Index

No.	—	—	July 1914		September 1924	
			Total numbers	Total numbers	Total numbers	Average
1	Government and Corporation Securities ..	7	700	504	72	
2	Banks ..	6	600	812	135	
3	Railway Companies ..	10	1,000	1,063	106	
4	Cotton Mills ..	42	4,200	8,515	203	
5	Cotton Ginning and Pressing Companies ..	8	800	989	124	
6	Cement and Manganese Companies ..	5	500	632	126	
7	Electric Undertakings ..	2	200	262	131	
8	Miscellaneous Companies ..	22	2,200	2,248	102	
9	Industrial Securities ..	95*	9,500	14,521	153	
10	General average ..	102*	10,200	15,025	147	

* Ordinary and Deferred shares are taken as one in counting the number of securities.

Movements of Securities Index Nos. (Logarithmic Scale)



Labour Intelligence—Indian and Foreign

QUESTIONS IN THE LEGISLATURE

Legislative Assembly—Mr. Chaman Lal asked: (a) Will Government explain the delay in giving effect to the recommendations made by Mr. T. Maloney in regard to the question of ventilation and humidification in Cotton Mills?

(b) Have Government received replies from Local Governments regarding this question?

(c) Did Mr. Maloney come to the general conclusion that it is significant that the physique of the average Cotton operative is much lower than that of workers of similar castes and wage-earning capacity in other trades, and that weight decreases after a few months' continuous service?

(d) Are Government prepared to expedite legislation in regard to the question?

The Honourable Mr. A. C. Chatterjee replied: (a) and (b) Local Governments have been addressed on the question and have been asked to reply before 1st November 1924. No replies have yet been received.

(c) Mr. Maloney's views are set forth in his report which has already been published.

(d) Until replies are received from Local Governments, it will not be possible to decide on the measures to be adopted.

Khan Bahadur Sarfaraz Hussain Khan asked: Will the Government be pleased to state what are the conditions of recruitment of indentured labourers employed in Assam Tea Plantations?

The Honourable Mr. A. C. Chatterjee replied: No indentured labourers are employed in the Assam Tea Plantations.

Khan Bahadur Sarfaraz Hussain Khan asked: (a) Is it or is it not a fact that Government consult the Unions or organisations and the associations of labourers and agriculturists before they send their representatives to the International Labour Conferences?

(b) If not, do Government propose to consult them in future?

The Honourable Mr. A. C. Chatterjee replied: The Honourable Member is referred to the answer given by me on the 18th February 1924 to Mr. K. G. Lohokare's unstarred question No. 140.

Mr. K. C. Neogy asked: Will Government be pleased to lay on the table all correspondence that they had with the Government of Bombay with regard to the establishment of the Labour Office in Bombay?

The Honourable Mr. A. C. Chatterjee replied: It does not appear to Government that any advantage is to be gained by the publication of the correspondence. If, however, the Honourable Member desires information on any particular point, I should be glad to supply it, if possible.

Mr. Gaya Prasad Singh asked: (a) Will the Government be pleased to lay on the table a copy of the rules, if any, under which recruitment of labour for employment in the Tea Gardens of Assam, is conducted?

(b) How many depots have they got in India, and at what places?

The Honourable Mr. A. C. Chatterjee replied: (a) The provisions relating to the recruitment of labour for the Assam Tea Gardens are contained in the Assam Labour and Emigration Act, 1901, as subsequently amended and subject to modifications contained in notifications. The only form of recruitment now permitted is by garden-sardars duly accredited to licensed local Agents. No rules have been issued by the Government of India in this connection, but a number of rules have been published by the Local Governments.

(b) Government maintain no depots for recruitment. Officers for the protection of emigrants are stationed at Calcutta, Goalundo, Naihati, Asansol and Kharagpur in Bengal, and at Dhubri, Gauhati, Tezpur and Dibrugarh in Assam.

Khan Bahadur Sarfaraz Hussain Khan asked: Will the Government be pleased to state whether they intend to undertake legislation for regulating the system of the payment of wages within a fixed period after they become due?

The Honourable Mr. A. C. Chatterjee replied: No, but the Department of Industries and Labour is at present engaged in examining the systems of payment of wages in vogue in different industries and in different parts of the country.

Khan Bahadur Sarfaraz Hussain Khan asked: (a) Has the attention of Government been drawn to the paragraph published in the issue of the *Forward* of 16th July 1924, page 9, under the heading "Workmen's Compensation Act"?

(b) If so, do the defects pointed out, exist?

(c) If so, do Government propose to consider the desirability of making necessary amendments in the Act?

The Honourable Mr. A. C. Chatterjee replied: (a) Yes.

(b) No. The criticisms appear to be based on ignorance of the provisions of the Act and on misunderstanding of the principles underlying legislation of this type.

(c) Does not arise.

Mr. B. Venkatapatiraju asked: (a) Will the Government be pleased to state whether the Government are aware that the labourers from India emigrated to Burma are ill-treated and ill-paid and unscrupulously exploited?

(b) That the workmen's breach of contract is fully made use of by the employers?

(c) That the labourers are often cheated by the maistries?

(d) That the Burma Government are unwilling to protect these unfortunate men and women?

(e) Owing to the disproportion of sex there is good deal of immorality in the labour population?

(f) That the housing accommodation is quite inadequate and even 30 to 40 people are occupying one or two rooms?

(g) That the Burma Finance Committee is reported to have stated that if the conditions of employment are inadequate it is for the different Provincial Governments from which the labourers came to make inquiries into the matter?

(h) Do the Government propose to consider the advisability of instituting an inquiry into those matters and publish a statement about the condition of their wages, hours of work, sanitary arrangements, housing accommodation and medical relief and enforcement of penal clauses under Breach of Contract of service and generally the physical, moral and economic condition of Indian labourers in Burma.

The Honourable Mr. A. C. Chatterjee replied: (a) to (g) Government have seen statements to this effect in a recent publication.

(h) The Government of Burma have been asked for a report.

Mr. Devaki Prasad Sinha asked: (a) Has the attention of Government been drawn to Reuter's cable, dated Geneva the 30th June 1924 containing a summary of the speech made by the Honourable Mr. A. C. Chatterjee on behalf of India?

(b) Is it a fact that Mr. Chatterjee stated at Geneva that "There was no industrial unemployment in India and that the Government had already adopted an excellent system of dealing with occasional unemployment in agriculture"?

(c) What "excellent system" does the Honourable Mr. Chatterjee refer to? How far has it met the demands of "occasional unemployment"?

(d) Has the Government of India made any enquiry into the question of Industrial unemployment in this country? On what materials did the Honourable Mr. Chatterjee make the statement that there was no Industrial unemployment in India?

The Honourable Mr. A. C. Chatterjee replied: (a) Yes.

(b) and (c) The statement in question is not a quotation from my speech, the official record of which I shall be happy to show to the Honourable Member if he is interested. I stated that ordinarily speaking, there is no unemployment among industrial workers in India. This is a fact which is well known to all who are acquainted with the demand for industrial labour in India, and it was confirmed by the enquiries made by the Government of India in 1920. I went on to allude to our system of famine relief, a system which, inasmuch as it provides not merely relief but actual employment on a large scale when necessary, is in advance of any system of employment exchanges or unemployment insurance in other countries.

(d) The Honourable Member is referred to Bulletin No. 10 of the Bulletins of Indian Industries and Labour, which contains the results of the inquiries made in 1920. The Government of India have endeavoured to maintain constant touch with the industrial situation in India since that date.

Council of State.—The Honourable Khan Bahadur Ebrahim Haroon Jaffer asked: (i) Has the attention of Government been drawn to the attitude taken by Sir Louis Kershaw with reference to the question of anthrax at the International Labour Conference at Geneva in June last?

(ii) What is the policy of Government regarding the study of the question of anthrax and its effect on Indian labour ?

(iii) Is there any material to show the extent of the damage done to the people of India by anthrax ?

The Honourable Mr. A. H. Ley replied : (i) Yes. Sir Louis Kershaw acted throughout in accordance with instructions from the Government of India.

(ii) The question of the effect of anthrax on Indian labour is not directly connected with the proposals so far considered at International Labour Conferences, and I am glad of this opportunity of explaining the position. Anthrax, as an industrial disease, can be contracted from the handling of wool, hair, hides and skins, horns, hoofs and bones. The proposals considered at the International Labour Conferences have related principally to wool and long hair. So far as these substances are concerned, the proposals were mainly designed to protect workers in wool-importing countries, and particularly in Great Britain, from anthrax contracted from wool exported from the exporting countries, and more especially India. The proposals involved the setting up of stations to disinfect wool before use. The effect of this in India would have been two-fold. First, we should probably have been compelled to set up stations to disinfect the wool used in India, although there is every reason to believe that anthrax is almost unknown among industrial workers in this country. Secondly, as it was clear that the majority of importing countries were unwilling to set up stations, we should have been virtually compelled to undertake disinfection at the ports as a condition of export. Apart from the fact that the people of India would have gained no appreciable benefit from the disinfection of wool, there are grave difficulties, administrative, technical and financial, in the way of disinfecting wool before export from Indian ports. The Government of India accordingly opposed the proposals for an International Convention and, thanks largely to the efforts of Sir Louis Kershaw, they have been successful in securing the recognition of their point of view by the International Labour Conference. The Conference also recommended the consideration at a future Conference of possible agreements relating to the measures to be adopted to prevent anthrax arising from horse-hair, horns and hoofs and bones. To this proposal the Government of India's representatives offered no opposition.

(iii) Yes ; special enquiries made by the Public Health Commissioner between 1919 and 1921 led to the conclusion that anthrax is a rare disease among Indian workers.

The Honourable Khan Bahadur Ebrahim Haroon Jaffer asked : Will Government be pleased to state the total expenditure incurred on account of the Indian delegation to the Labour Conference at Geneva in June last ?

The Honourable Mr. A. H. Ley replied : As the accounts have not yet been received no exact figures can be given. The total expenditure is probably about Rs. 20,000.

Bengal Legislative Council.—Mr. S. N. Halder asked : (a) Will the Honourable the Member in charge of the Department of Commerce be pleased to state—

(i) How many labour disputes have been decided and settled by the Conciliation Board or Panel formed by the Government Resolution No. 4681-Com., dated the 11th September 1922, until the new Panel had been formed by Resolution No. 2178-Com. ;

(ii) How many employees of the different industrial concerns have taken advantage of such a Panel ; and

(iii) How many employers of labour have taken advantage of the existence of such a Panel ;

(b) Will the Honourable the Member be pleased to lay on the table a statement showing the names of such persons as have taken advantage of such a Conciliation Panel ?

The Honourable Mr. T. Emerson replied : (a) (i) The Member is referred to the reply to Question 53 (a) (i) asked by Mr. Md. Daud in the last session of the Council.

No dispute has occurred since in which the Conciliation Panel has been utilised.

(a) (ii), (iii) and (b) The questions are not understood. *Vide* reply to (a) (i) above. From time to time applications have been received from persons acting on behalf of employees to have conciliation boards appointed but it is impossible to give the names of such persons or the number of employees affected. No applications have been received from employers.

Accident Prevention

In an article entitled "Effective Accident Prevention by Educational Methods" in the August issue of the *Nation's Health*, Chicago, U. S. A., Mr. Arthur Williams of the Edison Company of New York demonstrates the importance of education in this matter. Mechanical safety devices he considers can prevent from 25 to 50 per cent. of industrial accidents. The remainder are only preventible by educative methods. This deduction is based on an analysis of about 300,000 accident records covering a period of many years in the plants of the U. S. Steel Corporation. In the Edison Company not only are the workmen trained in safety methods but skill in that training is a *sine qua non* for promotion. The Company employs bulletins, magazines, motion pictures and informal talks to achieve its end.

The Homœopathic Charitable Dispensary, Bombay

We have received the *Seventh Year's Report of the Homœopathic Charitable Dispensary, Fort, Bombay*. This Dispensary was opened to the public in April 1917. It is kept open from 12 noon to 2 p.m. Being situated in a good and convenient locality it attracts many patients. During 1923-24, 4,054 patients were treated in this Dispensary, 1,984 of whom were males, 1,472 females and 598 children.

Sixth Session of the International Labour Conference

The Sixth Session of the International Labour Conference was held in Geneva from June 16th to July 5th. Of the fifty-seven countries which are members of the International Labour Organization, forty countries including India were represented at the 1924 Conference. The Conference consisted of 127 delegates with 155 advisers. Sixty-nine of these were delegates appointed on behalf of Governments, 30 on behalf of employers and 28 on behalf of workers. There were besides 53 Government advisers, 44 employers' advisers, 5 substitute advisers and 53 workers' advisers.

The Indian delegation in attendance at the Conference was as follows :—

Government Delegates :—

The Honourable Mr. A. C. Chatterjee.

Sir Louis Kershaw.

Adviser—

Lieutenant-Colonel Hutchinson, I.M.S.

Employers' Delegate :—

Sir Alexander Murray.

Workers' Delegate :—

Mr. Joseph Baptista.

The Conference elected as President Mr. Hjalmar Branting, former Prime Minister of Sweden. Messrs. Aguero y Bethancourt (Cuba), Robert Pinot (France), and Corneille Mertens (Belgium) were elected Vice-Presidents. Mr. Albert Thomas, Director of the International Labour Office, acted as Secretary General of the Conference.

The agenda of the Conference comprised :—

- *(1) Development of facilities for utilization of workers' leisure.
- (2) Equality of treatment for national and foreign workers as regards workmen's compensation for accidents.
- (3) Weekly suspension of work for twenty-four hours in glass manufacturing processes where tank furnaces are used.
- (4) Night work in bakeries.

In addition to the above items the Conference considered various other reports; and the separate item of the agenda were all referred by the Conference to six committees for examination and report.

In his address the President pointed out how very useful work the International Labour Conferences were capable of doing. He said: "It may be that the Treaties of Peace concluded after the war require at the moment certain adjustments or even certain modifications. But the labour portions of the Treaties have never been substantially criticised by any nation. They constitute a positive reality, on the basis of which all peoples may unite in helping to build a solid edifice of justice and peace".

In his report, the Director of the International Labour Office gave a general survey of the working and activity of the International Labour Office from October 1922 to December 31st, 1923. The first part of the report dealt with:

- (1) Problems of organization;

* An article on this subject will appear in a later issue of the *Labour Gazette*.

(2) Results obtained since the last Report with regard to International Labour Legislation;

(3) The research work of the office;

(4) The relations of the office with organizations of employers and workers.

The second part of the report contained a summary of all the reports furnished by the states in pursuance of Article 408 of the Treaty of Versailles and of the corresponding Articles of the other Treaties of Peace.

The results of the Conference may be briefly summarized as follows :—

In the first place, the Conference instituted, experimentally and with application only to the current Session, a system under which a provisional vote might be taken at that Session on any Draft Convention or Recommendation and the final vote deferred until the 1925 Session. Proposals for a permanent scheme of first and second readings are to be considered next year. Other decisions of the Conference included a resolution providing that a question of a Draft Convention and Recommendation on the disinfection of horse hair, horns, hoofs and bones against anthrax should be considered at a future session. Another resolution, adopted unanimously, was in favour of the extension of the investigations by the International Labour Office into unemployment with particular reference to the operation of credit, instability of prices, and dislocation of exchanges, as factors affecting stability of employment. There were also important discussions on the ratification of the convention dealing with the Eight-Hour Day. (*Abstracted from the Labour Gazette, Canada, August, 1924.*)

Indian Workers' View

Mr. Joseph Baptista, referring to the Sixth Session of the International Labour Conference, said that it was a new experience for him. He found himself in an atmosphere where the dominant note was struck by employers and officials. He felt rather like "a fish out of water". Nevertheless he must congratulate the International Labour Office upon its achievements in India. Ever since its inauguration, labour legislation had been making some kind of progress in India. Many of India's factory regulations would never have seen the light but for the Recommendations and Conventions of the International Labour Organisation, which had always been received with due deference by the Government of India.

But if further labour legislation was to be promoted in India, there must be a more intimate contact between the Governing Body of the International Labour Office and India itself. In the first place, India should be represented on the Governing Body by an Indian. That this was not the case was not the fault of the Office, but of the Government of India. In the second place, there ought to be more Indians on the staff of the International Labour Office. And, in the third place, the Office should have correspondent's offices in India, either in Bombay or Calcutta, just as it had in London, Paris and Rome.

Mr. Sherwood Eddy, after briefly describing conditions of labour as he had seen them in Japan, China, and India, expressed his belief that the

International Labour Organisation would exert a profound influence over all backward countries. He rejoiced to think that the nations were beginning to grapple with the great task of International Legislation to bring about a better world.

Mr. J. J. Mallon expressed the opinion that Great Britain had never lost three-halfpence through the competition of India, China, or Japan, or any of the nations that paid low wages and worked long hours. As an actual fact, Great Britain had always been most severely pressed by countries like America, which conformed to, or exceeded, her own standard, not by those which fell below it. He suggested, therefore, that "this bogey of the competition of backward nations really has no substance behind it".

Meanwhile, in the steady development of international understanding on right lines, he saw hope and satisfaction. At the dawn of International Legislation, people had to work whole years before they could arrive at an agreement among a few nations to forbid the use of white phosphorous in the making of matches and to abolish night work for women. It was marvellous how much more could be done to-day with better organisation. At the Washington Conference of the International Labour Organisation work was done in days that would have taken years before the establishment of the Organisation.

The Labour Organisation of the League of Nations was providing the machinery whereby countries could meet, embody their good intentions, discuss their difficulties, and come to a mutual agreement. One thing was needed. There had been in Great Britain for a number of years a branch of the International Association for Labour Legislation, and it had done very considerable work in informing public opinion. Machinery of that kind should be maintained in all industrial countries. (*From Industrial and Labour Information, Vol. XI, No. 9, September 1, 1924.*)

The Workers' Standpoint

Mr. A. C. Chatterjee, who presided at the Third Session, devoted to "International Labour Legislation and the Workers", said that India was passing through an industrial revolution. Increasing numbers of the people who had been accustomed to working at home were being drafted into mills, mines, factories, and other large establishments. This had led to many evils, which it was one of the objects of International Labour Legislation to combat. It was hoped that in India, whose social system had many peculiarities not characteristic of other countries (with, perhaps the exception of China), it would be possible, by taking advantage of the lessons taught by Western countries, to minimise, if not to avoid, many of the evil effects of large-scale industry.

We have adhered (Mr. Chatterjee continued) to the Labour Legislation established by the Treaty of Versailles; and, from the time of the memorable Conference at Washington, we have sent delegates, at great expense and sacrifice, to the Annual Conferences of the International Labour Organisation. We sought and obtained representation upon the Governing Body of the Office, not in any spirit of self-assertion, but because, as a country of industrial importance, we felt the need of appointing delegates who would put before the Conferences the difficulties and the needs of Asiatic nations with their thousands and millions of workers. I may say that we have received the most generous acknowledgment of all our efforts and activities.

In conclusion Mr. Chatterjee referred to labour legislation recently passed in India, including the new Workmen's Compensation Act, and added: "Certainly, the final word in social and labour legislation has not been uttered in India; but India has succeeded in keeping a few steps ahead of the great mass of opinion and of demand among the workers." (*From Industrial and Labour Information, Vol. XI, No. 9, September 1, 1924.*)

Some Criticisms of the International Labour Conference Answered

Mr. A. Crawford said that international labour legislation was the natural corollary of the international development of industry. In the International Labour Office, labour had in its hands an instrument whereby it could take further steps forward in the amelioration of its own condition.

It has been pointed out that in the International Labour Conference the workers were only represented by 25 per cent. of the members. As a regular attendant at the Conference, he did not think that this really hampered the workers. The difficulty, of course, was not in getting conventions passed, but in getting them first ratified by the individual countries, and then applied in those countries. The representation of the employers was likewise only 25 per cent. so that the control really rested with the Government representatives. But in an age like the present when there were so many Labour or Socialist Governments, the real representation of the workers was likely to be much greater than it appeared to be, and in another decade it might be the employers who had an actual grievance!

Some one might ask "What is the use of conventions that are not ratified". They were a great deal of use. They put the whole demand they embodied on a higher level: they gave it much more weight and authority. They made it easier for the labour organisations of various countries to agitate for reforms, and even to bring pressure to bear on their respective Governments in order to get conventions ratified. They must never forget, however, that labour at home must do its share. Even if the International Labour Conference legislated, and individual governments ratified its legislation, a convention was worth no more than the paper it was

written on if the great masses of the workers were unorganised, uninformed, and apathetic. What was needed most was a great propagandist movement in the more backward countries.

It had been asked how conventions were to be enforced. Last year, at Geneva, the Conference dealt exclusively with the question of factory inspection. The International Labour Organisation must do all in its power to see that the system of inspection in each country was too efficient to allow of evasion of the law when once it had been ratified. But even more must reliance be placed upon trade union action and upon enlightened public opinion. (*From Industrial and Labour Information, Vol. XI, No. 9, September 1, 1924.*)

The Position of the Indian Cotton Mill Industry

In the August number of the *Indian Textile Journal* there is an article signed 'Ariel' on the Indian Cotton Mill Industry.

'Ariel' has pointed out that the cotton industry is depressed not only in India but also in foreign countries, and that the "gospel of pessimism" which prevails here is in some respects unwarranted. The bulk of the article however deals with the examination of statements made by Mr. Parekh, the President of the Ahmedabad Millowners' Association, at the end of June 1924. Mr. Parekh is reported to have said that the nightmare that had set in upon the cotton industry could hardly be said to be over because prices of raw cotton ruled high and the money market was tight. 'Ariel' has given figures to show that though these statements might have been correct a few months ago, they are so no longer. And he concludes therefrom that the position of Indian mills is not critical.

'Ariel' has arrived at the conclusion that the depression in the cotton industry has already begun to pass away. The reasons on which he bases this conclusion are however far from convincing. He tells us that there is a good demand for Indian mill cloth from consuming centres. This seems very doubtful indeed. Another reason given is that Lancashire is unable to compete in coarse cloth with the Indian manufacturers. But this is no new thing. So far back as the beginning of the present century, India owing to the natural advantages she possessed, almost ousted the imported coarse cloth. And 'Ariel's' last reason that "there is a growing spirit of patriotism among Indians who would buy Indian mill cloth (Swadeshi) even at a little sacrifice" hardly supports the statement that the depression is passing away. As a matter of fact, long before the depression set in the desire for buying Swadeshi was at its highest, and if anything, it is diminishing now.

'Ariel' has shown that very substantial dividends are paid by several mills outside Bombay and that a Sholapur mill made very heavy profits. From this he draws the inference that the depression in Bombay and Ahmedabad is due not so much to general causes but to wasteful and inefficient management.

Accidents and Prosecutions

STATISTICS FOR SEPTEMBER 1924

(Supplied by the Chief Inspector of Factories)

The monthly statistics of the accidents in factories and workshops in the Bombay Presidency, published on pages 207 and 208 of this issue, contain details of accidents reported during the month of September in Bombay City, Ahmedabad, Karachi and other centres of the Presidency.

During September, in Bombay City there were in all 176 factory accidents of which 2 were fatal, 2 serious and the remainder 172 minor accidents. Of the total number, 53 or 30.1 per cent. were due to machinery in motion and the remaining 123 or 69.9 per cent. to other causes. The largest number of accidents occurred in workshops, the proportion in different classes of factories being 48.9 per cent. in workshops, 43.2 per cent. in textile mills and 7.9 per cent. in miscellaneous concerns.

In Ahmedabad, there were fourteen accidents, all of which occurred in cotton mills. Of these four were serious and the remaining ten minor. Eleven accidents were due to machinery in motion and the rest to other causes.

In Karachi, there were in all six accidents, five of which occurred in Port Trust and Railway workshops and one in a miscellaneous concern. All accidents, except two which were serious, were minor, and with two exceptions were due to causes other than machinery in motion.

In the other centres of the Presidency, the total number of accidents was 21 of which eight were in textile mills and the remaining thirteen in workshops. Five of these accidents were due to machinery in motion, and sixteen to other causes. All the accidents, with the exception of one which was serious, were minor.

PROSECUTIONS

During September 1924, there were in the Bombay Presidency four prosecutions under the Indian Factories Act, two of which were instituted in Bombay City, and the other two in Ahmedabad.

Bombay City

The manager of one cotton mill, who was prosecuted under Section 41 (f) for breach of Rule 33 (ii) for not providing the covers and cage doors of waste breakers with self-locking apparatus, was convicted and fined Rs. 40. The whole amount was given as compensation to the injured person. The occupier of one cotton cleaning factory was prosecuted under Section 41 (j) for breach of Section 33 and Rule 54 for not submitting an occupation notice and was convicted and fined Rs. 20.

Ahmedabad

One cotton mill in Ahmedabad was prosecuted under Section 41 (a) for breach of Section 26 for employment of six women during recess hours. The occupier was convicted and fined Rs. 120 in all. A second mill in Ahmedabad was prosecuted for a similar offence and the manager was fined Rs. 300 (Rs. 50 in each of six cases).

Effect of an 8-Hour Day in France

The *Bulletin du Ministère du Travail et de l'Hygiène, Paris, April to June 1924*, contains the first of a series of articles on the effect of the law of 1919 establishing an 8-hour day.

The Ministry of Labour, by a circular dated 17th December 1919, directed the Inspectors of Labour to collect as large a number of observations as possible on the effect of reduced hours on output. The following difficulties were pointed out to the Inspectors:—

(1) The recent date of the change in hours, (2) difficulty of comparing output for the same establishment at different dates, (3) irregularities in the supply of the raw material or the despatch of manufactured articles, (4) replacement of male by female workers in the interval between the two recorded dates, (5) replacement of skilled by unskilled hands, (6) deliberate curtailment of output, either by the proprietors through fear of accumulation of stocks, or by the workers through fear of unemployment.

The enquiry was also hampered by the trade depression which existed all through the year 1920, and resulted in some establishments working even shorter hours than the new law demanded. The Inspectors also encountered some deliberate refusals of the facilities for their enquiry on the part of the proprietors of establishments. Nevertheless the Inspectors were able to turn out a good deal of research work, and to produce monographs on particular enquiries. The results given in the article under review are summarized below.

1. *A Cycle Factory*.—In the process of putting together the frame the output per workman per day was:—

1913-14	.. 10 hour day	.. 1.03 frames
1919-20	.. 8 " "	.. 1.07 "
1921-22	.. 8 " "	.. 0.96 "

In the process of assembling the other parts with the frame the output per workman per day was:—

1913-14	.. 10 hour day	.. 2.67 cycles
1919-20	.. 8 " "	.. 2.82 "
1921-22	.. 8 " "	.. 2.14 "

The diminution of output in 1920-21 was attributed by the management to a relaxation of keenness on the part of the workers.

The Inspector remarks that in regard to the 8-hour day the workmen showed considerable willingness to compensate for the shorter hours by harder work, and (contrary to previous experience) all the workmen remained at work till the call of the siren.

2. *A Steel Works*.—No statistics are given, but the enquiries of the Inspector proved that output per unit of labour and time had increased sufficiently to compensate for the reduction of hours of work from 10 to 8.

3. *An Automobile Factory*.—The output in number of chassis turned out expressed in terms per workman per day was:—

May 1919	.. 10-hour day	.. 0.007
August 1919	.. 8 " "	.. 0.006
January 1920	.. 8 " "	.. 0.006
April 1922	.. 8 " "	.. 0.007

4. *A Railway Wagon Factory*.—The output here diminished considerably after the introduction of the law. Expressed as number of wagons turned out per 1,000 workmen per month the figures are:—

January—April 1919	.. 10-hour day	.. 47 wagons
May—October 1919	.. 8 " "	.. 36 "
January—April 1920	.. 8 " "	.. 40 "

5. *A Cycle Factory*.—Certain processes carried out in assembling the saddle, etc., stated as the number of machines completed per workman per day, showed:—

1914	.. 10-hour day	.. 50 machines
1920	.. 8 " "	.. 43.5 "
1922	.. 8 " "	.. 76.8 "

And the process of "montage en noir", which appears to relate to the assembling of the frame and other parts enamelled and finished, stated in the same terms, showed:—

1914	.. 10-hour day	.. 7 machines
1920	.. 8 " "	.. 3.68 "
1922	.. 8 " "	.. 4.96 "

It is obvious that these two results must be influenced considerably by changes in methods of manufacture.

6. *A Tool Factory*.—Here the increase or diminution of output is stated for various processes between the two periods, March, April, May 1919 and October, November and December 1919.

Departments	Percentage increase or decrease in production per workman	
	per hour	per day
Process 1	.. + 26	+ 0.8
" 2	.. + 14	— 8.0
" 3	.. + 10	— 12.0
" 4	.. + 6	— 15.2
" 5	.. + 29	+ 3.2
" 6	.. + 6	— 15.2

Here the increased output per hour has not been sufficient on the whole to compensate for the reduction in working hours except in two departments.

7. *A Lens Factory*.—Here the production rose from 300 lenses per workman per day to 380, which represents an increase of + 58 per cent. on hourly output. Needless to say this favourable result was brought about largely by reorganization and improvement of methods.

8. *A Foundry for Metal-Casting*.—The output remained constant, which is again due largely to reorganization.

9. *A Tool Factory.*—This shows an increase of 25 per cent. in the output per unit. Remarks as before.

10. *A Foundry for Cast Metal Tubes.*—The output in tons per workman per annum is stated as 2.33 in 1914 and 2.72 in 1922. In this case no change in factory methods is reported, and the increase is attributed to better supervision.

11. *A Factory of petty tools.*—The output here is measured by the resulting weight of metal shavings discarded. On comparing 1917 with 1920 the results were as follows:—

1917	..	66-hour week	..	53 grammes per hour
1920	..	51½ .. ..	..	175

Naturally this remarkable increase was not obtained without very substantial improvements in machinery and methods, as well as in the supervision and organization.

It is stated that so far as payments went, the earnings of the workmen, who are paid by piece and not by time, had remained more or less constant.

Generally speaking the report, which is highly technical, cannot be said either to prove or disprove the theory that with an 8-hour day the output will be as high or higher than with a 10-hour day. In the case of every individual factory (not all of which are cited above) the changes reported in mechanical improvements, elimination of waste effort, adjustment of the mid-day interval, and reorganization of the superior staff, are so drastic as to render any comparison between any two given dates quite invalid. What seems to have happened is that the introduction of the 8-hour day forced French manufacturers to introduce efficient and economic methods of production.

Maternity Benefits to Women Factory Workers

On 30th July 1924 Mr. S. K. Bole moved the following resolution in the Bombay Legislative Council:—

"This Council recommends to the Governor in Council the necessity of urging upon the Government of India the advisability of introducing legislation at an early date for the provision of adequate maternity benefits to women workers in all organized industries in India and to prohibit the employment of women during the period of such benefits."

Mr. Bole pointed out that the purpose of giving maternity benefits was to protect the health of women workers and their children. This he thought could be done by an adequate provision of medical and pecuniary help to women during their enforced absence from work, and by provision for the proper care of their children. In the interest of the health of women workers it was also necessary that the law should prohibit their employment for some period before and after childbirth. Such provision had been made by western industrial countries and since India was following western methods of industry it was necessary that some such provision should be made in this country also.

There was an additional reason, Mr. Bole thought, for giving protection to the Indian women factory workers in as much as they were not only factory workers but also domestic drudges of the family. Besides this the nature of their work was usually such that they were required to remain standing at their machines for about nine hours a day and this had a very bad effect on the health of the women and also on the health of the children. In the interest of the health of women workers and their children Mr. Bole thought that it was necessary to prohibit the employment of women six weeks before and six weeks after confinement. He pointed out that the principle of granting maternity benefits had been fully recognised by the international Labour Conference of 1919, by the Industrial Disputes Committee and even some employers such as the Tatas and Currimbhoyes who had introduced maternity benefits in their mills had found them useful. Mr. Bole thought that the cost of these benefits would not be very great.

Khan Saheb A. M. Mansuri and Dr. K. E. Dadachanji supported the resolution.

Mr. G. A. Thomas said that he would offer his unqualified support to the resolution but he felt some hesitation on the subject owing to the practical difficulties involved in it. He pointed out that both the Government of India and the Government of Bombay had been investigating the question, and the considered opinion of the Government of Bombay was that the proposals contained in the Draft Convention adopted at the Washington Conference were so far advanced of public opinion in India that it was improbable that legislation on the lines suggested could be enforced. Referring to the question of prohibiting the employment of women before delivery, he pointed out that the Industrial Research Board had arrived at the conclusion that "it might do more harm than good to attempt to legislate against the employment of expectant mothers".

Mr. H. D. Saheba supported Mr. Bole's motion but added that instead of maternity benefits there should be prohibition of the employment of women one month after confinement and that the millowners should be compelled to make provision of crèches for children who are brought to the mills. Mr. A. N. Surve also emphasized the necessity of having crèches.

Mr. G. I. Patel said that most of the things asked for by Mr. Bole by means of legislation already existed in the Ahmedabad mills. He was therefore of opinion that legislation was unnecessary.

Mr. J. A. Kay thought that there were tremendous difficulties to be surmounted before legislation could be introduced. He, however, said that the employers would help in finding some practical solution of the question and would co-operate with Government in putting into force any practical scheme which may be evolved.

Mr. Bole in his reply said that one criticism against legislation was that public opinion in India was not ripe for it. If there was no public opinion in favour of it, Mr. Bole thought, that it ought to be created. Referring to Mr. Thomas' point that women workers usually go to their villages for delivery, Mr. Bole replied that they did so because no care was taken of them in that direction in Bombay.

The Honourable Mr. Cowasji Jehangir said that he had great sympathy with the underlying principle expressed in the resolution. He was however not in favour of legislation as legislation would involve the setting up of a machinery and an organization which the workers themselves would not like. He expressed the attitude of the Government towards the question in the following words: "Government have come to the conclusion that the time has arrived when we should look into the question of making such maternity benefits compulsory in factories and Government have also decided that it is one of those questions in which the State may give the factories financial assistance. But they have also come to the conclusion that legislation is premature to any great extent".

Accident of 29th July in a Mill at Ahmedabad

Reference is invited to the preliminary account of this accident published on page 30 of the *Labour Gazette* for August 1924.

The final report of the Committee of Enquiry has since been published. The Committee consisted of Mr. T. W. Johnstone (Chief Inspector of Factories), Mr. P. S. Chokshi and Mr. N. M. Joshi. The enquiry was public under Rule 65 of the Factories Rules. Forty-five witnesses were examined.

The following extracts from the Report will indicate the nature of the accident, and the findings of the Committee:—

Description of Mill.—The Gujarat Ginning Mill was built in 1888 to designs obtained in England. It was extended in 1906. The old mill consisted of a basement, ground, first and second floors whilst the extension was from the ground floor upwards. It appears (Exhibit 1) that no additional storey had been added to the mill as originally built.

Ex. 1 stated that the size of columns and thickness of floors remained the same in the extension as in the old mill but the width of the bays was increased from 10' 6" to 11'. The machinery in the old mill was driven by engine No. 1 whilst a new engine No. 2 was added for the machinery in the new addition. The end wall of the old mill was converted into a party wall of the two sections, the window openings on the ground floor of the old mill being converted into openings to floor level: and it was at or near this wall that the accident occurred.

Card machinery was installed on the ground floor, and ring spinning machinery on the first and second floors.

Of three line shafts on the ground floor, the centre shaft and the one on the east side passed through the dividing wall and were driven by No. 2 engine.

The west shaft rested on the wall, being driven by separate engines, being in separate lengths and out of line.

Extent of damage.—The party wall collapsed up to a distance of 59' from the west side. The extent of the damages is shewn on Ex. E, F, G, which show that practically 220 square yards of the first floor, a similar area on the second floor and 440 square yards of the roof collapsed in the main accident. A further fall of roof to the extent of 73 square yards occurred in the old mill without penetrating the second floor.

Casualties.—Twenty-six persons were killed or died as a result of the accident whilst thirty others were reported as accidents under the Factories Act.

Cause of accident.—From evidence it appears that the collapse started in the vicinity of the centre shaft on the ground floor near the party wall. It has been established that the load on the brick pillars was excessive and that the condition of the shaft in its bearing was such as to set up vibration on the girder on which it was supported and then to the pillars carrying the clamping bolts. It has also been established that the springing of the arch had been cut away to allow the shaft to pass through. We consider that the source of the accident was at the bearing of the centre shaft at the party wall and think that there must have been damage to the pillar or arch due to weakening of the mortar due to vibrations, and that this, combined with the overload on the pillar caused a local collapse, the effect of which was probably transmitted by the shaft to the first cast iron column with its bearing and on the fracture of this column the superstructure fell.

Liability of Occupier and Manager under the Factories Act or Penal Code.—Section 18A of the Indian Factories Act which came into operation on July 1st, 1922, gives power to an Inspector to pass orders in the event of any defects in the ways, works, machinery or plant in a factory.

As will be seen from Ex. B no order was passed by an Inspector since the operation of this section and the Mill had, in fact, worked since 1906 under similar conditions.

We do not thus consider that there has been any breach of the Factories Act and do not recommend any prosecution under it.

The evidence, with the sole exception of Ex. 22 Kala Bhira points to the accident having occurred without warning and without the knowledge of the Mill officers. We think it probable that some indication of the accident may have been noticed some time prior to it but there is no evidence to show that the mill officers were aware of it and even had they been aware of cracks in the wall or pillars, we think that it would be extremely difficult to forecast a collapse and any error made in this connection would be an error of judgment and not gross negligence. We thus do not consider that an action under the *Penal Code* could be instituted.

Recommendations.—(a) It is considered that the extension of the Mill in 1906 by converting the end wall into a party wall without having the plans designed by a qualified architect or Civil Engineer was unsound in principle and we think that structural alterations or additions to mills should be designed by qualified architects or Civil Engineers.

(b) It is also thought that the load on the cast iron columns was excessive and should be reduced by reducing the thickness of the roof as much as possible.

(c) We also consider that in view of the powers conferred by Section 18A of the Factories Act, large factories should be required to forward with the notice of occupation required by section 33 of the Act, a certificate of stability from a qualified architect."

Welfare Work in Mills

Reference is invited to the account of Welfare Work in two of the groups of Bombay Cotton Mills which was published on pages 41—45 of the September Number of the *Labour Gazette*. The following further account of Welfare Work has been received from another group:—

E. D. SASSOON & CO., LTD.

Mills' Chawls for Jacob Sassoon and David Mills' operatives.—There are 210 rooms each at a monthly rental of Rs. 4-8-0.

1,200 men are taking advantage of this accommodation.

Nine Chawls are also being constructed for the operatives of the David Mills.

Grain Shops.—There are 7 Grain Shops at which the operatives can buy Grain on credit at reasonable prices, the cost being deducted from the wages due to them on the following pay day.

Hotels.—One Tea Shop has been opened for the workmen at the Alexandra Mill as an experiment.

Free Dispensaries.—There are 8 free Dispensaries where free treatment and medicine is given to the operatives.

Free Night School and Library.—One free night school and a library are conducted for the benefit of the children of the operatives employed at the Jacob Sassoon Mill. Between 30 and 40 boys attend the school.

Co-operative Credit Societies.—There are 17 Societies in 8 of our Mills mustering 1,166 members. The aggregate paid up capital is Rs. 23,966-10-10 and loans advanced to members amount to Rs. 69,705. The rate of interest charged varies from pies 1½ to pies 3 per rupee per mensem. A loan of Rs. 7,100 is given by the Company to these Societies free of interest.

Hawala Payments—(Advance against wages due):—

Operatives leaving Company's service or proceeding on leave are taking advantage of this system. The rate of interest charged is three pies per rupee per mensem. This replaces the old system whereby operatives were compelled to pay to the Jobbers and others an anna—or even more—per rupee for this privilege.

The interest at present charged is credited to a separate account and is utilised for Welfare Work.

The Agents also furnished the Labour Office with a copy of the Annual Report of their Medical Officer for 1923. As the year is so far advanced this is not reprinted in full.

The total number of patients treated from the eight mills was 53,334.

The annual report of the Medical Officer for 1924 will be published in the *Labour Gazette* next year if permitted.

Unemployed Juveniles in England

More than 18 months ago the Ministry of Labour decided to sanction the opening of centres for unemployed juveniles. Since then the organizers of these centres have been faced with two difficulties. Firstly, these centres when started were looked upon as a temporary measure and very meagre provision for apparatus and teachers was made, with a consequent absence of efficiency. Secondly, there were no means of forecasting how long any particular set of juveniles would attend so that any systematic revision of the syllabus was well nigh impossible, and the organizers had to be content with teaching the three R's. Owing to these difficulties the chief aim of these centres has been to prevent further deterioration in physique and character, rather than to make good the lack of industrial training of the majority of those attending these centres. That is to say, the main object has been preventive not constructive.

It is however pointed out that it is necessary to extend the scope of these centres so as to provide for some form of vocational training. The returns of the Ministry of Labour show that there has been a steady fall in the volume of unemployment, but this fall has not been so regular in the case of juveniles. This means that even with a revival of trade some juveniles are not absorbed into industry. The question therefore arises, what is to be done with such juveniles? It is suggested that instead of allowing them to be unemployed or unemployable adults, training classes should be provided for them. In cities where the problem is most acute the present centres should give general instruction as at present, and the pupils should then be drafted to suitable schools of arts and crafts, commerce, technology, etc., attendance at which should be made compulsory under the powers vested in the Minister of Labour. The problem is so urgent that its solution must not be delayed. And considerations of cost must not come in the way, because "it is not the total amount that should decide the issue, but the comparison between the amount of expenditure on the one hand and the benefit to be derived from and the evil to be averted by the expenditure on the other". (*Abstracted from the Times Educational Supplement, August 30, 1924.*)

Health and Environment in England

Sir George Newman in his Report on the State of Public Health has urged that the wider applications of preventive medicine cannot yield their full value if used as a substitute for a sanitary environment and healthy living. The Fifth Annual Report of the Ministry of Health shows clearly that a reasonably healthy environment is not yet accessible to the inhabitants of many urban areas, and enables the observer to realize why the wider use of preventive medicine has not yet been accompanied by a greater diminution in ill-health and infectious disease. Sir George Newman's contention is more than borne out by the facts regarding several towns given in the Report of the Ministry of Health. For instance, 'Diarrhœa', says the Report of the Ministry, "the chief among the preventible causes of infantile mortality, is, other things being equal,

more prevalent when the conservancy system remains in urban communities". Moreover, the statistics for the last fifty years show that there has been a decline in deaths from infectious diseases like small-pox, scarlet fever, enteric fever and whooping cough. This is largely owing to the changes that have followed the diffusion of sanitary knowledge and the more general acceptance of a higher standard of life.

It is expected that coming years would show a greater improvement in health, efficiency and environment as work is already begun under recent housing legislation. The number of houses finished in the year was 18,669. The question of slum clearance is also receiving increased attention. Between 1919 and 31st March 1924, 56 local authorities had submitted 66 schemes out of which 39 have already been confirmed, involving the demolition of 4,480 houses. It is however suggested that the most hopeful development of the future seems to lie in the growth of regional planning schemes. (*Abstracted from the Times Educational Supplement, August 30, 1924.*)

Indian Employees of Indian Firms in the Dutch East Indies

The following letter from the Director of the Labour Office for the Dutch East Indies is published for general information:—

Copy of letter No. M 17/1/1 dated the 13th September 1924 from the Director of the Labour Office for the Dutch East Indies to the Director of the Labour Office, Bombay.

As may be well known to you there exist in this country many shops, owned and managed by Indians, selling silks, embroideries and oriental manufacture in general.

The salesmen and servants in these shops come from India—mostly, if I am not mistaken, from Karachee and the Bombay province in general, others from Hyderabad, Sindh, etc.—and before leaving they enter into an agreement with their employer, i.e., the head firm established in India.

Now it appears that the clauses of these contracts are so onesided that these salesmen (and general servants) are practically entirely in the power of their employers. Last year a strike of these employees occurred in Medan (Deli, East Coast of Sumatra) but as they had no means of subsistence in this to them foreign country nor the money to go home they simply had to submit.

The complaints of the people concerned are that their working hours are from 14 to 16 hours a day, that they have scarcely any holiday and are not allowed to move freely about or leave their employers' house after working time is over.

The main deficiency of said contracts seems indeed to be that no stipulation is made about the working time. When one of the merchants was advised to agree to a clause in the contract that the working hours would not exceed 70 hours a week he replied that he was unable to do so because

of the difficulties that would arise in connection with the employees of other Indian firms and of the branches of his own firm elsewhere.

I enclose a sample of such a contract, which no doubt you will consider unsatisfactory.

I shall feel much obliged if you will let me know whether your office will be able to take any steps in this matter.

COPY OF AGREEMENT

Memorandum of agreement made this _____ day of 192____ at Hyderabad Sind in India. I _____ aged about _____ years, resident of _____ do hereby agree and promise to serve Messrs. _____ of (India) for the term of _____ years under the following terms as a ^{Salesman} General servant or to do any other shop work at _____ or any other place where they have their firms.

That my salary shall be rupees _____ commencing from the day I leave (India), i.e., 192____ and ending on the day I leave the last place of duty or before when I cease to serve the said masters. Out of this salary rupees _____ only per month will be paid by the said masters to my family in (India) on my account and the balance will be paid to me on my return after the expiration of the said period and subject to other clauses of this agreement.—

That my passage cost to and from (India) will be borne by the said masters provided I shall fulfil the agreement accordingly.

That my boarding, lodging, washing, and shaving costs will be borne by the said masters and the costs of clothing and medical expenses will be borne by myself.

That I hereby agree to serve the said masters faithfully, honestly and obediently with good conduct and without any fraud and if any loss is occasioned by my negligence or misconduct I shall pay the same to the said masters on demand at once.

That I further promise not to quit the services of the said masters during the said period of this agreement.—

That I have to receive rupees _____ only as advance of which I shall pass separate receipt for that amount and shall hand over the same to the said masters.

That I bind myself to proceed to the place of duty as soon as I am ordered by the said masters. In this default or in case of my leaving the said masters during the said period or if I am dismissed by my fault I shall at once refund the advance with interest and shall further pay them rupees one hundred only as damages and all the passage cost which they have incurred for me.

One witness.

Signature of Servant.

Another witness.

* * * * *

Industrial Disputes in the Presidency

Disputes in September .. 4 Workpeople involved .. 959

On page 206 will be found a statement of each dispute in progress during September 1924, with the number of workpeople involved, the date when the dispute began and ended, the cause and the result. The word "dispute" in the official sense means an interruption of work and it is here used in that sense as virtually synonymous with "strike". A dispute, as counted by the Labour Office, is an interruption of work involving ten or more persons and of not less than twenty-four hours' duration. Detailed statistics have been collected since 1st April 1921, the date on which the Labour Office was instituted.

Summary tables have been constructed in order to show the position at a glance, and the diagram at the end of this article shows graphically the same facts. Table I shows the number, magnitude and duration of strikes in September 1924.

I.—Industrial Disputes classified by Trades

Trade	Number of disputes in progress in September 1924			Number of workpeople involved in all disputes in progress in September 1924	Aggregate duration in working days of all disputes in progress in September 1924*
	Started before 1st September	Started in September	Total		
Textile ..	....	3	3	937	1,342
Engineering ..	....	....	....	....	....
Miscellaneous ..	1	....	1	22	154
Total, September 1924 ..	1	3	4	959	1,496
Total, August 1924 ..	....	6	6	1,612	3,270

* i.e., the number of workpeople multiplied by the number of working days, an allowance being made for workers replaced by others.

There were four industrial disputes in progress in September 1924, three of which occurred in cotton mills and one in miscellaneous concerns. The number of workpeople involved was 959 and the working days lost (i.e., the number of workpeople multiplied by the number of working days less workers replaced) 1,496 which, it will be seen, is a decrease on the August 1924 statistics.

Table II shows the causes and results of the disputes.

II.—Industrial Disputes—Results May to September 1924

	May 1924	June 1924	July 1924	August 1924	September 1924
Number of strikes and lock-outs ..	2	5	4	6	4
Disputes in progress at beginning ..	....	....	....	....	1
Fresh disputes begun ..	2	5	4	6	3
Disputes ended ..	2	5	4	5	4
Disputes in progress at end ..	....	....	....	1	....
Number of workpeople involved ..	250	567	2,104	1,612	959
Aggregate duration in working days ..	390	1,169	3,661	3,270	1,496
Demands—					
Pay ..	....	3	2	3	2
Bonus ..	....	....	....	1	....
Personal ..	2	1	....	1	1
Leave and hours ..	....	....	....	....	....
Others ..	....	1	2	1	1
Results—					
In favour of employees ..	....	....	1	2	1
Compromised ..	1	....	....	....	....
In favour of employers ..	1	5	3	3	3

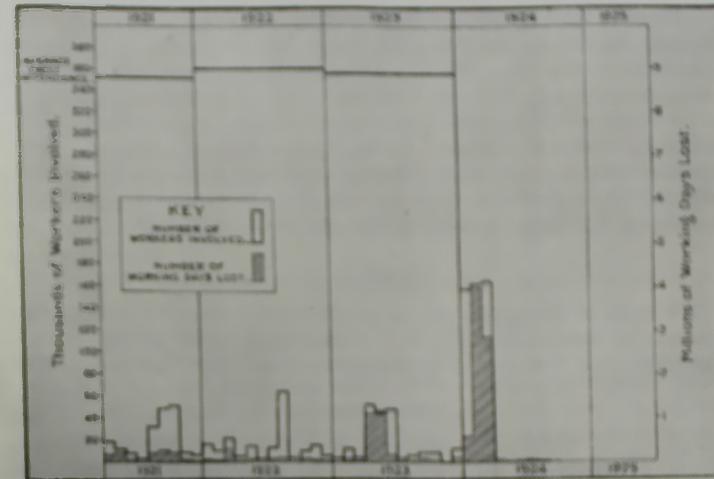
The last summary table shows, among other things, the proportion of strikes settled in favour of the employers and the employees, or compromised.

III.—Industrial Disputes

Month	Number of strikes and lock-outs	Aggregate duration in working days	Proportion settled			In progress. (Per cent.)
			In favour of employers. (Per cent.)	In favour of employees. (Per cent.)	Compromised. (Per cent.)	
September 1923 ..	8	55,934	63	..	37	..
October 1923 ..	8	36,178	87	..	13	..
November 1923 ..	7	712	71	29	..	..
December 1923 ..	9	120,903	78	11	..	11
January 1924 ..	7	565,238	72	..	14	14
February 1924 ..	3	4,062,870	..	67	..	33
March 1924 ..	4	2,893,881	50	25	..	25
April 1924 ..	4	2,717	25	75	..	..
May 1924 ..	2	390	50	..	50	..
June 1924 ..	5	1,169	100	..	..	..
July 1924 ..	4	3,661	75	25	..	..
August 1924 ..	6	3,270	50	33	..	17
September 1924 ..	4	1,496	75	25	..	..
Totals or (cols. 4 to 7)						
Average ..	71	7,748,419	61	22	9	8

It may be of interest to state that the highest peak in respect of the number of working days lost through strikes in this Presidency since April 1921 was reached in February 1924 whereas the lowest level was reached in May 1924.

Effect of Industrial Disputes, Bombay Presidency



GENERAL REVIEW OF DISPUTES

During September 1924, there were four industrial disputes in the Bombay Presidency as compared with six in the preceding month. Two of them were due to the question of pay and the other two to personal and other grievances. Of the four disputes one was settled in favour of the workers and the other three in favour of the employers.

Bombay City

In Bombay city one dispute occurred in the month under review. About one hundred women winders of the Western India Mill struck work on the 14th September demanding the reinstatement of the female Head Jobber, whose services were dispensed with for inefficiency. This was refused by the management and a notice was put up to the effect that outstanding wages of the workers would be paid on the 17th and that those willing to resume work would be allowed to do so. The strike lasted for four days and terminated on the 18th, when some of the women winders resumed work unconditionally and new hands were engaged in place of those who did not return to work.

Ahmedabad

The strike of 800 weavers in the Ahmedabad Ginning and Manufacturing Company, Ltd., was due to a reduction in the rates of wages at the rate of 4 pies per piece (Taka of Madapat) and 1½ pies per pair of dhotis. The weavers struck work on the 8th of September, and at a meeting held in

the same evening the Assistant Secretary of the Local Labour Union advised the operatives to resume work and promised them to bring about a settlement with the management. About 600 weavers resumed work the next day and the remaining 200 on the 10th September. The strike thus ended on the 10th. Another industrial dispute arose in the Ahmedabad Spinning and Weaving Company, Ltd. Thirty-seven operatives of the Engineering Department struck work on the 23rd September 1924, against the alleged ill-treatment by the newly appointed Engineer. New hands were employed in place of those who stopped work, and the strikers although they expressed their intention to return to work were not allowed to do so, as they went on strike without informing the manager.

Surat

The strike of Bhangis (sweepers) of the Rander Municipality over the question of fortnightly payment of wages which ended on the 9th of September, was described in the September issue of the *Labour Gazette*.

Industrial Disputes in Other Provinces

MADRAS

According to the Labour Commissioner, Madras, there was an industrial dispute in each of the last two months, August and September. The strike of about six hundred and twenty-one scavengers of the Trichinopoly Municipality took place on the 12th of August. The men's demands were three-fold, namely, higher pay, leave and better treatment in general. The chairman had a personal conversation with many of the strikers and every one of them disclaimed any intention on his part to go on strike and said that he was forced to do so by certain men who urged him to go on strike. The strikers are said to have recognised that they were treated well generally. The strike terminated the next day, the 13th August, when the men returned to work unconditionally leaving their demands in the hands of the chairman for consideration and recommendation to the Council. The other industrial dispute occurred on the 16th of September. About 355 Drainage workmen of the Corporation of Madras struck work demanding (1) increased wages, (2) distribution of rice at the rate of four measures per rupee, and (3) casual leave during sickness. These demands were sanctioned for the conservancy coolies and the Drainage workmen demanded the same privileges as were given to the conservancy coolies. The representative of the men was informed by the authorities that proposals for improving the condition of the Drainage workmen had been put up before the Council for sanction. The men were satisfied with this assurance and returned to work forthwith. The strike thus came to an end the next day, the 17th of September.

Rentals in Bombay

In view of the present discussion on the extension or lapse of the Rent Act the following information regarding rentals in Bombay may be found of public interest. The first article deals with rentals of all classes, and is officially prepared by the Labour Office. The second article deals with middle class rentals only, and is from the pen of Prof. H. L. Kaji.

The expressions Middle Class and Working Class may best be understood by taking typical occupations rather than income. Of Working Class Families the mill-hand is the type, and of Middle Class Families the clerk. The expression Upper Class is more vague and is rather a matter of income.

So far as income limits can be assigned to these classes they would be approximately :—

Working Class	.. .. .	Up to Rs. 100
Middle Class	.. .. .	Rs. 50 to Rs. 750
Upper Class	.. .. .	Rs. 750 and upwards.

It will be seen that the income ranges of the Working and Middle Class overlap. It then becomes a question of occupation and caste. A weaver in a mill drawing Rs. 75 would be Working Class, and a clerk on Rs. 50 would be Middle Class.

I.—House Rents in Bombay

INCREASE IN TEN YEARS

1. Collection of data

In referring to the data on house rent in the article describing the method and scope of the cost of living index, which appeared on page 13 of the September 1923 issue of this Gazette, it was stated that the rent statistics are not so comprehensive as might have been desired. A reference was also made to the special enquiry undertaken by the Labour Office to collect accurate data with special reference to working class rents. This enquiry was commenced more than a year ago, but owing to numerous difficulties encountered and the wide extent of the ground covered in the enquiry, the final results have only recently been obtained. The chief difficulty met with in an enquiry of this nature is the absence of reliable data relating to the base year (in this case the financial year of 1914-15) and following years. It is not possible to collect the required data from tenants themselves, because there are comparatively few tenants in Bombay who have resided in the same house for the last ten years. Moreover, those who have resided in the same house for this period or longer were unable to say exactly what rents were paid by them ten years ago. This was specially the case in regard to working class tenements. On the other hand, landlords could not be approached since, in the absence of a Statistics Act, it was not possible to obtain from them trustworthy data concerning the amounts of rents realised by them from their properties, and a tendency was noticed on the part of certain landlords interviewed to understate the amounts of rents received. The assessment books of the Bombay Municipality were, therefore, used for the enquiry, and these

proved to be the only available source of information. As is well-known, the Bombay Municipality makes an annual enquiry from the tenants of all properties recorded in the assessment books to ascertain the amounts paid as rent. This enquiry is made for the purposes of assessing the amount of municipal taxes payable by the landlord. The work is carried out by the staff of the Municipality in the early part of each official year, and the data showing the amount paid as rent by individual tenants are recorded in the ledgers after personal enquiry from the tenants themselves. The Records of past years are preserved in the Head Offices of the Municipality, and it was to this source that the Labour Office was given access through the courtesy of the Assessor and Collector of Municipal Taxes. The Labour Office is also indebted to the Superintendents of the Municipal Ward Offices and to the Ward clerks for their assistance in the enquiry, particularly in the inspection of properties.

The data collected were carefully scrutinized, and a proportion of the properties was personally inspected by Investigators of the Labour Office in order to verify the quotations.

II. Results

A. Working Class Tenements.—Data were collected for 8,548 one-roomed tenements and 422 two-roomed tenements for the years 1914-15 and 1923-24. Attention was paid to the proportion of working class tenements in each of the wards of the City, and as far as possible the quotations obtained were in proportion to the total of this type of tenement in each ward. The following table shows (1) the number of quotations of one-roomed tenements in existence since 1914 or before, by wards, (2) the average monthly rent of these tenements in 1914-15 and 1923-24 and (3) the percentage increase in average rentals in 1923-24 over the average rentals in 1914-15.

RENTS OF WORKING CLASS ONE-ROOMED TENEMENTS (OLD BUILDINGS)
(Averages of sampled tenements)

Wards	Number of sampled tenements	Average monthly rents paid in		Percentage increase in 1923-24 over 1914-15
		1914-15	1923-24	
		Rs. a. p.	Rs. a. p.	
A	526	5 6 2	7 2 8	+ 33.1
B	430	5 10 11	6 14 0	+ 21.0
C	408	5 2 10	6 13 9	+ 32.5
D	416	5 7 9	6 11 10	+ 22.9
E	2,373	3 13 10	5 1 7	+ 31.9
F	2,064	3 3 11	4 3 3	+ 29.5
G	2,331	3 0 9	4 2 8	+ 36.8
All wards ..	8,548	3 13 1	5 0 2	+ 31.2

The average monthly rent of a single room lived in by working class people was therefore Rs. 5-0-2 in 1923-24 as compared with Rs. 3-13-1 in 1914-15. If the index numbers of each ward are weighted according to the propor-

tion of one-roomed tenements in each ward to the total number of one-roomed tenements in Bombay (Housing Table VI-A, Bombay City, p. 33 of Census of India, 1921, Vol. IX, Part II), the percentage rise would be 30.5. The weighted index number is shown in the following table:—

RENTS OF WORKING CLASS ONE-ROOMED TENEMENTS (OLD BUILDINGS)
(Weighted Index Number)

Wards.	Percentage distribution by wards of one-roomed tenements (Census of 1921)	Index numbers of 1923-24 rents on base (1914-15=100) in sampled tenements	Column 2 × column 3
1	2	3	4
A	4.0	133.1	532.4
B	11.3	121.0	1367.3
C	16.6	132.5	2199.5
D	12.3	122.9	1511.7
E	22.1	131.9	2915.0
F	12.0	129.5	1554.0
G	21.7	136.8	2968.6
All wards ..	100.0	131.2	13048.5
Weighted Index No.	....	....	130.5

The table below shows the unweighted percentage rise in rents in 1923-24 over those in 1914-15 in the case of sampled two-roomed working class tenements in existence since 1914 or before.

RENTS OF WORKING CLASS TWO-ROOMED TENEMENTS (OLD BUILDINGS)
(Averages of sampled tenements)

Wards	Number of sampled tenements	Average monthly rents in		Percentage rise in 1923-24 over 1914-15
		1914-15	1923-24	
		Rs. a. p.	Rs. a. p.	
D	165	9 6 2	11 5 8	+ 21.0
E	50	6 3 6	10 1 3	+ 62.1
F	37	6 3 6	7 0 3	+ 12.8
G	170	7 4 10	9 15 9	+ 36.7
	422	7 14 3	10 4 4	+ 30.2

It will be seen that data for A, B and C wards are not given. This is due to the small number of two-roomed working class tenements in these wards. The percentage rise for each ward when weighted in the proportion of two-roomed tenements in each of the four wards shown in the table to the total number of such tenements in the whole city is 37.1. In the 1921 Census it was found that 70 per cent. of the total tenements in Bombay City were one-roomed tenements and 14 per cent. two-roomed tenements. When the percentage increases in one and two-roomed tenements are combined and weighted according to this proportion, a

weighted increase of 31·6 per cent. for privately owned buildings in existence since 1914 or before results.

Data were also collected for new properties, *i.e.*, those built and occupied after the standard period (*i.e.* 1st January 1916) under the Rent Act. Figures for 1,475 one-roomed and 268 two-roomed new tenements were obtained for those wards in which new properties occupied by working classes exist. If we take the 1914-15 average rent in the sampled buildings in existence since that year as the average theoretical rent (1914-15) of a new building, the weighted index number in rents for one-roomed tenements would show a figure of 362·6 and for two-roomed tenements 234·9. When these are combined, the percentage increase would be +241·3, and if combined with the increase in rents for old buildings, in the proportion of new buildings to old buildings, as ascertained from the Municipal authorities, a weighted average of +69·3 per cent. for new and old buildings together is obtained. The two following tables show the weighted averages for these two types of dwellings for which data were obtained.

RENTS OF WORKING CLASS ONE-ROOMED TENEMENTS (NEW BUILDINGS)
(Weighted Index Number)

Wards	Percentage distribution by wards of one-roomed tenements (Census of 1921)	Theoretical index numbers of 1923-24 rents on base (1914-15=100) in sampled tenements	Column 2 × column 3
1	2	3	4
B	11·3	357·0	4034·1
E	22·1	330·6	7306·3
G	21·7	398·0	8636·6
	55·1	333·8	19977·0
Weighted Index No. ..	....	....	362·56

RENTS OF WORKING CLASS TWO-ROOMED TENEMENTS (NEW BUILDINGS)
(Weighted Index Number)

Wards	Percentage distribution by wards of two-roomed tenements (Census of 1921)	Theoretical index numbers of 1923-24 rents on base (1914-15=100) in sampled tenements	Column 2 × column 3
1	2	3	4
E	26·1	238·4	6222·2
G	11·9	227·1	2702·5
	38·0	....	8924·7
Weighted Index No. ..	....	....	234·9

In defence of the above method of arriving at a theoretical rental for 1914-15 for buildings which were not then in existence the reader is asked to look at the question, not from the point of view of the building but from the point of view of a workman requiring accommodation. A prospective tenant in 1914-15 had to pay an average rental as ascertained in the case of buildings in existence since that year. A prospective tenant in 1923-24 might secure an old building or he might have to accept accommodation in a new one, and the rise in average rentals is the average rental on old *and* new buildings in 1923-24 as against the average rental on old buildings only in 1914-15.

But in any study of this kind, where the frequencies are grouped about the lower value classes, and there is a tail of high value classes, the arithmetic mean gives a figure higher than the most frequently occurring class. A frequency table is therefore appended for working class rentals.

It will be seen that for old buildings rentals of Rs. 3 to Rs. 5 are by far the commonest, and evidently Rs. 4 is the prevalent type. Even when new building tenements are included the value of the prevalent types is not changed.

The figures for new building tenements are remarkable. The rentals do not group themselves about any pronouncedly prevalent type. Rs. 10 is the commonest, and half the tenements occur between Rs. 10 and Rs. 16. But Rs. 18, Rs. 20, Rs. 25, and even Rs. 30 provide many instances.

The statistician will here at once observe that one or more of several causes must be at work:—(1) the sample may have been insufficient, (2) the tenements may be so heterogeneous in type as to fall into many distinct classes, or (3) the rentals for tenements in new buildings have not yet stabilized in accordance with the laws of supply and demand. Cause (1) may be dismissed from consideration; the sampling was sufficient to produce a reasonable distribution if the material were homogeneous. Causes (2) and (3) probably both operate to produce the effect under discussion. The tenements in new buildings differ in size and amenities of life (water arrangements, lighting, etc.) and, in addition, landlords are still groping after the maximum rental which the demand will justify.

The very highly-priced tenements have electric light (payable by metre) and sometimes a tap in each room with a sink. These tenements are really middle-class tenements, and are included among working class tenements because the Investigators actually verified that they were occupied by workmen. In such tenements there will always be more than one family, or one family which takes in male boarders. Either condition is deplorable, as the floor and air-space is quite small, and any arrangement by which one family does not live in private is anti-social.

RENTALS OF WORKING CLASS TENEMENTS

Monthly Rental	Number of tenements bearing rentals as per Column 1						
	Old buildings		New buildings		Total		
	One-roomed	Two-roomed	One-roomed	Two-roomed			
Rs. 1 and below	2	..	....	....	....	....
Rs. 2	Rs. 3	..	116	....	....	116
Rs. 3	Rs. 4	..	2,252	....	....	2,252
Rs. 4	Rs. 5	..	2,421	....	54	2,475
Rs. 5	Rs. 6	..	1,659	....	59	1,738
Rs. 6	Rs. 7	..	1,122	37	53	1,212	
Rs. 7	Rs. 8	..	408	8	70	494	
Rs. 8	Rs. 9	..	252	6	53	317	
Rs. 9	Rs. 10	..	208	72	81	361	
Rs. 10	Rs. 11	..	55	156	264	532	
Rs. 11	Rs. 12	..	19	96	106	237	
Rs. 12	Rs. 13	..	25	25	119	180	
Rs. 13	Rs. 14	..	4	21	73	98	
Rs. 14	Rs. 15	..	3	....	77	80
Rs. 15	Rs. 16	..	2	1	133	143	
Rs. 16	Rs. 17	..	1	....	25	35
Rs. 17	Rs. 18	..	....	....	15	26
Rs. 18	Rs. 19	..	....	....	42	42
Rs. 19	Rs. 20	..	....	....	6	6
Rs. 20	Rs. 21	..	....	....	103	150
Rs. 21	Rs. 22	..	....	....	35	35
Rs. 22	Rs. 23	..	1	....	12	26
Rs. 23	Rs. 24	..	....	....	9	10
Rs. 24	Rs. 25	..	....	....	12	12
Rs. 25	Rs. 26	..	....	....	53	93
Rs. 26	Rs. 27	..	....	....	....	16
Rs. 27	Rs. 28	..	....	....	....	....
Rs. 28	Rs. 29	..	....	....	....	....
Rs. 29	Rs. 30	..	....	....	....	....
Rs. 30	21	6	27
All	8,548	422	1,475	268	10,713

B. Middle Class Tenements

Information concerning this type of tenement was collected in a manner similar to that for working class tenements. By middle class tenements is meant those tenements usually occupied by persons whose social standing places them in what may be called the middle class such as clerical assistants in Government and public offices, firms, banks, and commercial and other businesses. Out of the total quotations obtained 3,862 refer to old buildings and 3,855 to new buildings. These were again divided into (1) one-roomed and (2) two-or more-roomed tenements. The number of sampled one-roomed tenements in old buildings was 649 and in new buildings 1,878. The total number of sampled one-roomed middle class dwellings was therefore 2,527. Sampled two-or more-roomed tenements

totalled 3,213 in old buildings and 1,977 in new buildings giving a total of 5,190 quotations. The table below shows the results :—

MIDDLE CLASS RENTS FOR ONE-ROOMED TENEMENTS.

Items.	Old buildings (Actual)	New buildings (theoretical and actual)
	Rs. a. p.	Rs. a. p.
Average rent in 1914-15 ..	8 11 5	8 11 5
Average rent in 1923-24 ..	16 13 10	26 8 1
Unweighted percentage rise in 1923-24 over 1914-15 ..	+ 93.5	+ 204.36
Weighted percentage rise in 1923-24 over 1914-15 ..	+ 85.5	+ 182.63

The results for tenements containing two or more rooms are :—

MIDDLE CLASS TWO AND MORE-ROOMED TENEMENTS

(Averages of sampled tenements)

Wards	1914-1915	1923-1924	1923-1924	Unweighted percentage rise in 1923-24 over 1914-1915	
	Old buildings	New buildings	Old buildings	New buildings (theoretical)	
	Rs. a. p.	Rs. a. p.	Rs. a. p.		
A	29 2 3	42 7 10	48 11 5	+ 45.8	+ 67.2
B	20 2 3	25 11 9	58 4 2	+ 27.8	+ 189.3
C	24 3 4	34 1 0	52 4 3	+ 40.7	+ 115.9
D	28 9 9	35 15 9	88 1 8	+ 25.8	+ 207.9
E	25 2 0	33 4 6	47 10 5	+ 32.5	+ 89.6
F	17 12 8	25 0 3	48 14 3	+ 40.6	+ 174.8
G	10 7 8	13 2 7	28 2 0	+ 25.6	+ 168.4
All wards ..	20 1 4	26 10 11	65 10 1	+ 32.6	+ 226.84

When the above results are weighted according to the proportion of two and more roomed tenements in each ward to the proportion of the total of such tenements (Census of 1921) the following are the results:—

MIDDLE CLASS TWO-AND-MORE-ROOMED TENEMENTS

(Weighted Index Number)

Wards	Percentage distribution by wards of two- and more-roomed tenements (Census of 1921)	Index No. of 1923-24 rents on base (1914-15=100) in sampled tenements		Column (2) × Column (3)	Column (2) × Column (4)
		Old buildings	New buildings		
1	2	3	4	5	6
A	6.6	145.8	167.2	962.28	1,103.52
B	5.9	127.8	289.3	754.02	1,706.87
C	14.3	140.7	215.9	2,012.01	3,087.37
D	15.2	125.8	307.9	1,912.16	4,680.08
E	24.2	132.5	189.6	3,206.50	4,588.32
F	22.3	140.6	274.8	3,135.38	6,128.04
G	11.5	125.6	268.4	1,444.40	3,086.60
All wards ..	100.0	132.6	326.80	13,426.75	24,380.80
Weighted Index No. ..	....	....	....	134.3	243.8

When the proportion of middle class one-roomed tenements to two- or more-roomed tenements is taken the weighted rise for old buildings is +56.2 per cent. and for new buildings +160.4 per cent., and if these two results are combined a final average increase of +75.0 per cent. in 1923-24 over the year 1914-15 results.

It is regretted that it is not possible to take out a frequency table for middle-class rentals in tenements occupied by middle class tenants. This is because the unit in this enquiry was sometimes the whole building, an aggregate rental being obtained for a given number of tenements.

C. Upper Class Tenements

In addition to the data for the two types of tenements described above, a number of representative quotations were collected relating to the increase in house rent for upper classes. For this purpose A and D wards of the Municipality were selected as it is in these two wards that the majority of upper class people reside. These data, which relate mainly to flats, with about 140 bungalows in addition, were collected specially for use in connexion with the index relating to the increase in the cost of living for families living in European style in Bombay City and Island. As stated on page 13 of the April issue of the *Labour Gazette* statistics for 740 upper class tenements were collected from the two wards mentioned above. The final average for these quotations shows an increase of +62.8 per cent. in 1923-24 as compared with the base period of 1914-15. The

percentage increase for old buildings is 42 and for new buildings 83.4. In arriving at the figure of 62.8 per cent., old and new buildings have been given equal weights as it has been found (in this case not from the Municipal records but by personal investigation) that the proportion of new and old upper class tenements is almost equal.

III. Conclusion

The tables below summarise the results of this investigation and combine the data for the three types of tenements:—

Average monthly rents paid by different classes of people in Bombay City

	1914	1923
	Rs. a. p.	Rs. a. p.
<i>Upper Class.</i>		
Flats:— (old buildings) ..	215 4 8	298 8 11
(new buildings) ..	....	432 0 9
<i>Middle Class.</i>		
Old buildings:— 1 room ..	8 11 5	16 13 10
2 rooms and more ..	20 1 4	26 10 11
New buildings:— 1 room ..	....	26 8 1
2 rooms and more ..	....	65 10 1
<i>Lower or Labour Class.</i>		
Old buildings:— 1 room ..	3 13 1	5 0 2
2 rooms ..	7 14 3	10 4 4
New buildings:— 1 room ..	....	12 8 4
2 rooms ..	....	16 5 1

Percentage rise in 1923-24 over 1914-15

Class of dwelling	Total number of quotations	Old buildings	New buildings	Old and new buildings combined
Working ..	10,713	+ 31.6	+ 241.3	+ 69.3
Middle ..	7,717	+ 56.2	+ 160.4	+ 75.0
Upper ..	740	+ 42.1	+ 83.4	+ 62.8

Final weighted percentage increase is not taken out for the three classes together, as the figure would have little practical meaning. Middle class tenements show a larger percentage of increase than do working and upper class tenements. This is not surprising when it is remembered that a large number of working class tenements have been built during the last two or three years by the Development Directorate and the Bombay Improvement Trust thereby relieving to some extent the acute shortage

of this type of dwelling. The rents charged by public bodies for the tenements owned by them will form the subject of an article in a future issue of the *Labour Gazette*. Upper class flats, too, have been built in large numbers, particularly in D ward which includes Malabar Hill and its vicinity. Moreover, this type of dwelling now shows a downward tendency in rents owing to the supply being equal or nearly equal to the demand. The increase in middle class dwellings, 75 per cent., shows that there is a considerable shortage of this type of dwelling, and the figure illustrates in no small degree the difficulty experienced by the middle classes of the community.

IV. "Pagdi" or premium

The figures shown in this article do not take into account the much discussed system of *pagdi* paid to the landlord at the time of renting tenements coming under the provisions of the Rent Act. *Pagdi* is the Indian term for the practice of presenting to the landlord a sum of money as premium which is usually demanded by the landlords of tenements subject to the Rent Act because the landlord is not in a position to charge as rent a figure in excess of the permissible increase under that Act.

This practice is most common among landlords of prospective middle class tenants. The collection of reliable information concerning *pagdi* is a most difficult matter, because even the people who pay it do not like to disclose the fact. It is, however, known to exist, and if it were possible to include *pagdi* the level of rents, especially for the middle classes, would be higher than as shown in the table above.

V. Increases under the Rent Act

The Bombay Rent Restriction Act, as amended in 1922, fixes the permissible increase for dwellings with rentals below Rs. 50 at 15 per cent. The whole of the working classes and a large number of middle class people live in such dwellings. As already explained, however, the Rent Act does not apply to buildings built and occupied after 1st January 1916, and this explains why the percentages of increase in rents, shown above, are higher than the permissible increase. Moreover, the Rent Act does not restrict the increases which took place in old dwellings lived in by all classes from 1914 to the end of 1915—increases which in some cases were not inconsiderable.

The data relating to upper class tenements are now incorporated in the index relating to the increase in the cost of living for families living in European style in Bombay. It is proposed to utilise the newly collected data for working class dwellings in the working class cost of living index. The data now collected will be kept up to date annually and the results published periodically in the *Labour Gazette*.

II.—An Enquiry into Housing Conditions among the Lower Middle Class in Bombay (South)

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With a view to give some training to the senior students of the Sydenham College of Commerce and Economics, in the methods of statistical investigation and analysis, an enquiry into Housing Conditions in Bombay was taken up towards the end of the year 1923. A simple and suitable form of inquiry was adopted after discussion with the students. Recognising the limitations of students in the matter of spare time at their disposal, the enquiry was restricted to the residential areas of Bombay (South) and to the tenements occupied by the lower middle class, which was defined for the purposes of the enquiry as the class, which by status and standard of living was the middle class and whose monthly income ranged between Rs. 50 and Rs. 250. Though it is the status and the standard of living that more largely determines this class, incomes have an important bearing too; incomes below Rs. 50 in Bombay have very generally the tendency to bring down people to the plane of the working classes, while incomes exceeding Rs. 250 elevate them to the ranks of the upper middle. A working man with an income of Rs. 100 is often yet a working man and needs no higher comforts, while a middle class man with an income of Rs. 50 has the habits and ways of life which clearly distinguish him from the working man. This twofold connotation of the term, the lower middle class, was thus considered necessary to secure a homogeneous group for the enquiry.

The student-investigators obtained particulars of the rents and other conditions of 450 tenements distributed as under:—

TABLE I—DISTRIBUTION OF SAMPLED TENEMENTS BY LOCALITY

Locality	Number of tenements	Percentage
Girgaum	273	61
Grant Road	77	17
Kalbadevi	73	16
Other areas	27	6
Total	450	100

The enquiry was thus in the first place not so extensive as to be representative of the whole of Bombay (South) nor can it be regarded as representative of any particular locality, though Girgaum has evidently received more attention as being more convenient to students residing in the College Hostel at Charni Road. It may be pointed out however that the representative character or otherwise of the enquiry should not be judged only by the number of tenements investigated. In the first place, no bias or prejudice has entered into the enquiry to vitiate the random sampling of tenements; and secondly, as a general rule, the tenements

have been selected from different buildings. Thus, though the number of tenements investigated is only 450, the number of buildings represented by them cannot be taken at less than 300; and taking each building to contain on an average at least ten tenements, the total number of tenements to which the facts revealed by the enquiry can be regarded as applicable, cannot be less than 3,000, which gives a sufficiently representative character to the investigation, at least for housing conditions in Girgaum.

1. Housing Conditions

Number of rooms in tenements.—The following table shows the distribution of tenements by the number of rooms. In the enquiry, a room has been taken to include those which were separated by wooden partitions also; cloth screens or curtains were not held to constitute rooms.

TABLE II—NUMBER OF ROOMS IN SAMPLED TENEMENTS

Number of rooms in a tenement.	Girgaum	Grant Road	Kalbadevi	Other localities	Total	
					Number	Percentage
One room ..	52	11	15	2	80	18
Two rooms ..	97	32	28	13	170	38
Three rooms ..	60	15	13	5	93	21
Four rooms ..	34	14	13	4	65	14
Five rooms ..	23	3	3	2	31	7
Six rooms and more ..	7	2	1	1	11	2
Total ..	273	77	73	27	450	100

It is clear that the modal (characteristic) dwelling of the lower middle class consists of two rooms, 38 per cent. of the tenements belonging to that type, though one room and three room tenements are also common enough. Four room tenements are fewer and those with five and six and more rooms are rare. This is as can naturally be expected. A middle class man requires for common decency, at least, two rooms, one of which can be used as a cook room, store room and bath room, while the other can be used as a living room and bed room. More rooms than two his limited means do not admit of. One room life so thoroughly militates against the ideas of comfort and decency that essentially constitute the Middle Class man, that it is only through the impossibility of affording more roomy quarters that he puts up with it, though even then, he tries to make two rooms out of one by a sort of a partition by almirahs, cupboards or cloth-curtains. It is not so much a question of space with him as of the fitness of things. To be cooped up in one room only, there to eat, bathe, sleep, read, write, receive and entertain visitors—is so revolting to his mind, that he regards it as probably the greatest of the evils of life in Bombay. It wounds his self respect, gradually lowers his standard of life and if continued long enough, dis-classes him and takes him perilously near the working class. When finances force a man to accept the one-room-life,

he usually resorts to the common practice of sending away his family to his *desh*, on an average for about six months of the year, so that his one room then ceases to be a hold-all and becomes a decent living room, for he is driven for his meals to some *Khanavala* or eating house dignified often by high sounding names of *ashrams* and hotels. The stale food and the nauseating atmosphere of these eating houses, no wonder, makes a wreck of the man, who soon falls a victim to digestive disorders. Diarrhoea, dysentery, and the fatal sprue take possession of him, and doctor's bills, a practically negligible item in the healthy country side budget soon figure prominently in his budget.

Even with two rooms, the ideas of decency are not satisfied. The family usually consists of children, grown up and young and some elderly dependent, more often, the widowed mother or sister or a bachelor brother. This elderly female with the grown-up children has to sleep in the cookroom, moist and impregnated with the evil smells of food in varying stages of decomposition; the brother has to be content with the lobby or common verandah, the *chal*. What unhealthy and degrading conditions for the middle class, the bulwark of the nation, to grow up! It is not so much a question of space as of the number of rooms. Three rooms constitute the bare minimum—a cook room and two bed rooms—to the middle class man. Deprive him of this and you reduce him to a lower level, you induce disease in him, you separate him from his family, you encourage infant mortality, and stultify the healthy growth of children.

In the moffusil house-owners build houses primarily for their own use. When for some reason or the other, they cannot use the whole house or a part of it, they think of letting it to others. They regard houses as investments, safe and useful, which may not fetch any fair rate of interest but which may, like ornaments, prove provision for the rainy day and which, unlike ornaments useful only for beautifying the person, may be assigned to the different sons to give them a shelter, and a house to live in. In Bombay on the other hand, landlords build houses primarily, not for use, but for profit. They look upon them as investments which should fetch a fair rate of interest. Under these rent-earning ideas, landlords can only be expected to do those things which would increase their monthly incomes from rent, but hardly anything which gives more comfort to the tenants. They thus would favour one room tenements to the two room ones and two room tenements to the three room ones. To maintain a healthy standard of life among the lower middle class in Bombay, it is for the Municipality or the Improvement Trust to insist that in the middle class residential areas no one-room tenement at any rate should exist. In the inquiry, about 18 per cent. of the tenements were one room tenements; this percentage should be reduced as soon as possible, and attempts should be made to encourage the increase of three room tenements and raise the modal class from two to three rooms.

Floor Space.—The number of rooms in a tenement is by no means the only factor; the floor space available is also a very important

consideration. The following table briefly sets forth the facts relating to the average floor space.

TABLE III—AVERAGE FLOOR SPACE IN SQUARE FEET

Class of Tenement	* Average floor space					Total number of persons
	Girgaum	Grant Road	Kalbadevi	Other localities	All localities	
One room ..	181	142	208	168	180	243
Two rooms ..	263	265	241	263	260	617
Three rooms ..	439	448	308	696*	434	573
Four rooms ..	609	644	777	762	667	348
Five rooms ..	864	933	773*	685*	849	228
Six rooms and more ..	1,195	2,250	465*	960*	1,103	87
All classes ..	398	405	366	488	383	2,096

* Number of tenements in this class not sufficiently large to be representative.

The information obtained about the floor space, it may be noted, cannot be regarded as very reliable, since in several cases the investigators did not measure the length and breadth of rooms but asked the occupants and confirmed their information by judging as best as they could. But it has been a common experience that, in judging lengths, the eye often overestimates short lengths and underestimates long distances. A room 12 by 10 would be judged probably as 12 by 12 or 14 by 12, while a room 20 by 12 would be judged as 18 by 12 or 16 by 10. The errors in the general average tend thus to be compensatory and not cumulative; but in the first two groups the chances are that the areas have been, if anything, overestimated. With this caution, let us examine the data.

Taking the two room tenements which are the most usual (modal) class of tenements, the average floor space is 260 square feet and this average pretty nearly holds good for all the four areas. Roughly this means two rooms, of 16 by 10 and 10 by 10, or of 14 by 12 and 8 by 12. Some necessary furniture, and household equipment such as a table and couple of chairs, a cupboard and a couple of shelves in the living room, and pots and vessels, grain and condiments in the cook room, encroach seriously on these 260 square feet. Accommodation has further to be found for water-storing casks. The water supply most curiously is available at full pressure in the early morning hours when the peaceful normal citizen is or ought to be wrapt in restful slumber and is denied precisely when most wanted between 7 and 10 a.m. What class of people requires the water supply at 4-30 or 5 a.m., one wonders? At any rate, in the residential areas of Bombay (South), the people would welcome the change of the hours of water supply in the morning to between 7 and 10 a.m. This apart however, the absence of a constant supply of water makes the storing of water a necessity and this takes away a few cubic feet from the scanty space available in the modal dwelling. The back room loses thus about 50 square feet, and the front room loses an equal number of square feet

likewise. The front room therefore has on an average about 100 square feet, and the backroom, about 50 square feet, available for lying down accommodation. This would be just enough if the beds were made without leaving an inch of intervening space for 3 persons in the front room and 1 in the back room. To facilitate matters, the occupants have to be wonderfully ingenious in economising space. At night, the chairs sometimes mount up on tables, the shoes go underneath, all folding pieces are folded up and placed in close contact with the walls; in the back room, the available space, after being used for dining purposes, has to be washed, cleaned and dried to allow a bed to be made there. Such is the wonderful way in which the modal lower middle class family manages to exist in Bombay. It is surely unnecessary to refer to the conditions of life in the one room tenements with about 180 square feet; they are worse of course than those in the modal class. The three room tenement with an average floor space of about 434 square feet, suggesting a suite of rooms, 16 by 12, 14 by 12, and 10 by 10, is clearly in point of the number of rooms as also of the floor space, the only middle class minimum, below which none should be allowed to sink.

Number of persons per tenement.—It must be remembered however that the sufficiency or otherwise of floor space depends not on the general and theoretical considerations but on the number of persons in a tenement. The following table supplies the necessary data.

TABLE IV—NUMBER OF PERSONS PER TENEMENT AND FLOOR SPACE PER PERSON

Class of tenements	Girgaum		Grant Road		Kalbadevi		Other localities		All localities	
	Persons per tenement	Space per person in sq. ft.	Persons per tenement	Space per person in sq. ft.	Persons per tenement	Space per person in sq. ft.	Persons per tenement	Space per person in sq. ft.	Persons per tenement	Space per person in sq. ft.
One room..	3.4	53	3.0	48	2.6	82	3.0	61	3.2	57
Two rooms.	4.4	62	3.8	57	4.2	57	4.3	62	4.2	62
Three rooms	6.0	74	7.6	65	5.4	55	8.0*	84	6.3	71
Four rooms.	6.3	98	5.3	128	6.7	102	5.5	136	6.1	113
Five rooms.	8.2	94	6.7	139	6.5	103	3.5	196	7.6	102
Six rooms and more..	8.3	147	9.0	313	5.0	93	6.0	160	7.9	179
All classes..	5.0	82	4.9	87	4.6	80	5.3	88	5.1	80

* Number of tenements not sufficiently large to be representative.

The average number of persons in a tenement (or the average family) seems thus to consist of 5 persons, a finding in agreement with findings in similar investigations by others. The one room tenements have an average population of 3.2 persons and the two room tenements have an average of 4.2. These figures in no way detract from but rather emphasise and lend weight to the conclusions reached in the preceding paragraphs as to the unsuitability of the two room tenements and the utter impossibility of the one room ones for the lower middle class in Bombay.

The figures also reveal the larger number of persons in the family and the greater floor space available per person with larger accommodation. In many such cases it is not one family that really occupies the premises but more often two, messing and lodging together as a semi-joint Hindu family. In the case of the one and two room tenements, the smaller size of the family is to be explained, as pointed out in an earlier paragraph, by the periodic migration of the wife, children, and female dependents up-country. There is no doubt that the degree of overcrowding of men and materials in the lower middle class homes in Bombay is awful to contemplate. Appalling pictures of the slums, the working class homes, are often given and one shudders at them; but, considering the distinctly higher standard of life of the lower layers of the middle class, their lot is no whit better. The pale anæmic creatures who live in these middle class slums, droop and waste away to an early grave. In a city like Bombay, with the busy hum of noisy ceaseless traffic, more roomy quarters would seem necessary to enable wearied bones and shaken nerves to recuperate beside the happy domestic hearth and in restful slumber. Instead, the *gumashtha*, the clerk, the teacher, the struggling *vakil* or the fresh doctor cannot have a pleasant home in the one or two rooms he occupies, cannot have rest and repose by day or night, with the cramped up feeling that possesses him.

The following table presents the picture from a different point of view, irrespective of the number of rooms in the tenements and the locality.

TABLE V—DISTRIBUTION OF TENEMENTS BY FLOOR SPACE

Floor space in square feet	Number of tenements	Number of persons	Average number of persons per tenement	Floor space per person
Under 100	11	39	3.5	22.2
100-200	92	330	3.6	43.3
200-300	106	485	4.6	51.7
300-400	71	342	4.8	70.9
400-500	43	241	5.6	75.3
500-600	37	227	6.1	87.7
600-700	17	110	6.5	104.2

Floor space in square feet	Number of tenements	Number of persons	Average number of persons per tenement	Floor space per person
700-800	13	90	6.9	107.3
800-900	9	52	5.8	147.7
900-1000	12	74	6.2	152.5
1000-1100	5	44	8.8	118.5
1100-1200	5	51	10.2	110.9
1200-1300	13	107	8.2	215.7
All classes	434	2,192	5.1	80.5

In the above table, the misery of the first class speaks for itself. It cannot be argued for a moment that the people in that class are too few. A condition of life which denies, even to a small proportion, bare space to lie down and sleep, and forces them (as 22.2 square feet, per person is bound to do) to make a bed outside in galleries or lobbies, is simply a condition that must be improved with the least possible delay. The second and third classes have about 43 and 52 square feet, which is not an adequate space, as has been pointed out in preceding paragraphs. The first four classes, representing more than half the population investigated and therefore probably typical of half the lower middle class in Bombay, are thus badly housed in point of number of rooms and floor space.

Verandahs.—In some cases, the amenities are considerably increased by the provision of an independent verandah, lobby, or gallery, which in a way increases the number of rooms and adds to the floor space available. Even common verandahs and lobbies are no small boon, as from them is extracted space for coal bags or mat shelves and also space for stretching weary limbs for the guest or the bachelor brother,—the surplus male population of the tenement in fact,—as also an atmosphere a little less saturated with kitchen odours. The absence of these lobbies or *chal* increases the hardships inherent in the tenements.

TABLE VI—INDEPENDENT VERANDAHS, GALLERIES, ETC.

Class of Tenements	Number of Tenements with independent verandah	Number of Tenements with common verandah	Number of Tenements with no verandah	Total
One room	1	52	27	80
Two rooms	10	124	35	170
Three rooms	15	59	19	93
Four rooms	12	34	19	65
Five rooms	6	21	4	31
Six rooms and more	8	3	....	11
All classes	52	293	105	450

The boon of an independent verandah is thus denied to the great majority, which have however the convenience of a common verandah. The absence of even such common convenience is noticeable in 105 tenements, that is, 23 per cent. of the tenements investigated, but such absence cannot be regarded as a very great hardship for tenements with three or more rooms. The worst cases are thus the 27 one-room and the 35 two-room tenements, making about 14 per cent. of the total. The absence of a verandah, whether common or independent, also makes a great deal of difference in the sanitation and ventilation of the tenement and makes these 62 tenements quite uninhabitable for the class of people under consideration.

Sanitation and Ventilation.—Good ventilation is an important amenity of life dependent on the plan of the building and the position of the tenement therein and mitigates the hardships of insufficient and inadequate

floor space; while sanitation partly depends on the plan of the building, partly on the sufficiency or otherwise of the floor space, but largely on the habits and ways of life of the occupants. The following table gives one an idea of sanitation and ventilation of the tenements examined. It must be remembered that these are incommensurable, and cannot be measured definitely.

TABLE VII—SANITATION AND VENTILATION

Class of Ventilation	Class of Sanitation			All Classes
	Good	Fair	Unsatisfactory	
Good ..	11	30	5	46
Fair ..	12	237	64	313
Unsatisfactory ..	....	34	57	91
All Classes ..	23	301	126	450

Instructions were given to the student-investigators to classify the tenements into three groups—good, fair and unsatisfactory, from these points of view. Of course mistakes of judgment are likely to arise; what one regards as fair, another may stamp as unsatisfactory; but this cannot be helped. No criterion such as the number of windows or doors, direct penetration of the rays of the sun, or presence of foul pestilential odours can be laid down to ensure strict uniformity in the classification. However a few of the entries have been checked and no reason has been found to doubt the general accuracy of the result as obtained.

The 57 tenements (13 per cent. of the total) with unsatisfactory sanitation and ventilation are a slur on middle class housing conditions in Bombay, particularly since in the absence of a definite standard of judgment, investigators may be regarded as being prone to err on the side of 'fair' whenever there is a doubt about the tenement's correct category. Further, the 69 tenements (15 per cent.) with unsatisfactory sanitary conditions must also be condemned and the fault must largely be ascribed to insufficient accommodation. The distribution of tenements by the floor space available and sanitary conditions would have clearly brought this out. The 34 tenements with bad ventilation and fair sanitation also ought not to be tolerated. It appears thus that out of 450 tenements, 34 + 57 + 64 + 5 that is 160 (about 36 per cent.) are uninhabitable on the ground of either bad sanitary conditions or inadequate ventilation or both. The evil is sufficiently prominent to attract the attention of the authorities, who must remove these defects in such a large percentage of middle class tenements as early as possible, if the great metropolis of Western India is to become a healthy city to live in and not a death trap for the army of clerks, teachers, doctors and vakils which it maintains.

Privies and Water-taps.—There is yet one more set of factors which deserve notice to complete the general picture of middle class housing conditions in Bombay, irrespective of incomes earned and rents paid.

Privy accommodation is often insufficient, there being usually two or three privies for a whole flat with a dozen two-room tenements, that is for about 50 people. For lack of complete information, tabulation of the proportion of privies to the population in the various buildings inspected has not been found possible. The following table gives one an idea of the tenements with separate privies for each, and shows clearly how badly the one-room and two-room tenements fare in this respect as in all others. Separate water-taps are also a blessing, the magnitude of which can only be appreciated by the dwellers in these small tenements. They cannot afford a servant; the females perform all the menial duties and the rush of the females and the males with sickly wives in the early hours of the morning, when water is at all available, to secure the common tap and fill their pots therefrom, with its attendant disputes and bickerings, is a hardship difficult for the fortunate upper classes to realise.

TABLE VIII—PRIVIES AND WATER TAPS

Class of tenement	Number of tenements sampled	Tenements with separate privies		Tenements with separate water taps	
		Number	Percentage	Number	Percentage
One room ..	80	1	1	11	14
Two rooms ..	170	18	11	32	19
Three rooms ..	93	46	49	64	69
Four rooms ..	65	43	66	48	73
Five rooms ..	31	20	65	25	81
Six rooms and more ..	11	11	100	11	100
All Classes ..	450	139	31	191	42

This hardship is intensified in the case of the tenants on the second and higher floors. The taps run dry all the twenty-four hours, and force the co-operation of the hardworked sleepy male with his wife, he joining in the melee on the ground or the first floor and she peregrinating up and down with pots full and empty. The one and two room tenements of which only a very small percentage has separate privies and water taps, thus stand condemned as homes for the lower middle class from all points of view.

Such are the general conditions of housing of the lower middle class in Bombay South. Let us now turn to the important considerations of the rents paid even for such accommodation and the proportion the rents bear to incomes.

II. House Rents

Rent is a complex compound, ordinarily depending upon many factors such as the number of rooms, floor space, sanitation, ventilation, general

amenities of life and the cost of construction of the building. But the increasing population of the City demands more and more houses, and the construction of new buildings does not keep pace with this increase. The suburbs with their Pathan terrorism, inadequate water supply, wretched roads, long hours spent on platforms and in overcrowded trains, do not attract, and the landlord in Bombay naturally raises his rent and takes the fullest advantage of the operation of the laws of supply and demand. Housing, however, is one of the primary needs of man, and the price of this prime necessity might well be controlled, and the operation of the laws of demand and supply might well be checked and kept within reasonable limits. Men must have a shelter, a house to live in, and must stretch their resources to the utmost and pay almost any rent that may be demanded for it. It thus becomes imperatively necessary for the State to intervene and restrict the free play of economic laws within reasonable limits. It was a step in the right direction therefore for the Government of Bombay to pass the Rent Act under the stress of the circumstances resulting from the great world-war and it would be but natural to expect Government to extend the operation of the Rent Act till normal conditions are restored and an equilibrium is established between the demand and the supply of houses. The landlords are at present clamouring for allowing the Rent Act to lapse next year, and the tenants are clamouring for an extension of the period.

The Rent Act prevented rents in the buildings erected before 1916 from being increased beyond certain limits. The buildings constructed later were allowed to fix rents at a much higher figure than for similar accommodation in the older tenements. The following table shows what great differences there are in the rents for tenements in the older and the newer buildings.

TABLE IX—AVERAGE RENTS IN OLDER AND NEWER TENEMENTS

Class of tenement	Old buildings		New buildings		All buildings	
	Number of tenements sampled	Average monthly rent	Number of tenements sampled	Average monthly rent	Number of tenements sampled	Average monthly rent
One room ..	62	Rs. 18	17	Rs. 32	79	21
Two rooms ..	135	20	41	36	174	24
Three rooms ..	75	35	15	51	88	36
Four rooms ..	52	44	15	62	65	47
Five rooms ..	25	58	6	120	29	55
Six rooms and more ..	11	67	1	68	12	67
All Classes ..	554	29	95	48	447	32

Whereas for a one-room tenement in the older buildings, the average rent was Rs. 18, it was Rs. 32 for a similar tenement in the new buildings constructed after 1916, the rent thus being higher by 78 per cent. In the two-room tenements, the increase is 80 per cent., for three-room tenements, 55 per cent., and for all classes of tenements, 97 per cent. The result however should not be judged from the rent of tenements classified according to the number of rooms in them. The two rooms in newer buildings may not correspond in floor space to two rooms in older buildings. Rents may as well therefore be studied from the point of view of the floor space in the tenements. The following table enables a study of the rents in older and newer buildings according to the floor space.

TABLE X—FLOOR SPACE IN BUILDINGS BY RENTS

Monthly rent in rupees	Old buildings		New buildings	
	Number of tenements sampled	Average floor space in sq. ft.	Number of tenements sampled	Average floor space in sq. ft.
Under 10 ..	12	169	....	....
10-20 ..	106	222	14	296
20-30 ..	85	362	11	268
30-40 ..	55	466	21	313
40-50 ..	34	556	14	259
50-75 ..	22	934	11	487
75-100 ..	7	1,069	7	824
100-125 ..	4	1,058	4	927
125-150 ..	....	....	4	686
150 and above ..	2	500	1	400

It will be seen that the same rent secured less floor space in tenements in new buildings than in those in the older buildings. Throughout, except in the class Rs. 10-20, the floor space compares very unfavourably and there are no tenements with rents under Rs. 10. These tables clearly bring out the beneficent influence of the restrictive Rent Act. If this protection were to be taken away, the immediate effect is bound to be a tremendous rise in the average rents for all kinds of tenements, which will approximate to the higher level of the rents for tenements in newer buildings. This will be a great hardship surely to a large number of middle class tenants housed at present in the older buildings.

It is not fair however to judge of the burden of rents simply from the difference in rents between the older and the newer buildings. If the capacity to pay has increased in the meanwhile, even an increase of 70 per cent. or 80 per cent. may not be a hardship at all. How the present rents are related to incomes of the tenants is a question of importance in

this study. The following table shows the relation between the incomes earned and rents paid under existing circumstances, when the Rent Act protects the tenants from an unreasonable increase in the rents.

TABLE XI—RENTS PAID AND INCOMES EARNED

Monthly income in rupees	Number of tenements sampled	Average floor space in sq. ft.	Average rent	Percentage of rent to income
Below 75	33	216	Rs. a. 15 14	25.4
75-100	54	229	17 12	20.3
100-125	72	315	18 5	16.3
125-150	44	209	24 8	17.8
150-175	49	355	30 5	18.7
175-200	17	344	33 6	17.8
200-225	40	385	30 0	14.1
225-250	10	526	42 15	18.1
250 and above	108	630	57	....

The lowest class is hit the hardest. Taking the income of that class to mean Rs. 50-75, the rent becomes 26 per cent. of the income, and even generally the percentage works out at 18. This, surely, is not fair. The middle class man has so many heads of expenditure in his budget that 18 per cent. for one item only, *viz.*, the rent, seems to be disproportionately high. Ten per cent. is as much as one can be expected to pay and this 10 per cent. should, further, secure him a decent place, which may be a home and not merely a sheltering roof. The table shows that even by spending 18 per cent. of their incomes, the lower grades have to be content with about 225 sq. ft. of floor space, quite insufficient for a family, as has been analysed in a previous paragraph. If we further consider the relation between the rents and incomes in new buildings, as in the table below, it will be apparent that even under the Rent Act, the tenants in these new buildings have to pay much higher rents.

TABLE XII—COMPARISON OF RENTALS IN OLD AND NEW BUILDINGS

Number of rooms in tenements	Old buildings average rent	New buildings average rent	Average monthly income of tenants
	Rs. a.	Rs. a.	Rs.
One room	18 2	32 0	104
Two rooms	20 5	36 5	136
Three rooms	33 3	51 2	200
Four rooms	43 13	62 3	225
Five rooms	37 9	120 11	250
Six rooms and more	67 1	68 1	269
All Classes	28 11	48 0	156

The facts speak for themselves. The conditions of tenants will be doubtless worse and the average rent will approximate to the level of the rents in the newer buildings, if the beneficent though restrictive Rent Act is allowed to lapse next year. Business premises are quite on a different footing, indeed. If the rents demanded by the landlords are excessive, the tenants may decide for themselves whether those rents would or would not interfere seriously with the success of their business. The business-man is out for profits and he need not be amazed if his landlord is also out for the same thing. Matters may well therefore be left to adjust themselves in such cases in accordance with economic laws. The landlord dare not be too hard; the tenant need not expect him to be too lenient. But the residential premises cannot be regarded in the same light. The need for tenements is of a different character. Men must get houses to live in and they cannot but yield to the landlord as long and as far as possible. The tenants in the residential premises are not out for profits at all; they are out for a shelter and a home, and the landlord cannot be left free till there is a better adjustment of the demand and supply.

The housing problem for the lower middle classes in Bombay is thus acute and difficult of solution. Co-operative Housing Schemes make but very slow progress and besides, they tinker with the problem. The schemes are practicable largely for the upper middle class, persons who could afford to pay $\frac{1}{3}$ of the cost of the tenements built by these societies. Again, the plots secured by these societies are in the suburbs, and, unless the rents charged are distinctly lower than those in the city, people will not be attracted to become members in face of the numerous inconveniences of suburban life. Government offer loans to these societies now at 5 per cent. This is of course a much prized concession, but it is not enough. If Co-operative Housing is to be encouraged and pushed on, Government must be prepared to lose something more by way of interest than this, in the interests of the vast mass of the rent paying population of the lower middle type. But apart from this, what seems most necessary is the development of suburbs, which can only be done by efficient police arrangements and a cheap and rapid local train service. Constant fears about their womenfolk, when seated at their desks in offices during day, and constant dread of houses being broken open at night, inconveniences to school-going children, difficulties of marketing, long hours spent in travelling in overcrowded trains, morning meals too early, evening meals too late, the long interval tided over by a cup of the office-Bhat's decoction, the high railway fares preventing suburban ladies from going out now and then to the City to visit temples or relatives and friends—all these come in the way of the suburbs filling in as rapidly as one would desire. It is only with greater concessions to Co-operative Housing societies, with greater facilities and safety in the suburbs, that the housing problem in Bombay may find a permanent solution.

Labour Legislation

I—LEGISLATION FOR THE INVESTIGATION AND SETTLEMENT OF TRADE DISPUTES

The following is a copy of a letter No. L-1078, dated the 30th August 1924, addressed by the Government of India, Department of Industries and Labour, to all Local Governments in India :—

I am directed to address you on the question of legislation for the investigation and settlement of trade disputes. The question is one which has been considered by the Government of India on several occasions. It was last raised by them in 1920, when they addressed Local Governments in the letter from the Board of Industries and Munitions No. L-802 (2), dated the 21st April 1920, on the subject of legislation on the lines of the British Industrial Courts Act of 1919. At that time the Government of India inclined to the opinion that legislation on English lines was unlikely to be effective in this country in preventing, or securing the early settlement of strikes. The majority of Local Governments agreed with this view, and it appeared to the Government of India that there was then no large body of public opinion in favour of legislation of the type suggested. They, therefore, took no immediate steps to initiate legislation, but they drew attention to the possibilities of Works Committees in allaying industrial unrest, and made arrangements for a further examination of the whole question. Information was collected regarding the laws in force in other countries and the extent to which they had been successful, and much of this information was published in the form of a bulletin (Bulletin of Indian Industries and Labour No. 23, Conciliation and Arbitration, by R. N. Gilchrist). Detailed information has also for the past four years been collected regarding the course of industrial unrest in India, and the history of all important strikes, and close attention has been paid to the sporadic efforts at conciliation which have from time to time been made, and to the general trend of public opinion.

2. It appears to the Government of India that the position has undergone considerable alteration since 1920. The increase of industrial unrest in the winter of 1920-21 led to the stimulation of public interest in labour questions, and the importance of the problem raised by strikes and lock-outs received general recognition. The fact that several of the more protracted strikes occurred in public utility services strengthened the demand that some efforts should be made towards a solution of problem. In nearly every strike or lock-out of importance which has occurred in the last three years there has been a fairly strong demand from some section of the public for a reference of the points at issue to arbitration. The increased attention given to industrial disputes has moreover been followed by a steady increase in the influence exerted by public opinion on the course of those disputes. This influence has been promptly recognized by employers and workers, and in all the more serious strikes both parties to a dispute now endeavour, by the presentation of their case in the press and elsewhere, to influence public opinion toward the support of their claim.

3. It is not irrelevant to refer in this connection to the gradual growth of trade unionism in India. It is true that trade unions may be said to be in their infancy in this country, and such unions as exist are far from having adopted the more advanced principles on which the trade unionism of western countries is based. Although, however, the organisation of trade unions in India is as yet undeveloped, it is only reasonable to suppose that their influence is likely to increase, as they gain cohesion and the sense of responsibility, and the advance of trade unionism should be stimulated if legislation for the registration and protection of trade unions, about which I have addressed you in my letter No. L-925, dated the 30th August 1924, is passed. The growth of trade unions in this country is likely, in the opinion of the Government of India, to render legislative measures for the investigation and settlement of trade disputes at once more necessary and more easy of application.

4. Meanwhile, the whole question has been examined in detail in the two leading industrial provinces. Debates in the Legislative Councils led to the appointment of strong committees, in Bengal in March 1921, and in Bombay in November 1921, to consider means of alleviating industrial unrest. The Bengal Committee laid stress on the value of Works Committees and favoured the institution of Conciliation Courts to deal with disputes in public utility services. The Bombay Committee reported in favour of the statutory establishment of industrial courts. Finally, interest in the subject was stimulated by the big strike in the cotton mills in Bombay which occurred at the beginning of this year, and the Government of Bombay prepared a Bill to provide for enquiry into, and settlement of, trade disputes for introduction in the Legislative Council.

5. It appears to the Government of India, therefore, that the time is now ripe for undertaking legislation of some kind, designed with a view to assisting in the prevention, or settlement, of trade disputes. They are further of opinion that the question is an all-India question, and that the legislation should be introduced in the Central Legislature, and with this view they have prepared a draft Bill, which is forwarded with this letter. No legislation of the type suggested can be effective unless supported by a large measure of public opinion, and the Government of India are anxious

to give full opportunity for criticism, before they present any proposal to the legislature. The draft Bill must, therefore, be regarded as embodying suggestions of a provisional nature, on which they desire public opinion to be freely canvassed. They have preferred to express their views in the form of a Bill rather than in the more usual form of a general discussion, because they believe that, in a matter of this kind, those interested will find it easier to approve or to criticise concrete proposals than to express abstract opinions on the question at issue.

6. It is not the intention in this letter to discuss in detail the provisions of this measure. It is sufficient to refer briefly to general principles; the details will, of course, be further examined on the receipt of the views of Local Governments and the public generally. The first 15 clauses are based on the principles of Part II of the English Industrial Court Act, 1919. They empower (but do not compel) the Government, when any dispute arises or is apprehended, to refer the dispute to a Board. The proposals, however, go somewhat beyond the provisions of Part II of the English Act, in that they definitely impose on the Board the duty, not merely of investigating a dispute, but of endeavouring to bring about a settlement. It will be observed that the Bill is in no sense a Bill providing for compulsory arbitration in trade disputes, a principle which in the opinion of the Government of India would be unsuitable in the circumstances of this country. The object of this part of the Bill is merely to place Government in a position to offer to the parties involved in a dispute the services of an impartial tribunal to assist them in coming to a just settlement of their respective claims, and the principle underlying the measure is throughout the appeal to public opinion. The fact that a tribunal of this kind can be quickly called into existence should make it more difficult than it is at present for either party to refuse conciliation, and the force of public opinion should prove a powerful factor in inducing the parties to a dispute to accept the findings of the Board, when they have been promulgated.

7. Clauses 16 and 17, however, which deal with disputes in public utility services go considerably further. It will no doubt be admitted that disputes in services whose continuous working is essential to the well-being of the community stand on a somewhat different footing from ordinary trade disputes. If a strike takes place in a transport service, or in the post and telegraph service, the public has usually to suffer loss, and a strike which assumes serious proportions may result not only in paralysis to trade and industry but in positive danger to the general public. A strike or lock-out affecting the supply of light or water to a city constitutes a menace to public health and safety. In such cases it appears to the Government of India that the public, who are vitally interested, can reasonably demand that Government shall do what it can to prevent the occurrence of a strike or lock-out. This view appears to be receiving an increasing measure of support. The advisability of taking action to prevent stoppages of work in public utility services has lately been urged by several Local Governments in connection with the proposals for trade union legislation. The idea has received the support of a number of the leading employers and has been expressly endorsed by the Associated Chambers of Commerce. Nor, if provision is made for the investigation of grievances, is the principle of intervention likely to be unwelcome to the great majority of workers, who are the first to suffer when strikes or lock-outs take place.

8. It may be held that if a satisfactory procedure for the settlement of disputes is devised, there is no logical objection to the prohibition by legislative enactment of all stoppages of work in public utility services. The illegality of strikes in certain cases finds a place in English law in the Conspiracy and Protection of Property Act, 1875, and the principle is also reflected in the Indian Post Office Act. In some countries far more ambitious and far-reaching attempts have been made to prohibit strikes by legislation. The Government of India doubt, however, if provisions of this nature would achieve the end they have in view. They are inclined to think that it is unwise, and probably impracticable, to attempt to prohibit absolutely stoppages of work in public utility services in India. They believe that, if they can secure the postponement of a stoppage of work in such services until an attempt has been made to secure conciliation, they will have gone as far as is, at present at any rate, advisable towards the solution of the problem.

9. Clauses 16 and 17 of the draft Bill accordingly follow the principle of the Canadian Industrial Disputes Investigation Act of 1907, in requiring the reference of disputes in public utility services to an impartial Board before a strike or lock-out takes place. The purpose is to ensure the recognition of the interests of the public as a third party in such disputes; the safeguard is, as throughout the Bill, the appeal to public opinion. The Board will be able to make a full investigation into the merits of the dispute, and may be able in many cases to bring the parties to an amicable settlement. If they fail to do this, the next step will be the publication of their award pronouncing on the points at issue. Thereafter the parties will be free to declare a strike or a lock-out, if they so desire. While penalties are imposed on persons responsible for strikes or lock-outs, pending the reference of a dispute to a Board, the existence of these penalties must not be regarded as the central feature of the Bill. It is hoped that, quite apart from the existence of penalties, the influence of public opinion will prevent a rash and unconsidered stoppage of work, while the means for settling a dispute are at hand. If the Boards can command public confidence, the parties will find it difficult to refuse to accept their findings.

10. It will be observed that clauses 16 and 17 as drafted, do not apply automatically to any public utility service. They will only apply to such services to which they are specifically declared by

Government to be applicable. The reason why the Government of India have thought it advisable to draft the Bill in this way is that the circumstances of different public utility services vary considerably, and action penalising strikes pending reference to a Board may be desirable in respect of one such service, and unwise in respect of another. Opponents of legislation of this type have always laid considerable emphasis on the danger that, so far from aiding in the prevention or settlement of strikes or lock-outs, it may actually have the effect of prolonging them. The Government of India are alive to this danger. Experience in this country, for instance, has shown that the forfeiture of long service gratuities for participation in a strike on a railway has tended in some cases to prolong the strike. Such considerations may not be applicable to other public utility services. The proposal to render strikes or lock-outs in public utility services illegal must be regarded as of an experimental nature in this country at present, and it has appeared to the Government of India preferable therefore to draft the Bill in such a way as to enable Government to proceed gradually in this matter, and to make advances or withdrawals in the light of experience gained. The Government of India desire particularly to be furnished with the views of the Local Government on the suitability of these clauses and the wisdom of their application to particular public utility services, in the light of the remarks made in this paragraph.

11. Finally, I am to say that the Government of India are not unconscious of the difficulties in undertaking legislation of this character. The size of the country, the illiteracy of the workmen, the comparative lack of well developed organizations among them, the presence in too many trade disputes of differences which are not economic, and the fact that the articulate section of the public is still comparatively small all tend to complicate the problem. The Government of India believe, however, that the difficulties are not insuperable and they consider that, at the stage of industrial progress which India has already reached, the proposals now put forward offer the hope of some diminution of industrial unrest.

12. The Government of India desire that the fullest publicity be given to the proposals now put forward. They are themselves taking steps to publish this letter and the draft Bill in the press, and they will welcome all criticisms and suggestions bearing thereon. The urgency of a measure of this nature has been pressed upon them from several quarters, and it is their intention to introduce this measure, with such modifications as may be necessary in the light of criticisms received, in the next Delhi session of the central Legislature. I am to request, therefore, that they may be favoured with the views of the Local Government not later than the 30th November 1924. They recognize that the time given for eliciting opinions is somewhat short, but they earnestly trust that by giving immediate publicity to the proposals it will be possible to form a considered opinion within the time stated.

COPY OF A BILL TO MAKE PROVISION FOR ENABLING THE INVESTIGATION AND SETTLEMENT OF TRADE DISPUTES

WHEREAS it is expedient to make provision for enabling the investigation and settlement of trade disputes; It is hereby enacted as follows:—

1. *Short title, extent and commencement.*—(1) This Act may be called the Trade Disputes Investigation Act, 1924.

(2) It extends to the whole of British India, including British Baluchistan and the Sonthal Parganas.

(3) It shall come into force on such date as the Governor General in Council may, by notification in the Gazette of India, appoint.

2. *Interpretation.*—(1) In this Act, unless there is anything repugnant in the subject or context,—

(a) "Board" means a Board of Investigation and Conciliation constituted under this Act;

(b) "employer" means, in the case of any industry, business or undertaking carried on by any department of the Government, the head of the department;

(c) "lock-out" means the closing of any place of employment, or any suspension of work, or any refusal by an employer to continue to employ any number of his workmen, where such closing, suspension or refusal occurs in consequence of a dispute and is intended for the purpose of compelling the workmen of the employer, or of aiding another employer in compelling his workmen, to agree to any action taken or proposed to be taken by the employer;

(d) "prescribed" means prescribed by rules made under this Act;

(e) "public utility service" means any industry, business or undertaking which maintains or supplies power essential for the maintenance of—

(i) any railway, tramway or inland steamer service; or

(ii) the postal or telegraph service; or

(iii) a supply of light or water to the public; or

(iv) any system of public conservancy or sanitation;

and includes any industry, business or undertaking which the Governor General in Council may, after giving by notification in the Gazette of India not less than three months' notice of his intention so to do, by a like notification declare to be a public utility service for the purposes of this Act;

(f) "railway company" means a railway company as defined in section 3 of the Indian Railways Act, IX of 1890;

(g) "strike" means a cessation of work by a body of workmen acting in combination, or a concerted refusal or a refusal under a common understanding of any number of workmen to continue to work for an employer, where such cessation or refusal occurs in consequence of a dispute and is intended for the purpose of compelling the employer, or of aiding other workmen in compelling their employer, to concede any demand of the workmen; and

(h) "workman" means any person employed by an employer for hire or reward, but does not include any person employed in the naval, military or air service of the Crown or in the Royal Indian Marine Service.

(2) For the purposes of this Act, no person shall be deemed to have ceased to be an employer or a workman of any employer, by reason only of a lock-out or strike, or by reason of any dismissal giving rise to a dispute which has within thirty days of the dismissal been referred to a Board under this Act.

Reference of disputes to Boards

3. *Reference of disputes to Boards.*—If any dispute arises or is apprehended between an employer and any of his workmen, the Local Government, or, where the employer is the head of any department under the control of the Governor General in Council, or is a railway company, the Governor General in Council, may, by order in writing, refer the dispute for investigation and settlement to a Board:

Provided that, where arrangements for settlement of disputes by conciliation or arbitration have been made in pursuance of an agreement between the employer and any organisation representative of a substantial proportion of the workmen or of an agreement to which the employer and such organisation are parties, the dispute shall not be referred to a Board under this section unless and until there has been a failure to obtain a settlement thereof by means of those arrangements.

Constitution of Boards

4. *Formation of panels for the constitution of Board.*—(1) As soon as may be after the commencement of this Act, the Governor General in Council and each Local Government shall form, for the purpose of constituting Boards to which disputes may be referred by them respectively, three panels consisting respectively—

(a) of persons representing the interests of workmen;

(b) of persons representing the interests of employers; and

(c) of persons suitable for appointment as chairmen of Boards.

(2) Each panel shall consist of not less than five persons who shall be nominated by the Governor General in Council or the Local Government, as the case may be, and who shall have expressed their willingness to serve on Boards as chairmen thereof, or, as the case may be to represent the interests on behalf of which it is proposed to nominate them respectively.

(3) A person nominated to a panel under this section shall be liable during a period of three years to serve upon any Board when called upon to do so by the authority by which he was nominated:

Provided that any such person may apply for the removal of his name from the panel, and, if he does so, his name shall be removed accordingly.

(4) Subject to the provisions of sub-section (2) any person may be nominated to a panel at any time whether to fill a vacancy or otherwise.

5. *Constitution of Board.*—(1) Every Board shall consist of three persons, of whom one shall be appointed from each of the three panels formed under section 4 by the authority by which the Board is constituted:

Provided that, where the Board is to be constituted by a Local Government and the Local Government is of opinion that the dispute in question affects the interests of another province, it shall intimate such opinion to the Local Government of that province and shall, if that Local Government so require, appoint to the Board two additional members nominated by that Local Government, one from the panel of workmen's representatives, and one from the panel of employers' representatives, formed by that Local Government under section 4.

(2) No person shall be appointed to be a member of a Board who has any financial or other substantial interest in the settlement of the dispute in respect of which the Board is to be constituted.

6. *Notification of the constitution of Boards.*—As soon as possible after a Board has been constituted the names of the members thereof shall be published in the Gazette of India or the local official Gazette, as the case may be, and shall be notified in such manner as may be prescribed to the parties to the dispute.

7. *Vacancies.*—Every vacancy in the membership of a Board shall be filled from the same panel from which the member whose appointment is vacant was originally appointed.

8. *Finality of order constituting Board.*—No order of the Governor General in Council or of a Local Government nominating any person to a panel or appointing any person as a member of a Board shall be called in question in any manner whatsoever.

Functions, Powers and Procedure of Boards.

9. *Duties and powers of Boards.*—(1) Where a dispute has been referred to a Board under this Act, it shall be the duty of the Board to endeavour to bring about a settlement of the same, and for this purpose the Board shall, in such manner as it thinks fit and without delay, investigate the dispute and all matters affecting the merits thereof and the right settlement thereof, and in so doing may do all such things as it thinks fit for the purpose of inducing the parties to come to a fair and amicable settlement of the dispute, and may adjourn the proceedings for any period sufficient in its opinion to allow the parties to agree upon terms of settlement.

(2) In making any such investigation, a Board shall have the same powers as are vested in a Court under the Code of Civil Procedure, V of 1908, when trying a suit in respect of the following matters—

- (a) enforcing the attendance of any person and examining him on oath;
- (b) compelling the production of documents and material objects; and
- (c) issuing commissions for the examination of witnesses;

and shall have such further powers as may be prescribed.

10. *Procedure.*—(1) All questions arising for decision by a Board shall be decided by a majority of the votes of the members thereof.

(2) The presence of the chairman and at least one other member of the Board shall be necessary to constitute a sitting of a Board.

(3) A Board shall in holding an investigation follow such procedure as may be prescribed.

11. *Recommendations and reports.*—(1) If a settlement of a dispute is arrived at by the parties thereto after it has been referred to a Board and during the course of the investigation thereof, a memorandum of the settlement shall be drawn up by the Board and signed by the parties and the Board shall send a report of the settlement, together with the memorandum to the authority by which the Board was constituted.

(2) If no such settlement is arrived at during the course of the investigation, the Board shall, as soon as possible after the close thereof, send a full report regarding the dispute to the authority by which the Board was constituted, setting forth the proceedings and steps taken by the Board for the purpose of ascertaining the facts and circumstances relating to the dispute and of endeavouring to bring about a settlement thereof, together with a full statement of such facts and circumstances and its findings therefrom and the recommendation of the Board for the settlement of the dispute.

(3) The recommendation of the Board shall deal with each item of the dispute and shall state in plain language what in the opinion of the Board ought and ought not to be done by the respective parties concerned.

12. *Form of report.*—The report of a Board shall be in writing and shall be signed by all the members of the Board:

Provided that nothing in this section shall be deemed to prevent any member of a Board from recording a minute of dissent from a report or from any recommendation made therein.

13. *Publication of report.*—Every report made by a Board shall be published in the Gazette of India and in the local official Gazette of any province which, in the opinion of the Local Government thereof, is affected by the dispute, and a copy thereof shall be sent free of charge to the parties to the dispute and to any newspaper applying for the same, and further copies shall be distributed in such manner as to ensure that full publicity is given to the terms of the report, and the authorised officer shall upon application supply certified copies on payment of the prescribed fee to any person who applies therefor.

14. *Power of entry and inspection.*—(1) A Board or any member thereof or any other person authorised in writing by a Board in this behalf may, for the purposes of any investigation entrusted to the Board under this Act, at any time between the hours of sunrise and sunset, enter any building, factory, workshop or other place or premises whatsoever and inspect the same or any work, machinery, appliance or article therein or interrogate any persons therein in respect of anything situated therein or any matter relevant to the subject matter of the investigation.

(2) Any person who wilfully hinders or obstructs a Board or any such member or person aforesaid in the exercise of any power conferred by this section or refuses without reasonable excuse to answer any question put to him in the exercise of such power shall be deemed to have committed an offence under section 186 of the Indian Penal Code, XLV of 1860.

15. *Documents, etc., to be kept confidential.*—(1) Any book, paper or other document or thing produced before a Board may be inspected by the Board and by such of the parties or their representatives as the Board may permit, but the information derived therefrom shall, except in so far as the Board deems it necessary to refer thereto in its report, be kept confidential, and such parts of all books, papers or other documents so produced as in the opinion of the Board do not relate to the matter at issue shall, if possible, be sealed up.

(2) If any member of a Board or any person to whom inspection of any book, paper or other document or thing has been permitted by a Board under sub-section (1) discloses any information derived therefrom in contravention of the provisions of that sub-section, he shall, on complaint made by or

under the authority of the person on whose behalf such book, paper, document or thing was produced before the Board, be punishable with fine which may extend to one thousand rupees:

Provided that nothing in this sub-section shall apply to the disclosure of any such information for the purposes of a prosecution under section 193 of the Indian Penal Code. (XLV of 1860).

Public Utility Services

16. *Prohibition of strikes and lock-outs in certain public utility services.*—(1) Where the Governor General in Council, in the case of any public utility service carried on by him or under his authority, or by a railway company or the Local Government, in the case of any other public utility service, has by general or special order published in the Gazette of India or the local official Gazette, as the case may be, declared this section to be applicable to such service, it shall not be lawful for any employer to declare or enforce a lock-out as against any workmen employed in such service, or for any such workman to take part in a strike, on account of any dispute unless notice of the proposed lock-out or strike has been sent to the prescribed officer, and—

(a) where no order has been made for the reference of the dispute to a Board under this Act, until the expiry of thirty days from the date of the notice; or

(b) where such an order has been made, until the expiry of ninety days from the date of the notice or until the expiry of seven days from the date of the publication of the report of the Board under section 13, whichever date is earlier.

(2) Any employer who declares or enforces a lock-out in contravention of the provisions of sub-section (1) shall be punishable with fine which may extend to two thousand rupees.

(3) Any workman who takes part in a strike in contravention of the provisions of sub-section (1) shall be punishable with fine which may extend to twenty-five rupees.

(4) Any person who abets any contravention of the provisions of sub-section (1) shall be punishable with fine which may extend to two thousand rupees.

(5) No Court shall take cognizance of any offence under this section save on complaint made by, or under authority from, the Governor General in Council or the Local Government.

(6) No Court inferior to that of a Presidency Magistrate or a Magistrate of the first class shall try any offence under this section.

17. *Notice of reductions in wages and rates.*—(1) No employer shall enforce, as against any of his workmen employed in any public utility service to which the provisions of section 16 apply, any general reduction in wages or in rates paid for working overtime until he has given to the workmen, in such manner as may be prescribed, not less than one month's notice of his intention so to do.

(2) Any Board to which any dispute between an employer and his workmen has been referred, arising wholly or in part from the enforcement or the proposed enforcement of any general reduction of wages in a public utility service to which the provisions of section 16 apply, may order the employer not to enforce any such general reduction until such time as may be specified in the order:

Provided that any such order shall cease to have effect on the expiry of ninety days from the date of the notice under sub-section (1), or on the expiry of seven days from the date of the publication of the report of the Board under section 13, whichever date is earlier.

(3) Any employer contravening the provisions of sub-section (1) or contravening a subsisting order made under sub-section (2) shall be punishable with fine which may extend to two thousand rupees.

Rules

18. *Power to make rules.*—(1) The Governor General in Council in respect of industries, businesses and undertakings carried on by him or under his authority, or by a railway company, and the Local Governments in respect of other businesses, industries, or undertakings within their respective provinces, may make rules for the purpose of giving effect to the provisions of this Act.

(2) In particular and without prejudice to the generality of the foregoing power, such rules may provide for all or any of the following matters, namely:—

- (a) the powers and procedure of Boards;
- (b) the representation before a Board of parties to a dispute;
- (c) the allowances admissible to members of Boards and to witnesses;
- (d) the ministerial establishment which may be allotted to a Board and the salaries and allowances payable to members of such establishments;
- (e) the manner in which notice of changes in rates of wages or of overtime pay shall be given under section 17; and
- (f) any other matter which is to be or may be prescribed.

(3) All rules made under this section shall be published in the Gazette of India or the local official Gazette, as the case may be, and shall, on such publication, have effect as if enacted in this Act.

II—TRADE UNION LEGISLATION

The following is a copy of a letter No. L-925, dated the 30th August 1924, addressed by the Government of India, Department of Industries and Labour, to all Local Governments in India.

I am directed to refer to this Department's letter No. L-925, dated the 12th September 1921, and to the reply sent by your Government to it. The Government of India have now examined the replies

received to that letter from Local Governments and the numerous opinions expressed by employers' and workers' associations throughout the country. They have already, in the Legislative Assembly, assented to the view that a measure of the kind now under discussion should be introduced in the Central Legislature, and the Trade Union Bill enclosed has accordingly been prepared, after consideration of the replies and opinions received, with a view to introduction in the Legislative Assembly. It is not intended in this letter to discuss in detail the provisions of the draft bill, but I am desired to make the following remarks on some of its principal features.

2. In paragraph 15 of Mr. Chatterjee's letter referred to above, the Government of India suggested that the registration of Trade Unions should be optional and not compulsory. This is a question on the settlement of which the whole character of the Bill depends. The replies of Local Governments exhibit an acute division of opinion on the point, but, in the view of the Government of India, optional registration affords the only sound basis for legislative action. The main anxiety of many of the advocates of compulsory registration appears to be to place restrictions on trade unions. But the object which the Government of India have consistently had in mind has been to grant to trade unions a position in the eyes of the law which shall be at once definite and privileged, and while such a position must be attended by limitations in the interests not only of the body politic but of trade union members themselves, it appears to the Government of India to be as unnecessary as it would be unwise to impose general restrictions on combinations for trade purposes. Compulsion necessarily involves penalties for evasion, and if registration is to be compulsory, an attempt must be made to ensure that those who fail to register are suitably punished. This would mean the introduction of legislation on lines attempted in England a century ago, but long abandoned there and now generally regarded as inequitable and unjust. The Government of India have therefore reached the conclusion that registration must be optional, and that trade unions should be given every reasonable inducement to register. They propose, accordingly, to confine the privileges conferred by the Act to registered unions. Unregistered unions will be left, both as regards privileges and obligations, in their present position.

3. In addition, therefore, to making provision for the registration of trade unions, the Bill aims at conferring upon registered trade unions certain definite privileges. These privileges include a considerable measure of immunity from civil suits and criminal prosecutions directed against trade unions and their members. Under the existing law, officers and members of a trade union who, in order to further a strike, induce workmen to break their contracts with their employers can be sued in the Civil Courts and may in certain circumstances be liable to criminal prosecution. The Bill now drafted protects them from these risks. As regards immunity from criminal prosecution, the only question is that of conferring protection from the law relating to conspiracy. This has been effected by the introduction of a clause modifying the operation of section 120 B of the Indian Penal Code in respect of trade unions and their officers and members. Clause 17 (1), which is taken from section 3 of the British Trade Disputes Act, 1906, gives protection from civil suits. The Government of India consider it necessary also to modify the operation of the law of agency, in such a manner as to give Trade Union funds some protection from liability for tortious acts committed by persons acting on their behalf. Clause 17 (2) which has been inserted in the Bill with this object follows the lines suggested in paragraph 26 of this Department's letter No. L-925 of 12th September 1921. While some replies have criticized this proposal on the ground that it confers too large a measure of immunity on Trade Unions, a few replies, which favour the adoption of section 4 (1) of the British Trade Disputes Act of 1906, have expressed the view that the clause does not go far enough. The proposal embodied in the draft Bill has received a large measure of support and in the opinion of the Government of India will command general acceptance.

4. The question of the extent to which agreements between members of a trade union should be enforceable was touched upon in paragraphs 9 and 10 of this Department's letter No. L-925 of 12th September 1921. The provisional views of the Government of India, after considering the replies received, are embodied in clause 18 of the draft Bill, which represents a compromise between extreme views. The effect of this clause, if adopted, will be that while members of a trade union could not be forced by a suit to strike or to refuse to strike, or to accept any agreed conditions of work, agreements such as those regarding the payment of subscriptions and the payment of benefits under the trade union rules will be enforceable in the Civil Courts.

5. It will be observed that no direct restrictions have been placed in the draft Bill on the objects which a trade union may pursue. It will, of course, be within the discretion of the registrar to refuse registration to an organization which does not propose to include *bona fide* trade union objects, as the privileges conferred on trade unions cannot be extended to any organization which chooses to claim that title. But while a trade union can include among its objects aims not strictly germane to trade unionism, care has been taken to prevent the dissipation of trade union funds on such objects. The question of the inclusion of political objects among those upon which funds can be expended has received careful consideration, and following the great majority of the replies received, the Government of India have decided to exclude such objects from the list. This will not prevent trade unions or their leaders from advocating political policies, but it will ensure that funds contributed primarily for trade union purposes are not expended on causes in which the bulk of the members have little interest. If any sections of employers or employed wish to form an organization for

political purposes, and to raise subscriptions for that purpose, there is nothing to prevent their doing so, but there appears to be no strong reason for conferring in such cases privileges designed to protect organizations of an essentially different type.

6. It is of importance, if trade unions are to develop along healthy lines, that the interests of the members should be adequately safeguarded. It is essential therefore that those who join and who subscribe to such associations should have some guarantee that their rights and their investments will be properly protected. In the case of other corporate bodies recognized by law, precautions are taken to ensure that the members and the public are placed in possession of adequate information regarding their financial transactions. The fact that the average worker in this country is ill-educated increases the necessity for such precautions in the case of trade unions. Provision is accordingly made for a regular audit of the funds of the union. The Government of India are convinced that those who are honestly endeavouring to forward the trade union movement in this country will welcome such a provision.

7. But the interests of the members in their own unions should not be purely financial. No trade union, however sound its financial position, can be regarded as healthy which is not supported by the active interest of the members in its affairs. Trade Unionism is based on democratic ideals and a union which is conducted on behalf of the workers by men who have no share in their work or their position loses one of the essential features of trade unionism. The men conducting it may be animated by the highest motives and controlled by principles of integrity and unselfishness, but if they endeavour to control rather than to guide the union, they run the risk of converting it from a trade union into a philanthropic society. At the same time, the Government of India cannot accept the view of those who suggest that participation in the organization of a union should be confined to those working in the industry concerned. Few workmen in Indian industry have the education necessary for the complete control of a union, and it has been shown on more than one occasion that the fear of victimization which is partly responsible for the presence of the "outsider" in trade unions is not altogether unjustified. The Government of India have therefore reached the conclusion that it would be unwise to exclude outsiders from the executive of a union, but that in the interests of trade unions themselves, a majority of the executive should belong to the industry concerned. This will not of course necessarily ensure that the workers exercise effective control of the executive, but it will assist in securing to a certain number of workers an education in trade union methods, and it may give the members generally a knowledge of and an interest in the union's affairs, of which they might otherwise be deprived.

8. In conclusion, I am to refer to the subject of picketing. In their previous letter, the Government of India discussed the possibility of making the executive of trade unions responsible for the prevention of the issue of orders authorizing picketing in any form. This suggestion has received some support, but the objections to it appear to have considerable force. The experience of the last few years has not revealed any urgent necessity for imposing a general restriction on picketing. Those trade unionists who are willing to confine picketing to systematic persuasion would have reason to resent further limitations on their powers; those in whose hands it degenerates into intimidation can be dealt with by the ordinary criminal law. Provisionally, therefore, the Government of India have decided to include no provisions relating to picketing.

9. In conclusion, I am to state that the Government of India are anxious that full publicity should be given to the proposals now made. They are themselves taking steps to publish this letter and the draft bill in the press, and it is their intention to introduce the bill in the Legislative Assembly, with any modifications that may be rendered necessary by the criticisms received, in the ensuing Delhi Session. I am, therefore, to request that the views of the Local Government may be sent so as to reach the Government of India not later than the 30th November 1924. The Government of India recognize that the time allowed for the consideration of a measure of this kind is very short, but the subject has already been freely canvassed since the issue of this Department's letter of the 12th September 1921, and the Government of India earnestly hope therefore that it may be possible to give a considered opinion within the time fixed.

COPY OF A BILL TO PROVIDE FOR THE REGISTRATION OF TRADE UNIONS AND IN CERTAIN RESPECTS TO DEFINE THE LAW RELATING TO REGISTERED TRADE UNIONS IN BRITISH INDIA.

WHEREAS it is expedient to provide for the registration of Trade Unions and in certain respects to define the law relating to registered Trade Unions in British India; It is hereby enacted as follows:—

CHAPTER I.

Preliminary

1. *Short title, extent and commencement.*—(1) This Act may be called the Indian Trade Unions Act, 1924.

(2) It extends to the whole of British India, including British Baluchistan and the Sonthal Parganas.

(3) It shall come into force on such date as the Governor General in Council may, by notification in the *Gazette of India*, appoint.

2. *Definitions*.—In this Act, unless there is anything repugnant in the subject or context—

- (a) "executive" means the body, by whatever name called, to which the management of the affairs of a Trade Union is entrusted;
- (b) "officer" in the case of a Trade Union, includes any member of the executive thereof, but does not include an auditor;
- (c) "prescribed" means prescribed by regulations made under this Act;
- (d) "registered office" means that office of a Trade Union which is registered under this Act as the head office thereof;
- (e) "registered Trade Union" means a Trade Union registered under this Act;
- (f) "Registrar" means a Registrar of Trade Unions appointed by the Local Government under section 3, and "the Registrar", in relation to any Trade Union, means the Registrar appointed for the province in which the head or registered office, as the case may be, of the Trade Union is situated;
- (g) "trade dispute" means any dispute between employers and workmen or between workmen and workmen or between employers and employers which is connected with the employment or non-employment, or the terms of employment or the conditions of labour, of any person; and
- (h) "Trade Union" means any combination, whether temporary or permanent, formed primarily for the purpose of regulating the relations between workmen and employers or between workmen and workmen or between employers and employers, and includes any federation of two or more Trade Unions.

CHAPTER II.

Registration of Trade Unions.

3. *Appointment of Registrars*.—Each Local Government shall appoint a person to be the Registrar of Trade Unions for the province.

4. *Made of registration*.—Any seven or more members of a Trade Union may, by subscribing their names to the rules of the Trade Union and by otherwise complying with the provisions of this Act with respect to registration, register the Trade Union under this Act.

5. *Application for registration*.—(1) Every application for registration of a Trade Union shall be made to the Registrar and shall be accompanied by a statement of the following particulars, namely:—

- (a) the names of the members making the application;
- (b) the name of the Trade Union and the address of its head office;
- (c) a list of the titles, names, ages and occupations of the officers of the Trade Union;
- (d) a copy of the rules of the Trade Union; and
- (e) such further particulars as may be prescribed.

(2) Where a Trade Union has been in existence for more than one year before the making of an application for its registration, there shall be delivered to the Registrar, together with the application, a general statement of the assets of the Trade Union and of all receipts and expenditure of the Trade Union during the preceding year, prepared in such form and containing such particulars as may be prescribed.

6. *Provisions to be contained in the rules of a Trade Union*.—A Trade Union shall not be entitled to registration under this Act, unless the executive thereof is constituted in accordance with the provisions of this Act and the rules thereof provide for the following matters, namely:—

- (a) the name of the Trade Union;
- (b) the whole of the objects for which the Trade Union has been established;
- (c) the whole of the purposes for which the funds of the Trade Union shall be applicable, all of which purposes shall be purposes to which such funds are lawfully applicable under this Act;
- (d) the maintenance of a list of the members of the Trade Union;
- (e) the conditions under which any member shall be entitled to any benefit assured by the rules and under which any fine or forfeiture may be imposed on the members;
- (f) the manner in which the rules shall be amended, varied or rescinded;
- (g) the manner in which the members of the executive and the other officers of the Trade Union shall be appointed and removed, and the scales of salary, allowances and expenses to which they shall respectively be entitled;
- (h) the safe custody of the funds of the Trade Union and an annual audit, in such manner as may be prescribed, of the accounts thereof;
- (i) the right of every officer and member of the Trade Union to inspect, either by himself or by some person authorised by him in writing in this behalf, the account books of the Trade Union and the list of the members thereof; and
- (j) the manner in which the Trade Union may be dissolved.

7. *Power to call for further particulars*.—(1) The Registrar may, for the purpose of satisfying himself that any application complies with the provisions of section 5 or that, the Trade Union is entitled to registration under section 6, call for such further information as he thinks fit, and may refuse to register the Trade Union until such information is supplied.

(2) If the name under which a Trade Union is proposed to be registered is identical with that by which any other existing Trade Union has been registered or, in the opinion of the Registrar, so nearly resembles such name as to be likely to deceive the public or the members of either Trade Union, the Registrar shall require the persons applying for registration to alter the name of the Trade Union stated in the application, and shall refuse to register the Union until such alteration has been made.

8. *Registration*.—The Registrar, on being satisfied that the Trade Union has complied with all the requirements of this Act in regard to registration, shall register the Trade Union by entering in a register, to be maintained in such form as may be prescribed, the particulars relating to the Trade Union contained in the statement accompanying the application for registration.

9. *Certificate of registration*.—The Registrar, on registering a Trade Union under section 8, shall issue a certificate of registration in the prescribed form which shall be conclusive evidence that the Trade Union has been duly registered under this Act.

10. *Cancellation of registration*.—A certificate of registration of a Trade Union may be withdrawn or cancelled by the Registrar—

(a) on the application of the Trade Union to be verified in such manner as may be prescribed,

or
(b) if the Registrar is satisfied that the certificate has been obtained by fraud or mistake or that the Trade Union has ceased to exist or has wilfully contravened any provision of this Act or allowed any rule to continue in force which is inconsistent with any such provision or rescinded any rule providing for any matter provision for which is required by section 6:

Provided that not less than two months' previous notice in writing specifying the ground on which it is proposed to withdraw or cancel the certificate shall be given by the Registrar to the Trade Union before the certificate is withdrawn or cancelled otherwise than on the application of the Trade Union.

11. *Appeal*.—Any person aggrieved by any refusal of the Registrar to register a Trade Union or by the withdrawal or cancellation of a certificate of registration may, within such period as may be prescribed, appeal to the Local Government or to such authority as it may appoint in this behalf.

12. *Registered office*.—All communications and notices to a registered Trade Union may be addressed to its registered office. Immediate notice of any change in the address of the head office shall be given to the Registrar, and the changed address shall be recorded in the register referred to in section 8.

13. *Incorporation of registered Trade Unions*.—Every registered Trade Union shall be a body corporate by the name under which it is registered and shall have perpetual succession and a common seal with power to acquire and hold both moveable and immovable property and to contract, and shall by the said name sue and be sued.

14. *Certain Acts not to apply to registered Trade Unions*.—The following Acts, namely:—

- (a) The Societies Registration Act, 1860, XXI of 1860,
- (b) The Co-operative Societies Act, 1912, II of 1912,
- (c) The Provident Insurance Societies Act, 1912, V of 1912,
- (d) The Indian Life Assurance Companies Act, 1912, VI of 1912, and
- (e) The Indian Companies Act, 1913, VII of 1913,

shall not apply to any registered Trade Union and the registration of any such Trade Union under any such Act shall be void.

CHAPTER III

Rights and Liabilities of registered Trade Unions.

15. *Objects on which funds may be spent*.—The funds of a registered Trade Union shall not be spent on any other objects than the following, namely:—

- (a) the payment of salaries, allowances and expenses to officers of the Trade Union;
- (b) the payment of expenses for the administration of the Trade Union, including audit of the accounts of the Trade Union;
- (c) the prosecution or defence of any legal proceeding to which the Trade Union or any member thereof is a party, when such prosecution or defence is undertaken for the purpose of securing or protecting any rights of the Trade Union as such or any rights arising out of the relations of any member with his employer or with a person whom he employs;
- (d) the conduct or furtherance of trade disputes on behalf of the Trade Union or any member thereof;
- (e) the compensation of members for loss arising out of trade disputes;
- (f) allowances to members or their dependants on account of death, sickness or unemployment of such members;
- (g) the insurance of members against death, sickness or unemployment;

- (f) the provision of educational, social or religious benefits for members, including the payment of the expenses of funeral or religious ceremonies for deceased members or for the dependants of members; and
- (g) the upkeep of a periodical published mainly for the purpose of discussing questions affecting employers or workmen as such.

16. *Criminal conspiracy in trade disputes.*—No officer or member of a registered Trade Union shall be liable to punishment under sub-section (2) of section 120B of the Indian Penal Code, in respect of any agreement made between the members for the purpose of furthering any such object of the Trade Union as is specified in section 15, unless the agreement is an agreement to commit an offence. XLV of 1860.

17. *Immunity from civil suit in certain cases.*—(1) No suit or other legal proceeding shall be maintainable in any Civil Court against any officer or member of a registered Trade Union in respect of any act done by him in contemplation or furtherance of a trade dispute on the ground only that such act induces some other person to break a contract of employment or that it is in interference with the trade, business or employment of some other person or with the right of some other person to dispose of his capital or of his labour as he wills.

(2) No suit or other legal proceeding shall be maintainable in any Civil Court against a registered Trade Union in respect of any act done in contemplation or furtherance of a trade dispute by any person acting on behalf of the Trade Union, if it is proved that such person acted without the knowledge of, or contrary to express instructions given by, the executive of the Trade Union and that the executive has repudiated such act at the earliest opportunity and by all reasonable means and with reasonable publicity.

18. *Enforceability of agreements.*—Notwithstanding anything contained in any other law for the time being in force, an agreement between the members of a registered Trade Union shall not be void or voidable merely by reason of the fact that any of the objects of the agreement are in restraint of trade:

Provided that nothing in this section shall enable any Civil Court to entertain any legal proceeding instituted for the express purpose of enforcing or recovering damages for the breach of any agreement concerning the conditions on which any members of a Trade Union shall or shall not sell their goods, transact business, work, employ or be employed.

19. *Rights of minors to membership of Trade Unions.*—Any person who has attained the age of fifteen years may be a member of a registered Trade Union subject to any rules of the Trade Union to the contrary, and may, subject as aforesaid, enjoy all the rights of a member and execute all instruments and give all acquittances necessary to be executed or given under the rules:

Provided that no person who has not attained the age of eighteen years shall be an officer of any such Trade Union.

20. *Majority of officers to be connected with the industry.*—A majority of the total number of the officers of every registered Trade Union shall be persons actually engaged or employed in the industry with which the Trade Union is connected.

21. *Change of name.*—Any registered Trade Union may, with the consent of not less than two-thirds of the total number of its members, change its name.

22. *Amalgamation of Trade Unions.*—Any two or more registered Trade Unions may become amalgamated together as one Trade Union with or without dissolution or division of the funds of such Trade Union or either or any of them, provided that the votes of at least one-half of the members of each or every such Trade Union entitled to vote are recorded, and that at least sixty per cent. of the votes recorded are in favour of the proposal.

23. *Notice of change of name or amalgamation.*—Notice in writing of every change of name and of every amalgamation, signed, in the case of a change of name, by seven members and by the Secretary of the Trade Union changing its name, and, in the case of an amalgamation, by seven members and by the Secretary of each and every Trade Union which is a party thereto, shall be sent to the Registrar who shall, if he is satisfied that the provisions of this Act in respect of change of name or of amalgamation, as the case may be, have been complied with and, in the case of an amalgamation, that the Trade Union formed thereby is entitled to registration under section 6,—

(a) register the change of name in the register referred to in section 8, or

(b) register the Trade Union in the manner provided in that section,

and the change of name or amalgamation shall have effect from the date of such registration.

24. *Effects of change of name and of amalgamation.*—(1) The change in the name of a registered Union shall not affect any rights or obligations of the Trade Union or render defective any legal proceeding by or against the Trade Union, and any legal proceeding which might have been continued or commenced by or against it by its former name may be continued or commenced by or against it by its new name.

(2) An amalgamation of two or more registered Trade Unions shall not prejudice any right of any of such Trade Union or any right of a creditor of any of them.

25. *Dissolution.*—When a registered Trade Union is dissolved, notice of the dissolution signed by seven members and by the Secretary of the Trade Union shall, within fourteen days of the dissolution, be sent to the Registrar, and shall be registered by him if he is satisfied that the dissolution has been effected in accordance with the rules of the Trade Union, and the dissolution shall have effect from the date of such registration.

26. *Returns.*—(1) There shall be sent annually to the Registrar, on or before such date as may be prescribed, a general statement, audited in the prescribed manner, of all receipts and expenditure of every registered Trade Union during the year ending on the 31st day of March next preceding such prescribed date, and of the assets of the Trade Union existing on such 31st day of March. The statement shall be prepared in such form and shall comprise such particulars as may be prescribed.

(2) Together with the general statement there shall be sent to the Registrar a statement showing all changes of officers made by the Trade Union during the year to which the general statement refers, together also with a copy of the rules of the Trade Union corrected up to the date of the despatch thereof to the Registrar.

(3) A copy of every alteration made in the rules of a registered Trade Union shall be sent to the Registrar within ten days of the making of the alteration.

CHAPTER IV

Regulations

27. *Power to make regulations.*—(1) The Governor-General in Council may make regulations for the purpose of carrying into effect the provisions of this Act.

(2) In particular and without prejudice to the generality of the foregoing power, such regulations may provide for all or any of the following matters, namely:—

(a) the manner in which Trade Unions and the rules of Trade Unions shall be registered;

(b) the transfer of registers in the case of any registered Trade Union which has changed its head office from one province to another;

(c) the manner in which and the persons by whom the accounts of registered Trade Unions shall be audited;

(d) the conditions subject to which inspection of documents kept by Registrars shall be allowed and the fees which shall be chargeable in respect of such inspections; and

(e) any matter which is to be or may be prescribed.

28. *Publication of regulations.*—(1) The power to make regulations conferred by section 27 is subject to the condition of the regulations being made after previous publication.

(2) The date to be specified in accordance with clause (3) of section 25 of the General Clauses Act, 1897, as that after which a draft of regulations proposed to be made will be taken into consideration shall not be less than three months from the date on which the draft of the proposed regulations was published for general information. X of 1897.

(3) Regulations so made shall be published in the *Gazette of India*, and, on such publication, shall have effect as if enacted in this Act.

CHAPTER V

Penalties and Procedure

29. *Failure to submit notices or returns.*—(1) If default is made on the part of any registered Trade Union in giving any notice or sending any statement or other document as required by or under any provision of this Act, every officer or other person bound by the rules of the Trade Union to give or send the same, or, if there is no such officer or person, every member of the executive of the Trade Union, shall be punishable with fine which may extend to five rupees and, in the case of a continuing default, with an additional fine which may extend to five rupees for each week after the first during which the default continues.

(2) Any person, who wilfully makes, or causes to be made, any false entry in, or any omission from, the general statement required by section 26 or in or from any copy of rules or of alterations of rules sent to the Registrar under that section, shall be punishable with fine which may extend to five hundred rupees.

30. *Supplying false information regarding Trade Unions.*—Any person, who, with intent to deceive, gives to any member of a registered Trade Union or to any person intending or applying to become a member of such Trade Union any document purporting to be a copy of the rules of the Trade Union or of any alterations to the same which he knows, or has reason to believe, is not a correct copy of such rules or alterations as for the time being in force, or any person who, with the like intent, gives a copy of any rules of an unregistered Trade Union to any person on the pretence that such rules are the rules of a registered Trade Union, shall be punishable with fine which may extend to two hundred rupees.

31. *Cognizance of offences.*—(1) No Court inferior to that of a Presidency Magistrate or a Magistrate of the first class shall try any offence under this Act.

(2) No Court shall take cognizance of any offence under this Act, unless complaint thereof has been made within six months of the date on which the offence is alleged to have been committed.

III—A BILL TO REGULATE THE EMPLOYMENT OF WOMEN IN FACTORIES AND MINES AND ON THOSE ESTATES TO WHICH THE ASSAM LABOUR AND EMIGRATION ACT, 1901, APPLIES SOME TIME BEFORE AND SOME TIME AFTER CONFINEMENT, AND TO MAKE PROVISION FOR THE PAYMENT OF MATERNITY BENEFIT.

WHEREAS it is expedient to regulate the employment of women in factories and mines and on those estates to which the Assam Labour and Emigration Act, 1901, applies some time before and some time after confinement, and to make provision for the payment of maternity benefit during the period of absence from work due to advanced state of pregnancy and confinement: It is hereby enacted as follows (VI of 1901):—

1. *Short title, extent and commencement.*—(1) This Act may be called the Maternity Benefit Act, 1924.

(2) It extends to the whole of British India, including British Baluchistan and the Sonthal Parganas.

(3) It shall come into force on the first day of January 1926.

2. *Definitions.*—In this Act,—

(a) "factory" means a factory as defined in the Indian Factories Act, 1911 (XII of 1911);

(b) "mine" means a mine as defined in the Indian Mines Act, 1923 (IV of 1923);

(c) "estate" means an estate as defined by the Assam Labour and Emigration Act, 1901 (VI of 1901);

(d) "qualified medical practitioner" means a qualified medical practitioner as defined in the Workmen's Compensation Act, 1923 (VIII of 1923);

(e) "benefit" means benefit as provided for by this Act;

(f) "employer" includes an "occupier" of a factory as defined in the Indian Factories Act, 1911, or the "manager" of a factory, or an "owner" of a mine or his "agent" as defined by the Indian Mines Act, 1923, or the "manager" of a mine, or the "chief person" for the time being in charge of any "estate" (XII of 1911, IV of 1923);

(g) "Inspector of Estates" means an Inspector as defined by the Assam Labour and Emigration Act, 1901 (VI of 1901);

(h) "Inspector of Factories" means an Inspector as defined by the Indian Factories Act, 1911 (XII of 1911);

(i) "Chief Inspector of Mines" means a Chief Inspector as defined by the Indian Mines Act, 1923; and

(j) "Inspector of Mines" means an Inspector as defined by the Indian Mines Act, 1923 (IV of 1923).

3. *Employment of women at the time of confinement and payment from Maternity Benefit Fund.*—In any factory or in a mine or on an estate to which the Assam Labour and Emigration Act, 1901, or any section thereof applies, a woman (VI of 1901)—

(a) shall not be knowingly employed during the six weeks following her confinement;

(b) shall have the right to leave her work if she produces a medical certificate from a qualified medical practitioner stating that her confinement will probably take place within six weeks;

(c) shall, while she is absent from her work in pursuance of clauses (a) and (b) of this section, be paid by the Local Government in accordance with rules made for this purpose, out of a fund to be established for this purpose and called the Maternity Benefit Fund, benefit sufficient for the full and healthy maintenance of herself and her child, the amount of which shall be determined in accordance with rules made by the Local Government.

4. *Payment in case of death during period of confinement.*—If a woman dies at her confinement or during the period for which she is entitled to benefit, the remaining sums due as maternity benefit shall be paid to the person who undertakes the care of the child in accordance with rules made by the Local Government.

5. *Dismissal of woman during confinement.*—Where a woman is absent from her work in accordance with clause (a) or clause (b) of section 3, it shall not be lawful for her employer to give her notice of dismissal during such absence or at such a time that the notice would expire during such absence.

6. *Penalty for contravention of Act by employers.*—An employer contravening any provision of this Act or any rule made thereunder shall be punishable with fine which may extend to five hundred rupees.

7. *Powers of Local Governments to make rules.*—Every Local Government shall make rules—

(a) for the establishment of a Maternity Benefit Fund; for fixing the amount of contribution to be paid to it by each factory or mine or estate; for the collection of the contributions and for the management and safe custody of the fund;

(b) for determining the manner of payment of the benefit to the person entitled to receive it; and

(c) for fixing the amount of benefit to be paid under this Act.

8. *Duties and powers of Inspectors.*—The Inspector of Factories or the Chief Inspector of Mines or an Inspector of Mines or an Inspector of Estates shall have and perform the same powers and duties for the purpose of clauses (a) and (b) of section 3, and section 5 as they have and perform for the purpose of the Indian Factories Act, 1911, the Indian Mines Act, 1923, and the Assam Labour and Emigration Act, 1901, respectively (XII of 1911, IV of 1923, VI of 1901).

Reviews of Books

Population and the Social Problem, by J. Swinburne, F. R. S., London, George Allen & Unwin, Ltd., 1924, pp. 380, price 15s. net.

This amazing book, written to prove the theorems (i) that limitation of families is the one safe and certain panacea for the ills of mankind, but (ii) that such limitation is useless unless applied universally over the whole range of human society, is really a tour de force in raging, tearing cynicism. It is not a scientific book at all, but is intended for general appeal.

Almost every phase of human activities and human desires comes under the lash of the author's unsparing epigrams. A few of the choicest may be cited:—"The God of the Churches is very amenable to flattery, and most of the prayers begin with most tulsome praise naively laid on to put Him in a good humour to grant the following requests for specially unjust preference". (p. 39); "It is a curious fact that, generally speaking, a public man's importance is measured entirely by his power of doing mischief, not by his ability, or his wish to do good". (p. 142); "Though some of it is nearly useless, nearly all public speaking is harmful. Sermons in England are a sort of excrescence on the service, preserved solely to gratify the vanity of the parsons". (p. 372). Obviously these generalized cynicisms, and hundreds more of them in every chapter, are overstatements.

There is an interesting exposure of the fallacy that capital exploits labour, and there are many other valuable contributions to sanity and common sense. But iconoclasm is overdone, when, in hauling down the graven image, the avenger hauls down the unoffending edifice as well.

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The Story of the Workers' Educational Association, 1903-1924, by T. W. Price, The Labour Publishing Company, Ltd., pp. 92, price 1s. net.

The author divides the history of the Association into three periods, the first from 1903 to 1908 which he calls the period of high adventure; the second from 1908 to 1915, the period of experiment; and the third from 1915 onward, the period of test and development. From its very beginning this movement for the higher education of workers, got ready help from many quarters, including the older universities of Oxford and Cambridge. During the war membership fell considerably and at one time the movement feared extinction. But since the close of the war it has revived and prospered.

The achievement of the Workers' Educational Association has been two-fold. "It has created an Adult Education Movement and it has helped to contribute an enlightened public opinion on educational policy".

The style is lucid and the narrative clear. But there is little that is applicable to Indian conditions, since the movement for higher education of workers presupposes a body of labour that can read and write.

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Charts and Graphs, by Karl. G. Karsten, Pitman and Sons, Ltd., 1924, super-royal 8vo. 714 pp. with 498 textual drawings, price 25/-net

This big book brings up to date most that the ordinary worker need know about the use of curves and other diagrammatic forms for demonstrating business conditions. There is also a good deal that is applicable to the study of vital statistics and biology. Of course some graphic methods are not shown, and the interesting department of maps and their specialized use for explaining population factors and economic conditions is hardly touched.

The discussion is throughout exceedingly clear and precise. No previous knowledge of statistical practice is assumed, and there is nothing that the ordinary reader cannot understand. Reference is very seldom made to the basic mathematical theorems on which the science of statistics rests, since the tacit assumption of the validity of those theorems is in itself sufficient for the practical user of curves.

Of course many of the methods employed are too advanced for use in any journal not intended for specialists only. It is difficult enough to get the general public to accept a frequency curve or a logarithmic historical curve as wholesome pabulum; and any attempt to illustrate a frequency distribution by plotting the ogive of the percentages on probability paper would be regarded as swank.

Statistics is one of the youngest of the sciences, and there is little doubt that the very elementary primary statistical processes, today regarded as a field for specialists only, will in a few decades be the ordinary popular method of analyzing data. And the time will then come for the promotion of the less obvious processes, and their admission to ordinary publications.

In the meantime no Economics or Statistical Library can afford to do without this book.

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The Mathematical Groundwork of Economics, by A. L. Bowley, Oxford, The Clarendon Press, 1924, royal 8vo, 98 pp. price Rs. 6-2-0.

This is a purely mathematical book, and makes no appeal to any but mathematicians. It consists of a reduction of the most prominent economic concepts to algebraic form. Thus the primitive concept that, if a man is producing something for his own consumption, he will stop when the marginal utility of the product and the marginal disutility of labour meet, is expressed by the equation $U_y \cdot Dl(y) = -Wl$

Where y is the product, l the labour required to produce it, U the utility (of the product) and W the disutility (of the labour), and $Dl(y)$ the differential coefficient expressed in the notation of a derived function of l in terms of y .

This example will show the nature of the book. The author admits that such terms as U and W in the above example are not arithmetically measurable, but holds that they possess continuity, variation and other properties which lead to algebraic expressions.

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The Economic Illusion. By Arthur Bertram. Leonard Parsons, London.

The author is a liberal converted to the socialist school of thought owing to the alleged abandonment by the Liberal Party of its programme of nationalization of industry. As a socialist he believes in Production for use as opposed to Production for gain. He distinguishes between real Economics and the Commercial Economics of the present day. His watchword is Mutual Service in lieu of Private Gain. He is an advocate of the Marxian theory of surplus value and says that egoism as the basis of economics has landed society in such a predicament that millions remain unemployed because capitalists do not find it worth while employing them. Like the Physiocrats he says that Land is the source of all wealth and Labour the only producer of receipts from the earth. Under Labour he includes labour by brain as well as brawn. Capital or the instruments of production are also the result of labour. Labour represents expenditure and the produce of labour on the earth receipts. The objection whether Mutual Service will constitute as good an incentive to work as Private Gain is met by saying that "though we are not believers in the perfection of human nature we reject the 'doctrine of devils and despair' which tells us that we are all such rascals that we can only work a rascally system and produce rascally results". The right to property is said to be one determined by law and therefore capable of being changed by the community so as to conduce to its own welfare. The claims of capital to a fair dividend are denied because capital is fictitiously increased in certain cases. In his ardent advocacy of a change of system for co-ordinate industry the author presents only one side of the picture. All the evils of the present system are held up to ridicule and all the good points of the proposed system are harped upon. There are always two sides to a thing. Advertisement is subjected to scathing criticism as if it were an unmixed evil, but the writer forgets that a good thing may be abused. Nationalization of industry is stated to have triumphed during the war but this is a matter on which there is honest difference of opinion. The setting up by the State of permanent industrial enterprises and engaging all the unemployed on such works is urged as a preliminary to nationalizing industry. It is however to be feared whether this scheme will not do more harm than good by competing with private enterprise and disorganizing industry in the first instance. Like other Socialists the author is not able to suggest any immediately practical remedy except his idealistic Socialist Commonwealth.

The book is written in popular style avoiding all technical expressions and the author skilfully uses his inside knowledge of things to condemn a system which he heartily loathes.

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Commercial Employees and Protective Legislation by J. Hallsworth. The Labour Publishing Company, Ltd., pp. 96, price 1s net.

This is a brief but complete analysis of the English legislation for the protection of shop-assistants, the regulation of child labour, and the enforcement of sanitation in health safeguards in Industrial concerns. In the concluding chapter defects of the existing legislation are pointed out and suggestions for amending the law offered.

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The Indian Workmen's Compensation Act (VIII of 1923) by A. G. Clow, Esq., I. C. S., 2nd Edition, September 1924—(Pioneer Press, Allahabad).

Mr. Clow is to be congratulated on having been in a position to bring out a 2nd edition of this book within a year. He was officially connected with the subject of this book. Commentary by such an author ought to commend itself to the public on this ground alone. But this by no means is its chief claim for favourable reception by those affected by the Act either as employers or workmen. The special features of the book are that

- (1) It brings out in a connected manner the various provisions of the Act scattered in different places;
- (2) In places where there is a departure from the British Act it gives reasons for such a departure;
- (3) Four chapters on procedure are added in this edition.

The book would considerably help not only those who would be responsible for the successful administration of the Act but it would greatly help the employers and workmen to find out in each case what they ought to do and when and how. The absence of too many quotations from English decisions will be appreciated by the employers who can ill spare the time to wade through a bulky volume before they could exactly ascertain what is expected to be done by them when an accident happens to a workman under their employ.

The printing is neat and the book is very handy.

N. M. PATWARDHAN

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Dock Labour and Decasulization, by E. C. P. Lascelles and S. S. Bullock, London, P.S. King & Son, Ltd., 8vo. 201 pp.

This study forms No. 74 in the series of monographs by writers connected with the London School of Economics and Political Science, and is financed by the Ratan Tata Foundation.

The problem studied is the problem of underemployment caused by the system of casual labour. Dock labour is required in varying quantities according to shipping in port, and labourers are usually signed on daily. There is therefore a "pool" of available labour at each port which is drawn on as occasion demands.

It is shown that this system creates paupers and parasites, demoralizes the labourers, and still more their children. Obviously any system which renders it inevitable that the worker shall be alternately flush and hard up is radically anti-social.

Various schemes of reform are described; but the book ends with a note of "hopeless disillusionment". After all efforts "the casual system continues unashamed".

The book may have sufficient effect on public opinion to compel the introduction of stabilized labour conditions in ports or it may not. In any case it summarizes the facts of a little known labour problem.

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Factory Costing, by H. H. Emsley, London, Constable & Co., Ltd., 1924, post 8vo. 254 pp. with intertextual diagrams

This little handbook for students of Industrial Economics and practical men discusses costs under the heads material, labour and overhead charges (or on cost), and thereafter (in Part II) describes methods of estimating costs and types of factory organization.

In the chapter on Labour Costs the discussion is sub-divided into Time-rates and payment by results, and the latter into contract work, piece work, premium bonus schemes, efficiency schemes, collective bonus schemes and profit sharing and copartnership schemes. These systems are discussed in detail and their results expressed first in algebraic form and then by substitution of assumed values—in arithmetic form besides being illustrated graphically.

This method is followed throughout the book, which is to be worked through as a text book and not casually perused. It is all the more valuable on that account.

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Mathematical Analysis of Statistics by C. H. Forsyth; Pp. 241. Price Rs. 10 as 1.

This book is an admirable addition to the existing treatises on statistics and it is meant to be an introduction to the higher and more developed branches of the subject. A student of Pure Mathematics is gradually introduced to the fundamental principles of statistics. A feature of the work is that it makes the beginner think independently for himself owing to the method of question that is followed by the author throughout the book-work. The illustrative examples are selected from amongst a variety of problems of every-day life. The exercises at the end of each chapter are also well selected and are comprehensive. The exposition is clear and elaborate and the arrangement of the subject matter is extremely satisfactory.

The practical application of Newton's and Lagrange's formulæ to the statistical problems is well illustrated with different types of examples in the chapter on Interpolation. Chapter IV treats of Beta and Gamma functions and in Chapter V is discussed the interesting question of probability. Chapter VI treats of the theory of Averages and Chapter VII deals briefly, yet clearly, with the theory of Moments. The Normal Curve and the Statistical Series are best explained in Chapter VIII and IX and the last Chapter is devoted to the highly useful theory of Correlation or the question of the possible relation between two sets of phenomena. On the whole the volume is eminently well suited to the needs of mathematical students wishing to master the first principles of statistics.

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Current Notes From Abroad

INTERNATIONAL

The following resolutions were adopted at the Second International Workers' Educational Conference, held at Oxford from the 15th to 17th August:—

(1) It was decided to establish an International Federation of Labour Organisations concerned with Workers' Education, and a Committee consisting of 7 members was appointed to draw up a constitution for that Federation.

(2) It was decided to raise an International Fund for fostering Workers' education, and to set aside one day in the year for propaganda, and for raising additional funds. The fund so established will be used for (a) providing for the collection and compilation of information of interest to organisations concerned with Workers' education; (b) providing for the publication of a review and of other reports and of translations of publications; (c) assisting the exchange of students, of teachers and of visitors between different countries; (d) assisting the organisation of summer schools; (e) establishing a workers' college; (f) meeting office expenses entailed in the foregoing proposals.

The conference was also of the opinion that it was the duty of the proposed Federation to examine the question of the foundation of a centre for Research in Workers' psychology and the theoretical basis of Workers' education. (*Abstracted from the Press Reports of the I. F. T. U.*)

The Postal International was to hold a congress in Vienna on the 14th September and following days. The agenda was to comprise 10 points, of which the following are of general interest. Autonomy of the Department and promotion of staff; insurance schemes, superannuation and disablement, sickness insurance schemes, the problem of the women workers. Arising out of the reports on these subjects there were ten important resolutions to be discussed. (*From the Press Reports of the I. F. T. U.*)

There is a slight but steady decrease in world prices, and incidentally in the cost of living. The only two countries in which an increase in the cost of living was recorded were Hungary and Germany. (*Abstracted from the International Labour Office Weekly News Service.*)

During the year 1923 there was a slight decline in the membership of the unions affiliated to the International Printers' Secretariat. At the end of the year the total strength of the International was 166,000. The reduction in number during the year was largely due to the world trade depression and the currency depreciation in many European countries. The British printing organisation which had withdrawn from the International has been called upon to affiliate again. (*Abstracted from the Press Reports of the I. F. T. U.*)

An International Congress of Glassworkers will be held in Prague from 19th to 23rd September. The previous congress was held in Amsterdam at Easter-tide, 1921. (*From the Press Reports of the I. F. T. U.*)

UNITED KINGDOM

A strike and boycott of an unusual character are in progress in Great Britain in the theatrical world. For some years there has been in existence an organization called "The Actors' Organization", which, although it does not exclude actors from membership after they become managers, does exclude them from office in the union. This Association is affiliated to the Trade Union Congress and works in harmony with the unions of musicians, variety artists and stage-hands. Now a new society has been started by the Secretary of the Touring Managers' Guild. It is called the State Guild, and includes on an equal basis managers and employees, who are to divide the Executive Offices between them. Even before its constitution has been formally ratified, this union has brought out a set of arrangements which seriously undercut those advocated by the Actors' Association. The Actors' Association has therefore called out all its members from companies run by managers who belong to the Guild, and has proclaimed a boycott of their companies. (*From the Press Reports of the I. F. T. U.*)

The Trade Union Congress rejected the recommendation of the General Purposes Committee for favour of allowing the emergency resolution to be submitted instructing General Council to work for convening an International Conference of all Trade Union organisations and take steps to bring about unity of the international movement and bring organised workers of the world under international fighting leadership. The President said that the resolution, if accepted, would probably do less than what was already done in certain respects. The General Council had already agreed at Amsterdam that the International should invite the Russian Trade Union representatives to the conference for the purpose of endeavouring to remove the existing difficulties. (*The Voice of India, September 5, 1924.*)

The National Union of Textile Workers had sent in a resolution to the Trade Union Congress "That this Congress instructs the General Council to promote a Bill to repeal the two-shift system allowed under the Women and Young Persons and Children's Act, 1920". (*Abstracted from the Labour Woman, September 1, 1924.*)

Despite the reported improvement in the cotton trade, the Federation of Master Cotton Spinners, Manchester, has decided to continue 26½ hours a week in the mills spinning American cotton. Over 120,000 workers and 40 million spindles are affected. (*From the Pioneer, October 3, 1924.*)

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The Industrial Workers' Charter adopted by the British Trades Union Congress at Hull reads as follows:—

"That this Congress reaffirms the decisions of past congresses with regard to necessary and fundamental changes in our social, economic and political systems, and decides to formulate the said decisions in an industrial workers' charter, and pledges itself to secure by every legitimate means the fulfilment of the objects constituting the charter which, subject to such additions as Congress may from time to time approve, shall be as follows:—

- I. Public ownership—
 - (a) Nationalisation of land, mines and minerals.
 - (b) Nationalisation of railways.
 - (c) The extension of State and municipal enterprise for the provision of social necessities and services.
- II. Wages and Hours of Labour—
 - (a) A legal maximum working week of 44 hours.
 - (b) A legal minimum wage for each industry or occupation.
- III. Unemployment—
 - (a) Suitable provisions in relation to unemployment with adequate maintenance of the unemployed.
 - (b) Establishment of training centres for unemployed juveniles.
 - (c) Extension of training facilities for adults during periods of industrial depression.
- IV. Housing—

Provision of proper and adequate housing accommodation.
- V. Education—

Full educational facilities to be provided by the State from the elementary schools to the universities.
- VI. Industrial accidents and diseases—

Adequate maintenance and compensation in respect of all forms of industrial accidents and diseases.
- VII. Pensions—
 - (a) Pensions for all at the age of 60.
 - (b) Pensions for widowed mothers and dependent children.

The Congress also decided to institute a vigorous campaign in all parts of the country, with a view to mobilising public opinion in support of the objects of the charter and of their fulfilment. It decided further that the General Council should report to each Annual Trades Union Congress on the extent of the propaganda work carried out and the progress made in relation to the charter, and it was not to allow the reaffirmation or the deletion of any object contained in it for a period of three years unless the motion in its opinion was of immediate importance. (*Abstracted from the Press Reports of the International Federation of Trade Unions.*)

OTHER EUROPEAN COUNTRIES

From the report presented to the Congress of the Irish Labour Party and Trade Union Congress we learn that the number of members of the Irish Trade Union Congress amounted to 268,454 on January 1st, 1924. Among the resolutions adopted at the Congress, was one concerning education, demanding that steps should be taken "whereby the humblest child may, provided he naturally possesses the necessary talent, be enabled to climb from the lowest rung of the educational ladder without hindrance by lack of means or otherwise". Another resolution concerned housing and called for the establishment of a National Housing Council to take over the whole responsibility of Housing and Town Planning from existing authorities. (*Abstracted from the Press Reports of the I. F. T. U.*)

* * * * *

A Bill for the ratification of the Draft Convention limiting the hours of work in industrial undertakings to eight in the day and forty-eight in the week, adopted by the International Labour Conference at Washington in 1919, has been introduced in the French Chamber of Deputies. (*Abstracted from the International Labour Office Weekly News Service.*)

* * * * *

With a view to diminishing the cost of living the French Cabinet has decided to reduce the existing import duties on certain essential food-stuffs, including condensed milk to 66 per cent., butter to 60, and cheese, barley, rice and preserved vegetables to 50 per cent. (*The Pioneer, September 21, 1924.*)

* * * * *

The Unemployment Insurance Act came into force in Poland on September 1st, 1924. It applies to all workers over 18 years of age engaged in industry, trade, transport, smelting and mining and also to those engaged in other concerns even if they are not working for profit. Non-manual workers and seasonal workers who work for less than 10 months in the year are exempted from its operation.

The insurance contributions are reckoned at 2 per cent. of the wages paid; of this one-fourth is paid by the workers and three-fourths by the employers.

An unemployed person becomes eligible for benefit if he fulfils the following conditions:—

- (1) In the year immediately preceding the unemployment he must have had permanent employment for at least 20 weeks;
- (2) He must notify the Labour Exchange within four weeks of the date of his discharge;
- (3) He cannot receive benefit until 10 days have elapsed since the notification.

The benefits paid are:—

30 per cent. of his normal wage for a worker who has to provide for himself alone, 35 per cent. when a family of two has to be provided for,

40 per cent. for a family of 5, and 50 per cent. for a family exceeding five in number. (Abstracted from the Press Reports of the I. F. T. U.)

* * * * *

A German Order of 11th August 1924 has increased the rate of unemployment allowance by 20 per cent. Under the new order, the daily allowance for an unemployed person over 21 years of age will vary in the first zone (Eastern Germany) between 72 and 90 renten-pfenning, according to the cost of living in the locality; in the second zone (Central Germany) it will vary between 79 and 100 renten-pfenning; and in the third or Western zone between 86 and 110 renten-pfenning.

The main allowance is increased by supplementary allowances for families which vary in individual cases from 19 to 38 renten-pfenning, according to the district, the class of municipality concerned, and the circumstances of the person receiving the allowance (e.g. wife, children, etc.). (Abstracted from the Industrial and Labour Information, September 15, 1924.)

* * * * *

According to the official report of the Committee for Social Welfare, there were in 1923, 206 labour conflicts, affecting 799 employers and 102,896 workers. Each conflict therefore affected some 500 workers, while the corresponding average for the years from 1912 to 1922 was 146.665 per cent. of all the conflicts were due to wage disputes. The number of working days lost was estimated at 6,900,000 which, with the exception of the years 1909 and 1920, is the highest yet reached. In 1923 the trade unions disbursed about 7 millions of Swedish kronen as strike and lock-out pay. (From the Press Reports of the I. F. T. U.)

* * * * *

UNITED STATES OF AMERICA

The negro emancipation movement in America is beginning to present serious difficulties to the Trade Union movement. So far, the various unions have accepted no coloured workers to membership, and the negroes regard this exclusion as an insult. In an official declaration by the National Society for the emancipation of the coloured race the danger that confronts the white workers if they boycott their coloured comrades is pointed out. Should the position continue much longer, says the declaration, it may easily happen that the negroes will form their own union in opposition to the existing whites' unions. It has already happened that the steel workers' strike was broken by the help of coloured labour, and the negroes will soon be in a position to spoil any strike, if they are not allowed to enter the existing unions. If the negroes form their own unions, it is quite probable that they will be in regular opposition to the trade unions of the white workers. (From the Press Reports of the I. F. T. U.)

* * * * *

The North Carolina House of Representatives on August 22nd, refused to ratify the proposed child labour constitutional amendment.

The new Child Labour Law of Rhode Island came into effect on September 1st. The school authorities charged with enforcement of the law, are making preparations to make it effective. Under its provisions children under 15 years of age cannot be employed in a manufacturing plant or business establishment, and children under 16 cannot be employed between 8 p.m. and 6 a.m. Children who have not completed the sixth grade in the elementary schools are not eligible to receive permits to work. The present law permits children who have reached the age of 14 to receive working papers. (Abstracted from the weekly reports of the Industrial News Survey.)

* * * * *

The Children's Bureau of the United States Department of Labour announces that \$1,688,047 has been expended by federal and state governments to promote welfare of mothers and babies under the Federal Maternity and Infancy Act during the first 15 months following its passage. Federal grants to the states during this period for maternity and infancy work total \$1,046,523. State appropriations amounted to \$641,523. (From the Industrial News Survey, September 8, 1924.)

* * * * *

OTHER COUNTRIES

The Chilean Labour Bureau intends to proceed to a rigorous enforcement of the Act requiring any factory employing 50 or more women over 18 years of age to maintain a day nursery where they may nurse their children during working hours. The collection of fines for non-compliance with the law has been put under the administrative instead of under the judicial authorities, and this will speed up the necessary procedure. (From the Industrial and Labour Information, 1st September 1924.)

* * * * *

The Fortieth Annual Convention of the Canadian Trades and Labour Congress was to be held at London, Ontario, on September 15th. The Canadian Trades and Labour Congress is affiliated to the I. F. T. U. It has a membership of about 150,000. (Abstracted from the Press Reports of the I. F. T. U.)

* * * * *

PRINCIPAL TRADE DISPUTES IN PROGRESS IN SEPTEMBER 1924

Name of concern and locality	Approximate number of work-people involved		Date when dispute		Cause	Result
	Directly	Indirectly	Began	Ended		
<i>Textile Trades.</i>						
1. The Ahmedabad Ginning & Manufacturing Co., Ltd., outside Sarangpur, Ahmedabad.	800 (Weavers)	..	8 Sept. 1924	10 Sept. 1924	Against a reduction in the rates of wages at the rate of 4 pies per piece (Taka of Madapat) and 1½ pies per pair of dhotis.	Work resumed on a promise of settlement.
2. The Western India Mill, Kalachawki Road, Bombay.	100 (Women winders)	..	14 Sept.	18 Sept.	Demand for the reinstatement of the female Head Jobber.	Work resumed unconditionally by some and new hands engaged in place of others.
3. The Ahmedabad Spinning & Weaving Co., Ltd., Shahpur, Ahmedabad.	37 (Engineering Dept.)	..	23 Sept.	26 Sept.	Against the alleged ill-treatment by the newly appointed Engineer.	New hands engaged.
<i>Miscellaneous.</i>						
4. The Rander Municipality, Rander, Surat.	22	..	20 Aug.	9 Sept.	Demand for a fortnightly payment of wages.	Work resumed.

ACCIDENTS IN FACTORIES DURING SEPTEMBER 1924

1. Bombay City

Class of Factory.	No. of accidents due to				Nature of injury.					Total No. of persons injured.		
	Machinery in motion.		Other causes.		Fatal.		Serious.		Minor.		Jan to Aug 1924.	Sep 1924.
	Jan to Aug 1924.	Sep 1924.	Jan to Aug 1924.	Sep 1924.	Jan to Aug 1924.	Sep 1924.	Jan to Aug 1924.	Sep 1924.	Jan to Aug 1924.	Sep 1924.		
I Textile Mills—												
Cotton Mills ..	213	40	98	34	8	1	18	2	286	71	312	74
Woolen Mills ..	3	..	3	..	..	..	..	..	6	..	6	..
Others ..	..	1	..	1	..	..	..	..	..	2	..	..
Total ..	216	41	101	35	8	1	18	2	292	73	318	76
II Workshops—												
Engineering ..	14	1	87	10	1	..	3	..	97	11	101	11
Railway ..	50	7	818	67	1	..	1	..	866	73	868	74
Mint ..	5	..	2	..	..	..	..	..	2	..	2	..
Others ..	..	..	13	1	..	..	1	..	17	1	18	1
Total ..	69	8	920	78	2	1	5	..	982	85	989	86
III Miscellaneous—												
Chemical Works ..	..	..	2	2	..	..	..	..	2	2	2	2
Flour Mills ..	2	..	8	1	1	..	..	..	9	1	10	1
Printing Presses ..	2	..	3	..	..	..	..	..	5	..	5	..
Others ..	10	4	13	7	1	..	2	..	21	11	24	11
Total ..	14	4	26	10	2	..	2	..	37	14	41	14
Total, All Factories ..	299	53	1,047	123	12	2	25	2	1,311	172	1,348	176

2. Ahmedabad

Class of Factory.	No. of accidents due to				Nature of injury.					Total No. of persons injured.		
	Machinery in motion.		Other causes.		Fatal.		Serious.		Minor.		Jan to Aug 1924.	Sep 1924.
	Jan to Aug 1924.	Sep 1924.	Jan to Aug 1924.	Sep 1924.	Jan to Aug 1924.	Sep 1924.	Jan to Aug 1924.	Sep 1924.	Jan to Aug 1924.	Sep 1924.		
I Textile Mills—												
Cotton ..	65	11	13	3	30	..	38	4	57	10	125	14
Total ..	65	11	13	3	30	..	38	4	57	10	125	14
II Miscellaneous—												
Match Factory ..	3	..	1	..	1	..	1	..	2	..	4	..
Flour Mills ..	..	..	1	..	..	..	..	..	1	..	1	..
Oil Mills ..	..	..	1	..	..	..	..	..	1	..	1	..
Total ..	3	..	3	..	1	..	1	..	4	..	6	..
Total, All Factories ..	68	11	16	3	31	..	39	4	61	10	131	14

Explanations:—1. The progressive figures do not always agree with the figures shown in the previous issue, but are corrected to date.
 2. "Fatal" means causing the death of the injured persons without specification of period.
 "Serious" means causing absence from work for more than 20 days.
 "Minor" means causing absence from work for more than 48 hours and up to 20 days.

ACCIDENTS IN FACTORIES DURING SEPTEMBER 1924—cont'd.

3. Karachi

Class of Factory.	No. of accidents due to				Nature of injury.						Total No. of persons injured.	
	Machinery in motion.		Other causes.		Fatal.		Serious.		Minor.		Jan to Aug 1924.	Sept 1924.
	Jan to Aug 1924.	Sep 1924.	Jan to Aug 1924.	Sep 1924.	Jan to Aug 1924.	Sep 1924.	Jan to Aug 1924.	Sep 1924.	Jan to Aug 1924.	Sep 1924.		
I Workshops— Railway and Port Trust .. Engineering ..	6 1	1 ..	23 ..	4 ..	.. ..	.. ..	4 ..	2 ..	25 1	3 ..	29 1	5 ..
Total ..	7	1	23	4	..	..	4	2	26	3	30	5
II Miscellaneous—	4	1	..	..	..	..	1	..	3	1	4	1
Total ..	4	1	..	..	..	..	1	..	3	1	4	1
Total, All Factories ..	11	2	23	4	..	..	5	2	29	4	34	6

4. Other Centres

Class of Factory.	No. of accidents due to				Nature of injury.						Total No. of persons injured.	
	Machinery in motion.		Other causes.		Fatal.		Serious.		Minor.		Jan to Aug 1924.	Sept 1924.
	Jan to Aug 1924.	Sep 1924.	Jan to Aug 1924.	Sep 1924.	Jan to Aug 1924.	Sep 1924.	Jan to Aug 1924.	Sep 1924.	Jan to Aug 1924.	Sep 1924.		
I Textile Mills— Cotton Mills .. Others ..	37 3	2 1	22 4	5 ..	2 2	.. ..	6 ..	.. ..	51 5	7 1	59 7	7 1
Total ..	40	3	26	5	4	..	6	..	56	8	66	8
II Workshops— Railway .. Arms and Ammu- nition Works .. Others ..	11 1 3	2	96 1 7	9 .. 2	1 .. ..	.. .. ..	1 .. 1	1	105 2 9	10 2 2	107 2 10	11 .. 2
Total ..	15	2	104	11	1	..	2	1	116	12	119	13
III Miscellaneous— Ginning and Pressing Factories. Paint Works .. Others ..	10 .. 2	.. .. ..	7 .. 5	.. .. ..	5 .. ..	.. .. ..	1 .. 2	.. .. ..	11 5 5	.. .. 7	17 .. 7	......
Total ..	12	..	12	..	5	..	3	..	16	..	24	..
Total, All Factories ..	67	5	142	16	10	..	11	1	188	20	209	21

Note.—For Explanations see previous page.

DETAILED STATEMENT OF THE QUANTITY (IN POUNDS) AND THE COUNTS (OR NUMBERS) OF YARN SPUN

BOMBAY PRESIDENCY

Count or Number	Month of August			Five months ended August		
	1922	1923	1924	1922	1923	1924
Nos. 1 to 10 Pounds ..	(000) 6,774	(000) 6,346	(000) 6,227	(000) 32,793	(000) 29,920	(000) 26,446
Nos. 11 to 20 ..	19,963	16,941	19,358	98,155	85,518	88,543
Nos. 21 to 30 ..	14,056	13,454	13,602	69,603	57,666	67,759
Nos. 31 to 40 ..	1,020	1,040	1,201	5,976	4,362	6,662
Above 40 ..	164	223	475	678	916	1,955
Waste, etc. ..	7	10	11	51	62	58
Total ..	41,986	38,024	40,904	207,056	178,469	191,423

BOMBAY CITY

Nos. 1 to 10 Pounds ..	(000) 6,233	(000) 5,641	(000) 5,492	(000) 29,550	(000) 27,508	(000) 23,497
Nos. 11 to 20 ..	13,814	11,565	13,842	68,652	63,597	60,792
Nos. 21 to 30 ..	6,581	6,706	6,646	42,308	40,061	42,247
Nos. 31 to 40 ..	488	635	697	2,614	2,658	3,590
Above 40 ..	67	128	311	492	508	1,048
Waste, etc. ..	2	2	2	10	13	15
Total ..	29,205	26,677	29,190	143,626	134,345	131,189

AHMEDABAD

Nos. 1 to 10 Pounds ..	(000) 162	(000) 179	(000) 184	(000) 629	(000) 395	(000) 958
Nos. 11 to 20 ..	3,053	3,047	3,098	14,506	9,080	15,094
Nos. 21 to 30 ..	4,078	3,387	3,361	20,402	10,848	19,280
Nos. 31 to 40 ..	431	282	342	2,790	1,146	2,280
Above 40 ..	55	78	118	275	241	699
Waste, etc. ..	..	..	..	..	1	..
Total ..	7,779	6,973	7,103	38,602	21,711	38,311

DETAILED STATEMENT OF THE QUANTITY (IN POUNDS) AND DESCRIPTION
OF WOVEN GOODS PRODUCED

BOMBAY PRESIDENCY

Description	Month of August			Five months ended August		
	1922	1923	1924	1922	1923	1924
Grey and bleached piece-goods—	(000)	(000)	(000)	(000)	(000)	(000)
Khadi (a) Pounds ..	..	..	1,489	..	..	4,998
Chudders ..	1,597	1,391	1,321	6,132	5,538	5,586
Dhotis ..	6,070	5,867	6,493	32,711	23,085	29,195
Drills and jeans ..	619	770	870	3,313	4,078	5,169
Cambrics and lawns ..	94	13	40	396	101	327
Printers ..	384	186	301	2,190	1,279	1,557
Shirtings and long cloth ..	7,926	6,182	8,047	40,848	32,729	41,062
T. cloth, domestics, and sheetings ..	1,306	1,049	1,274	5,073	4,746	4,859
Tent cloth ..	64	59	332	400	330	871
Other sorts ..	1,430	1,944	443	6,743	8,571	2,550
Total ..	19,490	17,461	20,610	97,806	80,457	96,174
Coloured piece-goods ..	7,601	7,310	9,807	31,551	33,731	39,780
Grey and coloured goods, other than piece-goods ..	247	207	169	1,003	788	810
Hosiery ..	18	16	12	66	68	61
Miscellaneous ..	113	92	215	432	413	678
Cotton goods mixed with silk or wool ..	8	7	7	41	73	25
Grand Total ..	27,477	25,093	30,820	130,899	115,530	137,528

BOMBAY CITY

Grey and bleached piece-goods—	(000)	(000)	(000)	(000)	(000)	(000)
Khadi (a) Pounds ..	..	..	1,050	..	..	3,444
Chudders ..	910	875	804	3,356	3,634	3,374
Dhotis ..	1,759	1,854	2,186	9,752	8,609	9,036
Drills and jeans ..	583	729	760	3,134	3,847	4,686
Cambrics and lawns ..	27	10	29	202	62	270
Printers ..	53	4	9	231	43	24
Shirtings and long cloth ..	5,466	4,519	5,907	29,422	25,396	29,362
T. cloth, domestics, and sheetings ..	1,097	885	1,077	4,178	4,090	3,898
Tent cloth ..	58	37	92	352	249	401
Other sorts ..	1,025	1,414	188	4,691	6,184	1,128
Total ..	10,978	10,327	12,112	55,318	52,114	55,623
Coloured piece-goods Pounds ..	(000) 6,534	(000) 6,088	(000) 8,000	(000) 26,279	(000) 27,935	(000) 30,920
Grey and coloured goods, other than piece-goods ..	240	193	165	967	735	783
Hosiery ..	7	7	5	42	36	29
Miscellaneous ..	113	87	194	429	397	604
Cotton goods mixed with silk or wool ..	7	6	6	38	69	18
Grand Total ..	17,879	16,708	20,482	83,073	81,286	287,977

(a) Included under 'other sorts' prior to April 1924.

DETAILED STATEMENT OF THE QUANTITY (IN POUNDS) AND DESCRIPTION
OF WOVEN GOODS PRODUCED—contd.

AHMEDABAD

Description	Month of August			Five months ended August		
	1922	1923	1924	1922	1923	1924
Grey and bleached piece-goods—	(000)	(000)	(000)	(000)	(000)	(000)
Khadi (a) Pounds ..	..	..	382	..	..	1,117
Chudders ..	579	405	446	2,280	1,539	1,772
Dhotis ..	3,379	3,217	3,647	17,940	9,883	15,782
Drills and jeans ..	22	26	29	111	121	138
Cambrics and lawns ..	59	2	12	148	20	51
Printers ..	166	129	216	1,241	697	1,007
Shirtings and long cloth ..	2,011	1,265	1,746	8,902	5,037	9,592
T. cloth, domestics, and sheetings ..	194	159	175	795	596	881
Tent cloth ..	1	12	234	6	48	438
Other sorts ..	194	284	151	978	1,177	951
Total ..	6,605	5,499	7,038	32,401	19,118	31,729
Coloured piece-goods ..	408	532	948	2,128	2,647	5,119
Grey and coloured goods, other than piece-goods ..	..	..	1	3	2	3
Hosiery ..	11	8	7	24	31	32
Miscellaneous ..	..	5	21	3	16	75
Cotton goods mixed with silk or wool ..	2	1	..	3	1	2
Grand Total ..	7,026	6,045	8,015	34,562	21,815	36,960

(a) Included under 'other sorts' prior to April 1924.

WHOLESALE MARKET PRICES IN BOMBAY

Article.	Grade.	Rate per	Price.				Index numbers.					
			July 1914.	Sep. 1923.	August 1924.	Sep. 1924.	July 1914.	Sep. 1923.	Aug. 1924.	Sep. 1924.		
			Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.						
Cereals—												
Rice	Rangoon Small-mill	Md.	4 11 3	5 13 4	7 0 4	6 14 6	100	124	149	147		
Wheat	Delhi No. 1	Cwt.	5 9 6	6 10 0	7 8 0	7 12 3	100	118	134	139		
Do.	Khandwa Seoni	Candy	45 0 0	67 8 0	75 0 0	70 0 0	100	150	167	156		
Do.	Jubbulpore	"	40 0 0	44 0 0	57 0 0	51 8 0	100	110	143	129		
Jowari	Cawnpore	Maund	3 2 6	4 0 4	4 7 1	3 12 11	100	127	141	121		
Barley		"	3 4 6	3 2 10	4 3 9	5 4 8	100	97	129	161		
Bajri	Ghati	"	3 4 6	4 12 2	5 4 8	4 10 6	100	145	161	142		
Index No.—Cereals							100	124	146	142		
Pulses—												
Gram	Punjab yellow (2nd sort)	Maund	4 3 9	3 6 2	4 3 9	4 0 4	100	80	100	95		
Turdal	Cawnpore	"	5 10 5	5 1 3	5 4 8	5 4 8	100	90	94	94		
Index No.—Pulses							100	85	97	95		
Index No.—Food grains							100	116	135	132		
Sugar—												
Sugar	Mauritius No. 1	Cwt.	9 3 0	23 8 0	20 8 0	20 6 0	100	256	223	222		
Do.	Java, white	Maund	10 3 0	22 14 0	20 3 0	20 8 0	100	225	198	201		
Raw (Gul)	Sangli or Poona	"	7 14 3	11 9 0	13 9 8	13 5 4	100	147	172	169		
Index No.—Sugar							100	209	198	197		
Other Food—												
Turmeric	Rajapuri	Maund	5 9 3	36 0 10	24 14 4	23 2 1	100	646	446	415		
Ghee	Deshi	"	45 11 5	88 9 2	85 11 5	82 13 9	100	194	188	181		
Salt	Bombay (black)	"	1 7 6	3 4 0	2 4 0	2 4 0	100	221	153	153		
Index No.—Other food							100	354	262	250		
Index No.—All Food							100	182	173	168		
Oilseeds—												
Linseed	Bold	Cwt.	8 14 6	13 13 0	13 6 0	13 10 0	100	155	150	153		
Rapeseed	Cawnpore (brown)	"	8 0 0	9 12 0	12 2 0	12 14 0	100	122	152	161		
Poppy seed		"	10 14 0	13 10 0	14 0 0	14 4 0	100	125	129	131		
Gingelly	White	"	11 4 0	16 0 0	17 0 0	16 10 0	100	142	151	148		
Index No.—Oilseeds							100	136	146	148		

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LABOUR GAZETTE

OCT., 1924

Textile—Cotton—												
(a) Cotton, raw—												
Broach	Good	Candy	251 0 0	480 0 0	551 0 0	551 0 0	100	191	248	248		
Oomra	Fully good	"	222 0 0	"	"	"	100	"	"	"		
Dharwar	Saw-ginned	"	230 0 0	"	"	"	100	"	"	"		
Khandesh	Machine-ginned	"	205 0 0	"	546 0 0	546 0 0	100	266	266			
Bengal	Do	"	198 0 0	455 0 0	528 0 0	528 0 0	100	230	267			
Index No.—Cotton, raw							100	211	260	260		
(b) Cotton manufactures—												
Twist	40S	Lb.	0 12 9	1 11 0	1 14 0	1 13 6	100	212	235	231		
Grey shirtings	Fari 2,000	Piece	5 15 0	12 14 0	13 14 0	13 14 0	100	217	234	234		
White mulls	6,600	"	4 3 0	8 12 0	8 12 0	8 12 0	100	209	209	209		
Shirtings	Liepmann's 1,500	"	10 6 0	24 0 0	27 0 0	27 0 0	100	231	260	260		
Long Cloth	Local made 36" x 37½ yds.	Lb.	0 9 6	1 4 9	1 7 3	1 6 6	100	218	245	237		
Chudders	54" x 6 yds.	"	0 9 6	1 3 3	1 5 6	1 5 0	100	203	226	221		
Index No.—Cotton manufactures							100	215	235	232		
Index No.—Textile—Cotton							100	214	243	241		
Other Textiles—												
Silk	Manchow	Lb.	5 2 6	9 12 0	9 2 3	9 0 1	100	189	177	175		
Do.	Mathow Lari	"	2 15 1	6 0 0	6 11 6	5 8 2	100	203	228	187		
Index No.—Other Textiles							100	196	203	181		
Hides and Skins—												
Hides, Cow	Tanned	Lb.	1 2 6	1 15 1	1 13 7	1 8 8	100	168	160	133		
Do. Buffalo	Do.	"	1 1 3	1 1 7	1 2 6	1 4 6	100	102	107	119		
Skins, Goat	Do.	"	1 4 0	2 3 8	2 4 10	2 4 10	100	178	184	184		
Index No.—Hides and Skins							100	149	150	145		
Metals—												
Copper braziers		Cwt.	60 8 0	75 8 0	67 0 0	65 0 0	100	125	111	107		
Iron bars		"	4 0 0	8 0 0	7 0 0	7 0 0	100	200	175	175		
Steel hoops		"	7 12 0	13 12 0	12 6 0	12 6 0	100	177	160	160		
Galvanised sheets		"	9 0 0	16 8 0	15 10 0	15 10 0	100	183	174	174		
Tin plates		Box	8 12 0	17 8 0	20 0 0	20 0 0	100	200	229	229		
Index No.—Metals							100	177	170	169		
Other raw and manufactured articles—												
Coal	Bengal, 2nd Class Steam	Ton	14 12 0	24 10 0	22 10 0	22 10 0	100	167	153	153		
Do.	Imported	"	19 11 6	27 1 10	25 13 10	30 13 4	100	138	131	156		
Kerosene	Elephant Brand	2 Tins	4 6 0	6 15 6	7 10 6	7 10 6	100	159	175	175		
Do.	Chester Brand	Case	5 2 0	9 8 0	9 8 0	9 8 0	100	185	185	185		
Index No.—Other raw and manfd. articles							100	162	161	167		
Index No.—Food							100	182	173	168		
Index No.—Non-food							100	178	190	188		
General Index No.							100	179	184	181		

OCT., 1924

LABOUR GAZETTE

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WHOLESALE MARKET PRICES IN KARACHI

Article.	Grade.	Rate per	Prices.				Index Numbers.			
			July 1914.	Sept. 1923.	Aug. 1924.	Sept. 1924.	July 1914.	Sept. 1923.	Aug. 1924.	Sept. 1924.
			Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.				
<i>Cereals—</i>										
Rice	Larkana No. 3	Candy.	39 0 0	48 0 0	61 13 0(1)	59 0 0(2)	100	123	158	151
Wheat, white	5% barley, 3% dirt, 30% red.	"	31 8 0	33 12 0	42 12 0	45 8 0	100	107	136	144
" red	5% barley, 3% dirt, 92% red.	"	31 4 0	33 0 0	41 12 0	44 8 0	100	106	134	142
" white	2% barley, 1 1/2% dirt	"	32 8 0	34 12 0	44 0 0	46 14 0	100	107	135	144
" red	2% barley, 1 1/2% dirt	"	32 4 0	34 0 0	43 0 0	45 14 0	100	105	133	142
Jowari	Export quality	"	25 8 0	24 0 0	37 14 0	37 0 0	100	94	149	145
Barley	3% dirt	"	26 8 0	25 0 0	37 8 0	40 12 0	100	94	142	154
Index No.—Cereals	....	....	..	..	..	..	100	105	141	146
<i>Pulses—</i>										
Gram	1% dirt	Candy	29 8 0	26 8 0	32 8 0	33 0 0(3)	100	90	110	112
<i>Sugar—</i>										
Sugar	Java white	Cwt.	9 2 0	21 12 0	19 5 0	19 3 0	100	238	212	210
"	" brown	"	8 1 6	..	..	..	100	..	..	..
Index No.—Sugar	....	....	..	..	..	..	100	238	212	210
<i>Other food—</i>										
Salt	....	Bengal Maund.	2 2 0	2 14 6	1 10 0	1 10 0	100	137	76	76
<i>Oilseeds—</i>										
Cotton seed	..	Maund.	2 11 3	3 12 0	..	4 1 0	100	139	..	150
Rapeseed	3% admixture	Candy.	51 0 0	60 8 0	77 8 0	78 0 0	100	119	152	153
Gingelly	Black 9% admixture	"	62 0 0	84 0 0	..	..	100	135	..	..
Index No.—Oilseeds	....	....	..	..	..	..	100	131	152	152
<i>Textiles—</i>										
Jute bags	B. Twills	100 bags.	38 4 0	48 0 0	61 0 0	61 0 0	100	125	159	159

<i>Textiles—Cotton—</i>										
(a) Cotton, raw	Sind	Maund.	20 4 0	49 10 0	45 8 0	40 0 0	100	245	225	198
(b) Cotton manufactures—										
Drills	Pepperill	Piece.	10 3 6	26 4 0	27 0 0	27 0 0	100	257	264	264
Shirtings	Liepmann's	"	10 2 0	26 0 0	28 0 0	28 0 0	100	257	277	277
Yarns	40s Grey (Plough)	Lb.	0 12 2	..	..	..	100	..	..	..
Index No.—Cotton manufactures	....	....	..	..	..	..	100	257	271	271
Index No.—Textiles—Cotton	....	....	..	..	..	..	100	253	255	246
<i>Other Textiles—Wool</i>	Kandahar	Maund.	28 0 0	37 0 0	40 0 0	44 0 0	100	132	143	157
<i>Hides—</i>										
Hides, dry	Sind	Maund.	21 4 0	13 0 0	15 0 0	17 0 0	100	61	71	80
" "	Punjab	"	21 4 0	13 0 0	15 0 0	17 0 0	100	61	71	80
Index No.—Hides	....	....	..	..	..	..	100	61	71	80
<i>Metals—</i>										
Copper Braziers	....	Cwt.	60 8 0	77 8 0	70 0 0	70 0 0	100	128	116	116
Steel Bars	....	"	3 14 0	7 4 0	6 8 0	6 12 0	100	187	168	174
" Plates	....	"	4 6 0	8 4 0	8 0 0	8 0 0	100	189	183	183
Index No.—Metals	....	....	..	..	..	..	100	168	156	158
<i>Other raw and manufactured articles—</i>										
Coal	1st class Bengal	Ton.	16 0 0	35 0 0	25 0 0	25 0 0	100	219	156	156
Kerosene	Chester Brand	Case.	5 2 0	9 6 0	9 6 0	9 6 0	100	183	183	183
"	Elephant	2 Tins.	4 7 0	6 13 6	7 8 6	7 8 6	100	154	170	170
Index No.—Other raw and manufactured articles	....	....	..	..	..	..	100	185	170	170
Index No.—Food	....	....	..	..	..	..	100	120	139	142
Index No.—Non-food	....	....	..	..	..	..	100	162	167	167
General Index No.	....	....	..	..	..	..	100	146	155	157

(1) Sukkur, white. (2) Larkana, white. (3) 3% Mutual New crop.

COST OF LIVING INDEX NUMBERS FOR INDIA AND FOREIGN COUNTRIES

Name of country.	India (Bombay).	United Kingdom.	Canada.	Australia.	New Zealand.	Italy (Rome) (c).	Belgium.	Norway.	Switzerland.	South Africa.	France (Paris).	U. S. of America.
Items included in the index.	Food, fuel, light, clothing and rent.	Food, rent, fuel, light, clothing, etc.	Food, fuel, light, rent, household utensils and furnishing.	Food and rent.	Food, fuel, light and rent.	Food, clothing, heat, light, rent and miscellaneous.	Food, clothing, light, fuel and household utensils.	Food, clothing, fuel, light, rent, tax, etc.	Food, heating and lighting.	Food, fuel, light and rent.	(g)	Food, clothing, heating and lighting, rent and miscellaneous items.
1914 July	100	100	100	(a) 100	100	(b) 100	(d) 100	100	(f) 100	100	100	(h) 100
1915 "	104	125	97	119	107	99	..	(e) 117	119	103	..	105
1916 "	108	148	102	115	113	116	..	146	140	106	..	118
1917 "	118	180	130	116	119	146	..	190	180	114	..	142
1918 "	149	203	146	118	128	197	..	253	229	118	..	174
1919 "	186	208	155	132	133	205	..	275	261	126	238	177
1920 "	190	252	190	..	149	313	453	..	253	155	..	217
1921 "	177	219	152	..	157	387	379	..	209	133	..	..
1922 November	160	180	147	..	143	439	384	..	160	122	..	..
December	161	180	148	142	143	438	384	238	161	121	300	170
1923 January	156	178	150	..	142	412	383	..	160	120	..	..
February	155	177	150	..	143	413	397	..	158	120	..	..
March	154	176	152	136	143	441	408	240	161	119	324	169
April	155	174	149	..	143	441	409	..	160	120	..	..
May	153	170	147	..	144	449	413	..	163	120	..	..
June	151	169	146	151	145	452	419	239	166	120	324	170
July	153	169	146	..	145	(i) 487	429	..	166	119	..	..
August	154	171	149	..	146	483	439	..	164	118	..	..
September	154	173	148	156	148	487	453	232	164	118	331	172
October	152	175	149	..	148	502	458	..	167	121	..	..
November	153	175	150	..	148	502	463	..	167	122	..	..
December	157	177	150	152	148	499	470	234	168	133	345	173
1924 January	158	177	150	..	150	510	480	..	170	133	..	..
February	156	179	150	..	151	517	495	..	168	134	..	..
March	153	178	148	150	152	521	510	249	168	134	365	170
April	150	173	145	..	..	522	498	..	166	134	..	..
May	150	171	143	..	..	518	485	..	166	134	..	..
June	153	169	143	..	..	518	492	251	168	133	366	..
July	156	170	144	..	..	..	493	..	169	132	..	..
August	160	171	145	..	..	..	498	..	..	..	..	..
September	160	173	..	..	..	..	..	..	..	..	..	..
October	160	..	..	..	..	..	..	..	..	..	..	..

(a) From 1914 to 1919 figures relate to second quarter. (b) First half of 1914. (c) Unofficial. (d) April 1914. (e) From 1915 to 1919 June figures are given. (f) June 1914 = 100. (g) Expenditure of a family of four persons. (h) Average 1913 is the base. (i) The figures for Italy from July 1923 are for Milan.

WHOLESALE PRICES INDEX NUMBERS IN BOMBAY BY GROUPS

Prices in July 1914 = 100

Months.	Cereals.	Pulses.	Sugar.	Other food.	Index No., food.	Oil-seeds.	Raw cotton.	Cotton manufactures.	Other textiles.	Hides and skins.	Metals.	Other raw and manufactured articles.	Index No., non-food.	General Index No.
1921 September ..	212	169	230	174	202	150	217	269	185	180	240	205	215	210
1922 September ..	163	127	212	241	185	135	191	229	191	142	182	187	183	184
October ..	145	119	210	249	178	138	165	226	192	112	183	180	176	177
November ..	137	111	213	260	176	133	173	224	192	146	185	182	180	179
December ..	129	105	216	266	170	135	185	220	192	122	186	181	178	175
1923 January ..	125	102	202	305	173	130	200	227	191	165	194	178	186	181
February ..	125	95	210	268	167	132	210	225	191	132	195	174	182	177
March ..	127	93	242	296	179	139	213	227	195	134	187	176	183	182
April ..	128	92	242	269	174	134	204	217	195	167	185	176	184	180
May ..	124	88	248	284	176	131	205	217	195	161	185	172	182	180
June ..	127	91	234	302	179	134	211	212	195	144	186	166	180	180
July ..	127	90	215	317	178	132	217	211	196	139	182	169	178	178
August ..	120	85	202	343	176	131	210	209	195	138	178	168	176	176
September ..	124	85	209	354	182	136	211	215	196	149	177	162	178	179
October ..	122	85	214	368	185	133	211	217	192	153	178	169	179	181
November ..	125	90	228	365	189	138	303	235	187	161	174	158	185	186
December ..	125	91	243	375	194	141	286	229	187	146	167	162	185	188
1924 January ..	127	92	244	340	188	138	273	236	182	157	166	160	189	188
February ..	125	88	236	348	187	136	248	234	173	158	174	160	188	188
March ..	123	84	220	263	165	129	244	238	235	140	171	164	190	181
April ..	122	84	217	279	167	127	258	237	229	146	169	170	192	184
May ..	125	88	212	293	171	131	258	236	191	149	168	166	187	181
June ..	131	92	213	293	175	137	259	236	201	149	170	158	190	185
July ..	143	98	211	260	174	150	265	232	187	150	166	166	189	184
August ..	146	97	198	262	173	146	260	235	203	150	170	161	190	184
September ..	142	95	197	250	168	148	260	232	181	145	169	167	188	181

INDEX NUMBERS OF WHOLESALE PRICES IN INDIA AND FOREIGN COUNTRIES

Country.	India (Bombay) (b).	Japan.	China (Shanghai).	Java (Batavia).	Australia.	Egypt (Cairo).	United Kingdom.	France.	Netherlands (b).	Norway.	Sweden.	Canada.	United States of America.
No. of articles.	43	56	151	51	92	24	150	45	48	93	47	272	325
1913 Average	*	100	100 (a)	100	100	100	100	100	100	(a) 100	100	100	100
1914	100	95	102	102	106	102	102	102	105	(c) 100	116	100	98
1915	100	97	104	104	147	140	140	140	145	(c) 159	145	100	101
1916	100	117	124	124	138	155	155	155	188	(c) 233	185	100	109
1917	100	148	169	169	153	222	222	222	222	(c) 341	244	100	134
1918	100	196	207	207	178	339	339	339	286	(c) 345	339	100	177
1919	100	239	226	226	189	356	356	356	392	(c) 322	330	100	184
1920	100	260	299	299	228	510	510	510	297	(c) 377	347	100	206
1921	100	210	170	170	155	170	168	326	165	(c) 269	172	100	226
1922	100	193	138	138	165	138	154	329	153	225	158	100	153
1923	100	184	140	140	167	140	155	337	155	221	155	100	154
1924	100	188	143	143	170	144	157	353	158	221	154	100	156
1913	181	184	153	153	171	147	156	362	155	220	155	100	156
1914	177	192	158	158	169	141	157	387	157	220	156	100	156
1915	182	196	159	159	171	137	158	422	155	224	158	100	157
1916	180	199	158	158	174	136	160	424	156	229	162	100	159
1917	180	199	158	158	187	133	161	415	156	231	159	100	159
1918	180	198	155	155	178	134	160	401	149	233	158	100	156
1919	178	192	155	155	189	128	157	409	149	230	160	100	153
1920	176	190	153	153	194	123	155	407	145	235	157	100	151
1921	179	210	157	157	184	120	158	413	142	231	160	100	150
1922	181	212	156	156	180	123	158	424	145	234	155	100	154
1923	186	210	157	157	179	129	158	420	148	237	153	100	152
1924	188	211	158	158	182	137	164	446	153	242	151	100	152
1913	188	211	157	157	182	137	164	458	154	244	150	100	151
1914	188	208	160	160	182	133	165	494	156	250	152	100	151
1915	181	206	158	158	180	135	167	544	158	260	153	100	152
1916	184	207	154	154	175	136	165	499	155	266	154	100	150
1917	181	205	154	154	174	134	165	450	154	267	156	100	148
1918	185	199	152	152	173	131	164	458	153	263	151	100	147
1919	184	195	152	152	173	131	163	465	151	264	149	100	145
1920	184	195	149	149	173	132	163	491	151	271	148	100	147
1921	181	195	149	149	173	132	163	491	151	271	152	100	147
1922	181	195	149	149	173	132	163	491	151	271	152	100	147
1923	181	195	149	149	173	132	163	491	151	271	152	100	147
1924	181	195	149	149	173	132	163	491	151	271	152	100	147

* July 1914 = 100. (a) Average Dec. 1913 to June 1914 = 100. (b) Revised figures. (c) The figures from 1915-19 are for December. (d) February 1913 = 100. (1) Board of Trade. (2) Bureau of Labour.

RETAIL PRICES INDEX NUMBERS IN BOMBAY BY GROUPS

Prices in July 1914 = 100.

Months	Cereals	Pulses	Cereals and pulses	Other articles of food	All food	Fuel and lighting	Clothing	House-rent	Cost of living
1921									
September	175	210	178	191	183	176	268	165	185
October	172	205	175	190	180	174	278	165	183
1922									
April	142	187	146	175	157	167	252	165	162
May	145	177	148	175	158	167	253	165	163
June	140	174	143	182	158	167	260	165	163
July	141	174	145	186	160	167	260	165	165
August	140	172	143	187	159	167	256	165	164
September	138	172	142	194	161	167	245	165	165
October	136	164	138	191	158	167	234	165	162
November	134	160	137	187	155	167	229	165	160
December	131	160	133	196	157	167	222	165	161
1923									
January	124	158	127	190	151	166	225	165	156
February	125	153	128	187	150	166	223	165	155
March	127	150	129	182	149	164	223	165	154
April	130	147	132	182	150	164	216	165	155
May	126	136	127	184	148	164	208	165	153
June	124	116	124	184	146	164	205	165	151
July	125	116	124	189	148	165	205	165	153
August	123	116	122	194	149	165	205	165	154
September	124	116	123	194	149	161	206	165	154
October	123	116	122	188	147	161	211	165	152
November	124	116	124	187	147	161	225	165	153
December	132	116	130	189	152	161	219	165	157
1924									
January	133	120	131	192	154	161	224	165	158
February	128	119	128	190	151	161	229	165	156
March	127	115	126	184	147	163	229	165	153
April	122	112	121	180	143	163	230	165	150
May	121	113	120	181	143	166	227	165	150
June	124	112	123	186	147	166	227	165	153
July	128	115	127	191	151	166	229	165	156
August	135	125	134	192	156	166	231	165	160
September	136	124	135	191	156	166	229	165	160
October	135	124	134	193	156	167	224	165	160

RETAIL PRICES OF ARTICLES OF FOOD IN AUGUST AND SEPTEMBER 1924

NOTE.—The figures in italics are index numbers of prices taking July 1914 prices as 100 in each case.

Articles.	Price per	Bombay.	Karachi.	Ahmedabad.	Sholapur.	Poona.	Bombay.	Karachi.	Ahmedabad.	Sholapur.	Poona.
		Aug. 1924.	Aug. 1924.	Aug. 1924.	Aug. 1924.	Aug. 1924.	Sept. 1924.	Sept. 1924.	Sept. 1924.	Sept. 1924.	Sept. 1924.
<i>Cereals—</i>											
Rice	Maund ..	7 9 11 <i>136</i>	7 12 11 <i>117</i>	8 14 3 <i>144</i>	7 4 11 <i>138</i>	8 14 3 <i>154</i>	7 9 11 <i>136</i>	8 0 0 <i>120</i>	8 14 3 <i>144</i>	7 10 2 <i>144</i>	8 14 3 <i>154</i>
Wheat	" ..	7 0 3 <i>125</i>	5 13 6 <i>139</i>	6 6 5 <i>136</i>	6 11 4 <i>130</i>	6 7 5 <i>120</i>	7 0 3 <i>125</i>	5 15 8 <i>142</i>	6 10 8 <i>142</i>	6 5 7 <i>123</i>	6 7 5 <i>120</i>
Jowari	" ..	6 7 8 <i>149</i>	4 7 1 <i>122</i>	5 0 0 <i>131</i>	5 13 1 <i>203</i>	5 14 1 <i>171</i>	6 10 5 <i>153</i>	4 8 7 <i>125</i>	5 0 0 <i>131</i>	5 8 9 <i>193</i>	5 11 11 <i>167</i>
Bajri	" ..	6 1 4 <i>141</i>	5 0 0 <i>119</i>	5 11 5 <i>121</i>	5 7 6 <i>156</i>	5 15 0 <i>145</i>	6 5 4 <i>147</i>	5 1 11 <i>122</i>	5 11 5 <i>121</i>	6 5 7 <i>181</i>	5 12 11 <i>141</i>
<i>Index No.—Cereals</i>		<i>138</i>	<i>124</i>	<i>133</i>	<i>157</i>	<i>148</i>	<i>140</i>	<i>127</i>	<i>135</i>	<i>160</i>	<i>146</i>
<i>Pulses—</i>											
Gram	Maund ..	5 8 0 <i>128</i>	4 9 2 <i>120</i>	6 10 8 <i>167</i>	4 12 1 <i>111</i>	5 2 9 <i>106</i>	5 8 0 <i>128</i>	4 8 1 <i>118</i>	6 10 8 <i>167</i>	4 10 2 <i>108</i>	4 14 9 <i>101</i>
Turdal	" ..	6 13 10 <i>117</i>	6 3 5 <i>93</i>	8 0 0 <i>130</i>	7 3 1 <i>123</i>	8 8 2 <i>129</i>	6 12 6 <i>116</i>	6 10 1 <i>99</i>	7 5 8 <i>119</i>	6 14 10 <i>119</i>	8 8 2 <i>129</i>
<i>Index No.—Pulses</i>		<i>123</i>	<i>107</i>	<i>149</i>	<i>117</i>	<i>118</i>	<i>122</i>	<i>109</i>	<i>143</i>	<i>114</i>	<i>115</i>

<i>Other articles of food—</i>											
Sugar (refined)	Maund ..	17 13 9 <i>234</i>	16 0 0 <i>220</i>	17 12 5 <i>198</i>	20 0 0 <i>200</i>	17 12 5 <i>190</i>	17 4 2 <i>227</i>	14 14 2 <i>205</i>	16 0 0 <i>178</i>	16 13 6 <i>168</i>	16 1 3 <i>172</i>
Jagri (gul)	" ..	16 1 2 <i>188</i>	10 10 8 <i>153</i>	13 5 4 <i>150</i>	13 14 7 <i>179</i>	12 15 3 <i>185</i>	16 10 8 <i>195</i>	11 3 8 <i>161</i>	13 5 4 <i>190</i>	13 5 4 <i>172</i>	12 15 3 <i>185</i>
Tea	Lb. ..	0 15 6 <i>199</i>	0 14 2 <i>205</i>	0 15 7 <i>200</i>	1 1 9 <i>171</i>	1 0 4 <i>200</i>	0 15 7 <i>200</i>	0 15 7 <i>225</i>	0 15 7 <i>200</i>	1 1 9 <i>171</i>	1 0 4 <i>200</i>
Salt	Maund ..	3 7 7 <i>163</i>	1 14 6 <i>145</i>	2 4 7 <i>151</i>	3 6 7 <i>153</i>	2 15 11 <i>159</i>	3 7 7 <i>163</i>	1 15 0 <i>148</i>	2 4 7 <i>151</i>	3 6 7 <i>153</i>	2 15 11 <i>159</i>
Beef	Seer ..	0 8 0 <i>155</i>	0 10 0 <i>200</i>	0 8 0 <i>133</i>	0 6 0 <i>240</i>	0 6 0 <i>141</i>	0 8 2 <i>158</i>	0 10 0 <i>200</i>	0 10 0 <i>167</i>	0 6 0 <i>240</i>	0 6 0 <i>141</i>
Mutton	" ..	0 13 4 <i>200</i>	0 12 0 <i>200</i>	0 12 0 <i>200</i>	0 10 0 <i>167</i>	0 10 0 <i>167</i>	0 13 4 <i>200</i>	0 12 0 <i>200</i>	0 12 0 <i>200</i>	0 10 0 <i>167</i>	0 9 0 <i>150</i>
Milk	Maund ..	17 9 4 <i>191</i>	8 15 2 <i>201</i>	13 5 4 <i>267</i>	13 5 4 <i>183</i>	16 0 0 <i>160</i>	17 9 4 <i>191</i>	10 0 0 <i>225</i>	10 0 0 <i>200</i>	13 5 4 <i>183</i>	14 14 2 <i>149</i>
Ghee	" ..	100 0 0 <i>197</i>	80 0 0 <i>187</i>	82 0 10 <i>185</i>	106 10 8 <i>190</i>	114 4 7 <i>221</i>	100 0 0 <i>197</i>	80 0 0 <i>187</i>	80 0 0 <i>180</i>	106 10 8 <i>190</i>	84 3 4 <i>163</i>
Potatoes	" ..	8 14 10 <i>199</i>	12 1 2 <i>223</i>	9 6 7 <i>247</i>	10 0 0 <i>250</i>	7 10 6 <i>227</i>	8 5 4 <i>186</i>	9 8 10 <i>176</i>	10 0 0 <i>263</i>	8 10 5 <i>216</i>	7 10 6 <i>227</i>
Onions	" ..	4 2 8 <i>268</i>	3 11 2 <i>203</i>	3 1 3 <i>154</i>	3 5 4 <i>133</i>	2 10 1 <i>131</i>	4 2 8 <i>268</i>	3 7 4 <i>190</i>	3 1 3 <i>154</i>	3 5 4 <i>133</i>	2 10 1 <i>131</i>
Coconut oil	" ..	29 12 2 <i>117</i>	30 12 4 <i>125</i>	35 8 11 <i>178</i>	30 7 7 <i>114</i>	33 10 11 <i>120</i>	29 2 8 <i>115</i>	32 0 0 <i>130</i>	35 8 11 <i>178</i>	30 7 7 <i>114</i>	33 10 11 <i>120</i>
<i>Index No.—Other articles of food</i>		<i>192</i>	<i>187</i>	<i>188</i>	<i>180</i>	<i>173</i>	<i>191</i>	<i>186</i>	<i>184</i>	<i>173</i>	<i>163</i>
<i>Index No.—All food articles (unweighted)</i>		<i>171</i>	<i>163</i>	<i>170</i>	<i>167</i>	<i>160</i>	<i>171</i>	<i>163</i>	<i>167</i>	<i>163</i>	<i>153</i>

RETAIL FOOD INDEX NUMBERS FOR INDIA AND FOREIGN COUNTRIES

Name of country.	India.	United Kingdom.	Canada.	South Africa.	Australia.	New Zealand.	United States of America.	France. (b)	Italy. (c)	Belgium.	Finland.	Holland. (g)	Norway.	Sweden. (b)	Denmark.	Switzerland.
No. of articles.	17	20	29	18	46	59	43	13	9	22	37	27	..	51	..	..
No. of stations.	Bombay.	630	60	9	30	25	51	Paris.	Rome.	1,028 budgets.	20	Amsterdam.	30	44	100	2
1914 July	100	100	100	(a) 100	100	100	100	100	(d) 100	(e) 100	100	100	100	100	100	100
1915 "	105	132	105	107	131	112	98	120	95	..	..	114	100	124	128	119
1916 "	105	161	114	116	130	119	109	129	111	..	..	117	160	142	146	141
1917 "	114	204	157	128	126	127	143	183	137	..	..	146	214	181	166	179
1918 "	142	210	175	134	131	139	164	206	203	..	..	176	279	268	187	222
1919 "	187	209	186	139	147	144	186	261	206	..	..	204	289	310	212	250
1920 "	188	258	227	197	194	167	215	373	318	459	982	210	319	297	253	239
1921 "	174	220	148	139	161	164	145	306	402	410	1,278	180	295	232	236	207
1922 November	155	176	139	120	145	139	142	297	477	432	1,108	141	216	170	155	155
December	157	178	140	118	146	138	144	305	476	429	1,092	142	215	168	180	155
1923 January	151	175	142	117	145	139	141	309	480	426	1,080	145	214	166	180	155
February	150	173	142	117	144	140	139	316	478	439	1,090	145	214	166	180	154
March	149	171	145	117	145	141	139	321	480	439	1,066	145	214	166	180	156
April	150	168	142	117	152	142	140	323	481	417	1,012	143	212	164	180	156
May	148	162	140	118	156	143	140	325	491	414	..	139	214	161	180	159
June	146	160	138	118	162	143	142	331	..	426	1,004	141	213	161	188	164
July	148	162	137	116	164	142	144	321	(h) 496	459	968	140	218	160	188	164
August	149	165	142	115	165	143	146	328	490	478	1,052	137	220	161	188	164
September	149	168	141	115	161	145	146	339	496	506	1,067	143	218	165	188	162
October	147	172	143	117	157	147	147	349	502	..	..	142	217	165	188	163
November	147	173	144	117	157	147	148	355	503	..	..	142	221	164	188	166
December	152	176	145	120	156	147	147	365	499	..	1,083	..	226	164	194	166
1924 January	154	175	145	118	155	149	146	376	515	..	..	144	230	163	194	166
February	151	177	146	120	153	149	144	384	516	..	..	144	234	162	194	167
March	147	176	143	122	152	149	141	392	523	..	..	1,042	241	162	194	167
April	143	167	137	122	150	149	138	380	524	..	..	1,037	240	159	194	165
May	143	163	133	123	151	150	138	378	519	..	..	1,000	241	159	194	165
June	147	160	133	122	149	150	139	370	518	..	..	1,000	240	158	194	165
July	151	162	134	117	..	149	140	360	..	..	..	1,004	248	159	200	168
August	156	164	137	..	..	..	..	366	..	..	..	1,016	257	163	..	168
September	156	166	..	..	..	145	..	..	..	..	..	..	..	..	..	..
October	156	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..

(a) Average for the year 1914. (b) Includes fuel and lighting. (c) Unofficial. (d) January to June 1914. (e) 15th April 1914. (f) Figures from 1914 to 1916 are annual averages. (g) The figures for Italy from July 1924 are for Milan.

Year	Month	Fixed interest Securities.	Cotton Mill shares.*	Cotton ginning and pressing companies.*	Electric undertakings.*	All Industrial Securities.	General average (100 Securities).
1914	July	100	100	100	100	100	100
1915	"	96	97	94	90	101	100
1916	"	87	114	102	122	130	127
1917	"	73	138	118	128	158	151
1918	"	74	212	131	139	194	184
1919	"	77	216	126	237	216	206
1920	"	65	438	168	246	313	296
1921	"	65	450	158	212	311	295
1922	"	63	406	163	175	267	253
1923	Jan.	65	292	163	149	216	206
	Feb.	65	288	166	152	214	204
	Mar.	67	255	142	140	193	185
	Apr.	68	241	142	133	186	178
	May	71	235	142	133	183	176
	June	71	222	145	126	176	168
1923	July	72	229	147	136	176	169
	Aug.	73	216	153	138	168	161
	Sep.	73	225	133	133	166	159
	Oct.	72	213	133	131	163	157
	Nov.	71	216	122	135	163	156
	Dec.	71	215	122	131	160	154
1924	Jan.	71	196	122	126	151	146
	Feb.	73	192	122	127	148	143
	Mar.	74	189	122	128	146	141
	Apr.	74	188	119	130	145	140
	May	74	179	120	137	143	138
	June	74	180	121	137	143	138
	July	74	176	121	133	140	135
	Aug.	74	192	124	130	148	143
	Sep.	72	203	124	131	153	147

* Also included in "Industrial Securities".

Securities Index Numbers