

WORKING CLASS COST OF LIVING 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
<b>1925</b>									
February	134	123	133	185	152	166	210	172	157
March	139	128	138	183	155	165	207	172	159
April	137	128	136	181	153	165	207	172	158
May	133	122	132	182	151	165	207	172	156
June	130	119	129	184	149	165	198	172	154
July	136	119	134	183	152	165	192	172	157
August	126	119	125	184	147	165	191	172	152
September	125	118	124	182	146	165	188	172	151
October	128	121	128	182	148	165	192	172	153
November	129	132	129	182	149	165	185	172	153
December	132	137	133	183	151	165	176	172	155
<b>1926</b>									
January	132	140	133	183	151	165	173	172	155
February	132	136	132	181	150	165	172	172	154
March	132	136	133	182	151	165	174	172	155
April	132	133	132	180	150	165	175	172	153
May	133	138	133	177	150	164	170	172	153
June	133	139	134	182	152	164	162	172	155
July	134	145	135	187	155	164	160	172	157
August	135	141	136	181	153	164	160	172	155
September	135	145	136	179	152	164	160	172	155
October	135	150	136	180	153	164	159	172	155
November	133	152	135	180	152	164	156	172	154
December	134	155	136	184	154	166	148	172	156
<b>1927</b>									
January	134	149	135	188	155	166	143	172	156
February	134	154	136	180	152	166	148	172	155
March	134	159	137	179	152	166	152	172	155
April	133	153	135	178	151	166	143	172	153
May	133	154	134	176	150	166	147	172	152
June	134	156	136	177	151	166	147	172	154
July	136	153	138	181	154	166	149	172	156
August	136	157	138	184	155	166	152	172	157
September	132	151	134	180	151	166	163	172	154
October	127	151	129	180	148	156	169	172	151
November	125	151	127	180	147	156	157	172	150
December	129	155	131	178	149	156	154	172	151
<b>1928</b>									
January	132	160	135	180	151	156	152	172	154
February	127	152	129	174	146	144	153	172	148

LABOUR  GAZETTE

The "Labour Gazette" is a Journal for the use of all interested in obtaining statistics and accounts information on matters usually affecting labour.

Vol VII]

BOMBAY, MARCH, 1928

[No. 7

## The Month in Brief

## STANDARD OF LIVING OF MIDDLE CLASS FAMILIES

A Report on an enquiry conducted by the Labour Office into the family budgets of middle class persons in Bombay City has been published. Copies of the Report can be obtained from the Labour Office, Secretariat, Bombay. The price is Re. 1 a. 1 per copy.

## EMPLOYMENT IN THE TEXTILE AND ENGINEERING INDUSTRIES

In the textile industry as a whole the supply of labour was equal to the demand during the month of February 1928. The average absenteeism was 9.28 per cent. for Bombay City, 3.86 per cent. for Ahmedabad, 1.85 per cent. for Viramgaum, 14.66 per cent. for Sholapur and 8.95 per cent. for Broach.

In the engineering industry in Bombay City the supply of both skilled and unskilled labour was adequate. Absenteeism was 13.86 per cent. in the engineering workshops, 5 per cent. in the Marine Lines Reclamation of the Development Directorate, 12.87 per cent. in the Bombay Port Trust Docks and 7.80 per cent. in the Chief Engineer's Department of the Bombay Port Trust.

In the engineering workshops of the Karachi Port Trust the percentage absenteeism was 7.90.

## WORKING CLASS COST OF LIVING INDEX NUMBER

In March 1928, the Bombay Working Class Cost of Living Index Number was 145 as against 148 in the preceding month. The Index Number for food articles only was 142.

## INDEX NUMBER OF WHOLESALE PRICES

The Index Number of Wholesale Prices in Bombay was 142 for the month of February 1928.

## INDUSTRIAL DISPUTES

There were ten industrial disputes in the month of February 1928. The number of workpeople involved was 21,022 and the number of working days lost 249,083.

## BALANCE OF TRADE

During February 1928, the visible balance of trade, including securities, in favour of India amounted to Rs. 532 lakhs.

# The Cost of Living Index for March 1928

## A FALL OF THREE POINTS

Increase over July 1914

All articles .. 45 per cent.  
Food only .. 42 per cent.

In March 1928,\* 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 City was 3 points lower than in the previous month. Taking 100 to represent the level in July 1914, the general index number was 148 in February and 145 in March 1928. The general index is thus 48 points below the high-water mark (193) reached in October 1920 and 9 points less than the twelve-monthly average for the year 1927.

As compared with February 1928, the index number for all food articles declined by 4 points. Cereals recorded a decrease of 4 points owing to a decline of 4 points in rice and of 8 points in bajri. The fall of 6 points in Pulses was due to a decrease in the price of both gram and turdal. The combined average for "all foodgrains" stood at 126 as against 129 in the previous month. Among other food articles, sugar (refined) and beef declined by 8 points each and raw sugar (gul), salt and potatoes fell by 7, 4, and 13 points respectively. Ghee was the only item which showed a slight rise in price. The price of the remaining articles was practically stationary during the month under review. The index number for the "other food" group declined by 3 points to 171.

The "fuel and lighting" index number remained stationary at 144. The index number for "Clothing" declined by 2 points to 151 owing to a decrease in the prices of all the articles included in that group.

All items: Percentage increase over July 1914

	1921	1922	1923	1924	1925	1926	1927	1928
January ..	69	73	56	59	57	55	56	54
February ..	62	65	55	56	57	54	55	48
March ..	60	65	54	54	59	55	55	45
April ..	60	62	56	50	58	55	55	
May ..	67	63	53	50	56	53	53	
June ..	73	63	52	53	54	55	54	
July ..	77	65	53	57	57	57	56	
August ..	80	64	54	61	52	55	57	
September ..	85	65	54	61	51	55	54	
October ..	83	62	52	61	53	55	51	
November ..	82	60	53	61	53	54	50	
December ..	79	61	57	60	55	56	51	
Yearly average ..	73	64	54	57	55	55	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 prices on which the index is based are those collected between February 16 and March 15.

# WORKING CLASS COST OF LIVING INDEX—MARCH

Articles	Unit of quantity	Annual consumption (thous. units in crores)	Price per Unit of Quantity			Price a Month Later		
			July 1914	February 1928	March 1928	July 1914	February 1928	March 1928
Cereals—	Maund	70	Rs. 5.594	7.214	6.909	Rs. 391.58	504.56	Rs. 427.63
Rice	..	21	5.594	6.781	6.781	117.47	142.40	142.40
Wheat	..	11	4.354	5.443	5.443	47.89	59.87	59.87
Bajri	..	6	4.313	5.268	4.885	25.88	31.25	29.31
Total—Cereals	..	..	..	..	..	582.82	738.50	719.41
Index Numbers—Cereals	..	..	..	..	..	100	127	123
Pulses—	Maund	10	4.902	6.563	6.292	43.02	65.63	62.97
Gram	..	3	5.644	8.734	8.491	17.53	26.20	25.49
Turdal	..	..	..	..	..	..	..	..
Total—Pulses	..	..	..	..	..	60.55	91.83	88.46
Index Numbers—Pulses	..	..	..	..	..	100	152	146
Other food articles—	Maund	2	7.620	12.500	11.906	15.24	25.00	23.81
Sugar (refined)	..	7	8.537	13.094	12.500	59.90	91.66	87.50
Raw Sugar (gul)	..	40,000	79.490	79.490	79.490	1.90	1.99	1.99
Tea	..	5	2.130	3.412	3.313	10.65	17.06	16.57
Salt	..	28	0.323	0.537	0.510	9.64	15.04	14.28
Beef	..	33	0.417	0.833	0.853	13.76	27.45	27.49
Mutton	..	14	9.188	17.583	17.583	128.77	246.16	246.16
Milk	..	13	50.742	94.047	94.641	76.19	141.07	141.96
Ghee	..	11	4.473	6.547	5.953	49.27	72.02	65.48
Potatoes	..	3	1.522	3.573	3.573	4.86	10.72	10.72
Onions	..	..	..	..	..	..	..	..
Coconut Oil	..	3	23.986	27.974	27.974	12.70	13.99	13.99
Total—Other food articles	..	..	..	..	..	381.18	662.20	649.95
Index Numbers—Other food articles	..	..	..	..	..	100	174	171
Total—All food articles	..	..	..	..	..	1,024.55	1,492.53	1,457.82
Index Numbers—All food articles	..	..	..	..	..	100	146	142
Fuel and lighting—	Case	5	4.375	5.000	5.000	21.85	25.00	25.00
Kerosene oil	..	..	..	..	..	..	..	..
Firewood	Maund	48	0.792	1.281	1.281	38.02	61.49	61.49
Coal	..	1	0.542	0.771	0.771	0.54	0.77	0.77
Total—Fuel and lighting	..	..	..	..	..	60.44	87.26	87.26
Index Numbers—Fuel and lighting	..	..	..	..	..	100	144	144
Clothing—	Lt.	27	0.594	0.906	0.891	16.04	24.46	24.06
Chudders	..	..	..	..	..	..	..	..
Shirtings	..	..	..	..	..	..	..	..
T. Cloths	..	..	..	..	..	..	..	..
Total—Clothing	..	..	..	..	..	53.06	81.36	80.11
Index Numbers—Clothing	..	..	..	..	..	100	153	151
House-rent	Per month.	10	11.302	19.440	19.440	113.02	194.40	194.40
Index Numbers—House-rent	..	..	..	..	..	100	172	172
Grand Total	..	..	..	..	..	1,251.07	1,855.55	1,819.59
Cost of Living Index Numbers	..	..	..	..	..	100	148	145

The following table shows the price levels of articles of food in February and March 1928 as compared with the price level for July 1914, which is taken as 100. The levels are calculated from the prices of articles per standard (or railway) maund or seer :—

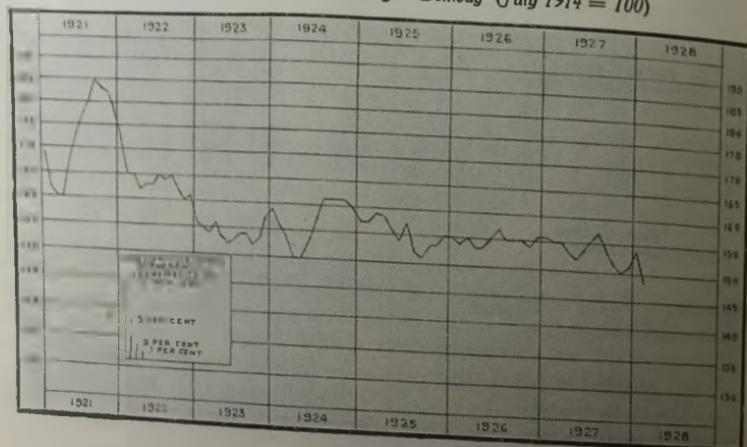
Articles	July 1914	February 1928	March 1928	Increase (+) or decrease (-) of points in March 1928 over or below February 1928
Rice .. ..	100	129	125	- 4
Wheat .. ..	100	121	121	..
Jowari .. ..	100	125	125	..
Bajri .. ..	100	121	113	- 8
Gram .. ..	100	153	146	- 7
Turdal .. ..	100	149	145	- 4
Sugar (refined) ..	100	164	156	- 8
Raw sugar (gul) ..	100	153	146	- 7
Tea .. ..	100	199	199	..
Salt .. ..	100	160	156	- 4
Beef .. ..	100	200	158	- 42
Mutton .. ..	100	191	200	..
Milk .. ..	100	185	186	..
Ghee .. ..	100	146	133	- 13
Potatoes .. ..	100	230	230	..
Onions .. ..	100	110	110	..
Cocoanut oil .. ..	100	146	142	- 4
All food articles (weighted average) ..	100	146	142	- 4

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

Rice 20, Wheat 17, Jowari 20, Bajri 12, Gram 32, Turdal 31, Sugar (refined) 36, Raw Sugar (gul) 32, Tea 50, Salt 36, Beef 37, Mutton 50, Milk 48, Ghee 46, Potatoes 25, Onions 57 and Cocoanut Oil 9.

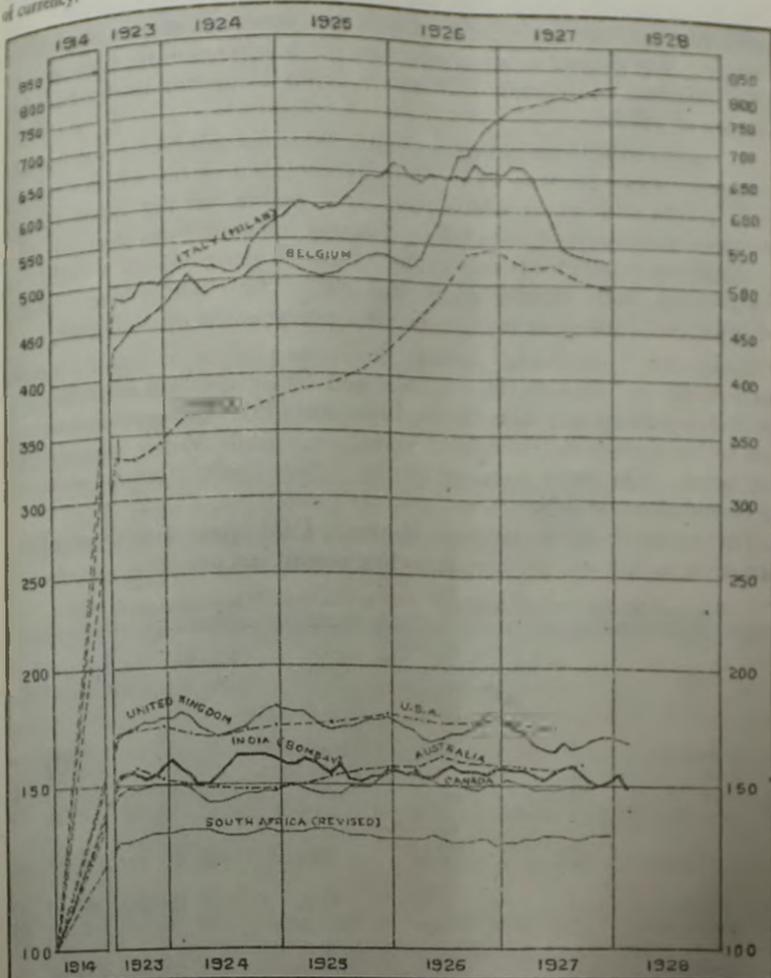
The purchasing power of the rupee being taken as 16 annas in July 1914, its purchasing power in the month under review was 11 annas for all items and 11 annas 3 pies for food articles only.

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



### Comparison with the Cost of Living in Other Countries

The diagram on this page shows the comparative levels of the cost of living Index Plan in Bombay and certain other world centres from the middle of 1923. The diagram shows the approximate levels in comparing the position and movements of the curves allowance has to be made for depreciation of currency.



The following are the sources of the Index Nos.: (1) United Kingdom—Ministry of Labour Gazette, (2) New Zealand—Census and Statistics Office, Wellington (by cable), (3) South Africa—Monthly Bulletin of Union Statistics, (4) U. S. A.—Monthly Bulletin issued by the Bureau of Labor Statistics, (5) Canada—The Labour Gazette, published by the Department of Labour, Canada. (6) All other countries—from the Ministry of Labour Gazette, United Kingdom. In the case of Italy the Index No. is for Milan. The India figure is for Bombay only.

In all cases the Index Number is for working classes 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

## 1. WHOLESALE PRICES IN BOMBAY

Increase over July 1914

In February 1928, the index number of wholesale prices in Bombay was 142, being slightly higher than the average for the previous month. The index numbers for both the food and the non-food groups showed no change. The general index number was 121 points below the highest peak (263) reached in August 1918 and 5 points below the highest peak average of 1927.

As compared with the previous month, the index number for food-grains advanced by one point to 133. With the exception of rice which declined by 5 points and wheat which rose by 7 points, all the other cereals remained stationary. Gram fell by 8 points but turdal was steady at 154.

There was a fall of 2 points in the "Sugar" group, due to a decline in the price of both refined sugar and gul. The "Other food" index advanced by 2 points owing to a rise of 7 points in the price of ghee.

Under the "non-foods" group, there was a fall of 5, 3 and 1 points respectively in Oilseeds, Raw cotton and Other raw and manufactured articles, but Hides and skins rose by 16 points to 157. Cotton manufactures and Other textiles declined by 2 points each while Metals advanced by one point. The index number for the "Non-foods" group continued to be stationary at 144.

The subjoined table compares February 1928 prices with those of the preceding month and the corresponding month last year :-

Wholesale Market Prices in Bombay \*

100 = Average of 1927

Groups	No. of items	+ or - % compared with Jan. 1928	+ or - % compared with Feb. 1927	Groups	Feb. 1927	May 1927	Aug. 1927	Nov. 1927	Jan. 1928	Feb. 1928
1. Cereals	7	+2	-11	1. Cereals	105	102	100	99	92	94
2. Pulses	2	-3	-1	2. Pulses	104	96	99	105	106	103
3. Sugar	3	-2	-15	3. Sugar	103	98	95	102	91	90
4. Other food	3	+7	+3	4. Other food	96	99	103	99	98	99
All food	15	-	-7	All food	102	100	100	100	95	95
5. Oilseeds	4	-4	-13	5. Oilseeds	102	104	102	94	92	89
6. Raw cotton	5	-2	+30	6. Raw cotton	83	95	106	115	111	109
7. Cotton manufactures	6	-1	-1	7. Cotton manufactures	99	99	102	101	100	99
8. Other textiles	2	-2	-10	8. Other textiles	99	104	101	96	91	89
9. Hides and skins	3	+11	+16	9. Hides & skins	99	108	104	84	103	115
10. Metals	5	+1	-16	10. Metals	110	103	94	94	92	93
11. Other raw and manufactured articles	4	-1	-18	11. Other raw and manufactured articles	104	104	102	92	86	86
All non-food	21	-	-3	All non-food	101	101	101	96	97	97
General Index No.	44	+1	-4	General Index No.	101	101	100	98	96	97

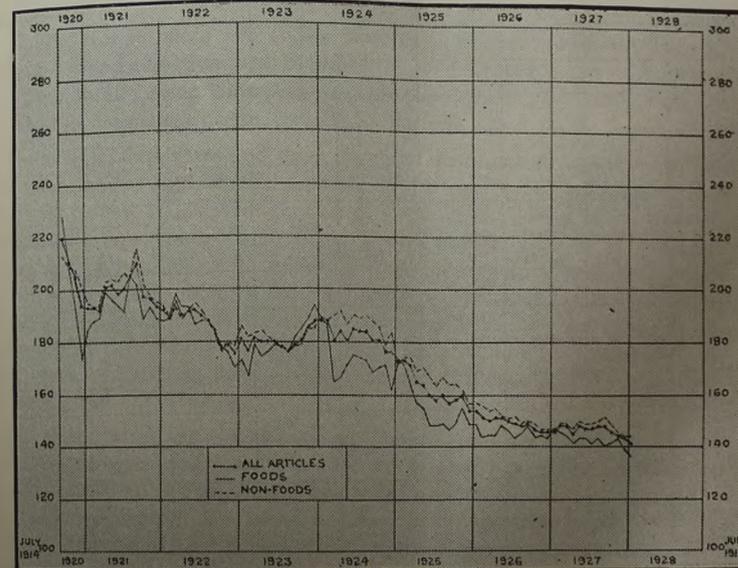
\* Wholesale prices in Karachi will be found on page 624.

The following table is intended to show the annual movements in food, non-food and general wholesale prices :-  
July 1914 = 100

	Food Index No.	Non-food Index No.	General Index No.
Twelve-monthly average for 1918	171	275	239
1919	202	234	223
1920	206	219	216
1921	193	201	198
1922	186	187	187
1923	179	182	181
1924	173	188	182
1925	155	167	163
1926	145	152	149
1927	143	148	147
Two-monthly 1928	136	144	142

The diagram below shows the course of the changes in the Index Numbers for Foods, Non-foods and all articles in the Bombay wholesale market from September 1920.

Wholesale Price Index Numbers, Bombay

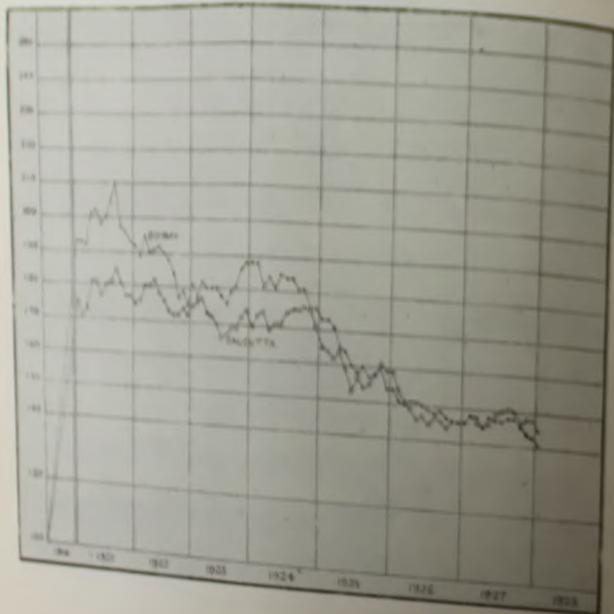


COMPARISON BETWEEN THE INDEX NUMBERS OF WHOLESALE PRICES IN BOMBAY AND CALCUTTA

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.

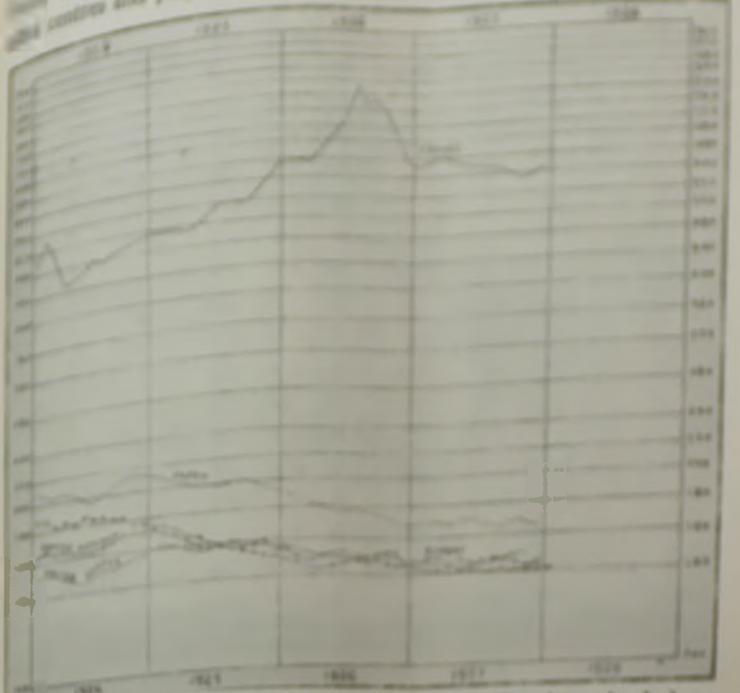
The items included in the index are 44 for Bombay and 71 for Calcutta. The items included in the Calcutta index but excluded from the Bombay index are (1) iron (2 items), jute-row (3 items), jute manufactures (4 items) and heavy materials (1 item). There are no items included in the Bombay list but included from the Calcutta list. But the details of the different commodities differ. The method of computing the index is the same in each case, the arithmetical geometric average being used and some important commodities being indirectly weighted by means of quantities for more than one grade of such commodities. The diagram shows that the correlation between the two indices is close but not perfect, i.e., the changes in the two curves are in the same direction but not to the same extent. The increase in prices over July 1914 is definitely lower in Calcutta than in Bombay though there was a divergence to diminish in degree, and at the end of 1923 in the beginning of 1926 and 1927 the two curves temporarily crossed. Since June 1927 prices in Bombay have been lower than Calcutta.

The diagram is on an arithmetical and not a logarithmic scale



COMPARISON WITH WHOLESALE PRICES INDEX NUMBERS IN OTHER COUNTRIES

The following diagram illustrates the comparative level of Wholesale Price Index Numbers in five countries. The bases are 1913 for the United States and July 1914 for Bombay. The Japan figure is for Tokyo.



The sources of these five Index Numbers are:—Bombay, the Labour Office, United Kingdom, the Board of Trade; United States of America, the Bureau of Labor Statistics; France and Japan, Monthly Bulletin of Statistics published by the League of Nations.

These Index Numbers and those for eight other countries will be found in a table at the end of the Gazette. The sources of information for these eight other Index Numbers are:—Canada, the Dominion Bureau of Statistics; China (Shanghai), Ministry of Finance, Bureau of Markets, Shanghai; Egypt (Cairo), Monthly Agricultural Statistics, published by the Statistical Department, Ministry of Finance; Java (Batavia), Monthly Bulletin of Statistics of prices and Index Numbers in the Neth.-Indies; Australia, Monthly Bulletin of Statistics, published by the League of Nations; Norway, Sweden and Holland figures republished in the Statist.

The Labour Office also keeps on record 20 other Index Numbers, including three privately published for the United Kingdom and three for the United States of America. The three privately published figures for the United Kingdom are those of the Statist, the Economist and the London Times, and the three for the United States of America are those of Bradstreet, Prof. Irving Fisher and Dun.

2. RETAIL PRICES OF FOOD IN BOMBAY

Article	Grade	Rate per unit	Equivalent in 1914	July 1928		Feb. 1928		Percentage change from 1914	
				As. p.	As. p.	As. p.	As. p.	July 1914	Jan. 1928
Rice	Best	208	5 10	7 10	7 6	+1 8	-0 4		
Wheat	Best	204	5 10	7 2	6 11	+1 1	-0 3		
Jowari	Best	196	4 3	5 5	5 4	+1 1	-0 1		
Bajri	Ghati	208	4 7	5 10	5 5	+0 10	-0 5		
Gram	Dalhi	188	4 4	6 7	6 2	+1 10	-0 5		
Turdal		208	5 11	9 3	9 1	+3 2	-0 2		
Sugar (refined)	Java, white	Seer	28	1 1	1 9	1 9	+0 8		
Raw Sugar (Gul)	South, middle quality	28	1 2	1 11	1 10	+0 8	-0 1		
Tea	Paylee	176	1 9	3 0	3 0	+1 3	-0 3		
Salt	Paylee	39	2 6	4 0	4 2	+1 8			
Beef		39	3 0	6 6	6 6	+3 6	+0 2		
Mutton		56	2 9	4 11	4 11	+2 2			
Milk	Medium	28	7 1	13 3	13 2	+6 1	-0 1		
Ghee	Belgaum, Superior	28	0 8	1 2	0 11	+0 3	-0 3		
Potatoes	Ordinary	28	0 3	0 6	0 6	+0 3			
Onions	Narik	28	3 7	3 11	3 11	+0 4			
Cocoanut oil	Middle quality	28							

Collection of prices:—The following are the areas and markets 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. Sastan Chowki—Kumbharwada Road (South End).
4. Elphinstone Road.
5. Naigam—Naigam Cross Road and Development Chawls.
6. Parel—Porbawdi.
7. Fergusson Road.
8. DeLisle Road.
9. Suparibag—Suparibag Road.
10. Chinchpokli—Parel Road.
11. Grant 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, 100. The prices are collected by the Investigators of the Labour Office.

The variations in prices during February 1928 as compared with the previous month were within narrow limits. Under foodgrains, rice, wheat, jowari and turdal declined by 4, 3, 1 and 2 pies respectively per paylee while bajri and gram recorded a decrease of 5 pies each per paylee. Amongst other articles of food, tea fell by 3 pies but beef advanced by 2 pies per lb. Ghee, raw sugar (gul) and potatoes were cheaper by 1, 1 and 3 pies respectively per seer. The price of the remaining articles was practically stationary during the month under review.

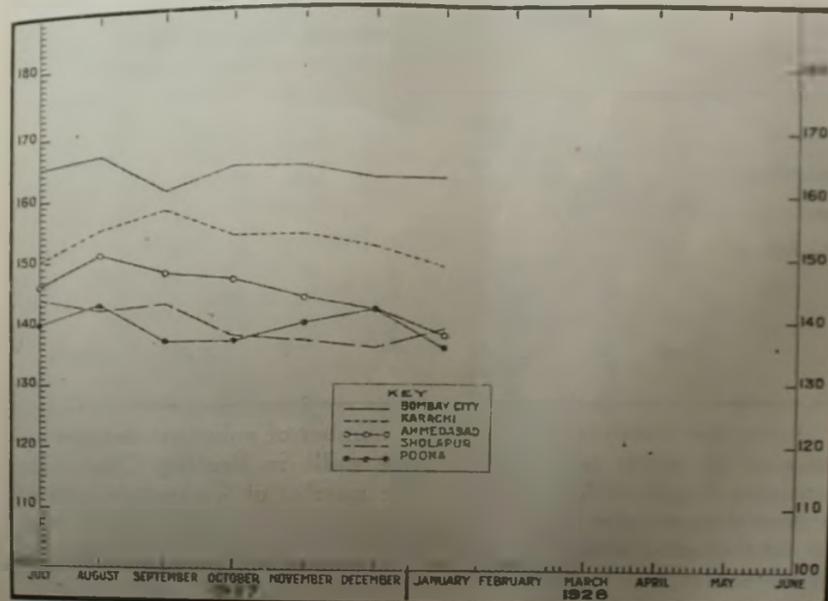
As compared with July 1914, all articles show a rise in prices. Mutton is more than double and onions are double the prewar price. Tea, milk and ghee have risen by more than 75 per cent.; and salt, beef, refined sugar and gul by more than 50 per cent. The price of cocoanut oil is only 9 per cent. above its prewar level.

\* The equivalent in tolas shown in column 4 relates to Punjab gram.

RETAIL PRICES INDEX NUMBERS OF FOOD ARTICLES IN FIVE CENTRES OF THE BOMBAY PRESIDENCY (July 1914=100)

Articles	January 1928					February 1928				
	Bombay	Karachi	Ahmedabad	Sholapur	Poona	Bombay	Karachi	Ahmedabad	Sholapur	Poona
Rice	129	120	128	159	133	126	120	128	147	126
Wheat	132	136	131	127	142	126	133	131	132	134
Jowari	129	127	106	130	120	131	129	105	134	114
Bajri	119	115	106	98	108	119	118	106	97	103
Gram	176	149	125	131	114	176	145	125	127	99
Turdal	175	141	144	159	174	175	141	144	159	149
Sugar (refined)	167	149	154	123	120	167	147	145	114	120
Jagri (Gul)	150	135	124	111	120	142	135	112	108	114
Tea	190	225	200	171	200	190	225	200	171	200
Salt	131	152	151	158	165	131	152	151	156	141
Beef	218	180	100	180	165	218	180	100	201	141
Mutton	185	167	167	133	150	185	167	167	133	150
Milk	191	180	145	157	133	191	164	133	157	133
Ghee	170	167	157	142	129	170	158	152	142	144
Potatoes	159	80	150	143	133	159	69	108	125	109
Onions	230	201	125	114	105	230	195	125	123	105
Cocoanut oil	112	111	133	120	109	112	113	133	120	100
<b>Average—All food articles</b>	<b>163</b>	<b>149</b>	<b>138</b>	<b>139</b>	<b>136</b>	<b>162</b>	<b>147</b>	<b>133</b>	<b>138</b>	<b>128</b>

Chart showing the unweighted Retail Prices food Index Numbers (17 articles) in five centres of the Bombay Presidency (July 1914 prices = 100)



## Labour Intelligence—Indian and Foreign Industrial Disputes in the Presidency

Disputes in February .. 10      Workpeople involved .. .. 21,022

At the end of this issue will be found a statement of each dispute in progress during February 1928, 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. Table I shows the number and magnitude of strikes in February 1928, and the number of working days lost.

### I.—Industrial Disputes Classified by Trades

Trade	Number of disputes in progress in February 1928			Number of workpeople involved in all disputes in progress in Feb. 1928	Aggregate duration in working days of all disputes in progress in Feb. 1928
	Started before February	Started in February	Total		
Textile ..	2	6	8	20,840	248,709
Transport ..	..	..	..	..	..
Engineering ..	..	..	..	..	..
Metal ..	..	..	..	..	..
Miscellaneous ..	..	2	2	182	374
<b>Total ..</b>	<b>2</b>	<b>8</b>	<b>10</b>	<b>21,022</b>	<b>249,083</b>

During the month under review the number of industrial disputes was ten, nine of which occurred in textile mills in Bombay City and the remaining dispute in Ahmedabad. The number of workpeople involved in these disputes was 21,022 and the number of working days lost (i.e., the number of workpeople multiplied by the number of working days, less workers replaced) was 249,083.

Table II shows the causes and results of the disputes.

### II.—Industrial Disputes—Causes and Results, October 1927 to February 1928

	October 1927	November 1927	December 1927	January 1928	February 1928
Number of strikes and lock-outs ..	7	5	..	3	10
Disputes in progress at beginning ..	1	2	..	..	2
Fresh disputes begun ..	6	3	..	3	8
Disputes ended ..	5	5	..	1	8
Disputes in progress at end ..	2	..	..	2	2
Number of workpeople involved ..	998	1,317	..	19,287	21,022
Aggregate duration in working days ..	4,297	2,103	..	377,121	249,083
<b>Demands—</b>					
Pay ..	5	1	..	1	2
Bonus ..	..	..	..	..	..
Personal ..	1	2	..	..	2
Leave and hours ..	..	..	..	2	..
Others ..	1	2	..	..	6
<b>Results—</b>					
In favour of employees ..	..	..	..	..	1
Compromised ..	..	..	..	1	..
In favour of employers ..	5	5	..	..	7

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

### III.—Industrial Disputes—Progress for last 12 months\*

Month	Disputes in progress	Disputes which began during the month	Disputes ended during the month	Aggregate number of working days lost	Disputes Settled		
					In favour of employers (Per cent.)	In favour of employees (Per cent.)	Compromised (Per cent.)
March 1927 ..	7	5	6	5,987	83	..	17
April ..	4	3	4	3,298	50	..	50
May ..	6	6	4	29,688	50	25	25
June ..	6	4	6	694	50	33	17
July ..	5	5	5	14,218	80	..	20
August ..	8	8	6	64,338	50	33	17
September ..	8	6	7	23,156	86	14	..
October ..	7	6	5	4,297	100	..	..
November ..	5	3	5	2,103	100	..	..
December ..	..	..	..	..	..	..	..
January 1928 ..	3	3	1	377,121	..	..	100
February ..	10	8	8	249,083	87	13	..

\* This table differs from the tables published till January 1927 in two respects. Firstly, the third and the fourth columns are newly added, and secondly, the totals at the end have been omitted.

It may be of interest to state that the highest peak (4,062,870) 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 December 1927, when no strikes were reported. The nearest approach to this was in May 1924 when only 390 working days were lost.

#### GENERAL REVIEW OF DISPUTES

The number of industrial disputes involving stoppages of work reported as beginning in the month of February 1928 was eight as against three in the previous month. Two of these disputes arose over questions regarding the employment of particular individuals, one over a question of wages, one over an increase in working hours, and the rest were due to miscellaneous causes. The total number of workpeople affected by these disputes was 6,735 and the aggregate time loss amounted to 35,342 man-days. In addition, two disputes, involving 14,287 workpeople, which had begun in the previous month, were in progress during the month under review and resulted in a time loss of 213,741 man-days. Out of the ten disputes that were in progress, settlements were arrived at in the case of eight disputes and the results were favourable to the employers in all the cases but one in which the workers were successful.

#### *Progress of Individual Disputes*

##### BOMBAY CITY

There were nine disputes in progress in Bombay City during the month under review. One of these was a continuation of the dispute which had begun in the mills under the control of Messrs. E. D. Sassoon and Company during the previous month. As a measure of relief to needy strikers, both the Bombay Textile Labour Union and the Girmi Kamgar Mahamandal distributed rations consisting of food-grains and cash. Despite the efforts of the Girmi Kamgar Mahamandal to persuade the men to remain firm until the notices regarding the new methods of work were withdrawn, 500 strikers resumed work at the Rachel Sassoon Mill when it was opened on the 1st. The Agents then proposed to reopen the rest of the mills which had been closed down on account of the strike and the men gradually resumed work. The Alexandra Mill began working from the 9th, the E. D. Sassoon and the Jacob Mills from the 13th, the Meyer Sassoon Mill from the 18th, the Elphinstone Mill from the 21st and the David Mills from the 23rd. By the 25th, the necessary complements of workers required for the new systems of working had resumed work at all the affected mills and the strike ended. The result of this dispute was in favour of the employers.

The second dispute was a continuation of that which began in the Spring Mill during the month of January. None of the strikers resumed work during the first five days of the month and the management took in new hands in their place. On the 6th, all the strikers resumed work unconditionally and the dispute thus ended in favour of the employers.

The third dispute occurred in the Kohinoor Mill on the 2nd. The operatives of the Folding Department were asked by the management to attend the mill from the 1st February, at 7 a.m. in common with the rest of the

operatives instead of at 8 a.m. as had been the previous custom. Protesting against this, 70 operatives of that Department struck work on the 2nd and demanded the continuance of the old working hours. There was no change in the situation on the 3rd but from the next day the strikers began to resume work gradually, and the strike terminated on the 8th. The result of this dispute was favourable to the employers.

The fourth dispute occurred in the Bombay Municipal Workshops. On the 4th, the Municipal Commissioner suspended 50 workmen who had absented themselves from work on the previous day on account of the "hartal" in connexion with the landing of the Simon Commission. On the 6th, 150 workmen struck work and demanded the reinstatement of the suspended men. The Municipal Corporation, which was in session on that day, passed a resolution to adjourn the House to consider the question of the strike in the Municipal Workshops. As a result of a discussion in the Corporation the suspended workmen were re-employed on the 7th and all the strikers resumed work. The result of this dispute was in favour of the workers.

The fifth dispute took place in the Sassoon Spinning and Weaving Mill. On the morning of the 7th, 629 weavers struck work complaining of ill-treatment by the weaving master. The management informed the men that their grievances would be duly looked into, but this did not satisfy them. The mill was closed from the 8th on account of the strike and the outstanding wages were paid to the strikers on the 11th. The mill was restarted from the 15th on which date 260 strikers resumed work unconditionally. The remaining strikers resumed work by the 20th and the strike came to an end. The result of this strike was favourable to the employers.

The sixth dispute occurred in the Kohinoor Mill, which was affected for a second time during the month. On the 14th, 800 weavers struck work as a protest against an alleged assault by the weaving master and the subsequent discharge of a Line Jobber. It was explained to the men that the jobber was granted leave of absence for 15 days at his own request but they were not satisfied with this and left the mill quietly at 8 a.m. On the next day 180 strikers resumed work unconditionally and the rest of the strikers followed suit on the 16th on being advised by the Secretary of the Bombay Textile Labour Union to resume work. The strike thus terminated in favour of the employers.

The seventh was a dispute which occurred in the Textile Mill in connexion with the proposal of the management to discontinue granting free railway passes to spinners living at Dharavi, with effect from the 1st March. The reason for the proposed action of the management was that such concessions were not granted in any other mill. The spinners, however, demanded the continuance of the concession and as their request was not acceded to by the management, 150 spinners struck work on the 21st. The management engaged 15 new hands on the 22nd and 25 more on the 24th. All the strikers resumed work unconditionally on the 25th and the strike ended. The result was in favour of the employers.

The eighth dispute arose in the Madhowji Dharamsi Mill over a question of reduction in the rates of wages as the result of a revision of the rates with a view to bringing them into line with those in other mills. The weavers numbering 600 resented the action of the management and struck work after

the recess on the 20th demanding the continuance of the old rates. The management notified the strikers that their outstanding wages would be paid on the evening of the 22nd and on the 23rd, but the strikers did not accept them. An official of the Bombay Textile Labour Union attempted to negotiate with the management with a view to bringing about a settlement but he was not successful. The strikers met on the 23rd and decided to hold out until the notice regarding the reduction in the rates was withdrawn. The operatives of the ring department also joined the strike on the 23rd and the management consequently closed the mill on that day. The strikers issued a Marathi leaflet appealing to all substitute weavers not to work in their place as they had struck work as a protest against a reduction in the rates of wages. This dispute continued into the next month.

The month dispute was between the Fire Salvage Association and their employees. An application made by the employees of the Association on the 20th January 1928 requesting the Association to introduce a pension scheme on the lines of that in force for the Municipal Fire Brigade was rejected on the 20th February. As a result, 32 employees of the Association struck work on the 22nd. The superintendent, thereupon, asked the men to vacate the Association's quarters by the noon of the 23rd but this they did not do. The case was therefore taken to Court, and the strikers were ordered to vacate the quarters within 7 days from the 29th and also to hand over the uniforms supplied to them by the Association. This dispute did not terminate during the month under review.

#### AHMEDABAD

There was one industrial dispute in Ahmedabad during the month under review. On the 1st, 48 operatives of the frame department of the Ahmedabad New Standard Mill struck work demanding the reinstatement of a jobber who had been dismissed for unsatisfactory work. The demand of the men was not granted by the management and a new jobber and 10 new hands were employed in place of the strikers. Thereupon 38 strikers resumed work on the same day. The services of the remaining strikers were dispensed with on the next day. This strike also ended in favour of the employers.

### Employment Situation in February

#### THE TEXTILE INDUSTRY

The sources of the statistics regarding absenteeism in the Textile Industry in the Bombay Presidency are the returns prepared and sent in by the various mills in the different centres of the Presidency every month. Returns were received from 124 or 84.35 per cent. of the mills reported as working during the month of February 1928. The average absenteeism in the textile industry as a whole amounted to 8.76 per cent. as against 8.14 per cent. in the month of January 1928.

In Bombay City out of 78 mills which were working during the month 77 or 98.72 per cent. furnished returns. The supply of labour was reported as adequate by a large majority of the mills and the average absenteeism amounted to 9.28 per cent. as against 8.53 per cent. in the previous month.

In Ahmedabad 59 mills were working during the month and 71 per cent. furnished information. Absenteeism amounted to 3.86 per cent. as against 1.72 per cent. in January 1928. The supply of labour was equal to the demand.

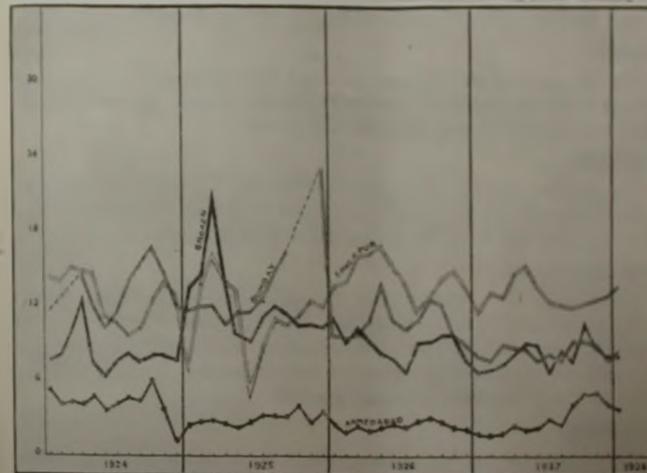
Returns were submitted by all the mills in Sholapur. None of these reported any shortage in the supply of labour and the average percentage absenteeism amounted to 14.66.

Information was supplied by only one mill in Virangaum which was working during the month. The percentage absenteeism amounted to 1.85.

All the three mills in Broach supplied information and none of them reported that the supply of labour was inadequate. The average absenteeism amounted to 8.95 per cent. as against 8.16 per cent. in the preceding month.

Taking the industry as a whole the supply of labour was adequate in all the centres studied whilst absenteeism increased.

Chart showing the average percentage absenteeism in the Cotton Mill Industry in the Presidency.



#### THE ENGINEERING INDUSTRY

In the Engineering Industry in Bombay City the supply of labour was adequate. The average absenteeism in representative workshops was 13.86 per cent. as against 9.95 per cent. in the previous month. In the Marine Lines Reclamation Scheme absenteeism was 5 per cent. and in the Bombay Port Trust Docks it amounted to 12.87 per cent. The average absenteeism in the Chief Engineer's Department of the Bombay Port Trust was 7.80 per cent.

The Karachi Port Trust found both skilled and ordinary labour available in plenty. On an average 7.90 per cent. of the labourers absented themselves from work during the month under review.

### Prosecutions under the Factories Act in February

**BOMBAY**  
The manager of a printing press was prosecuted under Section 41 (a) for breach of Section 26 for employing certain persons on night duty who had not been employed during the day time. He was convicted and fined Rs. 10 in each of five cases.

The manager of a metal casting factory was prosecuted under Section 41 (a) for breach of Section 21 for employing certain persons on a Sunday. He was convicted and fined Rs. 10 in each of six cases. The manager was also prosecuted under Section 41 (b) for breach of Section 35. He was convicted and fined Rs. 20.

The manager of a printing press was prosecuted under Section 41 (c) for breach of Section 38 for not reporting an accident. He was convicted and fined Rs. 5.

**PUNJAB**  
The manager of a printing press was prosecuted under Section 41 (a) for breach of Section 27 for employing certain persons over sixty hours a week. He was convicted and fined Rs. 1 in each of ten cases.

**MUMBAI**  
The manager and the manager of a rice factory were prosecuted under Section 41 (f) for breach of Section 18 (1) (a) and (c) read with Rule 32. They were convicted and fined Rs. 250 jointly.

**LAKHMANA**  
The occupier and the manager of another rice factory were prosecuted under Section 41 (f) for an offence similar to the preceding one. They were convicted and fined Rs. 25 and Rs. 100 respectively.

**THAR AND PARKAR**  
The manager of a cotton ginning factory was prosecuted under Section 41 (b) for breach of Section 11 for not maintaining the Register. He was convicted and fined Rs. 50. The manager was also convicted under Section 41 (i) for breach of Section 36 for not putting up a time-table and fine Rs. 25.

**HYDERABAD**  
The manager of another ginning factory was prosecuted under Section 41 (a) for breach of Section 23 (b) read with Rule 75. He was convicted and fined Rs. 50 in each of four cases.

### Workmen's Compensation Act

#### Details of Proceedings

Information furnished by all the Commissioners in the Presidency for the month of February 1928 shows that out of 59 cases disposed of during the month 53 were reported by the Workmen's Compensation Commissioner in Bombay. The cases which were transferred from

the Commissioner to another have not been included in the statistics. The total amount of compensation awarded in lump sums was Rs. 15,714,740 as against Rs. 20,886,542 in the previous month and Rs. 15,833,124 in February 1927. Out of the 59 cases in which compensation was claimed 99 were in respect of fatal accidents, three of temporary disablement and 46 of permanent partial disablement. No case of occupational disease has been reported since January 1925. The number of compensation cases in the textile industry amounted to 30 and in other industries to 29. The corresponding figures for February 1927 were 73 and 17.

The total number of claimants for compensation in all the cases disposed of during the month was 98, of whom 55 were adult males, 1 adult female and the remaining one was a child (under 15 years of age).

112 of the cases disposed of during the month under section 20 were cases of agreement and one a miscellaneous case. Compensation was awarded in 17 cases, agreements were registered in 38 cases, 1 case was dismissed and the remaining case was allowed to be withdrawn.

### A Hazardous Occupation

The following notification by the Government of India, Department of Industries and Labour, has been published—  
S. No. L-1440, dated New Delhi, the 9th February 1928.

In pursuance of sub-section (5) of section 2 of the Workmen's Compensation Act, 1923 (VIII of 1923), the Governor-General in Council is pleased to give notice of his intention to declare that all occupations involving blasting operations are hazardous occupations, and to direct that the provisions of the said Act shall, subject to the provisions of the said sub-section, apply to any person employed in any such occupation.

Any suggestions or objections with reference to this notification should reach the Government of India not later than the 15th May 1928.

### Agricultural Outlook in the Presidency

The following summary of conditions in the Presidency during the period ending 20th March 1928 has been supplied by the Director of Agriculture—

**Kanhan.**—Since the submission of the last report there has been practically no rain anywhere in the Division. The standing crops are doing well generally. The harvesting of rabi crops is in progress. Preparation of lands for the next season has been undertaken nearly everywhere.

*Gujarat.*—There has been no rain in this Division during the period under review. The picking of cotton is now in progress generally while the harvesting of *rabi* crops also continues in places. The standing crops are generally in good condition. The irrigated crops are also progressing satisfactorily.

*Deccan and Karnatak.*—The period under report was totally dry in both the Divisions. The harvesting of *rabi* crops, such as wheat, *rabi jowar* and etc., is in progress. The crushing of sugarcane is in progress on the canals and in the other sugarcane areas. The picking of cotton is in progress in the Karnatak. The lands are being prepared for the next *kharif* season in many places. The garden crops are doing well generally, nearly everywhere.

### Labour News from Ahmedabad

#### THE LABOUR UNION

The Labour Union has recently been devoting a great deal of attention to the enrolment of members by localities in addition to enrolment by mills. For this purpose the whole of Ahmedabad has been divided into four wards with nineteen sections in all. The enrolment of members has been entrusted to a special staff and the work is proceeding satisfactorily. In Saraspur alone nearly three thousand members have been enrolled.

The Ahmedabad Flood Relief Committee was not able to grant loans to all the labourers who applied for advances for repairing or rebuilding their houses. With a view to helping those who could not be helped by that Committee the Labour Union has obtained Rs. 10,000 from the Gujarat Provincial Congress Committee and has already lent about Rs. 2000 out of this amount.

The problem of labourers dishoused by the floods and accommodated in the temporary sheds specially constructed by different organizations is becoming serious day by day. Already about thirty quarters have been dismantled and landowners of some other sites also are said to be demanding the removal of the sheds from their premises. Unless something is done before the commencement of the monsoon these labourers are likely to be in a precarious position.

Loans given by the Union are not sometimes repaid regularly by the labourers. Of late the number of instances in which suits have had to be filed for recovering such loans have increased.

Some important resolutions have recently been passed by the Council of Representatives of the Labour Union. One requests the Millowners' Association to arrange for the periodical medical examination of workers with a view to taking timely action against fatal diseases like consumption, etc. Another relates to labourers in Native States and aims at bringing their conditions of work on a line with those prevailing in British India.

Holi was celebrated in the premises of the Samaj Sudhar Sangh in Jamalpur. An attractive programme of music, Bhajan and Ras dance was arranged and about one thousand labourers attended the function.

#### THE SWEEPERS' UNION

This Union has been organized by the Labour Union and its office bearers are the same as those of the Labour Union. Information is being collected about the pay, hours of work, holidays, etc., of these Municipal employees and it is proposed to represent their grievances to the Municipality. The Labour Union has opened one day school and two night schools for the benefit of these sweepers.

#### THE GUJARAT POSTMEN'S UNION

The postmen are busy collecting funds for holding the Bombay Provincial Postmen's Conference at Ahmedabad in April this year. A sum of Rs. 200 has so far been collected. This Conference was to have been held at Baroda but the Baroda postmen are unable to hold the session there owing to the loss incurred by them during last year's floods.

#### THE B. B. & C. I. RAILWAY ASSOCIATION

This Association has now been recognized by the Agent to the Railway and in future it will be able to represent the grievances of the staff to the authorities concerned.

### Labour and Industry in Japan

The twenty-seventh Financial and Economic Annual of Japan for the year 1927 contains some interesting statistics regarding labour and industry in Japan. In 1925 the total number of factories was 49,161 employing 1,808,381 persons, out of whom 852,554 were males and 955,827 females. Of the total number of factories, 17,298 belonged to the textile industry. The industry next in order of importance to the textile industry is the Foodstuff industry which had in 1925 no less than 10,105 factories.

Out of the 1,808,381 persons engaged in industry 972,631 or 53·8 per cent. of the total are employed in the Textile industry. The bulk or 81·4 per cent. of the operatives in the Textile industry are females, only 18·6 per cent. being males. 21·8 per cent. of the operatives in the Textile industry are under 16 years of age and 72·2 per cent. are above 16 years of age. The percentages of male and female operatives under 16 and above 16 years of age are 1·3 and 20·5 and 17·3 and 60·9 respectively.

As regards wages, the following table gives the average daily wages of labourers for the years 1921-26 in the Textile industry:—

Kind of Employment	1921	1922	1923	1924	1925	1926
	Yen	Yen	Yen	Yen	Yen	Yen
Textile Industry:—						
Silk-reeler (Female) ..	0·93	1·02	0·93	0·96	0·97	1·12
Cotton-spinner (Female) ..	1·04	1·11	1·07	1·10	1·16	1·18
Silk-thrower (Female) ..	0·88	0·90	0·90	0·91	0·88	0·93
Cotton-weaver (Machine) (Female) ..	0·97	0·99	0·95	0·94	0·97	1·03
Silk-weaver (Hand) (Female) ..	1·30	1·12	1·05	1·16	1·13	1·12
Hosiery-knitter (Male) ..	1·59	1·78	1·71	1·75	1·72	1·69
Do. (Female) ..	0·81	0·86	0·87	0·92	0·89	0·75

## Questions in the Legislatures

### LEGISLATIVE ASSEMBLY

Mr. N. M. Joshi : Will Government be pleased to state the name of the expert nominated on their recommendation to the Committee appointed by the International Labour Office to study and consider the questions regarding Native Labour ?

The Honourable Sir Bhupendra Nath Mitra : Sir Selwyn Freemantle was elected by the Governing Body.

Mr. N. M. Joshi : May I know, Sir, whether his name was recommended by the Government of India ?

The Honourable Sir Bhupendra Nath Mitra : No, Sir.

Mr. N. M. Joshi : May I ask, Sir, whether he was appointed by the Governing Body of the International Labour Office on the recommendation either of the Government of India or of the Secretary of State ?

The Honourable Sir Bhupendra Nath Mitra : I have already stated in my answer that he was elected by the Governing Body. But I do not know of the reasons underlying that election, Sir.

### Unemployment

Mr. G. Sarvatham Rao : Will the Government be pleased to state—

(a) whether, in pursuance of a resolution moved in this House on the subject of unemployment, the Government of India addressed Local Governments on the subject ?

(b) whether the Government of India are aware of the action taken by the Local Governments ?

(c) If the answer to (b) be in the affirmative, will the Government of India place on the table of the House reports received from the Local Governments ?

The Honourable Sir Bhupendra Nath Mitra : (a) Yes.

(b) The circular letter from the Government of India did not call for reports from Local Governments. So far as the Government of India are aware Unemployment Committees have been appointed in Bengal, Madras, the Punjab and the United Provinces. The Reports of the Committees appointed in Bengal and Madras have already been published. An enquiry into middle-class unemployment was also undertaken by the Bombay Labour Office.

(c) Does not arise.

### Welfare Work in Government Factories

Mr. N. M. Joshi : (a) Will Government be pleased to state how many factories under the Indian Factories Act are owned and managed by the Government of India, the classes of factories and what is the total number of workers in them ?

(b) Will Government be pleased to state whether they have any special department watching over the welfare of the workers employed in the factories owned and managed by the Government of India ? If not, do they propose to consider the advisability of either establishing such a department or at least appointing an officer for that purpose ?

The Honourable Sir Bhupendra Nath Mitra : (a) The information is being collected and will be supplied to the Honourable Member as soon as possible.

(b) The answer is in the negative. No such proposal is at present under the consideration of the Government of India.

Mr. N. M. Joshi : May I ask, Sir, whether the Government of India do not care to look after the welfare of their employees ?

The Honourable Sir Bhupendra Nath Mitra : Sir, that suggestion does not arise out of the reply which I have given to the Honourable Member's question.

Mr. N. M. Joshi : May I ask, Sir, how then the Government of India look after the welfare of their employees ?

The Honourable Sir Bhupendra Nath Mitra : The departments concerned and the heads of departments under them do look after the interests of the employees and, if the employees consider that their interests are not being sufficiently looked after, they do not hesitate to take advantage of the Appeal and Memorial Rules to ventilate their grievances and bring them to the notice of the proper authorities.

Mr. N. M. Joshi : May I ask, Sir, whether every Government officer is an expert in labour welfare ?

No reply was given.

### Dangerous Industries

Mr. N. M. Joshi : (a) Are Government aware that under the English Factory and Workshop Act regulations are made protecting the workers employed in dangerous and unhealthy industries ?

(b) Will Government be pleased to state whether there are such regulations made under the Indian Factory Act ? If so, for which industries ?

The Honourable Sir Bhupendra Nath Mitra : (a) Yes. These regulations are made under section 79 of the British Factory and Workshop Act which authorises the Secretary of State to certify certain processes, etc., to be dangerous.

(b) The Indian Factories Act contains no provision corresponding to section 79 of the British Factory and Workshop Act. It is therefore not possible to make any regulations under the Indian Factories Act corresponding to those made under section 79 of the British Act. The rules made by Local Governments under the Indian Factories Act, however, contain certain provisions relating to the health and safety of the workers in factories.

### Recommendations of Tariff Board

Mr. N. M. Joshi : (a) Has the attention of the Government been drawn to the following statement in the report of the Cotton Textile Tariff Board "These and other problems relating to labour call for a more comprehensive enquiry than the limits of our terms of reference permit" ?

(b) Will Government be pleased to state when they propose to make the enquiry recommended by the Tariff Board ?

The Honourable Sir Bhupendra Nath Mitra : (a) The answer is in the affirmative.

(b) The problems specifically referred to by the Tariff Board in this connection related to education, which is a matter for the Provincial Government. On various other matters connected with labour the Government of India have, as the Honourable Member is aware, enquiries in progress.

#### *Workmen's Compensation Act*

Mr. N. M. Joshi : Will Government be pleased to state what diseases have so far been notified as industrial or occupational under the Workmen's Compensation Act ?

The Honourable Sir Bhupendra Nath Mitra : The occupational diseases under the Workmen's Compensation Act are anthrax, lead poisoning, phosphorus poisoning, mercury poisoning and sequelae.

Mr. N. M. Joshi : May I ask, Sir, whether the Government of India will inquire of Local Governments whether there are occupational diseases other than those which have been named just now ?

The Honourable Sir Bhupendra Nath Mitra : I will consider that point, but I cannot give an undertaking in reply to the Honourable Member's question whether that inquiry will be made or not.

Mr. N. M. Joshi : Do Government propose to introduce a Bill to amend the Workmen's Compensation Act in this present session as promised on 25th of August 1927 ?

The Honourable Sir Bhupendra Nath Mitra : Government hope to be able to introduce an amending Bill during the present Session, but I wish to take this opportunity of making it clear that no general revision of the Act is contemplated and that the proposals of Government will be limited to remedy such defects in the existing Act in matters of details as experience of its working has so far brought to light.

Mr. N. M. Joshi : May I ask, Sir, whether in framing the Bill, the Government of India consulted the organisations which are interested in this problem ?

The Honourable Sir Bhupendra Nath Mitra : No, Sir.

Mr. N. M. Joshi : May I ask, Sir, why ?

The Honourable Sir Bhupendra Nath Mitra : My Honourable friend is fully aware of the procedure which is followed in connection with legislation. When the Bill comes before the House, all parties interested will have an opportunity of expressing their opinions in the matter.

#### *Delegates to Geneva*

Mr. Sarabhai Nemchand Haji : (a) Will Government please state the names of the National Indian Employers' Associations who have recommended names for the employers' delegate to the International Labour Conference to be held in Geneva next summer ?

(b) Will Government please state the name or names of the employers' delegate recommended by them ?

The Honourable Sir Bhupendra Nath Mitra : (a) and (b) A list of the more important employers' associations together with their

recommendations for the nomination of the employers' delegate to the 11th International Labour Conference will be forwarded to the Honourable Member.

Mr. N. M. Joshi : May I ask while making the list of the National Indian Employers' Associations, whether Government will include associations of European merchants ?

The Honourable Sir Bhupendra Nath Mitra : The answer is in the affirmative.

Mr. Sarabhai Nemchand Haji : With reference to the reply of the Honourable Member for Industries and Labour that he will send me a list of the more important employers' associations, may I request him to reply particularly to my question, namely, that I want the names of the National Indian Employers' Associations, and not any organisations that the Honourable Member for Industries considers more important ?

The Honourable Sir Bhupendra Nath Mitra : I proposed to send to the Honourable Member a list of the more important employers' associations, leaving it to him to decide which he considers National Indian Employers' Associations, because that is a matter of opinion.

Mr. Sarabhai Nemchand Haji : Is it difficult for the Government of India to discriminate between Indian nationals and others ?

The Honourable Sir Bhupendra Nath Mitra : That is a matter of opinion.

Mr. N. M. Joshi : May I ask why the Government should include associations of persons who are not naturalised inhabitants of India ?

The Honourable Sir Bhupendra Nath Mitra : It is difficult for me to find out from the names of the associations whether they do or do not include any members who are not naturalised inhabitants of India.

Mr. Sarabhai Nemchand Haji : May I know whether the Government of India, in making their nominations to the International Labour Conference, take into account the important nature of the bodies or the national nature of those bodies ?

The Honourable Sir Bhupendra Nath Mitra : The Government of India are guided in this matter by the terms of the Treaty of Versailles, and I would refer the Honourable Member to that Treaty. I submit, Sir, that it is not necessary for him or for me to re-open in this House matters which he tried to argue out before the Credentials Committee at Geneva where he failed to gain his point.

Mr. Sarabhai Nemchand Haji : Is it a fact, Sir, that the Credentials Committee definitely laid down that the delegation of a country should be a national one ?

The Honourable Sir Bhupendra Nath Mitra : I should ask the Honourable Member to read the Report of the Credentials Committee and arrive at his own conclusions. The fact that the Credentials Committee did not give a decision in his favour, in spite of his great advocacy, leaves me with a different impression of the decision of the Credentials Committee.

Mr. Sarabhai Nemchand Haji : May I say, Sir, that I am not concerned either with my victory or my failure : what I am concerned with is whether

the Government of India propose to carry out the recommendation of the Credentials Committee of the Conference that the delegation of a country should be a national one and not merely of "more or less important bodies."

The Honourable Sir Bhupendra Nath Mitra: I do not admit the implication in the Honourable Member's question.

Mr. Sarabhai Nemchand Haji: Is the Honourable Member aware that the Committee definitely use the word "national" in that report in that connection?

The Honourable Sir Bhupendra Nath Mitra: I should ask the Honourable Member to read that report again. If they had come to that conclusion they should have certainly decided in favour of his application at Geneva.

Mr. Sarabhai Nemchand Haji: The question is not with regard to my application; that matter is finished; the question relates to a definite conclusion arrived at by the Credentials Committee, where they say—and I challenge the Government to contradict the statement—that the report—

Mr. President: Will the Honourable Member put a question?

Mr. Sarabhai Nemchand Haji: In view of the fact, Sir, that the Credentials Committee of the Labour Conference insists upon a representative being national, will the Government of India see their way to distinguish properly between the word "national" and the words "more or less important"?

The Honourable Sir Bhupendra Nath Mitra: I have nothing to add, Sir, to the very full reply which I have given to the Honourable Member.

Mr. Sarabhai Nemchand Haji: (a) Will Government please state if it is a fact that the advisers to the Government delegates of countries represented at the International Labour Conference are nationals of the respective countries?

(b) If so, is it the intention of the Government to nominate the advisers to the Government of India delegates their Indian officers?

(c) If the answer to (b) is in the affirmative, is it the intention of the Government to consider in this connection the claims of the Indian officers connected with the Departments of Labour and Industry in the various provinces of India in addition to the Department of Labour and Industries of the Government of India?

The Honourable Sir Bhupendra Nath Mitra: (a) The Government of India have no definite information on the subject.

(b) and (c) In nominating advisers to the Government delegates the Government of India are guided mainly by considerations of efficiency and economy. Advisers are chosen because of their knowledge of the subjects discussed and advantage is taken of the presence of officers in Europe on leave at the time of the Conference. The claims of Indian officers and of officers serving under Local Governments are also duly considered.

Mr. Sarabhai Nemchand Haji: With reference to section (a) of the question, in view of the fact that Government have no information, will they kindly arrange to get information under that head, as suggested, Sir?

The Honourable Sir Bhupendra Nath Mitra: No, Sir.

Mr. Sarabhai Nemchand Haji: Is it because, if such information is asked for and obtained, it will force the Government of India to carry out the same procedure as adopted by other countries, namely, the appointment of a national as adviser to the Government delegation?

The Honourable Sir Bhupendra Nath Mitra: No, Sir. The Honourable Member overlooks the fact that in the present conditions a number of officers of the Government of India must be Englishmen.

Lala Lajpat Rai: Does it come to this, that the Honourable Member does not read the proceedings of the International Labour Conference, where the names of the persons are given who represent other nations as advisers?

The Honourable Sir Bhupendra Nath Mitra: I certainly do read the proceedings but the names do not always indicate the nationality of the gentlemen.

Mr. Sarabhai Nemchand Haji: Is there any ground for believing that other countries send non-nationals as delegates and advisers?

The Honourable Sir Bhupendra Nath Mitra: I have no information on that point, Sir.

Mr. Sarabhai Nemchand Haji: If, Sir, the names of these gentlemen do not indicate their nationality, is it not a greater reason for Government making inquiries from Geneva?

The Honourable Sir Bhupendra Nath Mitra: No, Sir, because no advantage will be gained from that inquiry. I have already given the reason why it may be necessary in the present conditions in India to send as an adviser to the Government Delegation a European officer.

Mr. Sarabhai Nemchand Haji: With reference to the point of economy mentioned by the Honourable the Industries Member, may I know from him if it is the intention of Government to be guided in future not by interests of economy alone but by the interests of India in general and what the position of India as an equal partner with other nations in the League of Nations requires, Sir?

The Honourable Sir Bhupendra Nath Mitra: The interests of the Indian tax-payer include considerations of economy.

Mr. Sarabhai Nemchand Haji: Will Government please state if it is a fact that the authorities of the International Labour Office have expressed their desire that the Governments of countries represented at the International Labour Conference should observe the principle of continuity of personnel in their nominations of delegates and advisers to the International Labour Conference?

The Honourable Sir Bhupendra Nath Mitra: The Government of India have received no communication from the International Labour Office with regard to the principle referred to by the Honourable Member. So far as the Government delegates are concerned this principle is so far as possible being observed. With regard to the non-Government delegates I would invite the Honourable Member's attention to Article 389 of the Treaty of Versailles.

Mr. Sarabhai Nemchand Haji: With reference to the continuity that is desirable in the nomination of the personnel for the International Labour

Delegations, would the Government consider the advisability of inviting to the organisations that nominate these delegates and advisers the desirability of observing continuity in their nominations, Sir?

The Honourable Sir Bhupendra Nath Mitra: No, Sir. The Government of India do not desire to take any action which would in any way restrict the discretion of the parties concerned.

#### Social Insurance

Khan Bahadur Sarfaraz Hussain Khan: (a) With reference to Government reply to starred question III asked in the meeting of the Legislative Assembly on the 23rd August 1927 regarding the recommendations of the International Labour Conference regarding Social Insurance, will Government please state if they have received the report of the Delegates to the Conference and the authentic copies of the Draft Conventions and Recommendations?

(b) If so, are Government in a position to state what action they intend to take regarding the recommendations of the International Labour Conference in connection with Social Insurance?

The Honourable Sir Bhupendra Nath Mitra: (a) The answer is in the affirmative.

(b) The matter is under consideration and the Government of India hope to move a resolution on the subject during the present session.

#### BOMBAY LEGISLATIVE COUNCIL

##### Housing Conditions in Karachi

Mr. N. A. Bechar: Will Government be pleased to state—

(a) whether they are aware that the Rajputs from the Mayavaunshi sect are degraded to the level of untouchables and are called Meghwars;

(b) whether they are aware that a large number of them live in Karachi engaged in the honourable professions of weavers, labourers in docks, building constructions and other avocations in Karachi;

(c) whether they are aware that on account of their social ostracism they are compelled to live in houses which cannot be characterized as anything short of blackholes although they are paying rents up to Rs. 5 or 6 for the same;

(d) whether they are aware that on account of their dwelling in such houses without any provision of water closets, baths, water pipes and other sanitary conveniences they live in a filthy condition;

(e) whether they propose to extend to them any measure of assistance to improve their condition;

(f) whether they are aware that the British Government have been spending millions of pounds every year in granting subsidies to encourage construction of housing for labouring classes?

The Honourable Sir Ghulam Hussain Hidayatallah: (a), (b), (c) and (d) Yes.

(e) It is primarily the duty of the Municipality, of which the Honourable Member is himself a Member, to secure better sanitary conditions of these and other classes similarly situated.

(f) Government have no information on the subject.

#### Dismissal without Notice

Mr. S. K. Bole: Will Government be pleased to state—

(a) whether their attention has been drawn to the death of the Manager of the Shapurji Bharucha Mills on the 6th September 1927? If so, will they make a statement narrating the events which led to the sad occurrence?

(b) whether their attention has been drawn to the police and newspaper reports that the Manager of the Mills wanted to dismiss without notice no less than 200 women workers and had brought the new workers into the mill compound before he asked the *Naikin* of the old workers to quit the mill premises;

(c) if so, whether such a practice of summary dismissal of workers is common in the textile mills in Bombay? If they have no information, will they collect it and place it on the Council table. If not, why not?

The Honourable Sir Cowasji Jehangir: (a) and (b) Government have no information beyond what was reported in the press.

(c) It was observed during the recent enquiry regarding fines conducted by the Labour Office that the rules of several textile mills provided for the summary dismissal of the workers for certain offences, but it was stated that in practice this form of punishment is rarely inflicted.

#### Housing of Depressed Classes

Dr. P. G. Solanki: Will Government be pleased to state—

(a) the total number of depressed class people in the City of Bombay;

(b) the number of men, women and children of these classes engaged in the textile industry in local mills;

(c) whether they are aware of the insanitary and overcrowded conditions of their habitations in Bombay City;

(d) what steps they intend to take to improve their residential quarters so as to give them more space, fresh air and light which are essential for healthy life?

The Honourable Sir Cowasji Jehangir: (a) and (b) No separate statistics of the depressed class people are compiled in the Census of India, 1921.

(c) Yes.

(d) Steps have been taken by the Development Department to improve the residential quarters of the depressed classes. Members of these classes have taken rooms in the Development Department chawls and the Development Department is prepared to accommodate more of them at the sanctioned rents ranging from Rs. 5 per room per month at Worli to Rs. 9-8-0 at DeLisle Road if rooms are taken singly. A large number of vacant rooms, especially at Worli and Naigaum, are available. The areas in which the chawls are situated are open and healthy and well provided with open spaces. Whole chawls are also offered at reduced rents to any institutions, societies and similar organisations or bodies, and to private individuals on behalf of any community or section of the public and the depressed classes could take whole chawls at the reduced rents of about Rs. 4, Rs. 5-11-0 and Rs. 7-11-0 per room per

month... Nargan and DeLala Road, respectively. The chawls are very... There is no discrimination... Nargan and DeLala Road

The... which has since its creation in 1898 been mainly... demolition of buildings in slum areas, for improvement... members of the working class

In 1918 the... 973 tenements and in the... the number of 42,790 have been... of the new... more than two times

At present... the new tenements provided... dwellings of 1,55,000 persons or... the population of the City.

The City Improvement Trust have been and are... of the... of the... for their special accommodation... at the Trust... permanent camps for the

In pursuance of this policy the Trust in the year 1920... 4 blocks of chawls in East Agripada containing 127 rooms for the... special accommodation of Mahars.

Separate blocks will be provided, where required in all new... Schemes of the Improvement Trust Board, and negotiations for the... reservation of 2 blocks containing 160 rooms in the Board's... Road Chawls are in progress with the Municipality for the... part of its conservancy staff.

In all, accommodation for 7498 persons of the depressed... provided for in 1710 rooms in the Board's Chawls and... permanent sheds.

Recruitment of Seamen at Karachi

Mr. N. A. Bchar. Will Government be pleased to

- (a) what is the... which...
- (b) whether it is a fact that there is no... Karachi port, such as exists in Bombay, Calcutta and other... in spite of the fact that Karachi is a major port and full... of seamen are taken by many ships touching at Karachi;
- (c) whether it is a fact that on account of want of proper... Office the seamen are suffering from many disabilities and their interests are not fully protected;
- (d) what measures are Government prepared to take to suppress the... abuse caused by the system of recruiting seamen through Ghat serangs, brokers and other private persons procuring in Karachi port as... whether that be given that an Indian Seamen's Union has been... recently in Karachi;
- (e) whether they propose to utilize the services of the... in the... of recruiting the Shipping Master in the recruitment of seamen.

(a) what assistance Government are prepared to render to the Union for the welfare of the seamen;

(b) what they have done towards the welfare of the labourers, this being a provincial subject?

The Hon. Member for Cowaji Jhangir:—The recruitment of seamen at Karachi is done in the presence of the Master or some other Officer of the ship. The ship's officer chooses the men himself and the Collector of Customs and Shipping Master, Karachi, certifies himself that the men so recruited are in possession of the necessary discharge certificates and that they understand the stipulations under which they are being engaged. It is true that outside the office of the Chief Inspector, Preventive Service, who is under the Deputy Shipping Master for the purposes of recruitment of seamen, a private individual generally known to the seamen as the Ghat serang is always present and ready to help recruitment. When the Master or Officer of a ship comes to the office of the Chief Inspector, the Ghat serang is called up before the Master and asked to produce the men required. It is however open to the Master to select any seaman, whether brought by the Ghat serang or not, and the Chief Inspector or his staff does not interfere with the choice of the Master or the Officer of the ship. The Shipping Office does not recognize the Ghat serang as such and if any other serang brings men for selection they are also placed before the Master or Officer of the ship.

It is not a fact that there is no regular Shipping Office at Karachi. The Shipping Office for that port is at the Customs House as provided under section 7 of the Indian Merchant Shipping Act of 1923, and some of the staff of the office as indicated above is carried out by the Preventive Service Office at Karachi's wharf for the convenience of the Masters of ships.

(a) There is no regular... of the... There is no regular... of seamen at the port of Karachi. Whenever recruitment is done it is done by the... of replacing... of men sent to... in many instances when such a case occurs, the master of the vessel... for another... of... from the port at which the... was signed on. When recruitment is made locally, the... indicated in the... of... is followed.

(b) Government are not aware of any... caused by the present... of recruiting seamen at Karachi.

(c) The... of the... is not prepared to... the... of the Union by definite... measures. It, however, suggests that the Union... from the... Office... to... regarding the... of... they will be afforded the same... as the... known as... and the same... will be... to all... seeking....

(d) Local... for... to the... forming the... will be... provided that they are in possession of... and the... of the... of their... The Hon. Member... in the... of... in the... Government are... of... to the...

(e) The Hon. Member... in the... of... in the... Government are... of... to the...

Seamen's Rest, Bombay, and a grant of Rs. 500 to the Seamen's Rest, Karachi. The question of the establishment of an Indian Seamen's Rest at Bombay with the aid of private subscriptions is under consideration.

### British Trade Union Membership

A publication issued jointly by the British Trade Union Congress and the British Labour Party gives membership figures for the British Trade Union Congress for some years back, and points out that, in view of the permanent trade depression, heavy unemployment and low wages of the last six years, trade union membership losses are much less than might have been expected. There are over a million more men and more than twice the number of women in the unions today than in the last pre-war year. In 1913 the membership was 4,135,000; in 1920, the climax of industrial prosperity, 8,337,000; and in 1926, 5,208,000. The steady decline which has set in since 1920 was only broken once in 1924.

In respect of the individual trades, in 1925-26 the membership rose for the following trades: wool and allied trades by 2.5 per cent., food, drink and tobacco 1.7 per cent., furnishing trades 0.7 per cent., carpenters and joiners 0.4 per cent., bricklayers and masons 0.4 per cent., builders' labourers 7.2 per cent., other building trade workers 16.8 per cent., water transport 13.2 per cent., and teaching 1.8 per cent. In all other groups of unions membership declined by 5.2 per cent. between 1925 and 1926, male membership by 5.7 per cent., and women membership by 2.8 per cent. Changes have meanwhile been taking place in the distribution of employment between the various industries, but the statistics do not show any very appreciable increase in union membership in the case of industries which have been expanding in the last few years. The industries which have been declining in respect of the number of insured persons employed in them in July 1923, as compared with July 1927, are the coal-mining, iron and steel, wool textiles, general engineering, and shipbuilding industries, while there has been an increase in the distributive trades, road transport, motors and cycles, building and public works, brick-making, etc., silk and artificial silk. There has thus been a transfer of the industrial population from the older industries of the North to the South, where the newer industries are to be found, industries which are chiefly concerned with manufacturing for home consumption.

As for the disbursement of trade union benefit, and the attainment of higher wages and shorter hours, etc., there have been, on the whole, fine successes. The average yearly contribution per member in 1923 was £1 16s. of which 8s. 5d. was expended in trade benefits, 8s. 11d. in friendly benefits, and 1s. in political objects, nearly half the members' contributions to trade unions being thus returned in solid cash benefits. As for wages, if we take 100 to be the level of *real* wages in 1850, we find that the level had risen in 1910 to 143; in 1914 it fell somewhat, but rose again during the War; and it has since fallen to the level of 1914. But, while formerly 60 or even 70 hours were worked per week, today the 48-hour week is general throughout industry. (From "Press Reports of the International Federation of Trade Unions," Amsterdam, No. 1, January 5, 1928.)

## Conciliation and Arbitration in Industry

### LEGAL SYSTEMS IN SOME LEADING COUNTRIES

Great Britain, as an old industrial country, has perhaps the greatest experience of any country in conciliation and arbitration. A complex system has been developed, based mainly on the principle of voluntary agreement and built up gradually by the aid of practical experience. It consists partly of non-Governmental machinery of various kinds for different industries and partly of Governmental machinery created by the Conciliation Act of 1896 and the Industrial Courts Act of 1919.

The Dominions have, of course, had very different economic conditions to consider in framing their own machinery, but have naturally been influenced by the British experience. Canada's conciliation and arbitration system has in some respects been modelled on the British example. Thus provision is made for conciliation by the Department of Labour in case of disputes, and efforts are made to promote co-operation between employers and workers on the lines of the Whitley proposals. The most important effort is to be seen in the system created by the Canadian Industrial Disputes Investigation Act of 1907. This Act applies to the whole of industry, and in particular to industries of special importance to the community. It was, however, declared *ultra vires* by a judgment of the Judicial Committee of the Privy Council in January 1925, on the ground that it affected rights reserved exclusively to the provincial legislatures which were not within the competence of the Dominion Parliament.

Later in the year amendments were made to meet the judgment and to confine the operations of the Act to industrial disputes in enterprises coming clearly within the purview of the Dominion Parliament. Provision is also made for any province if it chooses to take advantage of the Federal machinery and make the Act applicable to disputes within its exclusive legislative jurisdiction.

The main object of the Canadian Act is the settlement of disputes before they have led to stoppage of work. A Board of Conciliation and Investigation is provided, a body appointed *ad hoc* and consisting of three members, one appointed by each of the parties to the dispute, and the third member, the chairman, being secured, if possible, by the joint recommendation of the parties, or, failing that, by the Minister of Labour. The Board first of all attempts conciliation; if it fails the facts and the circumstances of the dispute and the proposals made by the Board for settlement are published. If the parties accept them, the terms become for them enforceable at law like an arbitration award. The Board has thus functions of conciliation, investigation, and arbitration.

The most striking feature of the Canadian legislation is the prohibition of strikes and lockouts in industries which are of special interest to the community. Section 56 of the Act lays down that "it shall be unlawful for any employer to declare or cause a lockout, or for any employee to go on strike, on account of any dispute prior to or during the reference of such dispute to a Board of Conciliation and Investigation." Section 57 adds that employers and employees shall give at least thirty days' notice of an

intended or desired change affecting wages or hours; and in the event of a dispute resulting it shall be unlawful for the employer to make effective a proposed change or for the employees to go on strike until the Board has delivered its report. The penalty for infringement is a fine for employers of \$ 100 to \$1000 for each day of any illegal lockout or change; and for an employee a fine of \$ 10 to \$ 50 for each day he is on strike. Precautions are taken that these provisions shall not be used for purely obstructionist purposes. A Board, if its creation is approved, must be established within fifteen days of application. If in the opinion of the Board either party uses the Act obstructively such party shall be liable to the same penalties as provided above. It is important to notice that in practice the penal element in this legislation has receded into the background. The Canadian Government has preferred to put the emphasis on conciliation rather than investigation and punishment.

The good results which are supposed to have followed the Canadian Law have led other countries to copy it wholly or in part. This has been done by some Federal States of the United States and by South Africa. In the latter country the Conciliation Act of 1924 provides for the creation of Industrial Councils and Conciliation Boards, any award of which becomes binding if the majority of the employers and workers represented agree beforehand to accept the award. Strikes and lockouts are unlawful so long as the award is in force. The provisions of an agreement based on such an award may, on the proposal of the Minister of Labour, be extended to employers and workers who did not take part in the proceedings before the Industrial Council or Conciliation Board. Special provisions are made with regard to disputes in public services or establishments of public utility. Failing agreement between the parties the arbitrator makes an award which is final and binding. Strikes and lockouts are generally unlawful until all possibilities of conciliation have been exhausted by reference of disputes to the Industrial Courts or Conciliation Boards. In establishments of public utility strikes are altogether unlawful.

The systems applied in Australia and New Zealand are typical instances of compulsory arbitration. They have, however, been rendered so intricate by continual amendments, especially in the last year or two, that it is almost impossible to describe them in a few words.

#### AUSTRALIA AND NEW ZEALAND

The conciliation and arbitration systems of the Australian States are mainly of three kinds—Wages Boards, Arbitration Courts, and, finally, a system combining the two. Wages Boards are usually permanent bodies appointed for a specified industry, and consisting of an equal number of employers' and workers' representatives, who appoint the chairman. They have mainly to fix minimum rates and are empowered to change these rates at their discretion, even if there is no actual dispute. The proceedings of these Wages Boards, the primary object of which is evidently to reach an agreement by mediation of the chairman, virtually amount to negotiations for the conclusion of a collective agreement. The Wage Board system is most in use in Tasmania and Victoria; it has gradually been extended to industries with high wages and highly developed workers' organisations.

The Industrial Arbitration Courts usually consist of a judge of the High Court sitting with a workers' and an employers' representative. It is their task to settle disputes and make awards. These awards can, at the discretion of the Court, be declared compulsory for the whole industry of a district or of the State. Most Australian States, and also New Zealand, have adopted a combined system of Wages Boards and Arbitration Courts, differing only in details of organisation. Finally, there is the Industrial Arbitration Act of the Commonwealth of Australia, modelled mainly on the legal provisions in force in New South Wales. It has created a compulsory arbitration court for inter-State disputes.

Except in Tasmania and Victoria, almost every strike or lockout is unlawful in the Australian States, and may entail penalties. In practice, however, it has proved impossible to enforce the prohibition, and in New South Wales, in particular, where strikes have always been frequent, the introduction of compulsory arbitration does not appear to have reduced their number. Compulsory arbitration met with some success in its early years, but seems to have proved less and less successful in the course of time. Even New Zealand is no longer a country without strikes. This may to some extent be owing to changes in economic and political conditions, and partly to the fact that the weapon of compulsion has gradually become blunt.

#### CONDITIONS IN EUROPE

We may now turn to conditions in Europe. The methods employed to cope with industrial disputes are as chequered as the map of Europe itself. We can but refer briefly to the provisions of some countries whose machinery is particularly interesting. In Italy the law recognises but one trade association as representative of any trade; this representative power is conferred on the association by public law, the association being virtually a State institution. Other trade associations may be organised side by side with the recognised Fascist associations, but they have no right to represent the trade. Collective agreements can only be made by the recognised associations and are then automatically applied to the whole trade. The Act of April 3, 1926, created special jurisdiction in disputes connected with employment (*Magistratura de Lavoro*). This "industrial magistracy" is competent to settle all disputes arising out of collective agreements or existing regulations, or out of demands for new conditions of employment. To this end special departments have been added to the courts of appeal. The Court (*Camera*) for Collective Labour Disputes consists of three professional judges, each of whom is assisted by two assessors who are to be experts on questions of production and labour. If the Court has to decide on the interpretation and application of an existing agreement, the procedure follows the general principle laid down by the law concerning the interpretation and application of contracts. Where new conditions of work have to be fixed the Court is to be guided by general considerations of equity and to try to reconcile the interests of employers and workers while keeping in mind the higher interests of production. According to Italian law the decision is in this case also a judgment in the legal sense and not an award of an arbitrator. The Italian system thus seeks to substitute the jurisdiction of the Courts for a class struggle. Strikes and lockouts

are, consequently, altogether unlawful, and penalties are provided. It is too early as yet to form any judgment as to whether the system will prove efficient.

The conciliation and arbitration system in Norway has a somewhat turbulent history, which, however, cannot be gone into here. Two new Acts (an Act concerning labour disputes and an Act concerning compulsory arbitration completing the former Act) were passed in May 1927; for the most part they renew Acts previously in force, with minor amendments. The main provisions are the following:—The trade associations are responsible for damages resulting from a breach of a collective agreement. It is unlawful to attempt to settle a dispute between a trade union and an employer or an employers' association concerning the validity, interpretation, or existence of a collective agreement, or concerning a claim based on a collective agreement, by way of strike or lockout. A strike or lockout must not be declared before the term for giving notice provided for in the collective agreement has expired, or sooner than four working days after notification has been made to the Conciliation Officer of the State of the failure of negotiations. The Officer may within two days of receipt of notification prohibit a stoppage of work in the interests of the community. Limits of time are fixed within which conciliation proceedings must be concluded. The Act concerning compulsory arbitration (which is only to be in force until August 1, 1928), provides that the Crown may refer to the Arbitration Courts for decision any collective dispute which imperils essential interests of the community and in which conciliation has failed. The dispute having been referred to the Court, the Crown may prohibit any stoppage of work. The decision of the Arbitration Court is final and declared to be equivalent to a collective agreement. It is possible to reopen the proceedings under certain conditions (for instance, for wages revision in the event of considerable changes of conditions). It appears from the very limitation of the period of the Act that it is in no way considered as a final solution. The trade unions have declined to nominate assessors on the Arbitration Court, and they have had to be appointed by the Government.

#### FRANCE AND GERMANY

That the conciliation system as developed in France has up to the present been rather inadequate is admitted by the French themselves. Numerous schemes of reform are now under consideration; discussion therefore seems premature. In Germany, Arbitration Committees and Arbitration Chambers (the latter as a rule for the larger districts and the more important matters) assist the parties in making collective agreements. They consist of a chairman and usually two assistant members representing workers and employers. They function either at the request of one of the parties or at their own discretion. Failing conciliation, always the primary object, they make an award, which is a simple proposal to the parties as to the means by which the dispute might best be settled. The parties are free to adopt or reject the proposal. In case of adoption by both parties the award becomes equivalent to a collective agreement. Even if the award is rejected it may be declared binding, either at the request of one of the parties or by authority. If it was made by an Arbitration Committee the

arbitrator can declare it binding, or if it was made by a Chamber the Reich Minister of Labour can so declare it. If it is to be declared binding it must conform to two conditions—it must constitute an equitable compromise between the reasonable claims of the two parties, and its application must be necessary for economic and social reasons. A Chamber may even make an award if the parties do not obey its summons. Provision is made for a second hearing of the parties with a view to possible agreement before the decision on whether the award shall be declared binding is made. If the parties again fail to appear the decision must nevertheless be made.

The German system has in general proved satisfactory. No doubt employers have often and with vigour attacked the provision allowing awards to be declared binding, and it may be that it has not always been applied in the right way, especially during the early years of the republic (for a similar regulation has been in force since 1918). Now, however, the procedure has become so well understood that it usually functions smoothly. The chairman of the arbitration committees and the arbitrators have become highly experienced and the system has grown familiar to the parties. It rarely happens that awards are declared binding which could be considered as fore-doomed to failure.

This is but a summary account of the conciliation and arbitration systems in some of the more important countries. It shows that if each country has approached the problem in its own way according to its genius and economic structure, certain common features may nevertheless be traced in all systems. It seems certain that no country regards its methods as final. Practically all countries are still in the stage of experiment. It would be difficult to give an opinion on the efficiency of any of the systems, as opinions in each country differ widely according to the point of view of the commentator. Statistics are of little value and hardly comparable as between the countries. No system has given complete satisfaction or could be applied everywhere. The experiences of other countries may offer valuable suggestions, but each must adopt its own system to meet its peculiar conditions. (From "Commercial," Manchester, January 26, 1928.)

#### Hours of Employment Act for Women in New York

Under an Act passed by the New York State Legislature in February 1927, which came into operation on 1st January 1928, women may not be employed in factories and mercantile establishments for more than 8 hours a day unless a weekly half holiday is granted, when 9 hours may be worked for five days a week, and not more than 4½ hours on the remaining day, the maximum weekly hours thus permissible amounting to 49½. Overtime not exceeding 78 hours per annum may be sanctioned, provided that the hours worked do not exceed 10 a day and 54 a week. Women may not be employed in factories between the hours of 10 p.m. (9 p.m. in the case of those under the age of 21) and 6 a.m. or in mercantile establishments between 10 p.m. and 7 a.m. (From "Ministry of Labour Gazette," London, February 1928.)

### Occupational Mortality in England and Wales

The Registrar-General for England and Wales has issued a Report\* on occupational mortality, fertility, and infant mortality, based on the results of the Census of 1921, taken in connection with the birth and mortality statistics for 1921-23. The figures are for male occupations only; the fertility and infant mortality rates are brought into relation with the occupations of the fathers of the children. The only exception is in the case of illegitimate births (and the mortality of illegitimate infants), which are related to the occupations of the mothers.

It is stated in the introduction that the present Report differs from its predecessors (dating back to the 1851 Census) mainly because for the first time it distinguishes occupations on purely occupational, and not, as formerly, on largely industrial, lines. For example, cutlery grinders, who are subject to special silica risk, were formerly grouped with all other workers concerned in the manufacture of cutlery, many of whom are subject to no special risk. The mortality for this composite group in 1910-12 exceeded the average by 63 per cent.; but the mortality for actual grinders of cutlery, taken alone, was found to exceed the average in 1921-23 by no less than 230 per cent. Again, in the old classification all pottery workers were in a single group, with a mortality 51 per cent. above the average. Now they can be distinguished as potters, millworkers, and slip makers, with an excess mortality of 64 per cent.; dippers and glazers (41 per cent.); and oven men and placers (83 per cent.).

It is stated in the Report that the effect of occupation upon male mortality is probably on the whole more indirect than direct; that is to say, that mortality is influenced more by the general conditions of life implied by various occupations than by the direct occupational risks entailed.

The number of males aged 20-65 in England and Wales at the Census of 1921 was 10,082,062 of whom 9,704,860 were occupied and retired males (civilians only). These 9,704,860 occupied or retired males are grouped in this Report in five classes, as follows:—

*Class I*, numbering 225,618, comprises directors and secretaries of companies, stockbrokers, heads of departments in banks and insurance companies, clergymen and ministers of religion, professional men, authors, editors, and journalists, etc., etc.

*Class II*, numbering 1,974,884, comprises farmers, employers and managers in most businesses, railway officials, officers in the mercantile marine, buyers and commercial travellers, and most brokers and agents, civil service and local authority officials and clerks, commercial and other clerks, teachers, artists, etc., etc.

*Class III*, numbering 4,218,715, comprises foremen, and the more skilled grades of manual workers generally, together with shop assistants, roundsmen and van salesmen, postmen and post office sorters, telegraph and telephone operators, actors, musicians, and stage hands, domestic servants, gamekeepers, waiters, motor car, motor omnibus, and motor lorry drivers, tram drivers, etc., etc.,

\*The Registrar-General's Decennial Supplement: England and Wales, 1921; Part II. Occupational Mortality, Fertility, and Infant Mortality. H. M. Stationery Office; price 7s. 6d. net.

*Class IV*, numbering 1,984,906, comprises agricultural labourers and navvies, most mine and quarry workers other than coal hewers, machine tool workers, engineers and foundry labourers, drivers of horse-drawn vehicles, omnibus and tramway conductors, packers, railway porters, platelayers, gas stokers, boiler firemen and stokers, firemen and trimmers in mercantile marine, etc., etc.

*Class V*, numbering 1,300,737, comprises unskilled workers.

One Table in the Report shows that, if the mortality for all occupied and retired males, at ages 20-65 years, be expressed as 1000, the corresponding mortality in the five social classes, as above defined, is as follows: Class I, 812; Class II, 942; Class III, 951; Class IV, 1007; Class V, 1258. For some individual diseases the contrasts are even more striking. Thus, if the mortality for all occupied and retired males, aged 20-65, be expressed as 1000, that for respiratory tuberculosis alone is 163.5; and the rates for the same disease for the above five classes are 80.0, 136.0, 159.8, 164.2, and 229.0, respectively; showing a mortality rate in Class V nearly three times as high as in Class I. For bronchitis, the rate for all occupied and retired males, aged 20-65, is 49.6; while for the five social classes it is 12.7, 27.2, 46.5, 59.4, and 87.4, respectively, showing a rate in Class V nearly seven times as high as in Class I.

The following Table shows a few individual occupations with exceptionally high or exceptionally low mortality. The standard, as before, is all occupied and retired males, aged 20-65 (civilians only), whose average mortality rate is expressed as 1000:—

Occupations with Low Mortality	Mortality Rate	Occupations with High Mortality	Mortality Rate
Farmers, etc.	674	Potters, etc.	1,641
Farm bailiffs	526	China, etc., kiln and oven men	1,830
Agricultural labourers, etc.	688	File cutters	1,851
Cement workers, lime burners, etc.	717	Cutlery grinders	3,295
Carpenters	843	Cellarmen	1,510
Platelayers	920	Brushmakers	1,320
Railway Signalmen	622	Barristers	1,171
Clergymen (Anglican Church)	561	Barmen	1,955
Gamekeepers	667		

A section of the Report deals in detail with the mortality experience of the occupied and retired male population, arranged in 178 occupational groups. Another section, dealing with infant mortality, shows how greatly the mortality of infants under one year of age is influenced by the social condition of the fathers. Thus in Class I of the five social classes described above, 61 per cent. of the infant mortality occurs in the first four weeks, in which, of course, the deaths of infants are the least preventable, and only 39 per cent. in the whole of the remaining 48 weeks of the first year; while in Class V the proportions are exactly reversed, 39 per cent. of the deaths of infants occurring in the first four weeks, and 61 per cent. in the remainder of the first year. (From "Ministry of Labour Gazette," London, February, 1928.)

### Wage Movements in Various Countries

The February 1928 issue of the *International Labour Review* contains an article by Dr. J. H. Richardson, an officer of the Research Department of the International Labour Office, in which he deals with some aspects of recent wage movements and tendencies in various countries. The discussion of the subject is limited to countries for which adequate statistical data are available and the influence of the variations in currency values on the movements of wages has been especially considered.

The article contains seven carefully compiled tables three of which are of great interest to the general reader. The first deals with the nominal and real weekly wages of adult male workers in various countries, the second gives a comparison of the wages of skilled and unskilled male workers and the third compares men's and women's average hourly wages.

#### MONEY WAGES AND REAL WAGES

With a view to an examination of the general levels of money wages and real wages in the different countries, a table has been compiled showing the nominal weekly wages of adult male workers before the war and from 1920 to 1927, together with the ratios of wages in each post-war year to the pre-war levels. Index numbers of the cost of living are given for corresponding dates and these have been used for the calculation of index numbers showing the relations between real wages before and after the war. These figures, it should be borne in mind, have been compiled according to different methods in the various countries. However, they are adequate for the purpose of a broad survey of general wage movements.

The figures show that in Denmark, Norway, Sweden, Great Britain, and the United States money wages and the cost of living reached a peak in 1920. Real wages reached a high point in the United States in the same year, and in Denmark, Norway, Sweden, and Great Britain in 1921. In France, as far as can be ascertained from the information available, the movements of money and real wages resembled those in the four last named countries, a peak of real wages being reached in 1921. The movement in Australia was also similar, a high point in money wages, cost of living, and real wages being reached in 1921. In all these countries there was subsequently a decline from the high levels reached in 1920-21, the fall varying considerably both in severity and in duration in the different countries. The situation in Germany was exceptional.

#### WAGES OF SKILLED AND UNSKILLED WORKERS

Since 1914 there have been in many countries noteworthy changes in the ratios between the wages of skilled and unskilled workers. These changes are illustrated by figures given for Denmark, Great Britain, Germany, the United States, Australia, and New Zealand. The wage data are taken from, or calculated from, statistics given in official publications, in all cases except the United States, for which figures compiled by the National Industrial Conference Board have been used.

The figures show that generally, during the period from 1914 to 1920 or 1921, a marked rise took place, in each of the countries covered, in the

ratio between the unskilled and the skilled wage. The diminution of the margin of difference between the two groups was most marked in Germany, where currency inflation and the rise in the cost of living were greatest; so considerable were the changes in wage relationships that in various industries during the years 1922-23 unskilled workers received wages only 10 to 15 per cent. below those of skilled workers, compared with 40 per cent. below in pre-war years. The change of ratio was smallest in New Zealand, where already before the war the margin between skilled and unskilled workers was exceptionally narrow and where the subsequent rise in the cost of living was relatively small.

With the fall in prices which took place in most countries during 1921 a tendency manifested itself in the direction of a return to the pre-war ratios. In Germany a similar movement began after the currency stabilisation at the end of 1923. The tendency was only slight in Denmark and Australia, but was strongly marked in the other countries. The movements towards the pre-war ratio were, however, arrested about 1924, and data for the last three years give evidence of the establishment of a new and higher ratio, rather than of a return to the position of 1914. Only in New Zealand, where the pre-war ratio was exceptionally high, has the relationship which existed before the war been practically restored.

#### WAGES OF MEN AND WOMEN

The general increase in women's wages since 1914 has been proportionately greater than that of men's wages. Consequently the ratio of women's to men's wages is now higher than before the war. Figures are given for those countries for which wage statistics covering representative industries are classified separately according to sex. The relative improvement in women's wages is partly the result of the general tendency since 1914 for the wages of unskilled, low-paid workers to rise to a proportionately greater extent than those of skilled, highly-paid workers. It is also no doubt, partly due to an increase in the opportunities for industrial employment open to women. There is no marked tendency towards a restoration of the pre-war ratios.

#### CONCLUSION

A statistical analysis of the question of wage movements leads Dr. Richardson to the conclusion that even allowing for the reduction in hours of labour since 1914, labour productivity per head in certain countries is higher than before the war. This, he thinks, is especially true of the United States. The increases in the productivity witnessed during recent years in the United States indicate the probability of real wages above the pre-war level also in other countries. For this, the present European economic conditions are not entirely favourable but if the economic rapprochement and the reduction of tariff barriers as foreshadowed by the World Economic Conference of 1927 are brought about there may be permanent improvement of real wage standards. As regards unskilled workers and women, recent tendencies in a number of countries clearly indicate that they have secured and will continue to maintain definitely higher wage standards than before the war.

## The Seven-Hour Day in Russia

### A LIMITED EXPERIMENT

The various investigations recently made in Russia into the possibility of making experiments in certain undertakings regarding the introduction of a seven-hour day have not remained without result. On the one hand, they have brought to light a large number of difficulties which had not been considered in the first instance; on the other hand, they have made it possible to define the conditions under which experiments may be tried in certain establishments.

On 6th January 1928, the governmental committee announced its final selection of 22 undertakings in the textile industry which will, simultaneously with the transition to the seven-hour system, be required to raise from two to three the number of shifts worked, so that work shall begin at 3 a.m. and cease at midnight.

It would seem that the choice was governed mainly by the fact that the textile industry is a branch of industry which is assured of a wide market; the demand for textile fabrics greatly exceeds the supply. It is contended that, though the output per shift may slightly fall, the undertakings selected are bound to augment their total production by reason of the fact that, under the three-shift system, their plant will be more fully occupied than under the system of two shifts.

Moreover, it is anticipated that the individual will work harder. At present, there are 8.5 workers per 1000 spindles—the prewar proportion—whereas in 1923-24 there were from 12 to 15 workers per 1000 spindles. It is believed that the present average of 8.5 is capable of being lowered; in the new establishments which are under construction, plans are being laid on the basis of an average of 5.5 workers per 1000 spindles.

On the basis of this anticipated intensification of individual output, the following calculations are made:—

In 14 factories out of the above-mentioned 22, the conversion to the three-shift system would appear at first sight to necessitate the engagement of 17,800 workpeople; in practice, however, it is estimated that 6500 of these can be dispensed with owing to the intensification of individual output; the remaining 11,300 will be found partly in neighbouring factories, partly among the unemployed or apprentices who have just completed their training.

In short, it is thought that the first experiments should be made under most favourable conditions, in a branch of industry which is sure of its market and of its raw materials, and with workmen who are already acquainted with the occupation.

### ECONOMIC DIFFICULTIES

The investigations have also shown that the introduction of the seven-hour day will encounter difficulties of an economic, administrative and legislative character.

It must be expected that, in the earlier stages, there will be a decline in individual output. According to experience in other countries, the diminution is expected to be equivalent to about one-half of the reduction

in hours of work. Mr. Stroomilin estimates that, if all industry were to be converted at once to the seven-hour basis without any reduction of wages, the cost involved, including the cost of building housing accommodation for the additional workpeople, would be 300,000,000 roubles. Further, it would be necessary to buy machines and raw materials abroad, and the amount available for foreign trade would be reduced by more than one-half.

In view of this, it is proposed to proceed by stages, the seven-hour day being applied as follows:—

Economic Year (1st October to 30th September)	Percentage of Establishments Covered
1928-1929	.. 25 to 30
1929-1930	.. 50 to 60
1930-1931	.. 75 to 85
1931-1932	.. All

The system would be introduced first in those establishments which were best equipped. In order, however, to avoid the creation of wide discrepancies between the conditions of different workers in the same branch of industry, it may become necessary to allow for a fall in output in establishments which are not well equipped, provided that this can be counterbalanced by a rise in output in other establishments.

### ADMINISTRATIVE DIFFICULTIES

There is unanimity in the opinion that a fall in production, at any rate of a temporary nature, is inevitable. In order to compensate for this, or at least to minimise it, there is a proposal to introduce a system of supplementary shifts, which incidentally would help to reduce unemployment.

It is pointed out that such a system would render it possible to make a greater use of the plant available, without adding to the cost of depreciation. At the present time, it is stated, the plant is used daily 20 per cent. less than before the war—22 per cent. in the oil industry, and even 43 per cent. in metal-working. If the hours of work of the individual worker be reduced, the logical counterpoise is an increase in the hours of work of the machine. But this is not practicable in every case. In some cases, the plant would not stand a prolongation of its daily use.

Account must also be taken of the supply of raw material and the consuming power of the market. In many works, notably Martin furnaces and rolling mills, the equipment is such that more continuous use might even impede the development of production. Finally, in many cases any increase in the number of shifts worked would be difficult, if not impossible, owing to lack of skilled workers and technical staff; before any final steps could be taken, the unemployed would have to be trained.

Again, the increase in the number of shifts worked raises the delicate question of their rotation. This question is one of those which are occupying most attention, especially in continuous process industries. In the paper-making industry, for example, work is at present carried on by three full shifts of 48 hours a week, and one complementary shift of 24 hours a week. To apply the seven-hour day system, it would be

necessary to have four shifts, and to increase the number of workers employed by 14·3 per cent.

Several possible solutions are put forward. For instance, each shift might work 48 hours in one week (i.e., six days), and 40 hours in each of the next three weeks (i.e., five days); alternatively, each shift might work in each week three days of eight hours each and three days of six hours.

For the purposes of the initial experiments in the textile industry, it is provisionally suggested that the following solution should be adopted: each shift will, in turn, begin work during one week at 3 a.m., during the next week at 10 a.m., and during the third week at 5 p.m.

A point which is much canvassed is whether, when an additional shift is instituted (making three instead of two), the night shift should work seven hours or six. Hitherto, when the normal working day was one of eight hours, the night shift worked only seven hours at the regular rate.

It will be seen that, if the cost of production is not to be increased, individual output must be increased, according to the solution adopted, by between 8 and 17 per cent., a fact which tells in favour of the maintenance, at least for a while, of the present position as regards night shifts.

A consideration of vital importance is: How to dispose of commodities, in the event of an increase in total output as a result of the increase in the number of shifts worked? As indicated above, the question does not arise in the textile industry; but this is not so in the case of many other industries, as for instance in the heavy industries.

Other problems, hardly less important, are those of the supply of raw materials, the provision of working capital, and the housing of the additional workers employed.

#### LEGISLATIVE DIFFICULTIES

From the standpoint of labour legislation, numerous questions arise.

##### *Night Work of Women*

Hitherto the night work of women has been forbidden by law, as a general rule. In some industries, however,—textiles, tobacco, etc.—women constitute the majority of the workers employed. If night shifts are instituted, it will obviously be impossible to constitute these shifts solely of men. It will therefore be necessary to amend the law in this respect.

##### *Night Work in General*

It has already been mentioned that opinion is not yet crystallised on the question whether the night shift should continue to work fewer hours than the day shift. If it is desired to maintain the proportions hitherto observed (seven hours to eight), it will be necessary to introduce a time-table containing fractions of hours. In order to overcome this, it is suggested either that the nearest round figures should be adopted, or that the duration of the night shift should be varied on certain days of the month.

##### *Unhealthy and Dangerous Industries*

Present legislation provides for a reduction of hours of work (seven or six hours instead of eight) by way of compensation for the dangers involved

in certain occupations. If this principle is to be maintained, it will be necessary to make a proportionate reduction (of one-eighth or one-quarter) in the hours of work in such industries. That is a matter for adjustment which will take some time and involve amendment of existing legislation.

##### *Child Labour*

According to existing legislation, the hours of work of children are four or six a day. In this case, however, it is held that the reduction as compared with the hours of adults is not a form of compensation, but is intended to enable the children to complete their education. It would seem that the present limits are to be maintained.

##### *Weekly Rest and Pauses*

Under the law, the weekly rest period is one of 42 hours; the work day preceding the day of rest is reduced by two hours, to six instead of eight. This period would apparently remain unchanged; there would be no further reduction.

As regards "breaks" in the course of the working day, the trade unions would seem to be in disagreement with the managements of the different undertakings. The managements are reported to have indicated their intention of reducing the duration of the breaks, including meal-times. Some of the workmen, it is stated, would not be opposed to this, seeing that it would give them greater unbroken spare time. The trade unions, however, appear to be determined to fight against this movement; in fact in some cases—as, for example, where the work is organised on the "chain" or "conveyor" system, they are in favour of more frequent pauses of short duration as a means of avoiding fatigue.

##### WARNINGS AGAINST HASTE

To sum up, it is clear from the investigations which have been made that the transition to the seven-hour day is not a thing to be treated lightly. (From "Industrial and Labour Information," Geneva, February 13, 1928.)

#### Minimum Wages in South Africa

Two Parliamentary decisions have recently been taken in South Africa. These provide for the gradual introduction of Wages Boards and arbitration for each skilled industry. After hearing both sides, the Wages Board itself acts as the arbiter. Moreover, the highest court in the land has now passed judgment that no question of race or colour shall be taken into consideration as far as skilled labour is concerned. Thus, an Indian compositor is now bound by law to take a certain minimum wage; if he is found accepting a lower one, his employer will be prosecuted and sentenced to pay a heavy fine. There is however a danger that the Colour Bar Act (which excludes native labour from certain skilled trades) may be applied little by little to all the skilled trades employing machinery, in order to prevent non-Europeans from working in them at all. (From "Press Reports of the International Federation of Trade Unions, Amsterdam," February 16, 1928.)

### The Minimum Labour Load in Italy

Seasonal unemployment in agriculture has for years been a serious problem in Italy, especially in the north.

From time to time a remedy has been sought in enforcing on agricultural employers the engagement of a fixed minimum number of workers on every so many hectares cultivated. This remedy has been enforced, where agricultural workers' organisations have been strong, by means of collective agreements; this was first done in 1918, and very generally in 1920. The basis of this measure is a type of agriculture where varying degrees of intensity of cultivation exist side by side, but where it is often comparatively easy to bring the less intensely cultivated farms up to the level of the more intensely cultivated. In Italy this is peculiarly the case.

Public land improvement schemes have for years been the classic remedy for Italian unemployment, especially for rural unemployment. The idea of forcing a minimum number of workers on agricultural employers is an application of the same remedy in private production, the idea being that the surplus of labour effort will be applied to improvements on the various farms, as indicated above. In a very rough sort of way this corresponds to rules of "good husbandry" obtaining in other countries, especially where it is advocated as a remedy against positive undercultivation of the soil.

The obvious objections which may be brought against a principle which enforces public interference with costs of production without ensuring public regulation of selling prices have never been ignored, and opinions on the "minimum labour load," as it is called, have from the outset been divided. Well-known economists are ranged on both sides. Thus Professor Coletti, an authority on agricultural and population questions, has argued during the course of the past few months that, in spite of its inconveniences, the minimum labour load should now be enforced. Professor Mase-Dari points out that the consequences will be that agriculture may be expected to absorb all the surplus workers thrown out of employment by slack times in industry, and that these industrial slack times most often coincide with the dead season in agriculture; so that the burden on agriculture would be impossible.

The Fascist agricultural workers' organisations were at first not favourable to the minimum labour load. Lately, however, they have not only expressed themselves in favour, but have enforced its adoption in the texts of collective agreements. As the season for drawing up this year's agreements approached, the Secretary of the Fascist Confederation of Agricultural Workers, Mr. Rossoni, addressed the September congress of agricultural workers in Lombardy as follows:—

"The minimum labour load is a difficult question, on which the Fascist Confederation of Agricultural Workers does not propose to yield. Some years ago I studied the problem in detail and arrived at the conclusion that the minimum labour load could be described, in certain circumstances, as entirely uneconomic. I therefore suggested doing away with it, on condition that land-owners cultivated their holdings according to the rules of good husbandry. They at once stated their preference for the other formula. The minimum labour load therefore will not be abolished.

its application must be improved, and this, in my opinion, could best be done by having joint committees of experts.

The minimum labour load clause is now established in all agricultural collective agreements in the provinces of the Lower Po Valley, where there is much agricultural unemployment, and more especially in the Romagna (From "Industrial and Labour Information," Geneva, January 30, 1928.)

### Labour and Industry in China

Professor D. K. Lieu, Chief of the Investigation Department, Chinese Government Bureau of Economic Information, has recently published an interesting book\* on China's Industries and Finance. It is proposed in this article to give for the information of the general reader an account of China's industries and labour on the basis of the information contained in the book.

Professor Lieu classifies Chinese industries into three classes: (1) workshop industry; (2) cottage industry and (3) modern factories. The workshop industry is the same as a workshop in mediaeval Europe with its master workmen, journeymen and apprentices. Examples of the workshop industry are the fur and leather industry, the porcelain manufacturing industry etc. The manufacture of knitted hosiery is a good illustration of the cottage industry. Of modern factories the best example is the cotton spinning industry which is now the largest modern industry in China.

The book contains a number of statistical tables dealing with labour and industry in China. We are however warned that the statistics presented in the tables must not be considered as absolutely accurate but that due allowance should be made for the errors which they contain.

The following table gives the number of factories in China in the nine years from 1912 to 1920:—

Year	Number of Factories		
	Using power	Not using power	Total
1912 .. .. .	363	20,386	20,749
1913 .. .. .	347	21,366	21,713
1914 .. .. .	360	19,992	20,352
1915 .. .. .	488	20,258	20,746
1916 .. .. .	506	16,581	17,087
1917 .. .. .	481	15,255	15,736
1918 .. .. .	422	13,952	14,374
1919 .. .. .	360	10,155	10,515
1920 .. .. .	384	6,140	6,524

The following table which gives the number of factories by industries is of interest. It shows among other things that in China the textile

\* *China's Industries and Finance*, by D. K. Lieu, The Chinese Government Bureau of Economic Information, Nan Ho Yen, Peking, 20 Museum Road, Shanghai, pp. 238.

industry is the most important, the chemical and the food industries being the next in order of importance.

Number of Factories, by Industries

Industry	1912	1913	1914	1915	1916	1917	1918	1919	1920
Textile	4,150	4,446	4,593	5,367	4,408	3,565	3,575	3,600	2,800
Machinery	2,993	3,100	2,182	1,701	1,742	1,398	1,432	1,940	1,900
Chemical	7,567	6,910	6,698	5,765	5,581	4,862	3,331	3,331	3,331
Food	4,801	350	348	27	308	13	1,967	1,200	1,200
Other	1,746	1,329	1,532	1,524	1,449	1,341	1,135	1,135	569
<b>Total</b>	<b>20,749</b>	<b>21,713</b>	<b>20,352</b>	<b>20,746</b>	<b>17,087</b>	<b>15,736</b>	<b>14,374</b>	<b>10,515</b>	<b>6,524</b>

The table showing the number of factory labourers brings out one fact very prominently, which is, that of the factory operatives over 40 per cent are women. The following table gives the number of male and female operatives in factories from 1912 to 1920.

Number of Factory Labourers

Year	Male	Female	Total
1912	421,994	239,790	661,784
1913	418,304	212,586	630,890
1914	391,126	233,398	624,524
1915	403,448	245,076	648,524
1916	336,078	239,954	576,032
1917	317,847	237,745	555,592
1918	307,320	181,285	488,605
1919	266,290	183,589	449,879
1920	245,673	167,367	413,040

The bulk of the operatives as will be seen from the following table are engaged in the textile industry.

Number of Labourers, by Industries (in thousands)

Industry	1912	1913	1914	1915	1916	1917	1918	1919	1920
Textile	228	249	266	303	286	293	236	244	301
Machinery	33	36	37	26	27	25	25	34	18
Chemical	155	95	114	120	111	99	91	66	42
Food	209	182	142	151	122	167	103	87	37
Special	5	4	9	13	1	3	1	1	1
Miscellaneous	31	64	71	35	28	29	50	27	14
<b>Total</b>	<b>661</b>	<b>601</b>	<b>624</b>	<b>646</b>	<b>578</b>	<b>555</b>	<b>468</b>	<b>440</b>	<b>413</b>

Note.—Textile industries include weaving and bleaching. Food industries include the manufacturing of beverages. Special industries include three lines only—electricity, water supply and metal refining.

WAGES AND THE COST OF LIVING  
Detailed statistics of the wages and the cost of living in the industrial regions of China are not available. But the following figures for Peking are of interest.

Index Wages and Cost of Living (Index Numbers for Annual Average of 1913=100)

Year	Cost of Living	Money Wages		Real Wages	
		Labourer	Coolie	Labourer	Coolie
1910	81	100	100	114	100
1911	86	99	121	141	77
1912	88	95	117	124	74
1913	84	90	112	108	77
1914	78	88	108	111	73
1915	75	85.5	105	114	63
1916	83	85	104	105	73
1917	87	76	94	88.5	100
1918	89	62	97	92	100
1919	89	77.5	87	88.5	98.5
1920	90	75	85	85.5	95
1921	100	103	100	103	103.5
1922	102	99	99	97.7	95
1923	100	100	100	100	100
1924	93	102	101.5	100	100
1925	88	99	99	112	111
1926	96	101	101	106	105
1927	102	108	108	112	105
1928	97	100	100	103	105
1929	88	97	97	111	111
1930	114	114	127	100	111
1931	117	106	117	91	107
1932	113	101	113	89	100
1933	118	104	112	88	95
1934	126	111	116.5	91	95
1935	161	156	156	111	108

Labour Legislation in Egypt

The Egyptian Government has set up a Commission to study the question of labour in Egypt and to prepare legislation to safeguard the interests of workers and conduce to the reduction of disputes and the maintenance of good relations between workers and employers. The Commission is presided over by Abdel Rahman Rida Pasha, Under-Secretary of State for Justice, and its members comprise two senators and two deputies as well as representatives of the Departments most interested in the question. The first meeting was recently held, and sub-committees were formed to study and report on various branches of the main question. (From "Industrial and Labour Information, Geneva, December 26, 1927.")

(a) Compiled from Tables 9, 12 and 13 of Meng and Gamble, Prices, Wages and the Standard of Living in Peking, 1900-1924.

### Trade Union Enquiry in Germany

It will be remembered that the German General Confederation of Trade Unions carried out an enquiry into hours of work in April 1927.

The Confederation undertook a new enquiry during the week 24th to 29th October 1927, for the purpose of ascertaining to what extent hours of work had been affected by the Order of 14th April 1927. Like the previous enquiry, it covered the building, printing, chemical, wood working, iron and steel, boot and shoe, and textile industries.

It applied to 2,904,849 workers employed in 67,099 undertakings and organised in 535 local unions. The enquiry of April 1927 applied to 2,533,147 workers employed in 57,895 undertakings and distributed in 562 local unions.

The data in both cases referred to actual hours of work, including overtime. The results of the present enquiry show a considerable reduction.

#### RESULTS OF THE ENQUIRY

The reduction in hours of work is particularly noteworthy in view of the fact that the enquiry took place at a moment when the economic situation was extremely favourable. In some industries trade was flourishing to such an extent that there was a great inducement to make use of overtime.

Comparison of the results with those obtained in April 1927 shows considerable changes. The number of persons partially unemployed has fallen from 4.6 per cent. to 1.7 per cent. The number of workers employed for 48 hours or less has risen from 47.4 per cent. to 55.6 per cent. The number working more than 48 hours has fallen from 48 per cent. to 42.7 per cent. and the number working more than 54 hours from 12.3 per cent. to 6.2 per cent. The number of workers normally employed for less than 48 hours a week (not including those partially unemployed) has risen from 159,000 to 174,000. On account of the increased scope of the enquiry, however, the proportion of this group has fallen from 6.3 per cent. to 6.0 per cent.

A tendency towards reduced hours of work is noted in almost all industries and districts covered by the enquiry. The improvement is especially noticeable in those industries in which hours of work are longest. In the iron and steel trades, the number of workers employed for not more than 48 hours was 25.4 per cent. in May 1924, 35.5 per cent. in April 1927, and 45.9 per cent. at the time of the present enquiry. The number working over 54 hours was 21.1 per cent., 21.3 per cent. and 9.5 per cent. respectively. There has also been considerable improvement, though not to the same extent, in the textile trades, where the number of workers employed for not more than 48 hours has increased from 22.9 per cent. to 31.0 per cent. The trades which are leading the way in reducing hours of work are, as before, building, wood working, the boot and shoe industry, and the printing trade. In the printing trade, however, the number working over 48 hours has risen from 9.5 per cent. to 19.4 per cent. and the number working more than 51 hours from 2.0 per cent. to 2.1 per cent. The reason for this increase is undoubtedly the fact that the end of October

is a very active time in the printing trade, and involves an increase in overtime.

A geographical analysis of the results shows a great reduction in partial unemployment in Berlin-Brandenburg, the proportion having fallen from 10.7 per cent. to 1.0 per cent. during the last six months, while an increase in the number of workers employed for more than 48 hours has taken place. A very satisfactory improvement is remarked in the Rhineland, where the number of workers employed for over 54 hours has been reduced from 41.8 per cent. to 13.1 per cent. In Westphalia there has not been such a great change. In that district the number working over 48 hours has decreased from 29.0 per cent. to 22.0 per cent. It is still the most unfavourable part of Germany from the point of view of hours of work, in view of the long hours worked in heavy industry. An increase in hours of work was reported in East Prussia.

The enquiry shows that for the first time since 1924 more than half the workers under consideration are employed for 48 hours or less, while the number working over 54 hours has fallen from 13.0 per cent. to 6.2 per cent. (From "Industrial and Labour Information," Geneva, February 13, 1928.)

### The Five-Day Week in Czechoslovakia

A machine-works at Prague recently introduced as an experiment the five-day week—9½ hours a day and 47½ hours a week. Favourable results were reported.

In view of this, the Prague weekly newspaper *Neuer Morgen* has made an enquiry on the subject among heads of undertakings.

The proprietor of the largest boot-making factory in Czechoslovakia, Mr. Thomas Bata, declared himself definitely in favour of the idea, "I am persuaded," he said, "that the five-day week is coming, and is already on the way. The right moment for its introduction will be when wages have attained a sufficiently high level for workers to profit by it."

Mr. Gustave Heidler, one of the chief employers in the sugar industry, stated that although it would be impossible to establish the five-day week in the sugar and refining industries during the busy season, it would be quite feasible to introduce it at other seasons, and that several factories had already applied it successfully.

The Director of the Bratislava Cable Factory, Mr. E. Bondy, considers the five-day week to be a luxury for Czechoslovakia, but is nevertheless of opinion that it could be introduced in certain industries, as for instance those of a seasonal nature, or those which cannot well support the cost of the 4½ hours of work on Saturdays.

Mr. Czerny, Manager of a Bank at Prague, considers that the introduction of the five-day week presupposes a high degree of rationalisation and the conclusion of international agreements on the subject.

Mr. Kumpera, General Manager of the Walter Automobile and Aeroplane Construction Works, is of opinion that the introduction of the five-day week calls for high wages and the prolongation of the working day to nine hours. (From "Industrial and Labour Information," Geneva, February 13, 1928.)

## International Labour Conference Conventions

### A RATIFICATION BY INDIA

By letter of 18th January 1928 the Secretary-General of the League of Nations forwarded to the International Labour Office a copy of a letter from the Secretary of State for India, communicating to him the ratification by India of the Convention concerning the simplification of inspection of emigrants on board ship, adopted by the Eighth (1926) Session of the International Labour Conference. The ratification was registered by the Secretary-General on 14th January 1928.

In the same letter the Secretary of State for India stated that the resolution passed by the Indian Legislative Assembly and the Council of State on 6th and 15th September 1927 respectively recommending ratification had also proposed the acceptance of the Recommendation concerning the protection of emigrant women and girls on board ship, adopted at the same Session. An Act had been passed by the Indian Legislature giving the Governor-General in Council power to make rules for the appointment of inspectors for the voyage of emigrant vessels and to appoint qualified women to assist emigrant women and girls on board, should circumstances require such action. The Act also defined the term "emigrant ship."

The Government of India does not, however, propose to take action at present under the powers provided by the Act. Emigration for purposes of unskilled labour is now allowed only to the Federated Malay States and to Ceylon. In view of the short duration of the voyages concerned in Indian emigration and the fact that the peculiar complications of European emigration do not arise, the guarantees afforded by the existing system of port inspection are, in the opinion of the Government of India, sufficient to protect the emigrant. So far as the emigration of unskilled labour is concerned, the departure from India of females unaccompanied by a relative over 18 years of age is prohibited under the Indian Emigration Rules of 1923. Emigration for the purpose of skilled work is of very small extent and the Government of India has no reason to suppose that any special action is necessary at present to afford protection on board ship to female emigrants for skilled work. (From "Industrial and Labour Information," Geneva, February 6, 1928.)

### Wages and Prices in Italy

The National Trade Union Committee set up by the Italian Government to study the problems of the cost of living and the adaptation of prices to the value of the lira and to reduced wages has continued its work.

By a Legislative Decree of 20th February 1927, the Central Statistical Institute is instructed to prepare official index numbers of the cost of living, which are used by various collective agreements as the basis for the periodical revision of wages. It is assisted in this task by local committees consisting of representatives of employers' and workers' associations. The National Trade Union Committee will shortly submit

to the Government for approval a new Decree setting up a National Advisory Committee consisting of nine representatives of the large trade union federations to assist the Institute in determining the index numbers.

As the result of another proposal of the Committee, Mr. Turati, general secretary of the Fascist Party and president of the Committee, forwarded all the secretaries of fascist trade union federations who preside over the provincial trade union committees instruction to suspend negotiations under way between employers and workers' associations for the revision of wages based on index numbers, wherever the maximum reduction of 10 per cent. has already been reached. (From "Industrial and Labour Information," Geneva, January 23, 1928.)

### Census of Occupations in Latvia

We give below some details of the results of the census of occupations carried out in Latvia on 10th February 1925.

The total population is shown as 1,844,805, as compared with 1,596,131 in 1920. The active population, not including the army and navy, is given as 1,104,352 (919,344 in 1920).

The active population in 1925 was distributed by occupations as follows:—

Agriculture	767,262
Industries and crafts	124,920
Commerce	54,114
Communications and transport	27,853
Administration and police	14,554
Liberal professions	26,890
Domestic service, except in hotels, etc.	28,910
Miscellaneous	59,849

A comparison of the statistics of 1925 with those of 1920 shows that the active population has increased from 54 per cent. to 57 per cent. The following table shows the relative importance of the different branches of industry, as shown by the distribution of the active population, in 1920 and 1925—

	1920 census	1925 census
	Per cent.	Per cent.
Agriculture and fisheries	79.6	69.5
Industries and crafts	6.6	11.3
Commerce	2.3	4.9
Communications and transport	1.6	2.5
Administration and police	1.2	1.3
Liberal professions	0.9	2.4
Domestic service	1.4	2.6
Miscellaneous	6.4	5.5
Total	100.0	100.0

(From "Industrial and Labour Information," Geneva, February 6, 1928.)

## Industrial Disputes in India

### Statistics for 1927

The Government of India in the Department of Industries and Labour have published two bulletins one containing the statistics of industrial disputes in British India during the last quarter of the year 1927 and the other containing similar statistics for the whole of that year. The statistics for these two periods are dealt with in two parts below—

#### I

#### STATISTICS FOR THE QUARTER ENDING 31st DECEMBER 1927

During the quarter under review there were 23 industrial disputes in progress involving 20,990 workpeople and resulting in an aggregate time loss of 611,106 working days. The following tables show the general effects of the disputes (1) by Provinces and (2) by Classes of Establishments

##### General Effects of Disputes—By Provinces

Province	Number of disputes	Number of workpeople involved	Number of working days lost
Bombay .. .. .	10	1,691	6,400
Bengal .. .. .	7	16,983	584,182
Burma .. .. .	2	425	6,800
United Provinces .. .. .	2	741	4,939
Bihar and Orissa .. .. .	1	400	800
Central Provinces .. .. .	1	750	7,985
Total .. .. .	23	20,990	611,106

##### General Effects of Disputes—By Classes of Establishments

Class of Establishments	Number of disputes	Number of workpeople involved	Number of working days lost
Cotton Mills .. .. .	12	3,307	18,999
Jute Mills .. .. .	2	4,300	15,300
Engineering Workshops .. .. .	1	400	800
Railways (including Railway workshops) .. .. .	1	9,000	516,000
Others .. .. .	7	3,983	60,007
Total .. .. .	23	20,990	611,106

The largest number of disputes occurred in Bombay and amounted to ten. In Bengal there were only seven disputes but the workpeople involved were ten times as many and the time lost was more than ninety times as much. If the statistics are considered according to classes of establishments, disputes were most frequent in Cotton Mills. Disputes in

Mills numbered only one-sixth of those in Cotton Mills but their effects were almost the same. Only one dispute took place in Railways (including Railway workshops) and it affected nearly thrice the number of cotton mill operatives and resulted in a time loss amounting to 44 per cent. of the total time loss in all the disputes.

##### CAUSES OF DISPUTES

About fifty-two per cent. of the disputes arose over questions relating to wages and about 30 per cent. over questions regarding the employment of particular individuals. The causes of the disputes classified (1) by Provinces and (2) by Classes of Establishments are given in the two following tables:—

##### Causes of Disputes—By Provinces

Province	Pay	Personnel	Leave and hours	Others
Bombay .. .. .	5	3	.	2
Bengal .. .. .	4	3	.	..
Burma .. .. .	1	1	.	..
United Provinces .. .. .	2	.	.	..
Bihar and Orissa .. .. .	.	.	.	1
Central Provinces .. .. .	.	.	.	1
Total .. .. .	12	7	.	4

##### Causes of Disputes—By Classes of Establishments

Class of Establishments	Pay	Personnel	Leave and hours	Others
Cotton Mills .. .. .	6	3	.	3
Jute Mills .. .. .	.	2	.	.
Engineering Workshops .. .. .	.	.	.	1
Railways (including Railway Workshops) .. .. .	.	1	.	..
Others .. .. .	6	1	.	.
Total .. .. .	12	7	.	4

##### RESULTS OF DISPUTES

In only four out of the twenty disputes that ended during the quarter under review, did the employees gain their objects, either fully or partially, while in the rest of the disputes they were entirely unsuccessful. In

Bombay, all the disputes ended unfavourably to the employees. The details of the results (1) by Provinces and (2) by Classes of Establishments are as follows:—

*Results of Disputes—By Provinces*

Province	Successful	Partially successful	Unsuccessful	In progress
Bombay	..	..	10	..
Bengal	..	1	3	2
Burma	..	1	..	1
United Provinces	..	1	1	..
Bihar and Orissa	..	..	1	..
Central Provinces	..	..	1	..
Total	1	3	16	3

*Results of Disputes—By Classes of Establishments*

Class of Establishments	Successful	Partially successful	Unsuccessful	In progress
Cotton Mills	1	..	11	..
Jute Mills	..	..	2	..
Engineering Workshops	..	..	1	..
Railways (including Railway Workshops)	..	1	..	..
Others	..	2	2	3
Total	1	3	16	3

The following table shows the progress and the general effects of the disputes according to months:—

*Progress and Effects of Disputes according to Months*

Month	Number of disputes in progress at beginning	Number of fresh disputes begun	Number of disputes ended	Number of disputes in progress at end	Number of workpeople involved	Number of working days lost
October	2	..	7	3	14,348	250,647
November	3	..	9	2	11,616	246,899
December	2	..	4	3	13,675	113,560
Quarter (October to December 1927)	2	21	20	3	20,990	611,106

II

STATISTICS FOR THE YEAR ENDING 31ST DECEMBER 1927

The total number of disputes during the year 1927 was 129 which involved 131,655 workpeople and resulted a loss in time amounting to 2,019,970 working days. The general effects of the disputes classified by

(1) Provinces and (2) Classes of Establishments are set out in the two following tables:—

*General Effects of Disputes—By Provinces*

Province	Number of disputes	Number of workpeople involved	Number of working days lost
Bombay	54	28,078	165,061
Bengal	34*	66,674	1,464,889
Madras	19*	17,905	187,441
Assam	12	10,975	33,586
Bihar and Orissa	4*	4,319	73,570
Burma	3	463	7,256
United Provinces	3	1,291	8,789
Central Provinces	2	1,950	79,378
Total	129	131,655	2,019,970

\*One strike extended to three provinces

*General Effects of Disputes—By Classes of Establishments*

Class of Establishments	Number of disputes	Number of workpeople involved	Number of working days lost
Cotton Mills	60	36,089	350,011
Jute Mills	11	34,296	234,715
Engineering Workshops	6	4,042	27,095
Railways (including Railway Workshops)	3	32,114	1,250,421
Others	49	25,114	157,728
Total	129	131,655	2,019,970

Disputes were most frequent in Bombay, 54 or nearly 42 per cent. of the total number of disputes occurring in this Province. Bengal comes next with 34 disputes. The number of workpeople involved in the disputes in Bombay was less than half the number affected in Bengal and the time loss was about only one-ninth as much. Madras with only 19 disputes suffered a greater loss in working time than Bombay. Reviewing the statistics by classes of establishments, Cotton Mills were most affected by industrial disputes during the year. Sixty or 46·51 per cent. of the total number of disputes occurred in this class of establishments, affecting the largest number of workpeople. Disputes in Railways (including Railway workshops) were responsible for 61·9 per cent. of the total time loss in all the disputes. In the prefatory note accompanying the statistics, it is stated that the two prolonged disputes in the B. N. Railway alone accounted for a loss of 880,218 working days.

CAUSES OF DISPUTES

The wages question was the most frequent cause and was responsible for 61 or 47·29 per cent. of the disputes while "Personnel" causes were

responsible for 36 or 27·90 per cent. The following tables show the causes of disputes (1) by Provinces and (2) by Classes of Establishments:—

*Causes of Disputes—By Provinces*

Province	Pay	Personnel	Leave and hours	Others
Bombay	27	17		10
Bengal	18	6*	3	7
Madras	4	11*	1	3
Assam	7			5
Bihar and Orissa	1	1*	1	1
Burma	1	2		
United Provinces	2	1		
Central Provinces	1			1
Total ..	61	36	5	27

\* One strike extended to three provinces.

*Causes of Disputes—By Classes of Establishments*

Class of Establishments	Pay	Personnel	Leave and hours	Others
Cotton Mills ..	27	22	1	10
Jute Mills ..	5	2	2	2
Engineering Workshops ..	3	2		1
Railways (including Railway workshops)		3		
Others ..	26	7	2	14
Total ..	61	36	5	27

The majority of the disputes in Bombay, Bengal and Assam arose over questions relating to wages, while in Madras, disputes regarding the employment or dismissal of particular individuals were most frequent. Only Bengal, Madras and Bihar and Orissa reported disputes due to questions relating to leave and hours of work. Considering the statistics by classes of establishments, disputes arising over wages questions were most frequent in Cotton Mills and those over 'Personnel' causes were next in the order of frequency. The disputes in Railways (including Railway workshops) were all due to 'Personnel' causes.

**RESULTS OF DISPUTES**

Out of the 126 disputes in which settlements were arrived at during the year under review, the employees were successful in only 15 or 11·90 per

cent. partially successful in 32 or 25·40 per cent. and entirely unsuccessful in the remaining disputes. The results from the point of view of the workers are detailed below according to (1) Provinces and (2) Classes of Establishments:—

*Results of Disputes—By Provinces*

Province	Successful	Partially successful	Unsuccessful	In progress
Bombay	7	7		
Bengal	5	5*	24	2
Madras	1	10*	8	
Assam	2	7	3	
Bihar and Orissa		5*	1	
Burma		2		
United Provinces		1	2	
Central Provinces		1	1	
Total ..	15	32	79	3

\* One strike extended to three provinces.

*Results of Disputes—By Classes of Establishments*

Class of Establishments	Successful	Partially successful	Unsuccessful	In progress
Cotton Mills ..	6	7	47	
Jute Mills ..	1	4	10	
Engineering workshops ..		3	2	
Railways (including Railway workshops)		3		
Others	8	18	20	3
Total ..	15	32	79	3

The results of the majority of the disputes in Bombay, Bengal and the United Provinces were unfavourable to the workers whereas in Madras, Assam and Bihar and Orissa these were in favour of the employees. In Burma both the disputes that ended during the year resulted in a partial success to the workers. Reconsidering the statistics by classes of establishments it is seen that the results were favourable to the workers in all the three disputes in Railways (including Railway workshops) and in the majority of the disputes in Engineering Workshops. The cotton mill operatives succeeded either partially or completely in 21·67 per cent. of the disputes while the jute mill operatives were successful in only 9·09 per cent.

**SUMMARIES OF DISPUTES ACCORDING TO MONTHS**

The progress and the general effects of the disputes according to months are given in the following table :—

*Progress and General Effects of Disputes according to Months*

Month	Number of disputes in progress at beginning	Number of fresh disputes begun	Number of disputes ended	Number of disputes in progress at end	Number of workpeople involved	Number of workdays lost
January ..	2	9	7	2	5,152	25,837
February ..	4	8	6	4	25,660	380,189
March ..	2	17	13	2	38,765	284,905
April ..	2	13	13	2	10,601	117,669
May ..	6	19	15	6	17,944	92,211
June ..	2	14	18	2	14,918	76,511
July ..	3	9	8	3	9,869	49,652
August ..	5	15	13	5	20,266	150,072
September ..	2	10	13	2	23,931	231,896
October ..	3	8	7	3	14,348	250,647
November ..	2	8	9	2	11,616	246,899
December ..	2	5	4	3	13,675	113,560
Whole Year		129	126	3	131,655	2,019,970

The following table shows the results of the disputes according to months :—

*Results of Disputes according to Months*

Months	Successful	Partially successful	Unsuccessful	In progress
January ..	1	1	7	2
February ..	1	1	4	4
March ..	1	2	10	2
April ..	1	6	6	2
May ..	1	8	5	6
June ..	1	8	7	2
July ..	1	1	7	3
August ..	1	2	7	5
September ..	1	1	10	2
October ..	1	1	6	3
November ..	1	1	8	2
December ..	1	2	2	3
Whole Year	15	32	79	3

It is significant that during the year under review the time lost was nearly double that in the preceding year, although the number of disputes was but one more than in the previous year and the number of workpeople affected was less by more than half a lakh.

**Compulsory Sickness Insurance**

An interesting report\* has been issued recently by the International Labour Office on the above subject. It is divided into six parts. Each part is further sub-divided into a number of chapters. Detailed statistics are given for countries having schemes of compulsory sickness insurance and in an appendix to the report a list of the principal legal texts and documents used in the report is given.

Part (1) of the report describes the scope of compulsory insurance ; part (2) deals with the various kinds of benefits given ; part (3) describes the financial resources and management of insurance schemes ; part (4) gives an account of various insurance institutions ; part (5) describes the settlement of disputes arising out of schemes for insurance ; and part (6) deals with the position of foreign workers.

**SCOPE OF COMPULSORY INSURANCE**

As a rule workers' insurance is compulsory only for wage earners. In order to define its scope it is necessary to have an exact definition of the term "wage earner". Very few insurance laws contain complete definitions of wage earning work but speaking generally it may be said that in order to be liable to insurance a person must be engaged in (1) work in a dependent position ; (2) work under a contract ; (3) work as the ordinary means of livelihood. As regards (1), the employment must be effective, that is to say, the employer must be able to avail himself of the services of the worker. As regards (2), the fact of performing service for another person is not sufficient to entail liability to insurance. It is necessary that there should be a contract which may be either written or oral, express or implied. Liability to insurance arises not at the conclusion of the contract but at the commencement of its execution. As regards (3), generally the scope of insurance includes persons who ordinarily derive their means of livelihood from wage earning. Although insurance laws do not prescribe minimum rate of wages they disregard occupations from which a worker derives only an insignificant part of the means necessary for his subsistence, whether by reason of the shortness of the employment or because they are subsidiary to his principal employment.

Compulsory insurance is not applied to every branch of economic activity. Insurance was usually first established for certain special, dangerous occupations (miners and seamen) which entail the concentration of large numbers of workers and for which powerful trade unions of long standing have been organised. Later, insurance was made compulsory for workers in industry and commerce and finally for those engaged in agriculture, the tendency being therefore to include the whole body of wage earners.

Compulsory insurance has most securely been established in the two branches of economic activity which employ the greatest number of wage earners, namely, industry and commerce. Seamen are in all countries protected in the first place by the provisions of maritime and commercial codes which impose upon ship-owners the duty of caring for their crew

\*"Compulsory Sickness Insurance" : (Comparative Analysis of National Laws and Statistics) ; International Labour Office : Studies and Reports Series (Social Insurance) No. 6, 1927. Price 12s. pp. 794.

when sick on board until they are cured or returned to their country. They are comprised within the general scheme of compulsory insurance in Germany, Great Britain and Northern Ireland, the Irish Free State, Russia and Serb-Croat-Slovene Kingdom, while in France and Belgium they are protected by special schemes. As regards the situation of railway workers in relation to compulsory insurance, it differs in the various countries. They may all be covered by the general scheme as in Lithuania, Norway and Russia. The clerical staff may be exempted from liability to insure on the express condition that they are entitled to benefits equivalent to those offered by the general scheme. Such is the case for example in Germany and Great Britain. Again, as in Esthonia the entire staff may be exempted from the general scheme but granted, as civil servants, sickness pay and medical aid free of charge.

#### *Workers in Agriculture and Temporary Employments*

Agriculture has been penetrated less rapidly by compulsory sickness insurance than industry or commerce. For a long time insurance seemed less necessary by reason of the patriarchal character of the relations existing between the employer and the worker in agriculture. It also seemed more difficult to organise on account of the sparseness of the agricultural population. Within the last twenty years however the situation of agricultural wage earners has altered rapidly; the relations between employer and worker are losing their family character; trade union organisation is growing stronger; the need for social protection is becoming clearer; and insurance, as it brings about an improvement in living conditions, offers a means of retaining on the land a labour force which is being reduced by the attraction of industrial centres. It is for this reason that compulsory sickness insurance laws which cover agricultural workers are becoming more and more numerous.

In several countries domestic servants remained excluded from the scope of compulsory sickness insurance.

As regards public servants, the commonest practice is to exclude them from schemes of compulsory sickness insurance on condition that their treatment in case of sickness is equivalent to that afforded to persons insured under the general scheme. Equivalent treatment, however, does not usually imply that medical attendance is provided. Only in Russia and Norway are public officials and workers in State undertakings assimilated to wage earners for the purpose of insurance, and come within the scope of the general scheme; in this way, therefore, they become entitled to medical benefit.

Home workers have usually been comprised within the scope of compulsory sickness insurance.

Employments which are commonly excluded from the scope of compulsory insurance on the ground that they are not the ordinary or principal means of livelihood may be divided into occasional employment and subsidiary employment, the latter being where the worker gives only part time service, being engaged, actually or presumably, in another occupation which provides him with his principal means of subsistence. The majority of sickness laws exclude occasional workers from their scope.

As regards persons engaged in subsidiary employment, the situation varies according as the main occupation in which they are employed is or is not an employment involving liability to insurance.

As regards temporary employment, persons whose period of continuous work under any one employer is short—such as dockers—evidently require the protection of insurance as much as other wage earners. Accordingly the laws of a number of countries prescribe special measures to meet the need of such workers for insurance, while in other countries, the difficulties have been considered insurmountable so that the workers, the duration of whose engagement of any one employer is less than a prescribed period, are excluded from the scope of compulsory insurance.

#### *Limitations on the scope of Compulsory insurance*

There are certain limitations, arising out of the personal qualifications of workers, on the scope of compulsory insurance. The factor of age would seem immaterial so far as compulsory sickness insurance is concerned. At whatever age a person is engaged in employment, he is presumed to depend upon his work for his livelihood and consequently to require maintenance, as well as medical aid, in the case of sickness. This has evidently been the view of the great majority of legislatures, who have prescribed neither minimum nor maximum age limits. A minimum limit is, as a matter of fact, in most countries introduced by another agency namely by the legal provisions concerning the minimum age for the admission of children to employment. In three countries only are age limits laid down. In Norway there is a minimum age of 15 while the British and Irish laws prescribe both a lower limit of 16 and an upper limit of 65.

Another limitation arising out of the personal factor is the working capacity of the insured person. A person must, when he becomes insured, be initially capable of work, since otherwise he would not be employed. The question is whether full working capacity is necessary or not. The policy of a vast majority of countries is that if a person is regularly employed, he shall be insured, whether his capacity for work is entire or diminished.

As a general rule sickness insurance laws disregard the nationality of the wage earner as a qualification for admission to insurance.

Compulsory insurance may cover all the wage earners in the undertakings or occupations to which it applies or it may confine its protection to workers whose incomes do not exceed a prescribed limit.

In Germany, Great Britain and Northern Ireland, Hungary, the Irish Free State, Japan, Lithuania, Luxemburg and Norway a maximum limit of earnings or income is prescribed, whereas in Austria, Czechoslovakia, Esthonia, Latvia, Poland, Russia and Serb-Croat-Slovene Kingdom liability to insurance arises irrespective of means. In Germany, Great Britain and Northern Ireland, Hungary, the Irish Free State, Japan, Luxemburg and Norway the means limit operates only in the case of non-manual workers. The justification put forward for applying the limit to this class only is that non-manual workers are commonly paid a monthly salary which they continue to receive for a certain period, that their tenure of employment is more secure and that they have a stronger tendency to save and insure on their own initiative than manual workers.

Two classes are generally excluded from the scope of compulsory insurance, namely, (1) persons who for any reason give up employment either temporarily or permanently and (2) independent workers of small means. In order to make some provision for these two classes of workers most wage earners' insurance scheme provide some measure of voluntary insurance. A health test is sometimes imposed as a condition of admission, and the insured person has to pay the entire contribution himself. It is perhaps because of these conditions that complementary voluntary insurance, with the institutions of compulsory schemes, has hitherto acquired comparatively little importance.

#### SICKNESS BENEFITS

Sickness benefit is the principal cash benefit offered by sickness insurance. All systems of compulsory insurance (except that of Basle Town) guarantee its payment to sick persons who are unable to work, the amount and duration of the benefit being defined by the law.

There are however certain conditions attaching to the benefit granted. These are: (1) there should be a minimum period of membership; (2) the benefit is subject to residential conditions; and (3) there should be a waiting period.

Before the claimant satisfies these conditions it is essential that he should be able to satisfy the authorities concerned about his incapacity for work. For the purposes of insurance legislation, sickness is any abnormal mental or physical condition which necessitates treatment or the suspension of work, or both. It does not matter whether the abnormal state of health is due to external agencies, organic or functional disturbances, or normal physical wear and tear. As a rule, the cause of disease does not affect a right to benefit, which exists whether the cause is known or not, whether it can be attributed to the action or negligence of third parties or the sick person himself, to his occupation or conditions of life, or to mere chance. The laws of some countries however take the cause of sickness into account, if it is in an industrial accident, or an act which is a punishable offence, or has been performed wilfully in order to produce sickness.

As regards sickness due to industrial accidents, the question of liability does not arise when the insuring agency is the same for compensation for accidents and for sickness. Thus in the Russian system it is immaterial what causes the need for medical treatment or the incapacity for work and the liability of the insuring group is the same whether the sickness is occupational in origin or not. When the sickness insurance institution and the accident insurance institution or employer are both liable, the former institution may nevertheless remain solely liable so far as the victim of an accident is concerned. This is the position under the Austrian, Czechoslovak, Luxemburg, and Polish law, according to which the sickness insurance institution may not claim that the origin of the sickness is occupational and must consequently pay the insured all the prescribed benefits. On the other hand, it has the right to claim from the accident insurance institution or employer the total or partial repayment of the expenses. In Austria, a sickness fund which has paid benefit during a period for which a member is entitled to accident compensation may require

the accident insurance institution to refund up to the amount of benefits paid, and it alone has the right to establish the claim transferred to it by the law. The liabilities of sickness insurance institutions for the consequences of accidents in Great Britain and Ireland are very limited, if they exist at all. If an insured person has obtained, or is entitled to compensation under the Workmen's Compensation Act or the Employers' Liability Act, or under the common law, the weekly sickness or disablement benefit is only payable in so far as it exceeds in amount the weekly value of the accident compensation. If the insured person refuses to sue for compensation, the sickness insurance institution may itself take action on his behalf.

As regards sickness wilfully induced, the Czechoslovak, Esthonian, Hungarian, Latvian, Lithuanian, Norwegian, and Yugoslav laws refuse benefit in cases of disablement due to wilfully induced sickness. But it should be observed that the refusal relates only to cash benefit and not to benefits in kind, in particular medical treatment.

In Great Britain an insured person is considered unable to work if an attempt to work might seriously injure his health.

The fact of a person being disabled for work by sickness is not in itself sufficient to give a right to benefit. The insurance institution must also be informed in the prescribed manner. To this end the sick person must furnish the insurance institution with a medical certificate attesting his incapacity. It is however also open to the insured to supply any other form of proof of their incapacity for work, and to the insurance institution to dispense with a medical certificate.

The benefit is intended to take the place of wages lost owing to sickness. In some countries, such as Hungary and Japan, the law does not grant benefit to persons who continue to receive all their wages during sickness and if they continue to receive part of their wages, this part together with the benefit must not exceed the full rate of sickness benefit. Certain other laws, however, do not prescribe a reduction in sickness benefit if the sick person can claim all or part of his wages, but provide for such reduction by the rules of the insurance institutions.

#### Qualifying Period

A large number of compulsory insurance laws dispense with the minimum period of membership on the ground that the insured persons could not have belonged, as compulsory insured members, to an institution before they engaged in an occupation rendering them liable to insurance, and that they are not directly responsible for the payment of their contributions. Thus, there is no qualifying period for compulsorily insured persons in Austria, Czechoslovakia, Esthonia, France (Alsace-Lorraine), Germany, Hungary, Japan, Latvia, Norway, Poland, Russia and the Serb-Croat-Slovene Kingdom.

It is, however, by no means always the case that a compulsory insurance law does not require a minimum period of membership. Thus in Bulgaria, Chile, Great Britain, the Irish Free State, Luxemburg, Portugal, and Roumania persons who join an insurance institution are not immediately

entitled to sickness benefit. Under the British and Irish laws an insured person cannot claim a sickness benefit at all until 26 weeks have elapsed since he became insured and unless at least 26 weekly contributions have been paid on his account; for the payment of sickness benefit at the full rate 104 weeks of insurance and the payment of 104 weekly contributions are required. For voluntarily insured persons a qualifying period may be said to be general.

#### *Rate and Duration of Benefit*

Legal benefit is payable at a flat rate to all insured persons, irrespective of the earnings, under the systems in force in Great Britain and the Irish Free State. The rate differs according to sex, being 15s. a week for men and 12s. for women. In case of disablement lasting more than 26 weeks, this benefit is replaced by disablement benefit at the rate of s. 7-6 per week, irrespective of sex. No benefit is payable to insured persons of over 65 years of age.

In all other compulsory sickness insurance systems, the rate of benefit is variable, being determined in principle by the ordinary earnings of the insured person when he falls ill. A variable rate has an advantage over a flat rate affording the recipient assistance in keeping with his resources and standard of living. On the other hand, it means that the insurance institution must always know what the wage is which is to be taken as the basis for calculating the sickness benefit.

The rate of benefit may also be increased for insured persons with low wages or decreased for the more highly paid. Thus, in Austria, it is 80 per cent. of the basic wage for the first 7 wage classes, 74 per cent. for the 8th class and only  $66\frac{2}{3}$  per cent. for the 9th and 10th classes.

Family responsibilities are also sometimes taken into consideration by granting family allowances in addition to the benefit.

The main consideration in determining the duration of the benefit is that a large majority of the insured persons who fall ill should obtain benefit until their recovery. This period varies from country to country usually between 26 and 52 weeks. The Chilean Act and the Russian Labour Code fix no maximum benefit for temporary incapacity, benefit being paid until the sick person is again able to earn his living or receives a disablement pension.

Many laws empower those insurance institutions whose normal resources are sufficient for the purpose of granting sickness benefit to grant benefits at more than the legal rate. Institutions which manage their resources carefully are thus able to grant special privileges to their members. Before making use of this power, however, the insurance institution must, first of all, prove that its finances are satisfactory. This condition regarding the liability of the insurance institution to prove that its financial condition is satisfactory is strictly enforced in the case of British and Irish laws where no Approved Society may introduce additional benefits unless the five yearly valuation of its assets and liabilities shows a surplus and the sums needed for the payment of additional benefits must be taken from this duly approved surplus.

#### *Medical and other Benefits\**

In many countries the compulsory system of insurance not only covers sickness but also provides benefit in the event of the death of the insured. The scope of the funeral benefit provided by sickness insurance is a more limited one, for it is only intended to cover the expenses of burial, either in whole or in part.

In its early days the main object of social insurance was to provide sick persons incapable of work with cash benefits which were intended to replace the wages lost as a result of sickness. Gradually, however, this conception of the purpose of sickness insurance was replaced by another, rather more social in character, which laid great importance on the provision of medical treatment. Ultimately, the aim of social insurance became the rapid and complete cure of the sick and their return to work. In view of this changed object of social insurance the insured person is entitled, first of all, to medical treatment, which may be administered only by persons duly qualified to attend the sick. Further, it is essential, that the nature of the treatment should be defined and a limit to the period during which the insured person is entitled to medical assistance may be fixed in accordance with the resources at the disposal of the insurance institution. The supply of drugs is an inseparable complement of medical treatment, and therefore, under the large majority of national sickness insurance schemes, sick persons entitled to medical treatment from the insurance institutions have also the right to be supplied with drugs, including the supply of the necessary curative appliances of good quality within the limits imposed by those measures of economy which have to be taken into account by all social services. Where hospital treatment becomes necessary, it is also given in lieu of medical benefit and the cash sickness benefit. Sometimes additional benefits may be added to the minimum medical benefit guaranteed by law.

#### **FINANCIAL RESOURCES AND THEIR MANAGEMENT**

A system of compulsory insurance raises the question as to who is responsible for bearing the cost. The interest of the insured person as the recipient of benefits is evident, that of the employer who needs a healthy and stable labour force is likewise incontestable. That of the State which is responsible for public health is not less evident. But even so there remains the difficulty of calculating the value of sickness insurance for any particular individual or group.

In practice the money necessary to work sickness insurance is provided by insured persons, employers and the public authorities. The principle of the workers' contribution is accepted in all countries except Soviet Russia. The question whether insurance should be contributory or non-contributory has almost ceased to be discussed so far as sickness insurance is concerned. In the eyes of the workers and of the public in general, a contribution is a feature which distinguishes insurance from relief, creates rights to benefits and justifies the participation of insured persons in the management of insurance institutions. The principle of the employers' contribution is likewise accepted in all countries, except Roumania, and

\* We shall deal with the question of Maternity Benefits in a separate article in our next issue.

in the five Swiss Cantons where insurance is compulsory. On the other hand a contribution from the State to the cost of insurance is less usual than a contribution from workers and employers. The State contribution is still a subject of controversy and there are many social thinkers who consider that the upkeep and depreciation of human capital should represent a normal element in the cost of production. At the present time a contribution from the State is found in about half of the compulsory sickness insurance schemes in operation.

The contribution of the insured person is very rarely less than and is almost always equal to or greater than half, the total contribution. It is often as much as two-thirds of the total contribution. The contribution of the employer is generally less than that of the insured which is usually fixed at one-third to half of the total contribution and only rarely exceeds the latter proportion. The State's contribution varies widely both in character and amount. It may take the form of a fraction of the total contribution, a subsidy for each person insured, a share in the total cost of all benefits or frequently of certain benefits only.

#### INSURANCE INSTITUTIONS

National characteristics are most clearly to be seen in the methods of management of insurance institutions in various countries. Prominent types of such institutions are the Friendly Societies, Trade Funds, Work Funds and Territorial Funds. In Great Britain where the management of insurance is entrusted to existing institutions 46.5 per cent. of the insured persons belong to Friendly Societies, 42.8 per cent. to Industrial Assurance Approved Societies, 9.9 per cent. to Trade Funds and 0.8 per cent. to Employers' Provident Funds.

Territorial Funds, which do not exist in Great Britain, play an important part in Germany, where Friendly Societies are hardly developed. Seventy-one per cent. of the insured persons belong to Territorial Funds, 24 per cent. to Trade Funds and only 5 per cent. to Mutual Aid Societies known as Substitute Funds. Speaking generally, in the majority of European countries the Territorial Funds have developed continuously and Trade Funds and especially Friendly Societies have remained stationary or have even lost ground.

Whatever the basis of organization adopted, the management of insurance is always entrusted either to a State Service or to autonomous institutions administered by insured persons alone, by insured persons and employers or by insured persons, employers and representatives of the public authorities. State management is rare. It exists in Bulgaria and to some extent in Japan. Autonomous management by the parties concerned is a plan which has received almost universal favour.

#### SETTLEMENT OF DISPUTES

Schemes of compulsory social insurance are necessarily complicated and the working of a complex system of institutions makes it necessary for some kind of machinery to be set up for dealing with disputes arising out of the claims of persons and bodies affected by the schemes. Generally speaking, there are two types of institutions for settling these disputes, (1) Supervisory authorities and (2) Judicial authorities. The most frequent disputes are those concerning benefits. They urgently demand

that and speedy settlement, for when an insured person falls ill, he must be sure of obtaining the necessary care without delay, as well as the benefits due to him for his maintenance and that of his family. This question seems so important that in every country the legislature has endeavoured to provide for the rapid settlement of disputes arising out of benefits, and there is a singular uniformity in the methods used and systems adopted in this respect by various countries.

#### POSITION OF FOREIGN WORKERS

In view of the nature and aims of sickness insurance, equality of treatment for national and foreign workers is seen to be a necessary condition if the insurance is to be completely effective in protecting both individuals and the community.

Quite apart from the risk itself and its consequences, the exclusion of foreign workers from the scope of compulsory insurance has a deleterious effect on the employment of national workers for whom insurance is compulsory. The foreign worker, not being obliged to pay contributions, is able to accept a lower wage than that demanded by a worker who knows that a sum will be deducted from his wages for purposes of insurance, and if the employer himself is exempt from paying a contribution in respect of the foreign worker he employs, the tendency to give preference to the latter will be strengthened. Most insurance laws grant complete equality of treatment to foreign and national workers, at least with respect to the conditions of obtaining benefits.

The system of equality, which is however the general rule in respect of affiliation and benefits, becomes, on the contrary, the exception when it is a question of the part played by foreigners in the administration of insurance and this is so, because the usual view of the law is that the duties entrusted to insured persons in the bodies responsible for assisting in the administration of the law are public duties to be reserved for nationals only.

## The Living Wage in Great Britain

### A LABOUR ENQUIRY

A joint enquiry into the question of the living wage is being conducted in Great Britain by the General Council of the Trades Union Congress and the Independent Labour Party. The scope of the enquiry has been outlined as follows—

General conception of the living wage; Present productivity in relation to the wage standard aimed at; Present distribution of the product of industry; Defects of the present system of production, distribution, and finance, and the problem of foreign markets and international competition;

Immediate improvements in the level of wage rates: (1) changes in organisation, technique, etc.; (2) the high wage policy and maintenance of consuming power; (3) family allowances; (4) social insurance and the extension of socially provided income, etc.;

The present tendencies of capitalism and transitional forms of industrial organisation;

Socialisation: (1) general considerations; (2) specific industries.  
(From "Industrial and Labour Information," Geneva, February 6, 1928.)

## Current Periodicals

## Summary of titles and contents of special articles

**THE LABOUR MAGAZINE—VOL. VI, NO. 10, FEBRUARY 1928. (Trades Union Congress and the Labour Party, London.)**

*Special Articles:* (1) *The "I. L. O." and its Work*, by Robert Williams (General Secretary, National Transport Workers' Federation, 1912-1925; President, I. T. F., 1920-1925; Chairman, Labour Party Conference, 1926). pp. 435-437.

(2) *Democracy or Disruption: An Examination of Communist Influences in the Trade Unions*, by Walter M. Citrine.—III—How the minority movement works. pp. 438-441.

(3) *Labour and Land Ownership*, by The Right Honourable Noel Buxton, M. P.—The landowner; the farmer; the landlord's failure during the war; the success of control; drawbacks of private ownership; labour's programme; advantages of public ownership; a good standard of farming; the purchase price of the land; a business proposition. pp. 442-445.

(4) *Truth about Small Holdings*, by H. B. Pointing. pp. 446-448.

(5) *The Swiss Grain Monopoly*, by Ernest Reinhard, M. P. (Chairman of the Swiss Socialist Party).—Organisation and management. pp. 449-452.

(6) *In the "Eight-fifteen"*, by T. S. Dickson. pp. 453-455.

(7) *The Revision of the Hungarian Treaty*, by Dr. R. Vambery. pp. 460-462.

(8) *Labour and Rationalisation in Germany*, by Dr. Paul Hertz (Member of the Reichstag and Secretary of the Social Democratic Parliamentary Party). pp. 453-466.

(9) *Cotton Trade Hours*, by T. H. Richardson. pp. 467-468.

*Routine Matter*.—As in previous issues.

**INTERNATIONAL LABOUR REVIEW—VOL. XVII, NO. 2, FEBRUARY 1928. (International Labour Office, Geneva.)**

*Special Articles:* (1) *The European Coal Crisis, 1926-1927*, by Mack Eastman, Ph. D. (Research Division, International Labour Office).—Germany, Belgium, France, Poland, Czechoslovakia, Italy; "International solutions"; national solutions. pp. 157-178.

(2) *Some Aspects of Recent Wage Movements and Tendencies in Various Countries*, by J. H. Richardson, M. A., Ph. D. (Research Division, International Labour Office).—Money wages and real wages—the crisis of 1920-1921, subsequent movements; wages of skilled and unskilled workers; wages of men and women; relation between wages in different industries; relation between wages and unemployment; summary and conclusions. pp. 179-201.

(3) *Labour Legislation in Latin America: II* by Moises Poblete-Troncoso (Former Under-Secretary in the Chilean Ministry of Hygiene, Social Assistance and Welfare, and Labour; Professor in the University of Santiago de Chile).—Summary of existing labour legislation—the Latin-American constitutions and social policy, individual contracts of unemployment, collective agreements, hours of work, Sunday rest, night work in bakeries, trade union legislation, conciliation and arbitration, industrial accidents and occupational diseases, industrial hygiene, wages, employment of women and children, contract of employment of private employees, the defence of the national worker, sickness insurance, unemployment, the technical machinery of social policy, workers' dwellings, co-operative societies, agricultural legislation; conclusion. pp. 204-230.

(4) *The Moscow Institute for Economic Research and its Work*.—Origin and organisation of the Institute; economic features peculiar to the U. S. S. R.; study of current economic changes in the U. S. S. R.—index numbers of prices, "peasant" index numbers, other index numbers, the general index and the economic barometer, the study of world economic fluctuations, analysis and evaluation of current economic conditions, scientific research and methods; publications; relations with foreign scientific institutions; pp. 231-240.

(5) *Labour Cost in Agriculture in England and in Illinois*.—General discussions—the burden of equalising agricultural with industrial wages, the effect of piece rates; detailed investigations—eastern counties: fruit farming, eastern counties: mixed farming, Cornwall and Devon, investigations in the United States; conclusions. pp. 240-253.

(6) *Labour in British Guiana*.—The labour supply and the immigration question; conditions of labour. pp. 253-258.

(7) *Labour Protection in Malaya*.—General; Dutch Indian labour; Sarawak. pp. 258-262.

(8) *Real Wages in Uruguay from 1914 to 1926*. pp. 263 and 264.

*Routine Matter*.—As in previous issues.

**MONTHLY LABOR REVIEW—VOL. XXV, NO. 4, OCTOBER 1927. (U. S. Department of Labor, Washington.)**

*Special Articles:* (1) *Opposition of Organized Labor to the Tipping System*.—Teamsters, chauffeurs etc.; hotel and restaurant employees; pullman porters; barbers. pp. 1-4.

(2) *Results of Arbitration Proceedings under Railroad Labor Act of 1926*.—Railway clerks, freight handlers, and station employees; conductors and trainmen; firemen and enginemen; locomotive

engines; maintenance-of-way employees; signalmen; telegraphers; train dispatchers; cases decided by agreement and by mediation. pp. 5-9.

(3) *Labour Legislation in Uruguay*, by Percy A. Martin, (Professor of History in Stanford University, California.) and Earl M. Smith, (Director of the Institute Pan Americano of Montevideo).—Labor legislation; national bureau of labor; woman and child labor; old-age pensions; conclusion. pp. 10-17.

(4) *Native Labor Conditions and Population Problems in Nyasaland, Africa*. pp. 22-24.

(5) *Increased Productivity in Various Industries, 1899-1925*.—Quantitative increase in production, 1899-1925; changes in production from census to census; the increase in production since 1919; major factors in advancing industrial efficiency; education and research; capital; machinery and power; mass production; elimination of waste. pp. 25-32.

(6) *Accident Experience in the Iron and Steel Industry to the End of 1926*.—Accident experience of the industry and its departments—the industry, blast furnaces, open-hearth converters, open-hearth furnaces, foundries, heavy-rolling mills, plate mills, sheet mills, tube mills, fabricating shops, wire drawing, electrical department, mechanical department, yards, erection of structural steel. pp. 35-52.

(7) *German Unemployment Insurance Act*.—Administrative authorities; persons subject to insurance; premiums and benefits; short-time workers. pp. 67-69.

(8) *Co-operative Movement in Spain*.—Consumers co-operation; colonization societies; fishermen's co-operatives. pp. 72-75.

(9) *Encouragement of Thrift by Employers*.—Types of savings and loan funds; building and loan associations; legal aid and advice as to investments and expenditures; co-operative buying and discounts; other plans for encouraging thrift. pp. 78-82.

(10) *Building Permits in Representative Cities*.—Families provided for, building trend, 1926-27; per capita expenditure for buildings; housing in relation to population. pp. 87-115.

(11) *Wage Policy of the American Federation of Labor*.—Statement of policy; comments—introduction, earlier points of view, how did such changes in the wage policy come about? The economic point of view and the social point of view, productivity, real wages, social position of the worker and industrial stability, the American Federation of Labor and the policy of social wages. pp. 129-134.

*Routine Matter*.—As in previous issues.

**THE JOURNAL OF INDUSTRIAL HYGIENE—VOL. X, NO. 1, JANUARY 1928. (Harvard School of Public Health, Baltimore.)**

*Special Articles:* (1) *How Far should Industry go in Caring for Cases of Illness not due to Employment*, by Robert P. Knapp, M. D. (Medical Director, Cheney Brothers, South Manchester, Conn.). pp. 1-6.

(2) *New Apparatus for Artificial Respiration: the Barospirator of Professor T. Thunberg*, by Cecil K. Drinker, M. D. pp. 7-12.

(3) *Quantitative Measurements of the Inhalation, Retention, and Exhalation of Dusts and Fumes by Man: I. Concentrations of 50 to 450 MG. Per Cubic Meter*, by Philip Drinker, R. M. Thomson and Jane L. Finn (Department of Ventilation and Illumination, Harvard School of Public Health, Boston, Mass.).—Introduction; generation and stability of the suspensions; apparatus used in inhalation experiments; quantitative estimation of inhaled and exhaled dusts and fumes; quantitative estimation of dusts and fumes retained; discussion; summary. pp. 13-24.

*Routine Matter*.—As in previous issues.

**THE LABOUR GAZETTE—VOL. XXVIII, NO. 1, JANUARY 1928. (The Department of Labour, Canada.)**

*Special Articles:* (1) *Industrial Research in Canada*.—New Federal Proposals; proposed Ontario scheme; views of manufacturers. pp. 26-28.

(2) *Mothers' Allowances in Manitoba and British Columbia*.—Manitoba; British Columbia. pp. 29.

(3) *Trades and Labour Congress of Canada*.—Legislative demands submitted to Dominion Government; address by President Moore; Prime Minister's Reply; status and membership of the trades and labour congress of Canada; memorandum on technical education; memorandum re Dominion fair wage policies; memorandum on migration; memorandum re Senate reform; other recommendations. pp. 31-39.

(4) *Legislation sought by Organized Catholic Workers*. pp. 40-41.

(5) *Annual Review of Employment in Canada, 1927*.—Summary of reports made by employers to Dominion Bureau of Statistics—employment by economic areas, employment by cities, employment by industries, logging, mining, communications, transportation, construction and maintenance, services, trade, tables showing employment by industries. pp. 58-69.

*Routine Matter*.—As in previous issues.

## Current Notes from Abroad

### INTERNATIONAL

The thirty-eighth Session of the Governing Body of the International Labour Office, held in Geneva, was notable for an important and far-reaching discussion on the question of the revision of Conventions in general and of the Hours Convention in particular.

The debate, which occupied two days, resulted in the adoption of two resolutions, as follows:—

The Governing Body requests the Standing Orders Committee to present to it at its next Session a report on the procedure to be followed with regard to proposals for a possible revision of Conventions, regard being had to the provisions alike of the Conventions themselves and of the constitution and rules of the International Labour Organisation. (*Adopted by 15 votes to 6; the Polish Government representative abstained.*)

The Governing Body decides to place on the agenda for its next Session, following the consideration of the general procedure for the revision of Conventions, the question of the inclusion in the agenda for the 1929 Conference of the revision, proposed by the British Government, of the Hours Convention. (*Adopted by 13 votes to 7; the Norwegian Government representative voted against, while the representatives of the Governments of Belgium, Poland, Germany and Japan abstained.*)

As the second resolution indicates, the initiative in connection with the revision of the Hours Convention was taken by the British Government. Its representative proposed that the revision of the Convention should immediately be placed on the agenda of the 1929 Conference, but the Governing Body decided that this question should not be considered until it meets again, next April, and after it has dealt with the question of the procedure for revision of Conventions. (*From "Industrial and Labour Information," Geneva, February 6, 1928.*)

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### UNITED KINGDOM

In the industries for which statistics are regularly compiled by the Ministry of Labour, the changes in wages reported to have come into operation during January resulted in a net reduction of £16,350 in the weekly full-time wages of about 245,000 workpeople, and in an increase of nearly £9,000 in those of nearly 150,000 workpeople.

The largest group of workpeople affected by reductions were coal miners in Yorkshire, in whose case the percentage addition to basis rates was reduced by an amount equivalent to about 3 per cent. on current wages. There were also reductions in the wages of iron miners and blastfurnace workers in Cleveland and Cumberland, shale miners and shale-oil workers in Scotland, iron puddlers and millmen in the North of England and West of Scotland, and textile bleachers, dyers, etc., in Scotland. Lower rates of pay were introduced for new entrants in the case of certain classes of railway traffic workers in Northern Ireland.

Textile bleachers, dyers, etc., in Yorkshire and Lancashire received small increases under cost-of-living sliding scales (less than  $\frac{1}{2}$  per cent. on current wages in Yorkshire, and 3d and 2d per week for men and women respectively in Lancashire), and men employed by electricity supply undertakings received an increase of 1d. per hour in most districts in Great Britain outside the North-East Coast and East Midlands areas of England. Increases also occurred under cost-of-living sliding scales in the wages of bobbin and shuttle makers in England and Wales, waterworks employes in various districts in England, felt hat makers, seed crushers and oil millers, and men employed by public works contractors in London. (*From "Ministry of Labour Gazette," London, February 1928.*)

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At 1st February the average level of retail prices of all the commodities taken into account in the statistics compiled by the Ministry of Labour (including food, rent, clothing, fuel and light, and miscellaneous items) was approximately 66 per cent. above that of July 1914, as compared with 68 per cent. a month ago, and 72 per cent. a year ago. For food alone the corresponding percentage for 1st February was 59, as compared with 62 per cent. a month ago and 64 per cent. a year ago.

The fall in these percentages as compared with a month ago was mainly due to decreases in the average prices of eggs and of butter. (*From "Ministry of Labour Gazette," London, February 1928.*)

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The number of trade disputes involving stoppages of work reported to the Ministry of Labour as beginning in January was 31. In addition, 10 disputes which began before January were still in progress at the beginning of the month. The number of workpeople involved in all disputes in January (including workpeople thrown out of work at the establishments where the disputes occurred, but not themselves parties to the disputes) was about 10,000; and the aggregate duration of all disputes during January was about 50,000 working days. These figures compare with totals of 7,600 workpeople involved and 38,000 working days lost in the previous month, and with 15,300 workpeople involved and 130,000 days lost in January 1927. (*From "Ministry of Labour Gazette," London February 1928.*)

MAR. 1928

## PRINCIPAL TRADE DISPUTES IN PROGRESS IN FEBRUARY 1928

Name of concern and locality	Approximate number of workpeople involved		Time when dispute		Cause	Results
	Directly	Indirectly	Began	Ended		
Textile Trades						
1. The E. D. Sassoon Group of Mills — The Jacob Sassoon Mill .. The Apollo Mill. The David Mill No. I. The David Mill No. II. The E. D. Sassoon and Alexandra Mills The Rachel Sassoon Mill. The Elphinstone Spg. & Weaving Mill. The Meyer Sassoon Mill.	2,085	12,102	2 Jan.	25 Feb.	The proposed introduction of new methods of work in accordance with the recommendations of the Textile Tariff Board.	The strike ended in favour of the employers.
2. The Spring Mill, Naigum Bombay.	100	..	31 Jan.	6 Feb.	Reduction in rates of wages.	Do.
3. The Ahmedabad New Standard Mill, Saraspur Road, Ahmedabad.	48	..	1 Feb.	2 Feb.	Demand for reinstatement of a dismissed jobber.	Do.
4. The Kohinoor Mill, Naigum Cross Road, Bombay.	70	..	2 Feb.	8 Feb.	Increase in working hours.	Do.
5. The Sassoon Spg. & Weaving Mill, Ghorupdeo, Bombay.	629	2,071	7 Feb.	20 Feb.	Alleged ill-treatment by the Weaving Master	Do.
6. The Kohinoor Mill, Naigum Cross Road, Bombay.	800	..	14 Feb.	16 Feb.	Alleged ill-treatment by the Weaving Master	Do.
7. The Madhewji Dharamsi Mill, Foras Road, Bombay.	600	2,185	20 Feb.	..	Proposed reduction in rates of wages.	No settlement reported.
8. The Textile Mill, Elphinstone Road, Bombay.	150	..	21 Feb.	25 Feb.	Proposed discontinuance of granting free Railway passes to spinners.	The strike ended in favour of the employers.
Miscellaneous						
9. The Bombay Municipal Workshops, Foras Road, Bombay.	150	..	6 Feb.	7 Feb.	Suspension of 50 workmen.	The strike ended in favour of the employees.
10. The Fire Salvage Association, Bombay	32	..	22 Feb.	..	Refusal to introduce a pension scheme.	No settlement reported.

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

Count or Number	Month of January			Ten months ended January		
	1926	1927	1928	1926	1927	1928
	(000)	(000)	(000)	(000)	(000)	(000)
No. 1 to 10	8,862	6,555	4,909	52,468	69,540	61,879
No. 11 to 20	19,230	19,740	15,854	159,995	166,590	174,762
No. 21 to 30	13,283	13,815	13,804	112,948	140,719	151,766
No. 31 to 40	1,262	1,514	2,137	10,663	16,566	21,136
Above 40	674	997	711	4,162	8,641	8,914
Waste, etc.	82	110	106	451	1,052	1,023
Total ..	42,553	42,731	36,781	340,647	436,943	479,843

## BOMBAY CITY

Count or Number	Month of January			Ten months ended January		
	1926	1927	1928	1926	1927	1928
No. 1 to 10	7,004	5,656	4,166	44,459	61,628	54,336
No. 11 to 20	12,147	13,646	8,583	91,950	128,333	113,265
No. 21 to 30	7,621	8,100	7,833	62,331	85,766	91,946
No. 31 to 40	617	766	1,056	4,598	7,719	10,099
Above 40	367	457	351	1,985	3,465	4,357
Waste, etc.	76	101	107	366	957	1,023
Total ..	27,772	28,026	22,096	205,689	287,868	275,026

## AHMEDABAD

Count or Number	Month of January			Ten months ended January		
	1926	1927	1928	1926	1927	1928
No. 1 to 10	326	223	192	2,563	2,177	1,948
No. 11 to 20	3,967	3,767	3,578	17,673	32,916	32,965
No. 21 to 30	4,329	4,491	4,651	38,971	41,239	46,718
No. 31 to 40	525	598	758	4,536	7,082	8,016
Above 40	301	419	196	1,578	4,096	3,074
Waste, etc.	..	..	..	..	..	..
Total ..	9,448	9,498	9,375	85,551	87,510	92,721

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

Description	Month of January			Ten months ended January		
	1926	1927	1928	1926	1927	1928
Grey & bleached piecegoods—Pounds	(000)	(000)	(000)	(000)	(000)	(000)
Khadi	1,252	2,407	1,407	11,376	18,902	21,523
Chudders	1,132	934	1,143	14,404	15,222	16,097
Dhotis	7,063	7,720	7,418	64,840	75,363	81,040
Drills and jeans	1,076	1,403	1,321	7,713	10,613	12,953
Cambrics and lawns	24	33	60	472	298	600
Printers	230	237	185	2,341	1,650	1,361
Shirtings and long cloth	9,219	8,008	8,720	78,652	91,300	97,010
T. cloth, domestics, and sheetings	900	1,728	997	9,891	13,822	13,771
Tent cloth	152	150	45	1,335	1,185	406
Other sorts	615	496	475	4,921	4,368	4,592
Total .. ..	21,663	23,116	21,771	195,945	232,743	249,639
Coloured piecegoods	8,024	10,814	9,477	76,821	100,234	102,315
Grey and coloured goods, other than piecegoods	216	209	253	2,033	2,252	2,290
Hosiery	20	27	31	207	218	290
Miscellaneous	97	248	280	1,471	2,410	2,907
Cotton goods mixed with silk or wool	57	171	302	483	1,633	2,992
Grand Total ..	30,077	34,585	32,114	276,960	339,490	360,433

## BOMBAY CITY

Description	Month of January			Ten months ended January		
	1926	1927	1928	1926	1927	1928
Grey & bleached piecegoods—Pounds	(000)	(000)	(000)	(000)	(000)	(000)
Khadi	832	2,006	1,007	8,105	16,518	16,965
Chudders	656	565	707	9,137	10,476	11,188
Dhotis	1,555	2,678	2,081	17,483	23,489	27,376
Drills and jeans	864	1,244	1,212	6,420	9,693	12,071
Cambrics and lawns	7	9	35	210	50	313
Printers	..	..	..	19	..	..
Shirtings and long cloth	6,184	5,931	6,274	55,187	70,387	70,670
T. cloth, domestics, and sheetings	618	1,258	634	6,721	9,858	9,607
Tent cloth	109	120	24	802	1,008	389
Other sorts	338	298	288	2,022	2,469	2,700
Total .. ..	11,163	14,109	12,262	106,106	143,948	151,279
Coloured piecegoods	4,998	7,641	5,987	52,262	71,903	71,268
Grey and coloured goods, other than piecegoods	210	203	242	1,941	2,166	2,244
Hosiery	5	6	11	62	54	99
Miscellaneous	71	205	229	1,156	1,960	2,337
Cotton goods mixed with silk or wool	43	121	131	384	1,134	1,878
Grand Total ..	16,490	22,285	18,862	161,911	221,165	229,105

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

Description	Month of January			Ten months ended January		
	1926	1927	1928	1926	1927	1928
Grey & bleached piecegoods—Pounds	(000)	(000)	(000)	(000)	(000)	(000)
Khadi	110	119	22	987	685	1,017
Chudders	402	307	384	4,085	3,676	3,635
Dhotis	4,588	4,160	4,246	37,302	42,426	42,842
Drills and jeans	122	20	11	492	244	231
Cambrics and lawns	15	23	24	188	243	282
Printers	169	133	89	1,550	853	710
Shirtings and long cloth	2,430	1,518	1,948	18,521	15,539	20,091
T. cloth domestics, and sheetings	232	367	251	2,819	3,122	3,136
Tent cloth	36	3	19	453	18	58
Other sorts	221	136	126	2,019	1,071	1,187
Total .. ..	8,325	6,786	7,120	60,416	67,077	73,189
Coloured piecegoods	2,195	2,004	2,227	15,555	17,969	18,675
Grey and coloured goods, other than piecegoods	1	2	2	10	16	13
Hosiery	14	21	20	143	163	192
Miscellaneous	26	35	40	268	400	489
Cotton goods mixed with silk or wool	14	49	170	89	485	1,092
Grand Total ..	10,575	8,897	9,579	84,481	86,910	93,650

WHOLESALE MARKET PRICES IN BOMBAY

Article	Grade	Rate per	Prices in the month of				Index numbers			
			July 1914	Feb. 1927	Jan. 1928	Feb. 1928	July 1914	Feb. 1927	Jan. 1928	Feb. 1928
<b>Cereals—</b>										
Rice .. .. .	Rangoon Small-mill	Maund	4 11 3	6 3 1	5 13 4	5 9 6	100	132	124	119
Wheat .. .. .	Delhi No. 1	Cwt.	5 9 6	7 12 0	7 5 3	7 5 3 (7)	100	130	131	131
Do. .. .. .	Khandwa Sona	Candy	45 0 0	87 8 0	66 0 0	72 8 0	100	194	142	161
Do. .. .. .	Jubbulpore	..	40 0 0	57 0 0	49 8 0	52 8 0	100	143	124	131
Jowari (1) .. .. .	Cawnpore	Maund	3 2 6	4 7 1	4 7 1	4 7 1	100	141	141	141
Barley .. .. .	..	..	3 4 6	4 7 1	3 14 8	3 14 8	100	135	119	119
Bajri .. .. .	Ghati	..	3 4 6	5 4 8	4 2 0	4 2 0	100	161	126	126
Index No.—Cereals .. .. .										
<b>Pulses—</b>										
Gram .. .. .	Punjab yellow (2nd sort)	Maund	4 3 9	5 3 0	5 4 8	4 15 7	100	149	130	133
Turdal .. .. .	Cawnpore	..	5 10 5	8 7 5	8 10 10	8 10 10	100	123	125	117
Index No.—Pulses .. .. .										
<b>Sugar—</b>										
Sugar (refined) .. .. .	Mauritius	Cwt.	9 3 0	..	..	..	100	146	132	133
Do. (do.) .. .. .	Java, white	..	10 3 0	17 6 0	14 2 0	14 1 0	100	171	139	138
Do. Raw (Gul) .. .. .	Sangli or Poona	Maund	7 14 3	8 7 0	8 7 0	8 2 7	100	107	107	103
Index No.—Sugar .. .. .										
<b>Other Food—</b>										
Turmeric .. .. .	Rajapuri ..	Maund	5 9 3	8 13 6	9 6 2	8 4 0	100	139	123	121
Chee .. .. .	Deshi	..	45 11 5	74 4 7	71 0 10	74 4 7	100	159	168	166
Salt .. .. .	Bombay (black)	..	1 7 6	1 14 0	2 0 0	2 0 0	100	163	136	143
Index No.—Other food .. .. .										
<b>Oilseeds—</b>										
Linseed .. .. .	..	Cwt.	8 14 6	10 15 0	10 2 0	..	100	146	136	136
Rapeseed .. .. .	Cawnpore (Brown)	..	8 0 0	11 1 0	10 4 0	..	100	121	114	112
Poppy seed .. .. .	..	..	10 14 0	17 0 0	17 5 0	..	100	161	160	152
Gingelly seed .. .. .	..	..	11 4 0	17 0 0	12 11 0	..	100	151	113	113
Index No.—Oilseeds .. .. .										

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<b>Raw Cotton—</b>										
.. .. .	Good	Candy	251 0 0	200 0 0	..	..	100	126	154	151
.. .. .	Fully good	..	..	..	..	..	100	126	154	151
.. .. .	Saw-ginned	..	..	..	..	..	100	126	154	151
.. .. .	Machine-ginned	..	..	..	..	..	100	126	154	151
.. .. .	Do.	..	..	..	..	..	100	126	154	151
Index No.—Cotton, raw .. .. .										
<b>(b) Cotton manufactures—</b>										
Grey shirtings .. .. .	40s	Lb.	0 12 9	1 1 6	1 0 3	1 0 6	100	197	127	120
White mulls* .. .. .	Fair 2,000	Pace	5 15 0	8 14 0	9 10 0	9 6 0	100	140	100	100
Shirtings .. .. .	6 600	..	4 3 0	9 0 0	8 8 0	8 6 0	100	215	213	211
Long Cloth (3) .. .. .	Liepmann's 1,500	..	10 6 0	18 8 0	18 4 0	18 6 0	100	170	176	177
Chudders (4) .. .. .	54" x 6 yds.	Lb.	0 9 6	0 14 9	0 15 0	0 15 0	100	155	150	156
Index No.—Cotton manufactures .. .. .										
<b>Index No.—Textiles—Cotton</b>										
<b>Other Textiles—</b>										
Silk .. .. .	Manchow	Lb.	5 2 6	6 0 3	6 2 11	6 2 11	100	117	104	101
Do. .. .. .	Mathow Lari	..	2 15 1	4 8 1	3 12 3	3 10 1	100	153	145	124
Index No.—Other Textiles .. .. .										
<b>Hides and Skins—</b>										
Hides Cow .. .. .	Tanned	Lb.	1 2 6	1 8 7	1 9 6	1 9 3	100	189	188	187
Do. Buffalo .. .. .	Do.	..	1 1 3	0 12 0	0 15 0	1 7 4	100	70	91	100
Skins Goat .. .. .	Do.	..	1 4 0	2 8 8	2 7 0	2 7 9	100	201	198	190
Index No.—Hides and Skins .. .. .										
<b>Metals—</b>										
Copper braziers .. .. .	..	Cwt.	60 8 0	58 0 0	60 12 0	60 8 0	100	..	100	100
Iron bars .. .. .	..	..	4 0 0	6 12 0	6 0 0	6 0 0	100	..	..	..
Sheet hoops .. .. .	..	..	7 12 0	10 7 0	8 12 0	8 12 0	100	104	..	130
Galvanised sheets .. .. .	..	..	9 0 0	13 8 0	12 0 0	11 11 0	100	100	113	113
Tin plates .. .. .	..	Box	8 12 0	21 8 0	14 8 0	15 0 0	100	..	100	124
Index No.—Metals .. .. .										
<b>Other raw and manufactured articles—</b>										
Coal (2) .. .. .	Bengal	Ton	14 12 0	21 0 0	21 0 0	21 0 0	100	142	142	142
Do. .. .. .	Imported	..	19 11 6	25 3 8	20 10 0	19 12 7	100	128	105	100
Kerosene .. .. .	Elephant Brand	2 1/2 lbs	4 6 0	7 10 6	5 0 0	5 0 0 (7)	100	175	114	114
Do. .. .. .	Chester Brand	Case	5 2 0	9 12 6	8 8 6 (6)	8 8 6 (6)	100	191	166	166
Index No.—Other raw and manufd. articles .. .. .										
<b>Index No.—Food</b>										
<b>Index No.—Manufactured</b>										
<b>General Index No.</b>										

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(1) Quotation for Shalpur quality since March 1926. (2) Since June 1925, the quotation is for Bengal, for Chas. Boria. (3) Quotation for 37" x 52" gals. since March 1926. (4) Quotation for 50" x 6 yds. since March 1926. (5) Quotation for September 1927. (6) Quotation for December 1927. (7) Quotation for January 1928. \* In the absence of price-quotations for the grade 5,000 the price quoted for white mull is for the grade 4,000. † Since October 1925, the price-quotations for raw cotton are for the following five varieties, viz., Branch, Fully good; Ganes, Fine; Dharwar, Saw-ginned, F. G.; Khandwa, Fully good; Bengal, Fully good.

WHOLESALE MARKET PRICES IN KARACHI\*

Article	Grade	Rate per	Prices in the month of				Index Numbers				
			July 1914	Feb. 1927	Jan. 1928	Feb. 1928	July 1914	Feb. 1927	Jan. 1928	Feb. 1928	
			Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.					
<b>Cereals—</b>											
Rice (1)	Larkana No. 3	Candy	39 0 0	60 4 0	66 4 0(4)	66 4 0 (4)	100	154	170	170	
Wheat, white	5% barley, 3% dirt, 30% red	"	31 8 0	44 0 0	39 6 0	40 6 0 (4)	100	140	125	128	
" red	5% barley, 3% dirt, 92% red	"	31 4 0	39 10 0	"	"	100	140	127	128	
" white	2% barley, 1% dirt	"	32 8 0	45 6 0	40 10 0	"	100	140	127	128	
" red	2% barley, 1% dirt	"	32 4 0	40 14 0	"	41 10 0	100	140	127	128	
Jowari	Export quality	"	25 8 0	37 0 0	35 12 0	34 4 0	100	145	140	134	
Barley	3% dirt	"	26 8 0	36 0 0	32 8 0	34 0 0	100	136	123	128	
Index No.—Cereals							100	138	137	138	
<b>Pulses—</b>											
Gram (2)	1% dirt	Candy	29 8 0	43 8 0	39 0 0	38 0 0	100	147	132	129	
<b>Sugar—</b>											
Sugar	Java white	Cwt.	9 2 0	16 3 0	13 10 0	13 2 0	100	177	149	144	
"	" brown	"	8 1 6	*15 0 0	13 0 0	13 8 0	100	185	161	167	
Index No.—Sugar							100	181	155	156	
<b>Other food—</b>											
Salt		Bengal Maund	2 2 0	1 12 0	1 10 6	1 10 6	100	82	78	78	
<b>Oilseeds—</b>											
Cotton seed		Maund	2 11 3	4 5 0	3 6 0(3)	3 6 0 (3)	100	160	125	125	
Rapeseed, bold	3% admixture	Candy	51 0 0	"	68 0 0(3)	68 0 0 (3)	100	133	133	133	
Gingelly seed	Black 9% admixture	"	62 0 0	98 0 0	72 0 0(3)	75 0 0	100	158	116	121	
Index No.—Oilseeds							100	159	125	126	
B. Twills		100 bags	38 4 0	52 4 0	50 10 0	50 4 0	100	137	132	131	

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<b>Textiles—Cotton</b>											
(a) Cotton, raw	Sind	Maund	20 4 0	29 4 0	36 2 0(3)	36 2 0(3)	100	144	178	178	
(b) Cotton manufactures											
Drills	Pepperell	Piece	10 3 6	14 12 0	17 0 0	17 0 0	100	144	166	166	
Shirtings	Liepmann's	"	10 2 0	17 4 0	18 0 0	18 8 0	100	170	178	183	
Index No.—Cotton manufactures							100	157	172	175	
Index No.—Textiles—Cotton							100	153	174	176	
<b>Other Textiles—Wool</b>	Kandahar	Maund	28 0 0	35 8 0	33 0 0	35 0 0	100	127	118	125	
<b>Hides—</b>											
Hides, dry	Sind	Maund	21 4 0	14 12 0	19 0 0(5)	19 0 0(5)	100	69	89	89	
" "	Punjab	"	21 4 0	14 12 0	19 0 0(5)	19 0 0(5)	100	69	89	89	
Index No.—Hides							100	69	89	89	
<b>Metals—</b>											
Copper Braziers		Cwt.	60 8 0	58 0 0	61 0 0	60 0 0	100	96	101	99	
Steel Bars		"	3 14 0	6 0 0	6 4 0	6 4 0	100	155	161	161	
" Plates		"	4 6 0	6 12 0	7 2 0	7 2 0	100	154	163	163	
Index No.—Metals							100	135	142	141	
<b>Other raw and manufactured articles—</b>											
Coal	1st class Bengal	Ton	16 0 0	22 0 0	19 4 0	19 4 0	100	138	120	120	
Kerosene	Chester Brand	Case	5 2 0	9 10 0	8 6 0	8 6 0	100	188	163	163	
"	Elephant "	2 Tins	4 7 0	7 8 0	6 3 6	6 2 0	100	169	140	138	
Index No.—Other raw and manufactured articles							100	165	141	140	
Index No.—Food							100	142	134	134	
Index No.—Non-food							100	139	136	137	
General Index No.							100	140	135	136	

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\* Yarn (40 Grey, Plough) has been omitted from the index for want of quotation. (1) Quotation for Sukkur white, since August 1926. (2) Quotation for 3 per cent. mutual since April 1924. (3) Quotation for September 1927. (4) Quotation for October 1927. (5) Quotation for November 1927.



INDEX NUMBERS OF WHOLESALE PRICES IN INDIA AND FOREIGN COUNTRIES

Country	India (Bombay)	Japan	China	Australia	Egypt (Cairo)	United Kingdom (1)	France	Holland	Norway	Sweden	Canada (2)	United States of America (3)	
No. of articles	44	56	147	92	92	26	150	45	48	100	47	236	404
1913 Average	100	100	(d) 100	100	100	100	100	100	100	(f) 100	100	100	
1914	100	96	100	106	106	(g) 100	102	100	(h) 100	(i) 100	100	100	
1915	100	97	100	147	103	140	109	146	159	116	102	98	
1916	117	117	100	138	128	188	224	233	185	132	127	127	
1917	149	149	100	153	176	262	276	341	244	179	177	177	
1918	239	196	100	178	211	339	373	345	339	199	194	194	
1919	223	236	100	189	231	356	304	322	331	209	206	206	
1920	216	259	152	228	316	307	509	292	347	244	236	236	
1921	198	200	150	175	173	197	345	182	298	211	172	147	
1922	187	196	146	170	162	146	159	327	160	233	162	152	
1923	181	199	156	173	179	132	159	419	151	233	157	153	
1924	182	207	154	173	173	143	166	469	156	269	155	150	
1925	163	202	159	166	170	152	159	550	155	251	157	160	
1926	149	179	164	159	168	132	148	703	145	196	144	156	
April	151	181	163	160	176	133	144	650	143	198	145	161	
May	151	177	160	158	175	128	145	688	145	196	145	157	
June	150	177	156	157	171	129	146	738	144	195	145	156	
July	149	179	157	156	169	129	149	838	141	196	145	151	
August	148	177	161	155	170	129	149	769	139	196	143	154	
September	149	176	164	156	166	129	151	787	146	197	142	153	
October	147	174	158	162	159	132	143	751	143	188	142	151	
November	146	172	174	157	163	150	152	684	147	182	142	148	
December	146	170	172	156	162	136	146	627	147	177	141	151	
1927 January	146	170	173	156	162	120	144	622	145	170	140	151	
February	148	171	176	160	160	124	145	632	146	165	140	146	
March	148	171	175	154	157	124	141	641	144	160	139	149	
April	(h) 145	171	173	154	159	122	140	636	143	159	138	144	
May	147	173	155	160	123	141	141	628	145	160	139	152	
June	147	172	169	155	163	124	142	622	149	159	140	154	
July	147	170	171	153	169	118	141	620	151	160	141	152	
August	148	168	171	154	173	117	141	618	149	160	141	147	
September	148	169	172	153	178	120	142	600	150	158	145	151	
October	146	170	169	152	181	118	141	588	150	157	143	150	
November	144	169	166	151	174	115	141	594	151	151	143	150	
December	143	168	164	150	170	114	140	604	151	151	143	150	
1928 January	141	168	164	150	170	114	140	604	151	151	143	150	
February	142	168	164	150	170	114	140	604	151	151	143	150	
March	142	168	164	150	170	114	140	604	151	151	143	150	

\* July 1914 = 100. (a) Average for half year ended June 1914 = 100. (b) Revised figures. (c) The figures from 1914-1920 are for December. (d) February 1913 = 100. (e) Average January 1913 to July 1914 = 100. (f) Board of Trade. (g) Dominion Bureau of Statistics. (h) Bureau of Labor Statistics. (i) Average for year ended June 1914 = 100.

RETAIL FOOD INDEX NUMBERS FOR INDIA AND FOREIGN COUNTRIES

Name	India	United Kingdom	Africa	Australia	New Zealand	America	U.S.	Italy	Belgium	Finland	Holland	Norway	Sweden (3)	Denmark	Switzerland	
No. of articles	17	20	29	18	46	59	43	13	9	..	37	27	..	51	..	
No. of stations	Bombay	630	60	9	30	25	51	Paris	Rome	59	21	Amsterdam	30	49	100	55
1914 July	100	100	100	(a) 100	100	100	100	100	(d) ..	100	(e) 100	100	100	100	100	(f) 100
1915	105	132	105	107	131	112	98	122	95	..	..	160	124	128	146	..
1916	105	161	114	116	130	119	109	132	111	..	..	142	214(g)	181	166	..
1917	114	204	157	128	126	127	143	183	137	..	..	176	279	208	187	..
1918	142	210	175	134	131	139	164	206	203	..	..	210	289	310	212	..
1919	187	209	186	139	147	144	186	261	206	..	..	211	319	297	253	..
1920	188	258	227	197	194	167	215	373	318	..	..	211	319	297	253	..
1921	174	230	148	159	161	164	145	306	402	100	1,278	180	255	212	236	211
1922	160	180	138	116	148	144	139	297	459	87	1,105	140	213	179	184	157
1923	148	162	137	116	164	142	144	321	(j) 496	105	968	136	218	160	188	166
1924	151	162	134	117	149(k)	148	140	360	508	124	1,016	138	248	159	200	170
1925	152	167	141	120	156	156	156	421	602	133	1,107	152	260	169	210	169
1926	155	161	149	116	159	149	154	574	654	185	1,067	168	198	156	159	159
September	152	162	147	117	155	148	155	590	652	186	1,110	164	193	157	158	158
October	153	163	147	120	153	147	157	624	654	197	1,091	164	191	157	157	157
November	152	169	148	119	155	146	158	628	630	206	1,081	164	186	158	159	159
December	154	169	151	117	158	149	158	599	631	208	1,081	164	184	157	159	159
1927 January	155	167	153	116	158	148	156	592	625	208	1,063	166	180	156	156	158
February	152	164	151	117	153	146	153	585	642	212	1,064	166	177	153	157	157
March	152	162	149	118	151	146	150	581	635	205	1,055	168	173	151	156	156
April	151	155	146	119	151	145	150	580	617	204	1,034	161	174	156	156	156
May	150	154	145	121	152	145	152	589	565	201	1,021	162	169	150	156	156
June	151	154	146	120	153	145	155	580	541	207	1,035	162	172	151	157	157
July	154	159	147	119	152	144	150	557	524	210	1,065	172	175	151	157	157
August	155	156	147	118	155	144	149	539	518	204	1,121	160	174	156	157	157
September	151	157	146	117	157	143	151	532	509	207	1,109	160	174	156	157	157
October	148	161	148	119	159	143	153	520	509	210	1,120	160	173	155	152	159
November	147	163	149	119	157	144	153	500	510	211	1,140	165	171	155	161	161
December	149	163	151	119	155	146	153	523	513	211	1,140	165	171	155	161	161
1928 January	151	162	..	..	154	146	..	530	..	..	..	..	171	154	160	160
February	146	159	..	..	..	..	..	..	..	..	..	..	..	..	..	..
March	142	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..

(a) Average for the year 1914. (b) includes fuel and lighting. (c) January to June 1914. (d) Revised series—1921=100. (e) Figures for June. (f) The figures for Italy from July 1923 are for Milan. (g) Figure for August. (h) June 1914=100. (i) Revised figures. (j) The figures from 1914-1920 are for the Hague Base, January to July 1914=100.

RETAIL PRICES OF ARTICLES OF FOOD IN JANUARY AND FEBRUARY 1928\*

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	Poons	Bombay	Karachi	Ahmedabad	Sholapur	Poons
		January 1928	January 1928	January 1928	January 1928	January 1928	February 1928	February 1928	February 1928	February 1928	February 1928
		Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
<b>Cereals—</b>											
Rice .. ..	Maund	7 3 10 129	8 0 0 120	7 14 5 128	8 6 9 159	7 11 1 133	7 2 3 128	8 0 0 120	7 14 5 126	7 10 6 145	7 3 10 126
Wheat .. ..	"	7 6 3 132	5 11 5 136	6 2 6 131	6 9 2 127	7 10 2 142	7 1 0 126	5 9 10 133	6 2 6 131	6 13 2 132	7 3 4 134
Jowari .. ..	"	5 9 10 129	4 9 8 127	4 0 10 106	3 11 9 130	4 1 10 120	5 10 11 131	4 10 9 129	4 0 0 105	3 13 9 134	3 14 9 114
Bajri .. ..	"	5 2 1 119	4 13 7 115	5 0 0 106	3 7 2 98	4 6 9 108	5 2 1 119	4 15 5 118	5 0 0 106	3 6 8 97	4 3 10 103
<i>Index No.—Cereals</i> .. ..		127	125	118	129	126	126	125	118	127	119
<b>Pulses—</b>											
Gram .. ..	Maund	7 9 0 176	5 10 7 149	5 0 0 125	5 10 2 131	5 8 11 114	7 9 0 176	5 8 3 145	5 0 0 125	5 7 4 127	4 13 4 99
Turdal .. ..	"	10 4 1 175	9 6 7 141	8 14 3 144	9 4 5 159	11 7 6 174	10 4 1 175	9 6 7 141	8 14 3 144	9 4 5 159	9 13 1 146
<i>Index No.—Pulses</i> .. ..		176	145	135	145	144	176	143	135	145	131

<b>Other articles of food—</b>											
Sugar (refined) .. ..	Maund	12 11 2 167	10 13 7 149	12 4 11 154	12 4 11 123	11 3 8 120	12 11 2 167	10 10 8 147	11 10 2 145	11 6 10 114	11 3 8 120
Jagri (gul) .. ..	"	12 13 7 150	9 6 7 135	11 0 7 124	8 10 5 111	8 6 9 120	12 1 11 142	9 6 7 135	10 0 0 112	8 6 9 108	8 0 4 114
Tea .. ..	Lb.	0 14 10 190	0 15 7 225	0 15 7 200	1 1 10 171	1 0 5 200	0 14 10 190	0 15 7 225	0 15 7 200	1 1 10 171	1 0 5 200
Salt .. ..	Maund	2 12 9 131	2 0 0 152	2 4 7 151	3 8 2 158	3 1 7 165	2 12 9 131	2 0 0 152	2 4 7 151	3 8 2 158	2 10 6 141
Beef .. ..	Seer	0 11 3 218	0 9 0 180	0 6 0 100	0 4 6 180	0 7 0 165	0 11 3 218	0 9 0 180	0 6 0 100	0 5 0 201	0 6 0 141
Mutton .. ..	"	0 12 4 185	0 10 0 167	0 10 0 167	0 8 0 133	0 9 0 150	0 12 4 185	0 10 0 167	0 10 0 167	0 8 0 133	0 9 0 150
Milk .. ..	Maund	17 9 4 191	8 0 0 180	7 4 4 145	11 6 10 157	13 5 4 133	17 9 4 191	7 4 4 164	6 10 8 133	11 6 10 157	13 5 4 133
Ghee .. ..	"	86 7 9 170	71 1 9 167	69 9 0 157	80 0 0 142	66 10 8 129	86 7 9 170	67 6 0 158	67 5 11 152	80 0 0 142	74 6 8 144
Potatoes .. ..	"	7 2 3 159	4 5 8 80	5 11 5 150	5 11 5 143	4 7 10 133	7 2 3 159	3 11 6 69	4 1 8 108	5 0 0 125	3 10 7 109
Onions .. ..	"	3 9 2 230	3 10 6 201	2 8 0 125	2 13 9 114	2 1 8 105	3 9 2 230	3 8 7 195	2 8 0 125	3 1 3 123	2 1 8 105
Cocunut oil .. ..	"	28 9 1 112	27 3 9 111	26 10 8 133	32 0 0 120	30 7 7 109	28 9 1 112	27 13 3 113	26 10 8 133	32 0 0 120	28 1 1 100
<i>Index No.—Other articles of food</i> .. ..		173	159	146	141	139	172	155	139	141	132
<i>Index No.—All food articles (unweighted)</i> .. ..		163	149	138	139	136	162	147	133	138	128

\* The sources of the price-quotations used in this table are the Monthly Review of Average Retail Prices furnished by the Director of Agriculture, Poona.