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Safety of future lies in organised Labour by H. D. Lloyd.

Philosophy of Trade Unions by D. D. Cum.

Publications of the Committee of Safety, United States Steel Corporation :—

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Safety rules governing the general storage, handling and use of gases and liquids for welding and cutting.

General requirements for safety pertaining to physical conditions.

United States Steel Corporation and Subsidiary Companies. General requirements for Sanitary installations prepared by Sanitation Committee, June 1916.

United States Steel Corporation—Bulletin No. 7 for December 1918 (Bureau of Safety, Sanitation and Welfare).

Do. Bulletin No. 8, December 1920.

Publications of the National Industrial Conference Board :—

Workmen's Compensation Acts in the United States (Legal phase)—Research Report No. 1.

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(The Labour Office accepts no responsibility for opinions expressed in signed articles.)



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## THE MONTH IN BRIEF

IN April the supply of labour in Bombay's chief industries was unequal to the demand. Absenteeism in the premier industry, the cotton mill industry, was again high, and considerably above normal. The reason of this is that the factory worker is at heart an agriculturist, lured to the town by high wages and fired by one ambition only—to earn sufficient to enable him to return to his village for as long as and as soon as he can save rupees. Village life spells comfort and friendships to him in a way city life never can do. He prefers to utilise a rise in wages by taking more holidays rather than by increasing his earnings for the month.

The cost of living index, as described elsewhere in the "Labour Gazette," was the same in March as in the preceding month. The rise in wholesale prices was due to a large rise in salt, on the expectation of an increase in the duty, and to a considerable rise in the prices of sugar and ghee. The rise in the price of sugar is due to the small stocks on hand, specially of Java sugar. Prices in Java were so high as to preclude further imports. At this time of year with the great demand for sugar in connexion with wedding festivities, the price of sugar has a natural tendency to harden. The prices of cereals and pulses were lower than in February. The wheat crop is this year a full crop for India as a whole. The total yield is estimated at 9,515,000 tons or 42 per cent. above the final estimate of last year. Crops are in fact moving in a way they have not hitherto. They are moving without any rush. The railways cannot move these quickly at the moment and buyers are holding off. The month of May, all things considered, should show a further fall in the prices of food-grains. Cotton textiles and

hides and skins of the non-food groups showed the most noticeable leaps upwards. Industrial disputes in March were much greater than in February on account of the Sholapur lock-out, which affected all the mills in that busy centre.

### COTTON MILL PRODUCTION

The yarn spun and the goods woven are a valuable index, not merely of the state of the trade, but also in the long run for labour in this important industry. The statistics of production are set out in detail in the modest space of three pages elsewhere. In February 1922 the yarn spun in our mills in the Presidency was greater than in the corresponding month of last year, and much greater than in February two years ago. The goods woven in February this year also show an even greater increase than in February 1921. The astonishing feature of the following tables is the increase both in yarn spun and in woven goods produced in the eleven months ended February 1922. Prices of Indian made yarn and piece-goods were the same as in March and did not show the tendency to fall off that was at one time evident in February.

#### (1) Month of February

	Millions of lbs. of yarn spun			Millions of lbs. of woven goods produced		
	February			February		
	1920	1921	1922	1920	1921	1922
Bombay Island	23	28	27	12	11	15
Ahmedabad	6	7	7	4	5	6
Other centres	3	4	6	1	3	3
Total, Presidency	32	39	40	17	19	24





## (2) Eleven months ending February

	Millions of lbs. of yarn spun			Millions of lbs. of woven goods produced		
	Eleven months ended February			Eleven months ended February		
	1920	1921	1922	1920	1921	1922
Bombay Island ..	291	314	321	182	171	191
Ahmedabad ..	67	70	78	72	66	76
Other centres ..	47	47	56	29	28	32
Total, Presidency ..	405	431	455	283	265	299

The profits of the mills in this Presidency in 1921 were, as the Chairman of the Bombay Millowners' Association pointed out, above normal and about one-third less than those in the remarkable year 1920. The results of 14 representative British Companies published in the "Times", with a paid up capital of nearly £42 millions, show a net profit of only £1,600,000 as against £6,350,000 in 1921. The ratio per cent. of profits to capital was 3.9 in 1921 as against 15.2 in 1920. The average rate of ordinary dividend (including bonus, if any) was 8.2 per cent. in 1921 and 18 per cent. in 1920.

## THE OUTLOOK

In the House of Commons on April 4, Mr. Lloyd George made the following reference to India in his speech on the Genoa Conference:—

"We are often asked a question: 'If you lost your trade in Europe, could you not make it up by trading with the Dominions, trading with the Colonies, and with other parts of the world?' The world is one trading unit. Our customers depend on their sales to European countries to pay for goods that we sell them. Take India: The purchases by India in this country have gone down very considerably. India is not buying from this country what she bought before the war. No doubt the organised opposition to British trade there, has something to do with it, but that is not the

main reason. The main reason is that India has always paid us for the goods we sell her countries. She pays us what she gets from selling to Germany, to France, to Austria and to Russia. She sold in 1913 60,000,000 lbs. of tea to Russia alone, and there are other commodities as well. The trade of Europe is therefore of the greatest importance to us, not merely directly but indirectly, and unless you restore the trade of Europe as a whole, our purchasers will not be in a position to pay for the commodities which they get from us.

It is not merely that Europe is impoverished; the machinery of exchange has also been shattered. Trade is dependent on currency, the exchange, and credit, and they are all broken down. I wonder whether some of my Hon'ble friends who are not actually engaged in business with Europe, have realised the enormous difficulty of doing business with a country, whose exchange fluctuates not merely from month to month, or week to week, but from day to day and from hour to hour."

## THE BALANCE OF TRADE

Of special interest at the present moment are the foreign trade figures for the 12 months ended 31st March 1922. There are signs of a burst of real sunshine in the year's returns. The outstanding point, however, especially in regard to our export trade is that, want is the staple product of Europe to-day just as plenty is the child of peace. Put in tabloid form the statistics of exports of merchandise were Rs. 243 crores, imports of merchandise Rs. 266 crores, and excess of imports of merchandise of Rs. 23 crores. The figures for the previous year are Rs. 256 crores, Rs. 335 crores and Rs. 79 crores. As will be seen from the following table, the balance of trade was still against India to the extent of Rs. 32.63 lakhs as against Rs. 48.60 lakhs in the previous year. The March 1922 figures show, all available data included, a favourable balance of trade. From the labour view-point these show which way the wind is blowing, and are of much interest. One thing remains certain, and that is, we have an enormous leeway to make up after all these lean, barren, and destructive years.



## India

	In lakhs of rupees.					
	December 1921.	January 1922.	February 1922.	March 1922.	12 months ended March	
					1921.	1922.
Exports (private merchandise) ..	+21.73	+22.99	+22.20	+27.61	+256.34	+243.61
Imports do. ..	-23.16	-27.62	-19.93	-21.48	-335.60	-266.43
Balance of Trade in merchandise ..	-1.43	-4.63	+2.27	+6.13	-79.26	-22.82
Balance of transactions in treasure ..	-1.08	-2.48	-2.93	-4.68	+1.46	-11.07
Visible balance of trade including securities.*	-2.56	-7.12	-59	+1.41	-50.04	-32.63

\* Plus (+) indicates favourable and minus (-) adverse balance.

## Bombay

	In lakhs of rupees.					
	December 1921.	January 1922.	February 1922.	March 1922.	12 months ended March	
					1921.	1922.
Exports (private merchandise) ..	+7.65	+8.98	+7.11	+9.28	+77.53	+82.45
Imports do. ..	-9.09	-9.86	-6.90	-9.95	-138.16	-96.47
Balance of Trade in merchandise ..	-1.44	-88	+21	-67	-60.63	-14.02
Imports of treasure ..	-1.33	-2.65	-2.78	-4.58	-21.13	-29.11
Exports of treasure ..	+21	+23	+2	+1	+21.89	+18.26
Balance of transactions in treasure ..	-1.12	-2.42	-2.76	-4.57	+76	-10.85

## Karachi

	In lakhs of rupees.					
	December 1921.	January 1922.	February 1922.	March 1922.	12 months ended March	
					1921.	1922.
Exports (private merchandise) ..	+68	+1.29	+1.51	+2.59	+20.87	+15.20
Imports do. ..	-2.57	-3.02	-2.22	-2.09	-34.65	-26.16
Balance of Trade in merchandise ..	-1.89	-1.73	-71	+50	-13.78	-10.96
Imports of treasure ..	-2	-2	-3	-4	-20	-22
Exports of treasure ..	..	..	..	..	+23	+16
Balance of transactions in treasure ..	-2	-2	-3	-4	+3	-6

NOTE.—Plus (+) signifies net export and minus (-) signifies net import.

In connexion with the balance of trade, the following movements of treasure for the year ended March 1922 are of much interest:—

## Net Imports of Gold (Private and Government).

Countries.	Average of 5 pre-war years.	1920-21	1921-22
		R (lakhs)	R (lakhs)
United Kingdom ..	11.24	16.54	5.27
Australia, including New Zealand.	6.15	69	1.50
Mesopotamia	56	2.35	3.58
Asiatic Turkey			
Japan ..	....	-12.57(a)	-4.60(a)
United States of America.	....	-8.11(a)	-10.63(a)
Other Countries ..	10.20	3.21	1.35
Total ..	28.15	2.11	-3.53(a)

## Net Imports of Silver (Private and Government).

Countries.	Average of 5 pre-war years.	1920-21	1921-22
		R (lakhs)	R (lakhs)
United Kingdom ..	11.47	6.99	8.74
Africa, East ..	-23(a)	-23(a)	2.22
Australia, including New Zealand.	78	3	71
Mesopotamia	12	20	1.88
Asiatic Turkey			
China ..	-28(a)	68	-87(a)
United States of America	7	50	1.14
Other Countries ..	-1.20(a)	-1.86(a)	85
Total ..	10.73	6.31	14.67

(a) Net exports.

There has been actually a net export of gold in the year ended March 1922 as against net imports in the preceding year and in the pre-war quinquennium. The United States, as in the case of other countries, has succeeded in attracting Indian gold. Some of the gold shown as exports to Japan was destined ultimately for the United States. There have





been three great streams of the metal to swell America's holdings—(1) the newly mined supplies from South Africa by way of London; (2) gold yielded up by India; (3) metal thought to have originated from Russian sources and exported from various European Countries.

The net imports of silver are of equal interest. There has been an actual net export of silver to China during the year ended March 1922.

#### BUSINESS CONDITIONS

The rates for telegraphic transfers in Bombay on London, in the first week of each of the last six months were as follows:—

	s.	d.
November 1921	1	4 <sup>9</sup> / <sub>16</sub>
December	1	7 <sup>7</sup> / <sub>8</sub>
3rd January 1922	1	15 <sup>3</sup> / <sub>16</sub>
1st February	1	5 <sup>5</sup> / <sub>8</sub>
1st March	1	7 <sup>3</sup> / <sub>32</sub>
1st April	1	5 <sup>5</sup> / <sub>32</sub>

The rates are supplied by the Deputy Controller of the Currency, Bombay. The rate for the first week of October was 1s. 5 <sup>13</sup>/<sub>32</sub> d. The weakness in exchange is to a considerable extent due to the demand for bullion, an enquiry that was foreseen by bullion brokers in Bombay when the monsoon proved satisfactory. Bank clearings during March in Bombay and Karachi were below the February level, but in Calcutta and Rangoon these were somewhat higher.

The rupee portion of the Paper Currency Reserve in Bombay has fallen from Rs. 26 crores on the 31st October 1921 to Rs. 24 crores at the end of November. On the 31st December the figure was Rs. 20 crores. On the 31st January 1922 the figure was the same (Rs. 20 crores) as on the 31st December 1921. On the 28th February, however, it rose to Rs. 22 crores. On the 31st March it increased to Rs. 23 crores. The latest figures (15th April) show the rupee portion of the Reserve in Bombay as Rs. 23 crores. In

addition there is in Bombay Rs. 14 crores in the form of gold. The average market quotation of 65 cotton mill companies, for which reports are available, was Rs. 1,669 at the end of March 1922, as against Rs. 1,650 at the end of February and Rs. 1,723 at the end of January. The average amount paid up was Rs. 383 per share.

#### THE LEVEL OF RETAIL PRICES

In March 1922 the average level of retail prices of all the commodities taken into account in the cost of living index for Bombay was the same as in February. The level, taking 100 to represent the level in July 1914, was 165 for all articles and 161 for food only. The articles have been given the relative importance which each bears to the aggregate expenditure.

#### WHOLESALE PRICES

The wholesale index number for 43 articles was 192 in March 1922, taking July 1914 as 100. This was 3 per cent. above the level of the previous month. Food articles stood at 198 and non-food articles at 189, showing an increase of 5 and 2 per cent. respectively above the level of the previous month. As compared with the corresponding month of last year, prices have risen by one per cent. The fall from the high-water mark was 17 per cent. in March. The twelve-monthly average (ended March 1922) is about 15 per cent. below this level. The similar twelve-monthly average for the United Kingdom is 43 per cent. below the high-water mark reached in that country.

#### INDUSTRIAL DISPUTES

The total number of industrial disputes in progress involving a stoppage of work was 8 in March 1922, and the number of work-people involved in all disputes was approximately 22,000, as compared with 10,000 in February 1922. The estimated aggregate duration of all disputes during March 1922 was approximately 300,829 working days, as compared with 32,087 in February 1922. The estimated aggregate duration of all disputes from 1st April 1921 to the end of March 1922 was 1,638,667 days. Detailed information will be found on page 50.

## THE COST OF LIVING INDEX FOR MARCH 1922

No change recorded

All articles .. 65 per cent.

Food only .. 61 per cent.

In March 1922 the average level of retail prices for all the commodities taken into account in the statistics of a cost of living index for the working classes in Bombay was the same as in the previous month. Taking 100 to represent the level in July 1914, the index was 165 both in February and in March. The general index is 15 per cent. below the high-water mark reached in October 1920 and 5 per cent. below the twelve-monthly average of 1921.

Except for rice, which remained stationary, there was a fall in the prices of food-grains varying from 2 to 6 points as compared with prices in February. The price of jowari fell 6 points, wheat and gram 4 points, bajri 3 points, and turdal 2 points. The prices of potatoes, onions and cocoanut oil have fallen by 9, 7 and 5 points respectively, while those of raw and refined sugar, tea, beef, mutton and milk remained at the level of the previous month. With the probable increase in duty, salt rose by 32 per cent. There was a further increase in the price of ghee.

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 aggregate expenditure. No allowance is made for any change in the standard of living since July 1914.

July 1914 = 100			
October 1920	183	September 1921	185
March 1921	160	October	183
April	160	November	182
May	167	December	179
June	173	January 1922	173
July	177	February	165
August	180	March	165

The following table shows the price levels of articles of food in February and March 1922 as compared with that for July 1914, which is taken as 100. The levels are calculated from the prices of articles per standard (or railway) maund or see on page 8.

Articles.	July 1914	February 1922	March 1922	Increase (+) or decrease (-) of points in March over or below February 1922
Rice	100	132	132	..
Wheat	100	180	176	- 4
Jowari	100	147	141	- 6
Bajri	100	168	165	- 3
Gram	100	204	200	- 4
Turdal	100	179	177	- 2
Sugar (raw)	100	191	191	..
Sugar (refined)	100	207	207	..
Tea	100	127	127	..
Salt	100	114	151	+37
Beef	100	200	200	..
Mutton	100	230	230	..
Milk	100	191	191	..
Ghee	100	161	180	+19
Potatoes	100	159	150	- 9
Onions	100	230	223	- 7
Cocoanut oil	100	95	90	- 5
All food articles (weighted average)	100	160	161	+ 1

Note.—A full explanation of the scope and method of compilation of the index number was published in the "Labour Gazette" for September 1921.



## BOMBAY COST OF LIVING INDEX

A

Articles.	Unit of quantity.	Annual consumption (Mass Units). (In crores.)	Price.			Total Expenditure.		
			July 1914.	February 1922.	March 1922.	July 1914.	February 1922.	March 1922.
Cereals—	Maund	70	Rs. 5.59	Rs. 7.406	Rs. 7.406	Rs. 391.30	Rs. 518.42	Rs. 518.42
Rice .. ..	"	21	5.59	10.063	9.844	117.39	211.32	206.72
Wheat .. ..	"	11	4.35	6.401	6.156	47.85	70.41	67.72
Jowari .. ..	"	6	4.31	7.255	7.109	25.86	43.53	42.65
Bajri .. ..	"							
Total and Average—Cereals ..	—	—	100	145	143	582.40	843.68	835.51
Pulses—	Maund	10	4.30	8.792	8.604	43.00	87.92	86.04
Gram .. ..	"	3	5.84	10.458	10.354	17.52	31.37	31.06
Turdal .. ..	"							
Total and Average—Pulses ..	—	—	100	197	193	60.52	119.29	117.10
Other food articles—	Maund	7	8.56	16.328	16.328	59.92	114.30	114.30
Sugar (raw) .. ..	"	2	7.62	15.766	15.766	15.24	31.53	31.53
Sugar (refined) .. ..	"	1	40.00	50.792	50.792	1.00	1.27	1.27
Tea .. ..	"	40						
Salt .. ..	"	5	2.13	2.432	3.224	10.65	12.16	16.12
Beef .. ..	"	28	0.32	0.641	0.641	8.96	17.95	17.95
Mutton .. ..	Seer	33	0.42	0.964	0.964	13.86	31.81	31.81
Milk .. ..	"	14	9.20	17.583	17.583	128.80	246.16	246.16
Ghee .. ..	Maund	1½	50.79	82.052	91.427	76.18	123.08	137.14
Potatoes .. ..	"	11	4.48	7.141	6.724	49.28	78.55	73.96
Onions .. ..	"	3	1.55	3.573	3.464	4.65	10.72	10.39
Cocoanut Oil .. ..	"	½	25.40	24.063	22.859	12.70	12.03	11.46
Total and Average—Other food articles ..	—	—	100	178	182	381.24	679.56	692.06
Total and Average—All food articles ..	—	—	100	160	161	1,024.16	1,642.53	1,644.67
Fuel and lighting—	Case	5	4.37	8.188	7.625	21.85	40.94	38.13
Kerosene oil .. ..	Maund	48	0.79	1.281	1.281	37.92	61.49	61.49
Firewood .. ..	"	1	0.54	1.139	1.139	0.54	1.14	1.14
Coal .. ..	"							
Total and Average—Fuel and lighting ..	—	—	100	172	167	60.31	103.57	100.76
Clothing—	Lb.	27	0.59	1.406	1.469	15.93	37.96	39.66
Chaddars .. ..	"	25	0.64	1.623	1.685	16.00	40.58	42.13
Shirtings .. ..	"	36	0.58	1.406	1.438	20.88	50.62	51.77
T. Cloth .. ..	"							
Total and Average—Clothing ..	—	—	100	245	253	52.81	129.16	133.56
House rent .. ..	Per month	10	11.30	18.70	18.70	113.00	187.00	187.00
Grand Total and General Average ..	—	—	100	165	165	1,250.28	2,062.26	2,065.99

Note.—If the aggregate expenditure in July 1914 at the prices ruling in that month was Rs. 1,250.28 crores, the aggregate expenditure in March 1922 at March price levels was Rs. 2,065.99, i.e., an increase of 65 per cent. (Rs. 1,250.28 = 100, Rs. 2,065.99 = 165).

## BOMBAY COST OF LIVING INDEX

B

Alternative method of presentation.

Articles.	Approximate percentage weight assigned to each article based on proportion to aggregate expenditure in July 1914.	Index Number.		Weight × Index Number.	
		Feb. 1922.	Mar. 1922.	Feb. 1922.	Mar. 1922.
Cereals—	31.4				
Rice .. ..	9.4	132	132	4,144.8	4,144.8
Wheat .. ..	3.8	180	176	1,652.0	1,654.4
Jowari .. ..	2.1	147	141	558.6	535.8
Bairi .. ..		168	165	352.8	346.5
Total and Average Index No. ..	46.7	145	143	6,748.2	6,681.5
Pulses—	3.1				
Gram .. ..	1.3	204	200	632.4	630.0
Turdal .. ..		179	177	232.7	230.1
Total and Average Index No. ..	4.4	197	193	865.1	850.1
Other food articles—	4.8				
Sugar (raw) .. ..	1.2	191	191	916.8	916.8
Sugar (refined) .. ..	0.1	207	207	248.4	248.4
Tea .. ..	0.1	127	127	12.7	12.7
Salt .. ..	0.9	114	151	102.6	135.9
Beef .. ..	0.7	200	200	140.0	140.0
Mutton .. ..	1.1	230	230	253.0	253.0
Milk .. ..	10.3	191	191	1,967.3	1,967.3
Ghee .. ..	6.1	161	180	982.1	1,098.0
Potatoes .. ..	4.0	159	150	636.0	600.0
Onions .. ..	0.4	230	223	92.0	89.2
Cocoanut oil .. ..	1.0	95	90	95.0	90.0
Total and Average Index No. ..	30.6	178	181	5,445.9	5,551.3
Fuel and lighting—	1.8				
Kerosene oil .. ..	3.0	187	174	336.6	313.2
Firewood .. ..	0.1	162	162	486.0	486.0
Coal .. ..		211	210	21.1	21.0
Total and Average Index No. ..	4.9	172	167	643.7	620.2
Clothing—	1.3				
Dhories .. ..	1.3	238	247	309.4	321.1
Shirtings .. ..	1.7	254	263	330.2	341.9
T. Cloth .. ..		242	247	411.4	419.9
Total and Average Index No. ..	4.3	245	253	1,051.0	1,082.9
House rent .. ..	9.1	165	165	1,501.5	1,501.5
Grand total of weights =	100				
General Average or Cost of Living Index (July 1914 = 100) ..	165	165	165	16,455.4	16,487.5





## WHOLESALE PRICES IN MARCH

## BOMBAY

The index number of wholesale prices for the City of Bombay shows that in March 1922, prices rose 3 per cent. as compared with the previous month, 1 per cent. as compared with March last year and fell 2 per cent. as compared with the twelve-monthly average of 1921.

The present index number is based on carefully collected market prices and is indirectly weighted. Food articles number 15 and non-food 28. The base is the pre-war month, July 1914. The index is published at the request of business firms in Bombay, in such a way as to show the relative level of average wholesale prices and the groups have been selected primarily with a view to suit the conditions of Bombay's trade.

The net result of movements in the groups are set out below. Comparisons are made with (1) the immediately preceding month, and (2) the corresponding month of last year.

## Wholesale Market Prices in Bombay

Groups.	No. of items.	Increase (+) or decrease (-) per cent. in March 1922 as compared with	
		the preceding month (Feb. 1922).	the corresponding month of last year (Mar. 1921).
1. Cereals	7	-1	+13
2. Pulses	2	-1	+19
3. Sugar	3	+10	-34
4. Other food	3	+14	+61
Total food	15	+5	+5
5. Oilseeds	4	+3	+9
6. Raw cotton	5	+12	+61
7. Cotton manufactures	6	+3	-2
8. Other textiles	2	..	+15
9. Hides and skins	3	+14	+16
10. Metals	5	..	-22
11. Other raw and manufactured articles	3	-6	-9
Total non-food	28	+2	-1
General average	43	+3	+1

There was a fall of one per cent. in the price of both "Cereals" and "Pulses," and 10 and 14 per cent. in those of sugar and "Other food"

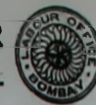
respectively, as compared with February 1922. The prices of jowari and wheat fell by 10 and 3 per cent. respectively, while those of barley, bajri and turdal remained at the same level. Rice and ghee rose by 12 and 3 per cent. respectively. With the probable increase in duty, there was an abnormal increase of 56 per cent. in the price of salt. The wholesale food index for March was 198, which is 5 per cent. higher than those of February 1922 and March 1921.

The average index for non-food articles was 5 per cent. lower than the food index and 2 per cent. above the level of the previous month. The only decrease was in the group "Other raw and manufactured articles" to the extent of about 6 per cent. "Other textiles" and "Metals" remained at the same level. The groups "Raw cotton" and "Hides and Skins", which are still fluctuating, have risen by 12 and 14 per cent. respectively. A rise of 3 per cent. was observed in the other groups.

The subjoined table compares March prices with those of the preceding months and of the corresponding month last year. The table expresses the price levels as percentages of the twelve-monthly average of 1921.

## 100 = average of 1921

Groups	Mar. 1921.	Jan. 1921.	Sept. 1921.	Dec. 1921.	Feb. 1922.	Mar. 1922.
I. Cereals	85	101	116	111	98	97
II. Pulses	87	99	106	113	106	104
III. Sugar	128	101	87	75	77	85
IV. Other food	88	99	102	109	124	142
Total food	98	101	105	98	98	103
V. Oilseeds	90	112	104	94	94	97
VI. Raw cotton	76	88	152	138	109	122
VII. Cotton manufactures	96	101	99	97	91	94
VIII. Other textiles	113	76	96	96	97	97
IX. Hides and Skins	95	88	113	85	93	105
X. Metals	106	103	103	86	83	83
XI. Other raw and manufactured articles	102	105	97	93	98	92
Total non-food	96	104	107	96	93	95
General average—all articles	97	101	106	97	95	98



The main fact which emerges from this table is that the general level of wholesale prices in Bombay is now below the average of 1921. No item is so far below the average as is "Metals" which is 17 per cent. below the twelve-monthly average of 1921. But "Other food" has gone up by 42 per cent. above the same level.

The following two tables are intended to show (1) the wholesale price level now as compared with July 1914 and (2) the recent movements in food and non-food wholesale prices.

## Annual wholesale prices

July 1914 = 100

## I

		Food.	Non-food.	All articles.
Twelve-monthly average	1918	170	270	237
"	1919	202	233	222
"	1920	206	221	215
"	1921	193	198	196
Three-monthly average	1922	192	188	189

## II

Month.	Index numbers for all food.	Index numbers for all non-food.	Index numbers for all articles.	Increase (+) or decrease (-) per cent. of index numbers for all articles.
March 1921	189	190	190	-1
April	199	198	198	+4
May	196	200	199	..
June	194	205	197	-1
July	191	203	199	+1
August	205	202	203	+2
September	202	211	207	+2
October	189	199	195	-6
November	193	192	193	-1
December	189	191	190	-2
January 1922	188	190	190	..
February	189	185	186	-2
March	198	189	192	+3

The movement of wholesale prices in Bombay as compared with other countries will be found on page 47.

## COMPARATIVE PRICES

From the table below it will be seen that taking the retail food prices in Bombay in March 1922 as equal to 100, Karachi, Ahmed-

abad and Sholapur, all show a level below Bombay. But in February Ahmedabad shows a level above Bombay.

Bombay prices in February 1922 = 100

Articles.	Bombay.	Karachi.	Ahmedabad.	Sholapur.
Cereals—				
Rice	100	135	123	94
Wheat	100	102	99	84
Jowari	100	89	89	83
Bajri	100	92	100	73
Average—Cereals	100	105	103	84
Pulses—				
Gram	100	101	101	84
Turdal	100	94	109	82
Average—Pulses	100	98	105	83
Other articles of food—				
Sugar (refined)	100	101	113	107
Jagri (Gul)	100	98	98	87
Tea	100	90	126	105
Salt	100	82	82	135
Beef	100	98	98	59
Mutton	100	78	104	65
Milk	100	65	76	76
Ghee	100	82	87	78
Potatoes	100	58	102	132
Onions	100	117	140	111
Cocanut oil	100	127	148	111
Average—Other articles of food	100	91	107	97
Average—All food articles	100	95	106	92

Bombay prices in March 1922 = 100

Articles.	Bombay.	Karachi.	Ahmedabad.	Sholapur.
Cereals—				
Rice	100	135	108	94
Wheat	100	104	90	77
Jowari	100	94	93	67
Bajri	100	94	102	72
Average—Cereals	100	107	98	78
Pulses—				
Gram	100	101	88	85
Turdal	100	94	103	74
Average—Pulses	100	98	96	80
Other articles of food—				
Sugar (refined)	100	105	107	113
Jagri (Gul)	100	102	82	103
Tea	100	90	126	105
Salt	100	80	83	116
Beef	100	98	78	59
Mutton	100	78	78	65
Milk	100	57	70	76
Ghee	100	74	82	88
Potatoes	100	63	66	119
Onions	100	132	144	96
Cocanut oil	100	133	140	117
Average—Other articles of food	100	92	96	96
Average—All food articles	100	96	96	90

## RETAIL PRICE STATISTICS

BOMBAY, KARACHI, AHMEDABAD AND SHOLAPUR.

On page 46 will be found statistics of food prices in February and March 1922 for Bombay,



Karachi, Ahmedabad and Sholapur. These are official prices supplied through the Director of Agriculture to the Labour Office and are averages of prices taken eight times a month from retail shop-keepers patronised by the labouring classes. These towns are selected because they are the mainspring of industrial activity in the Presidency.

The articles selected are those commonly consumed by the working classes. The index number is based on the prices for seventeen commodities and is the simple arithmetic average of the percentages of prices of the several articles as compared with the prices for July 1914, which being the pre-war month is taken as the base.

In March 1922 the unweighted food indexes for Bombay and Karachi show a rise above the previous month, while for Ahmedabad and Sholapur they show a fall. The index numbers of "cereals" show a slight rise in Karachi and a fall in all the other towns. The "Pulses" group registers a fall in all the centres.

### SOME WORKING CLASSES IN BOMBAY

#### HACKNEY CARRIAGE DRIVERS AND MILKMEN

Of the 2,400 hackney carriages in Bombay half the number is owned by the drivers themselves, and the rest belong to employers. An Association of drivers was formed with 1,200 members, with an office at Post No. 8 Belasis Road, but it is reported to be inactive. Bullock carts (of which there are 10,000 in number) are also largely owned by employers. There is a certain class of cartmen, who are agriculturists, migrating into Bombay from the Deccan districts to do business only during the dry season. The number of professional milkmen in the city is very small, the trade being in the hands of a few Mahomedan and Gujarathi employers, who employ men from Upper India to tend and milk the cattle. It is calculated that there are at present 16,000 milch cattle in Bombay. Bullock cart drivers and milkmen have no unions.

### THE POPULATION OF BOMBAY CITY AND ISLAND

#### DISTRIBUTION ACCORDING TO OCCUPATIONS

By

L. J. Sedgwick, Esq., I.C.S., Provincial Superintendent of Census, Bombay Presidency.

The figures in the following table can hardly be called more than an estimate. Full and detailed explanation of the method of arriving at them will be found in the Census Report (Census of India, 1921, Vol. IX.—Cities of the Bombay Presidency) when published. But succinctly stated the process was as follows:—

*Material available.*—(1) The Occupation table of the General Census, which is compiled from the occupations actually entered on the Census Schedules. (2) The Schedules of Industrial Establishments, which were supplied to the Managers of those establishments, and filled in by them.

*Definitions.*—"Agriculture" includes cattle-breeding, fishing, and income from rent of agricultural lands. "Mines" includes extraction of salt. "Industries" means all processes of manufacture, repair, and preparation of any material substances other than those included under "Agriculture" and "Mines," e.g., textile fabrics, leather and leather articles, wooden articles, metals and metal articles, oils, foods and drinks, clothes, buildings (including all processes from excavation of foundations to completion), pottery and bricks, vehicles; production of gas and electricity and their supply; production of books, etc.; disposal of refuse; and all persons employed in places of amusement.

"Transport" means all forms of transporting goods, persons or messages, by air, water or land, and includes labourers employed by any transport agency, e.g., labourers on dock-yards, roads, railways (including construction coolies), and all employees of the Postal and Telegraph Departments. "Trade" includes all processes connected with import and export, banking, brokerage, etc., all forms of wholesale and retail trading, persons employed in hotels, tea-shops, etc., pedlars and hawkers, etc.

"Government and Local Bodies" means employees of any Government, whether military or civil or of any local self-governing body.

"Profession" includes religion, law, medicine, teaching, arts and sciences, acting and music.

"Private Income" means persons living on dividends, house-rent, pensions and the like, but not on rent of agricultural land.

"Workers not assignable to any other head" see below. "Unproductive" means inmates of jails, asylums, etc., beggars (not being religious mendicants), and prostitutes.

*Method.*—In the Occupation table of the General Census the sub-class entitled—"Insufficiently described occupations" contained no less than 28·4 per cent. of the total population of the Island (including both workers and dependants). It consists of the following groups—(1) manufacturers, businessmen and contractors otherwise unspecified; (2) cashiers, accountants, book-keepers, clerks and other employees in unspecified offices, warehouses and shops; (3) mechanics otherwise unspecified; (4) labourers and workmen otherwise unspecified.

#### Distribution of Population according to Occupations

Occupation.	Actual Numbers.			Percentages on population of each sex and of both sexes combined.		
	Males.	Females.	Total persons.	Males.	Females.	Both sexes combined.
A. ACTUAL WORKERS—						
1. Agriculture and Mines .. .. .	9,049	2,332	11,381	1·2	·6	1·0
2. Industries—						
(a) Textile operatives .. .. .	120,950	36,740	157,690	15·7	9·1	13·4
(b) All others .. .. .	128,529	17,558	146,087	16·7	4·3	12·4
Total, Industries .. .. .	249,479	54,298	303,777	32·4	13·4	25·8
3. Transport .. .. .	71,636	3,273	74,909	9·2	·8	6·4
4. Trade .. .. .	128,973	10,416	139,389	16·7	2·6	11·8
5. Government and Local Bodies .. .. .	20,517	2,486	23,103	2·7	·6	2·0
6. Professions and Private Income .. .. .	22,657	3,295	25,952	2·9	·8	2·2
7. Domestic service .. .. .	34,695	9,060	43,755	4·5	2·2	3·8
8. Workers not assignable to any other head .. .. .	69,123	16,029	85,152	9·0	4·0	7·2
9. Unproductive .. .. .	5,068	4,483	9,551	·6	1·2	·8
Grand Total, workers .. .. .	611,297	105,672	716,969	79·2	26·2	61·0
B. DEPENDANTS .. .. .	160,035	298,910	458,945	20·8	73·8	39·0
	771,332	404,582	1,175,914	.....	.....	.....





## THE WELFARE CONFERENCE

### PRESIDENT'S ADDRESS

An All-India Industrial Welfare Conference was held in Bombay on the 6th April. Mr. A. C. Chatterjee, C.I.E., I.C.S., Secretary to the Government of India, Department of Industries, presided. There were representatives from six local Governments. The subjects dealt with were:—(1) Sanitation and hygiene; (2) Works Committees; (3) establishment of a permanent welfare organisation; (4) the spread of the co-operative movement among labourers and (5) housing. Mr. A. C. Chatterjee spoke as follows:—

"I see many gathered here who have much greater right to occupy this chair, either on account of a far more intimate acquaintance in actual practice with the problems to which we shall presently address ourselves or by reason of their devoted and selfless endeavours for the amelioration of the conditions of labour. I take it therefore that your choice of me as President has been dictated by a desire to recognise the interest which the Central Government and the various Provincial Governments are taking in the welfare of labour. I am referring not only to the Executive Government but also to the various Legislatures. One clear indication of that interest is to be found in the presence here to-day of a large number of representative Government officials, whose work brings them in contact with these problems. Indeed it seems to me a very happy augury that in this Conference there should be associated together in common purpose and endeavour, ladies and gentlemen whom I may describe as representative of capital, labour and the State. No welfare work for industrial labour is possible without the direct sanction and generous assistance of employers, nor can any welfare work attain its purpose unless it secures not merely the passive acquiescence but the active co-operation of labour itself. The State must also participate not only by legislation but also by executive action, inspection and the enforcement of laws and regulations. Welfare work has been variously defined. One definition confined it merely to the provision by the employer for the worker of the best conditions of employment.

A definition more generally accepted, includes within the scope of welfare work all efforts which have for their object the improvement of the health, safety and general well-being and the industrial efficiency of the worker. Whichever definition is accepted, the interest of the State or of the general community in the work is manifest. Taking the narrower and purely utilitarian view, it will be evident that industrial progress or even the maintenance of an existing industrial condition is impossible without securing the efficiency of our labour.

### NEED OF EFFICIENT LABOUR

I think we are all agreed that if India is to take her proper place in the world or if we are to secure prosperity and contentment inside the country, we must utilise to the utmost our vast natural resources and develop our industries. I have given many thoughts to the matter and I am convinced that unless we raise very considerably the present low level of efficiency of our labour force, the mere provision of capital or the training of superior management will not enable us to hold our own in competition with the rest of the world. It is useless now to attempt to keep India as an isolated island in the world. It is impossible to prevent other countries from competing with us. The natural resources of the United States are probably more varied and more extensive than ours. The faculties of the *entrepreneur* are much more highly developed in America than is the case here. With all these advantages and with a high tariff wall, America has not been content to let her labour remain ignorant or inefficient. On the other hand, as we all know, the American employer devotes much time and thought to promote the efficiency of his labour force. Indeed, in America, the employer who pays the highest wages is usually considered the most successful, because it is, of course, understood that he would not pay the wages he does unless he secures corresponding efficiency. The importance of welfare work is, therefore, clear from the narrowest utilitarian point of view. But I do not want to stress unduly this aspect of the question: I know that many of the delegates, who have assembled here, are devoting their unselfish labours to the cause of the industrial worker not merely in order to raise his efficiency as a



working unit but in order to improve his position as a citizen of the country and as a human being. Even if we look to the merely political aspect of the question, it is important that the industrial worker who is going to form an important element among the governing classes of the country should be provided with ample facilities for his physical and mental well-being.

### CONDITIONS OF INDIAN WORKERS

In India the need of welfare work among industrial workers is perhaps much more marked than it is in western countries. One notable feature of our industrial organisation is that the workers in our industries, at least at the present moment, are practically all recruited from the ranks of agriculture. They travel long distances, in many cases hundreds of miles, to tracts where a different language, a different climate and an entirely different environment confront them in addition to the strangeness of unfamiliar, continuous and sometimes dangerous work in closed buildings and areas. The workers arrive young and inexperienced, far from their own families and friends, and it does not require much imagination to realise how difficult and trying their position is. Any help extended to them in these circumstances cannot fail to be rewarded with fruitful results.

This migratory character of Indian labour is responsible for another factor which is largely contributory to its present low standard of efficiency. In the strange and unfamiliar surroundings in which the labourer finds himself, even slight discomforts and inconveniences often prove galling and irksome, and the labourer is to be found constantly throwing up one job for another and in many cases he returns home much more quickly than he himself originally wanted to return. The result is an appallingly large labour turnover in practically all our mills and factories. The economic loss caused by this wastage is almost beyond estimate. I know most enlightened employers have given attention to this problem, but I feel that it cannot be solved without active co-operation on the part of employers as well as of labour, and without an extensive organisation for welfare work. I

shall not dilate on this question, as I am sure that it will be brought out in the course of our discussions during the sittings of the Conference.

There is another circumstance which forces itself on the attention of anybody who examines at all carefully the industrial conditions of the country. I refer to the wastage that occurs among our children or in other words among our prospective workers. The mortality among infants in our industrial towns is almost heart-breaking. One is inclined to rejoice in spite of the evils attendant on the separation of the husband from his wife and children, that only a comparatively small proportion of our manual workers are able to keep their families with them in these towns. Looking at the problem again from a purely utilitarian point of view, it is clear that this heavy mortality among children entails losses to the country of large numbers, who might otherwise have developed into efficient workers with considerable skill acquired through heredity or environment.

### SCOPE OF WELFARE WORK

I have tried to indicate very briefly how welfare work among our industrial population is justified and is, indeed, absolutely necessary from the point of view of narrow utility as well as on higher patriotic and spiritual considerations. It is not my province to go into detail, regarding the many aspects in which this problem has to be studied. The divisions of the work are many. We can first of all classify industrial welfare work as following the two main divisions of activities inside the factory and activities outside. The first division comprise the regulation of hours, the regulation of night work for women and children, the securing of suitable hours for rest and holidays, the sanitation and ventilation of factories, the prevention of accidents and the provision of safety appliances, the regulation of dangerous trades, compensation or insurance against sickness, accidents, or old age. In the category of activities outside the factory, we have problems connected with housing and transport, facilities for the purchase of the daily necessities of life, facilities for the exercise of thrift,





education, medical aid, facilities for recreation and amusements.

On many of these subjects, instructive and illuminating papers have been contributed by recognised authorities, and I am certain that we shall all appreciate the opportunities furnished by the Conference, for comparing the methods of work that have been pursued in the different areas and the results that have been achieved. I also hope that our discussions will sow the seed of ideas that will branch forth into novel and useful activities; one such new activity I hope will be in creating a link between the village home of the worker and the industrial area where he finds a new home either temporarily or permanently. I have often felt that a link of this nature would be extremely useful both in attracting labour and in reducing the annual turnover. It would also tend considerably towards increasing the amenities of the labourer's life.

I shall not detain you further from addressing yourself to the main work of the Conference, but I cannot sit down without expressing on my own behalf and on behalf of all the delegates who have assembled from the various parts of India, our appreciation of the time and labour that the organisers of the Conference have already devoted to their purpose. It was, indeed, a very happy idea to assemble this Conference, but I am sure that the labour has been immense. I feel that we can truly express our appreciation of this labour by doing all we can to conduct our business in a spirit of harmony and co-operation and thus contributing to the eventful success and permanency of this Conference."

#### WOMEN WORKERS IN BOMBAY

A meeting of women workers in Bombay was held on the 12th April with the object of organising clerical labour in the city. There was a small attendance of ladies. Mr. Joseph Baptista, President of the All-India

Trade Union Congress, addressed the meeting. Several resolutions were passed.

### THE DIET OF THE INDIAN INDUSTRIAL LABOURER

#### THE NEED FOR AN ENQUIRY.

By

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The development of industry in India which has taken place in recent years has brought several matters prominently to view, and it is now being realised that the conditions under which the average labourer lives and works must be carefully studied. Much attention has been concentrated, and rightly so, on the problems of the housing of the labouring classes, and here in the City of Bombay Government has taken a lead with its development schemes for the provision of increased housing accommodation. But it is probable that a matter of equal if not greater importance than housing has been somewhat overshadowed, *viz.*, the fact that the labourer needs to buy proper food for himself and his family so as to maintain life and health at a normal standard and to preserve his wage-earning capacity. It is often assumed that the labourer's bodily needs will be met if he buys enough food to satisfy his hunger and the hunger of his family. As a general rule however the diet adopted is the cheapest possible, though not necessarily the most suitable. The labourer, like the man in any other walk of life, needs a diet containing suitable and essential food-stuffs in the requisite quantities and proportions, as otherwise his working capacity and later his general health become impaired.

#### THE FOOD PROBLEM

We turn therefore to the scientist and especially to the physiologist for information as to what the bodily needs of an ordinary man are, and how they are to be met. He will tell us that the body may be considered as a machine which is capable of doing work provided the necessary energy is supplied by means of suitable fuel composed of certain food-stuffs in certain quantities, and provided the daily



wear and tear of the machine is made good. The human body is the most wonderful machine known, but if it is supplied with unsuitable and inadequate fuel and if it is not kept in good repair it ultimately fails.

During the Great War the value of the study of physiology was made very clear, and in the anxious times of 1917 and 1918 when food was scarce, Britain was constrained to act on the advice of her scientists and bend all her endeavours to securing the minimum quantity of the essential food-stuffs in the proper daily proportions for each member of her population. The Central Powers made a similar endeavour, but their resources failed, and this was a powerful factor in their ultimate defeat.

To-day we should study our peace-time problems in India, to see whether they do not include a food problem—at least in the industrial areas. We may find that many Indian labourers suffer under disadvantages arising from causes not at first obvious but which if investigated might prove to be due to bad feeding. If such a problem is found to exist, and is not tackled wisely and courageously, final success may not await the industrial movement, no matter how excellent our housing and sanitary schemes may be.

Much care and attention has for many years been devoted in Europe and in India to questions connected with the proper nourishment of animals and plants and now recently the rise of the Child Welfare movement in India has shown that attention is being given to problems connected with the proper nourishment of children. Let us continue and extend this movement by studying the welfare of the adult worker and especially the industrial labourer. The prosperity of any country must depend on the general well-being of its workers, and this in turn depends largely on the successful provisioning of the people according to sound physiological principles. In buying suitable food the labourer is buying energy, *i.e.*, the power to do work and the power to repair the wear and tear of his body. Good housing and good sanitation are very important, but it must not be forgotten that a most important factor in the maintenance of the health

and consequently of the working capacity of any community is a suitable and adequate dietary. It is therefore necessary to enquire whether the labouring industrial classes in India buy a diet that will enable them to maintain health and efficiency as workers.

#### DIFFERENCES IN DIETS

It is not the purpose of the writer of this article to go into details as to how such an enquiry should be conducted, but merely to direct attention to the advisability of instituting the enquiry. It is commonly believed that the Indian labourer exists happily and successfully on a diet consisting chiefly of cereals, and that somehow his internal anatomy is different from other people. This belief calls for careful questioning. It should be asked whether the difference which prevails between the diet of the Indian labourer and say the diet of the professional classes, is due to the labourer's diet being selected from necessity and not from choice or from long established habit. His dietary, if studied, will probably be found to show the striking characteristics of a very large cereal consumption and a very small consumption of such foods as milk, ghee, mutton, dried fish, etc., and fresh green vegetables; and it may be found that it is incorrect to assume that the high cereal dietary of many Indian labourers is adopted solely or even mainly because of climatic conditions and racial causes. It may be found that the labourer buys a high cereal dietary, as his first concern is to fill his stomach and satisfy his hunger in the cheapest possible way. If it were possible for him to obtain more milk, ghee, mutton, dried fish, etc., and more fresh green vegetables, his consumption of cereal foods would probably be lowered.

#### DATA FOR THE ENQUIRY

Much preliminary work has already been done in India in ascertaining physiological data, but much still remains to be done. The energy requirements have to be scientifically studied in each race and caste, having special regard to the varieties of work performed in the different trades and occupations and also



to the housing and other general conditions under which the workers live and work. This will take a long while to do, but we must collect these data before we can definitely address ourselves to the solution of such difficulties connected with the welfare of the labourers, as we may find menacing the industrial future of India.

Any enquiry should include an investigation into the total available food stuffs for the area or community concerned and their distribution. Another point should be the comparison of dietaries as the days pass on from the one pay day to the next, to see whether the diet does not fall below minimum limits as money becomes exhausted. Again, a study of the ailments to which labourers are liable would be most valuable, as it is known that several low conditions of health are traceable to incorrect or insufficient dietaries.

The value of statistical data in connection with organised industries has been emphasised by such an eminent scientist as Professor Starling of London, and those who have studied the question most closely, urge that it is in the interests of employers and employees alike to fully appreciate that in buying suitable food the labourer is buying energy, i.e., the power to do work, and to keep his body in good repair. (Vide the Second Report to Government of the Royal Society Food (War) Committee.)

It is necessary therefore to enquire into existing conditions, to ascertain facts and to compile statistics by accurate scientific methods, and finally after calling upon physiological experts for a statement of the energy requirements of the body under various conditions of labour, etc., to consider wherein existing conditions fail to meet these requirements, and if necessary to take steps, or urge the proper authority to take steps for the necessary rectification of the situation. At the same time the industrial labourer himself will need to be educated up to the fact that he should arrange his diet according to the class of work he is doing and the conditions under which he is working. Very many industrial labourers are recruited from the agricultural labouring classes, and indeed several areas are in a state of transition from being mainly

agricultural to being mainly industrial. In industry is to take firm root in these areas the living and working conditions of the labourer, and especially his diet, must be adapted to the requirements of the new form of occupation. At the same time it must not be overlooked that agriculture is itself India's greatest industry and the proposed inquiry should therefore deal with the dietary of labourers in agriculture as well as in the various other forms of industry and the investigations should be carried out at representative places throughout India.

### BENGAL TRADE UNION CONFERENCE

#### FIRST SESSION

The first session of the Bengal Trade Union Conference was held in Calcutta on the 14th April. A large number of delegates representing 15 unions, including mercantile clerks, tramway men, iron workers and seamen were present. Mr. H. W. B. Moreno, Chairman of the Reception Committee, in the course of his speech, said that the purpose of the Federation was to link up and organise labour unions in the Province. The President, Raja Manindra Chandra Sinha, dealt at length on the intimate connexion between capital and labour. Referring to the attitude of the employees towards the employers, he said that the prime necessity was to see that the workman did his measure of work for the wages received. The Federation ought to take up the whole work of the organisation of labour, the institution of clubs and reading rooms and death benefit funds for labourers and also discuss the proposed legislative measures such as the Workmen's Compensation Act. Several resolutions were then passed, among which were that organised trade unions should be recognised, that the Workman's Breach of Contract Act should be repealed, and that such legislative measures as the proposed Workmen's Compensation Act should be welcomed.

## INDUSTRIAL DISPUTES IN THE PRESIDENCY

On page 50 will be found a statement of each dispute in progress during March 1922, 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". 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, magnitude and duration of strikes in March 1922.

### I.—Industrial Disputes classified by Trades

Trade.	Number of disputes in progress in March 1922.			Number of workpeople involved in all disputes in progress in March 1922.	Aggregate duration in working days of all disputes in progress in March 1922.*
	Started before 1st March.	Started in March.	Total.		
Textile ..	1	5	6	21,724	299,963
Miscellaneous ..	..	2	2	371	866
Total, March 1922 ..	1	7	8	22,095	300,829
Total, February 1922 ..	3	9	12	9,999	32,087

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

There were 8 industrial disputes in March 1922, 6 of which were in cotton mills. The number of workpeople affected was about 22,000 and the working days lost (i.e., the number of workpeople multiplied by the number of working days less workers replaced) 300,829, a considerable increase on the February statistics.

Table II shows the causes and results of the disputes. The number of disputes settled in favour of the employers is noticeable.

### II.—Industrial Disputes—Results, November 1921 to March 1922

	November 1921.	December 1921.	January 1922.	February 1922.	March 1922.
Number of strikes and lock-outs ..	31	9	17	12	8
Disputes in progress at beginning ..	5	3	..	3	1
Fresh disputes begun ..	26	6	17	9	7
Disputes ended ..	28	9	14	11	8
Disputes in progress at end ..	3	..	3	1	..
Number of workpeople involved ..	8,291	6,943	15,863	9,999	22,095
Aggregate duration in working days ..	62,009	26,321	33,389	32,087	300,829
Demands—					
Pay ..	5	2	8	6	3
Bonus ..	14	3	3	1	..
Personal ..	7	4	..	..	1
Leave and hours ..	2	..	2	..	1
Others ..	3	..	4	5	3
Results—					
In favour of Employers ..	13	1	3	1	..
Compromised ..	6	1	..	2	2
In favour of Employers ..	9	7	11	8	6

The number of working days lost is the highest since April 1921 and this is due to the dispute at Sholapur.

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





## III.—Industrial Disputes

Month.	Number of strikes and lock-outs.	Aggregate duration in working days.	Proportion settled.			In progress. (Per cent.)
			In favour of employers. (Per cent.)	In favour of employees. (Per cent.)	Compromised. (Per cent.)	
April 1921 ..	6	184,450	33	17	17	33
May 1921 ..	11	227,115	27	9	18	46
June 1921 ..	10	79,804	70	10	..	20
July 1921 ..	10	12,268	60	10	10	20
August 1921 ..	14	192,001	36	36	7	21
September 1921 ..	21	256,498	80	10	..	10
October 1921 ..	15	231,896	27	13	27	33
November 1921 ..	31	62,009	29	42	19	10
December 1921 ..	9	26,321	78	11	11	..
January 1922 ..	17	33,389	65	18	..	17
February 1922 ..	12	32,087	67	8	17	8
March 1922 ..	8	300,829	75	..	25	..
Total or (cols. 4 to 7) Average	164	1,638,667	54	15	13	18

## INDUSTRIAL DISPUTES IN OTHER PROVINCES

## MADRAS

On the 21st March four hundred coolies of the Weaving Department in the Stanes Cotton Mill at Coimbatore went on strike and 1,901 other workers were indirectly involved. They demanded full pay for the ten days, during which they had no work as the engine was under repairs, whereas the management had consented to give only half pay for those days. It was reported on the 30th March that the strikers were returning to work.

## BURMA

In February, 135 men from the British Burma Petroleum Co. Machine and Workshops and 104 men from the Indo-Burma Petroleum Co. Workshops went on strike, demanding an increase of 25 per cent. in their pay. The demands were not conceded to and the men returned to work. These strikes were of very short duration.

## THE INDIAN FACTORIES AMENDMENT ACT, 1922

## DEBATE IN THE COUNCIL OF STATE

The text of the Indian Factories Amendment Act No. II of 1922 was published in the March "Labour Gazette." In explaining its provisions in the Council of State, on the 23rd January, the Hon'ble Mr. C. A. Innes spoke as follows:—

## NECESSITY FOR IMPROVING FACTORY LAW

"We are amending the Indian Factories Act for various reasons. In the first place, the Act dates back from 1911, and it is only natural that ten years' experience of the working of the Act should have disclosed defects. But we are doing more than merely remedying defects. We believe that the time has come for an advance in our Factory law. Industrial undertakings in India have increased in number and in size. Public opinion has become more educated, our hands have been strengthened by the coming into being of the Reformed Councils, and we are satisfied that reforms in Factory law, which ten years ago could not have been contemplated, will now commend themselves not only to those directly interested, whether employers or workmen,—but also to the public at large. And, finally, we have certain international obligations to meet. I need not remind the Council that a year ago they recommended that the Government of India should ratify certain Conventions and Recommendations adopted by the International Labour Organisation of the League of Nations at Washington in October 1919. The Bill gives effect to these obligations. In one sense it is the fulfilment of a pledge, and in some of its most important features it has already been accepted in principle by the House. The Council, for instance, has already accepted the principle of a 60-hour week for factory labour.

As usual, Sir, the ground has been explored with great care. As I have already mentioned, the Conventions and Recommendations of the Washington Conference have already been discussed by the Legislature. Local Governments, and, through Local Governments, industrial organisations have been consulted, and finally, the Bill has been carefully examined by a strong Joint Committee of both Houses of the Legislature. The Report of the Joint Committee was not unanimous. It would be too much to expect complete unanimity of opinion on a Bill which touches so many conflicting interests so nearly. But I think I may claim, Sir, that the Bill represents a fair compromise between extreme views on one side and the other.

At any rate, I am certain that it has been most carefully examined and that it represents a real step in advance.

## MAIN FEATURES OF THE BILL

The changes made by the Bill in our existing Act are numerous, but I do not propose to examine them all in detail. I think that I shall explain sufficiently the objects which we have in view if I deal briefly on broad lines with the main features of the Bill.

The first point to which I desire to draw attention is, the changes we have made in the class of factory to which the law will apply. In the first place, we have greatly extended the definition of "factory." The existing Act includes only those factories which use mechanical power and employ not less than 50 persons, but gives Local Governments power to apply the law to factories using mechanical power and employing not less than 20 persons. By clause 2 (b) of the Bill we extend the definition so as to include factories using mechanical power and employing not less than 20 persons; and we give Local Governments power to extend the operation of the Act to factories which employ not less than 10 persons, whether they use mechanical power or not. This is an important change in the law, as Honourable Members will realise if they consider it in relation to our other proposals for the limitation of hours of work and the restriction of the employment of children. But I confess that we would have liked to go even further. Small factories are multiplying fast in India, and there is reason to believe that it is in small factories rather than large that abuses are most likely to occur. But for practical reasons we have judged it necessary to go slow. It is the Local Governments that will have to administer the Act, and we feel that we must leave it to them to decide how far they can undertake the expense of regular and effective inspection of small factories employing less than 20 persons. The larger factories, it should be remembered, tend to group themselves round towns, smaller factories spring up anywhere and the cost of inspection is disproportionately high.

## APPLICATION OF THE ACT

We have made another important change in regard to the application of the Act. The present Act draws a distinction between textile and non-textile factories. It limits the hours of work for the former, but not for the latter. There may have been good reason for the distinction ten years ago in that textile factories are uniform in type, and it was easy to design a law which could safely be applied to all of them. But whatever the reasons may have been, we consider that it no longer exists, and we propose to abolish the distinction altogether.

Again, the treatment of exemptions in the present Act is not very satisfactory. Some classes of factories are altogether exempted from the operation of the Act by section 3. Others are exempted from the operation of certain sections by Schedules or by express sections. And, finally, principles are laid down on which further exemptions can be granted. We have altered all this. We limit the definite exemption from the operation of the Act to one single class of factories, namely, Mines, the case of which is under separate consideration.

For the rest we have contented ourselves in Chapter V of the Act, as amended, with laying down the principles on which exemptions from particular sections should be granted, and leaving it to Local Governments to deal with each case or class on its merits. We have also given Local Governments that latitude of action in regard to quasi-agricultural factories which we are advised to be necessary. This part of the Bill relating to exemptions is very important, and was examined by the Joint Committee with special care. It is intended to provide machinery whereby the operation of the Act can be prevented from being unduly oppressive in certain cases and to certain special classes of industrial undertakings.

## HOURS OF WORK

I now come, Sir, to some of the more detailed provisions of the Act. We propose definitely to assert the principle that the hours of work in all factories should be limited. Under the existing Act the hours of work in textile factories are limited to 12 hours a day, and section 24 of the Act limits women's labour to 11 hours in one day. But there is no limitation on the hours of work of adult males in non-textile factories. Now, Sir, I do not propose to go into the history of this question, nor to refer to the recommendations of the Indian Industrial Commission, the discussions with Local Governments and the changes which certain industries—notably the important textile industry of Bombay—have made in this direction of their own volition. I have already reminded the Council that they have accepted the general principle of a 60-hour week for all factories, and this principle has been embodied in clause 27 of the Bill. Our original intention was that the daily limit of hours of work should be fixed at 12, but the Joint Committee has recommended that the daily maximum should be reduced to 11, and we readily accept the change.

It is unnecessary for me to dilate on the importance of this change, but I may perhaps emphasise the fact that its importance lies mainly in the statutory recognition of the principle. I trust that it will not embarrass industries, partly because many of them already observe a 60-hour limit, and partly because





the limitation applies only to the hours of work of labourers, not to the hours of work of the machinery. All factories are at liberty to work continuously day and night if they so desire, provided that a suitable form of shifts is adopted. Provision is made in certain special cases by the sections dealing with exceptions to which I have already referred.

In connection with the question of hours of work, I may refer briefly to two other reforms. Section 21 of the present Act prescribes that work must be stopped at intervals of not less than six hours for a period of not less than half an hour. Experience shows that a rest period of half an hour is not sufficient for rest and refreshment, and we have raised it to one hour. But we do not object to the suggestion of the Joint Committee that if the workers themselves so desire the rest period may be taken in two intervals of half an hour each.

The Joint Committee has made another change in regard to the weekly holiday. I do not propose to enter into detail. But the effect is that every workman will secure 52 holidays in the year, and that no worker will go without a holiday for more than ten days at a time. We accept the solution proposed.

#### PROTECTION OF CHILD LABOUR

I come now, Sir, to the important provisions of the Bill which deal with the protection of child labour. In the first place, by clause 14 of the Bill, we raise the minimum age of child labour from 9 to 12. This reform has already been accepted by the Council, and I need not refer further to it. By the same clause we restrict child labour to 6 hours a day. And, finally, by clause 2 (a) of the Bill we raise the upper limit of age for half-timers from 14 to 15.

This last change has been the subject of some controversy and debate, but I may state the issues very shortly. On the one side it is said that in this proposal we are going beyond the prescriptions of the Washington Conference and the law in England. It is pointed out that in England childhood for the purpose of Factory law ceases at 14, and it is suggested that, in the interests of the boys and girls themselves, the law should be the same in India. It is suggested that it is unfair that between the ages of 14 and 15 they should be debarred from earning full wages. We admit, Sir, that we have gone beyond the recommendations of the Washington Conference, but we do not admit that we have gone beyond the law of England. If the law is amended as we propose, the effect will be that in India children between the ages of 12 and 15 will be allowed to work only half-time. In England children under 14 are not allowed to work at all in a factory. That is one point of difference. The second point of difference is, that in England the

employment of young persons between the ages of 14 and 18 is regulated by special rules and regulations. There is a special young persons class, and we have not thought it advisable to complicate this Act for ourselves and for employers by an innovation of this kind. Thus I claim, Sir, that the analogy between England and India in this matter is not a true analogy. For the rest I need not say that after due deliberation we consider that the upper limit of age for children should be raised to 15, because we feel that, in the climate and the physical conditions of India, it is unfair to ask a boy or a girl of less than 15 years of age to work for as much as ten or even eleven hours a day. Low stature and lack of muscle are too often a characteristic of boys and girls of this age in India, and in the interests both of the health of the nation and of India's industrial efficiency, we feel that it is advisable to delay by one year the age at which a child is promoted to man's estate and becomes liable to a man's hours of work. Both sides quite sincerely base their case on the true interests of the child himself, the only difference of opinion lies on the point where those true interests lie. Our view in the matter has been accepted by the other House, and I am confident that it will be endorsed by this Council also.

I need not refer in detail to other provisions which have been made in the Bill for the protection of child labour, but there is one point which I must mention. Section 46 of the Act prescribes that—

*"If a child over the age of 6 years is found inside any room or part of a factory in which room or part children are employed and in which any manufacturing process or work incidental to any manufacturing process is being carried on, he shall, until the contrary is proved, be deemed to be employed in the factory."*

Experience has proved that the safeguard which this section was intended to afford is ineffective. The manager who wishes to evade the law has little difficulty, on the approach of an Inspector, in sending the children he is employing unlawfully into the factory yard, and it is thus impossible for the Inspector to prove an offence against section 46. In the Bill as introduced, therefore, we proposed to lighten up the section so as to create a presumption that any child over 6 years of age found within the precincts of a factory was employed in that factory. But the sense of the other House was against us, and it was felt that we had gone too far in our efforts to protect the children. The Government of India accept the decision and do not propose to press further their original proposal.

#### A CORRECTION

On page 29 of the "Labour Gazette" for March in "Chapter V—31, Payment for overtime," "sub-section (2)" should read "sub-section (1)."



## REPORT OF THE INDUSTRIAL DISPUTES COMMITTEE

The following is the Report of the Industrial Disputes Committee with the Government Resolution thereon:—

*"Resolution.*—The report of the Committee should be published and the thanks of His Excellency the Governor in Council communicated to Sir Stanley Reed and to the members of the Committee for a valuable and interesting report, which will receive the early consideration of Government. The thanks of Government should also be conveyed to Mr. E. W. Perry, Secretary of the Committee." [Government Resolution No. 725 of 12th April 1922, Home Department (Political).]

#### THE REPORT

*Terms of Reference.*—The issue remitted to this Committee\* by Government, on the recommendation of the Legislative Council, was "to consider and report on the practicability or otherwise of creating machinery for the prevention and early settlement of industrial disputes." We have interpreted this reference liberally, because the problem is a wide one and does not admit of any single solution, and we have thought it desirable to explore every promising avenue rather than cramp our inquiries by pedantic adherence to the letter of our instructions.

#### (1) THE INDUSTRIAL SITUATION

2. *Nature of the Industries.*—Industry in this Presidency is mainly confined to the three centres of Bombay, Ahmedabad and Sholapur, with a factory population of some 200,000, 55,000 and 20,000, respectively.

Of the workers of Ahmedabad and Sholapur, 44,000 and 20,000, respectively, are dependent on the textile trade. Those in Bombay may be divided into—

- (1) Textile operatives,
- (2) Transportation service workers (including Railways and Docks).
- (3) Gas and electric light workers, municipal employees, Mint and Government Press workers, customs, postal, telegraph and telephone employees and inferior Government employees generally.

\* By Government Resolution, Home Department, No. 1505-Poll., dated 18th November 1921.

(4) Engineering workshop operatives other than those in (2) and (3) and those in printing presses and similar trades.

(5) General Labour.

The last census shows approximately 1,34,000 actual workers in the first class, 64,000 in the second, and 80,000 in the fourth. The third category probably contains half a lakh of workers.

3. *The Operatives.*—The general body of this working population was accurately described by Mr. C. N. Wadia, C.I.E., in 1919, as "agriculturists first and agriculturists last." They come to Bombay—as a rule without their families—and work till they have funds enough to return to their villages. In the textile trade and amongst the general labourers almost all the operatives, except the "jobbers" and gangmen, are of this migratory class. These remarks apply with almost equal force to the industrial population of Ahmedabad and Sholapur. In the workshop and in semi-clerical employment where skill or some education is required, there is however being formed a more permanent class of workmen who can almost speak of Bombay as their home. The standard of literacy is exceedingly low, not more than five per cent. of the operative class being able to read and write their own vernaculars.

4. *Recent Strikes.*—Since the mill strikes of 1918-19 and January 1920, which lasted for a month and half and a month, respectively, and involved about 150,000 men, there have been no general strikes in the textile industry in Bombay City. But we have had a postal strike lasting five months from September 1920 till February 1921, a tramway strike in October 1920, lasting six weeks, and another lasting a fortnight in December of the same year, a gas strike lasting nearly three months in October 1920, and two strikes among the Oil Companies in September 1920 and January 1921. Each of these strikes involved about 2,000 men. We have had, besides, a strike in the B. B. and C. I. Railway Parel Workshop for a fortnight in February 1921, involving 5,500 men, and a more serious strike in August 1920, in the G. I. P. Railway Parel Workshop involving 7,000 men and lasting for two months, and a general strike involving 33,000 men in Ahmedabad in October 1921. Before that the last serious strike at Ahmedabad was the spinners' strike in 1920, involving 30,000 men. In Sholapur the whole labour force is now on strike. This is the first strike in that centre since the strike of 1920, which involved some 16,000 men and was an organised extension of the Bombay mill strike. Short strikes in single factories, often on trivial grounds, have however become matters of daily occurrence and are





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always liable to start a general conflagration.

5. *Characteristics of the Strikes.*—Certain characteristics are common to most of these strikes :—

- (a) The frequency of the strike without notice.
- (b) The absence of any clearly-defined grievance before striking.
- (c) The multiplicity and sometimes the extravagance of the claims put forward after the strike has begun.
- (d) The absence of any effective organisation (except perhaps at Ahmedabad) to formulate the claims of the operatives and to secure respect for any settlement which may be made.
- (e) The increasing solidarity of employers and employed and the capacity of the operatives to remain on strike for considerable periods despite the lack of any visible organisation.

## (2) THE PREVENTION OF STRIKES

6. *Standardisation of Wages.*—Amongst the employers of labour there are strong organisations and the present tendency is for them to become more and more representative; but employers' associations have not yet evolved any standard scales of wages and individual employers are usually ignorant of how their rates compare with the wages given by others. The uncorrelated raising of wages in one factory is almost invariably seized upon as a grievance in other factories of the same class, and instances of strikes caused in this way are within the memory of all. The attempts made to standardise wages on a definite principle have hitherto been largely ineffective, though the Bombay Millowners' Association and more recently, we understand, the Engineering Employers' Federation have begun exploring the ground in that direction. It appears to us that the continual insistence of our witnesses on the differences of machinery and conditions of labour in the various factories, however justified, is liable to obscure the importance of a common practice in the scale of wages which, if it is not reached by agreement amongst the employers, will eventually be arrived at by the pressure from amongst the men at a greater sacrifice of industrial peace. We think the subject is one which merits the most careful consideration for all employers.

7. *Trade Unions.*—Amongst this heterogeneous labour force, there have, in Bombay and Ahmedabad, gradually developed the beginnings of a Trade Union movement. In most cases the Unions are little more than strike committees consisting of a few officers and perhaps a few paying members around whom the rest rally in times of trouble. After work is resumed the union dwindles, and in most cases disappears.

Nominally there are in existence at the present moment—

- 48 Unions with 79,614 members in Bombay;
- 12 Unions with 20,863 members in Ahmedabad;
- 17 Unions with 8,254 members in the rest of the Presidency;

but apart from the Ahmedabad Unions it is certain that only a small proportion of the members are anything more than sympathisers and doubtful whether the financial position of any of them is in the least assured. In Bombay the strength and permanence of the Unions is so far exactly in proportion to the skill and attainments of the employees they seek to unite. The Postmen's Union and after that the various Workshop Unions are the most efficiently organised.

In Ahmedabad the Unions are well supported by the men and have attained complete recognition from the employers. They have besides overstepped the bounds of the individual factory and united the men on the basis of their employment, a form of organisation which Bombay so far shows no sign of reaching. All this has been achieved far too recently and rapidly to obscure the true motive power, the personalities of sympathisers not directly connected with the industry.

8. *Attitude suggested towards Trade Unions.*—The evolution of any means of preventing or adjusting strikes and trade disputes in such a floating and illiterate body, lacking any homogeneity, is exceedingly difficult and we put forward such recommendations as we make with full recognition of their indecisive character. In the forefront of these recommendations we place a wise and statesmanlike attitude towards the nascent Trade Union movement. We are aware that any recommendations we make on this subject are little more than pious expressions of opinion, for the determination lies with the actual employers of labour. But we consider, it would be such a misfortune to Indian industry, for the trade unions to grow up in an atmosphere of irreconcilable hostility to capital, that we desire to express these opinions frankly and in some detail. Trade Unionism in England is the history of a long and bitter struggle between the two partners in industry—a struggle in the first place against oppressive penal laws for the elementary right of association, for the purpose of collective bargaining and then for the recognition of the associations so formed. When critics fasten on the weak side of Trade Unionism in England—the refusal to recognise the importance of economical production, the insistence on wasteful and hampering factory practice, the deliberate restriction of output and other activities—they do



not always try to diagnose the forces which have created these admitted ills, the intensity of the struggle for "recognition" and the fear of unemployment which dominated the labour situation before the days of organised unemployment relief. To-day, thoughtful men on both sides of the industry are seeking for escape from a position which has been described as one where the employer pays as little as he can for as much as he can get and the workman does as little as he can for as much as he can get. We want to see industry in India prevented from drifting into such a position and one means thereto is the sound development of the Trade Union movement.

9. *Unions and Sympathisers.*—We are fully aware that the early days of a Trade Union movement are often full of difficulty. Strike committees arise calling themselves Trade Unions and demanding the privileges of Trade Unions without any means of discharging the responsibilities thereof. Sympathetic friends unconnected with the industry or any industry, and consequently knowing nothing of the special difficulties involved, spring into notoriety. Strike leaders appear claiming the right to bargain but with no power to make the bargain respected. But these are the growing pains of Trade Unionism; it is far better to treat than to inflame them. We therefore express the very sincere hope that there will be, neither on the part of the State, nor of industry, any hostility to the free evolution of the Trade Union movement. We specially deprecate the victimisation in the mill or the factory of any workers who are active in the promotion of Unions. It may be that no such victimisation exists, but there is undoubtedly a widespread belief that it is practised and that Trade Union leaders are marked men, singled out for dismissal on the first opportunity. We equally deprecate any general opposition to the enlistment of genuine sympathisers, unconnected, with the industries concerned, for the purpose of forming and guiding Trade Unions. With the present widespread illiteracy, the lack of homogeneity, the migratory character of the working classes and the suspiciousness which these conditions must engender, it is often necessary that outside sympathisers should be entertained if the movement is to have any life whatsoever. There is, sometimes, an advantage in the entertainment of the outside sympathiser. The Trade Union official inside the mill or factory claims in practice, if not in theory, a position of privilege and receives it, because he is the man who can make trouble. This is destructive of factory discipline; the point might be reinforced by citing the experience of the Shop Stewards in England. The ideal to be aimed at is the gradual building up of a body of Trade Union officials, drawn from the ranks of the actual workers, but paid from Union funds and therefore independent of factory labour for their means of livelihood. Only

such men can appreciate the intricacy of factory practice and thereby avoid the harassing of industry by the advancing of frivolous or impracticable demands. But until such a body of experienced Trade Union officials is built up, the outside friend of Labour, if he is a genuine friend of Labour and is not using his influence for other purposes, is in present conditions a necessity. We urge further, that employers should use such friends of Labour even though the unions they represent are of tenuous character, even though at best such unions represent only a small proportion of the employees concerned, as a channel for the receipt of genuine grievances demanding early redress. Every legitimate grievance has to be redressed at some time or other; if it is promptly redressed a minor remedy often suffices, but if it is allowed to fester in neglect, then the sore becomes serious, drastic treatment is required, and a legacy of unnecessary suffering is left.

10. *Recognition of Unions.*—As soon as a genuine Trade Union organisation emerges it should be officially recognised as the channel of communication between employers and employed. Experience goes to show that Trade Unions soon build up their own corps of officials from within their ranks; and that as soon as they are fully constituted and recognised, the greatest enemy to their stability and progress is the strike, which is capable of prevention by reasonable and friendly negotiation.

11. *Registration of Unions.*—Happily there is no chance in India that the State will commit the tragedy of errors which marks the relations of the Trade Unions of Great Britain with the law. Indeed, the danger in India is, lest we go to the other extreme and attempt by law to give Trades Unionism a shape for which it is not ready and which may distort its natural growth. We are strongly in favour of the compulsory registration of Trade Unions under a broad and generous Act. Such registration should ensure at least strict adherence to the elements essential to any substantial association of a definite code of rules, regular office bearers properly elected and an accurate register of subscribing members. But we are strongly opposed to conferring on Trade Unions any special privileges outside the ordinary law of the land, or, on the other hand, any special responsibilities. We regard as mistaken, the idea that Trade Unionism can be moulded in any form or diverted in any artificial direction by legislation, especially that its funds should be arbitrarily devoted by statute to certain objects. The great object in view is to give Trades Unions free scope for their natural growth within the ordinary law, unrestricted by academic ideas of what the nature of that growth should be. It by no means follows that the lines of development in India will closely follow those of the West, where such very different conditions



prevail; it will, we hope, develop a form specially suited to the genius of the land. Such legislation will probably require frequent amendment, but this would be better than a draconian code at the commencement, which would be probably found totally unsuited to the corpus gradually evolved.

12. *Works Committees.*—Most of our witnesses have agreed that Works Committees promise to discount that absence of personal relationship between operatives and employers, which is inevitable in large factories owing to the numbers of the men employed. We also agree that they may have an educative value among the operatives themselves.

Such Committees have recently been established in the Currimbhoy Ebrahim† and Tata Sons† groups of mills in this City. They are managed for the mills by social workers and appear to be working in a satisfactory way.

A somewhat elaborate system has been established in the B. B. and C. I. Railway† by which all the literate employees are co-ordinated by a system of District Committees leading up to two Central Committees.

In the cotton mill committees questions of hours and wages are necessarily excluded as these have to come before the employers' associations, but there is in any factory a number of minor grievances which, if allowed to fester, cause discontent and become along with more serious questions contributory causes of strikes. Many employers are now watching this development with interest, and we wish to draw the attention of all large employers to its possibilities.

13. *Welfare Work.*—Next to Works Committees we place the large group of humanistic activities known as Welfare Work. Here we wish to make an explanation. We were greatly impressed by the evidence which declined to accept the term "Welfare" as accurately defining these energies and classed them as "efficiency" work, because they had such a direct reaction on the physical contentment and efficiency of the operatives, that economically they justified the expenditure thereon. An equally important point was made by a witness who said that welfare work was the first and natural means of inculcating a sense of common responsibility amongst an illiterate class of workers. Another interesting consideration was raised and when we were told that in one mill to avoid a sense of obligation, one-fifth of the cost of welfare work was raised from the whole body of officers and employees by a *pro rata* deduction from their wages. Welfare work, in one form or another, is to some extent practised in Bombay. Many mills and most large employers of labour provide free medical attendance, and out of the exceptional profits of recent years sub-

† See Appendix B.

stantial sums have been set apart for welfare funds and betterment purposes. Our recommendations under these heads must therefore be construed not as proposing a fresh policy, but for the extension of work already in active and beneficent progress. We need hardly point out the paramount importance of the employer doing all in his power to secure the best possible conditions of work in his factory. After that we class welfare work in the following order of importance :—

*Medical Attendance.*—This is already provided, but certain points have been brought to our notice. There is a general desire for the services of whole-time doctors where visiting doctors are now entertained, or at least for the employment of Hospital Assistants instead of compounders during the absence of the doctors. Any money judiciously spent on improving medical attendance is in our opinion money well spent.

*Maternity Benefits.*—Several mills now give maternity benefits in the shape of pay without work for at least a month before and a month after delivery. We recommend that this be made universal. True, it would open the door to abuse, women drawing the benefit from one mill whilst working elsewhere. All such work is liable to abuse, but we suggest that it can be guarded against by the establishment of maternity homes for any large group of employees, with the stipulation that benefits shall be drawn only by women entering such homes, or else the entertainment of a trained midwife, who would visit the female operative during and after confinement and certify that she was not working elsewhere. One of the most valuable aspects of work of this character is that it leads to a better standard of obstetric practice than that of the unskilled and often barbarous *dai*.

*Creches.*—Creches are increasing in number. The early prejudice against using them seems to be dying down. We think that a creche should be attached to every large mill, factory, or public work where a considerable number of women is employed. We have evidence to show that the establishment of a creche, by keeping the women at the mill, has exercised a considerable influence in stabilising the labour force.

*Education.*—Every witness who has appeared before us has deplored the low standard of literacy amongst the operative class and has urged the adoption of free and compulsory primary education. But here we must enter a caveat. The view that the spread of education will in itself arrest, or cure, labour unrest seems to us to be a chimera. On the contrary, an educated labour force would not tolerate the depressing conditions under which the

general body of workers in Bombay are housed and have their being. Any rapid extension of education in Bombay without a corresponding improvement in the conditions in which the operatives live would accentuate rather than reduce labour unrest. However, the issue is in many respects an academic one now. The sole responsibility for providing education through every chain of the educational ladder rests with the State, or with the body to which the State has delegated this responsibility. In the case of Bombay that body is the Municipal Corporation. The Joint Schools Committee, which, under the Corporation, is responsible for education in the Town and Island, has now prepared a scheme for the gradual introduction of compulsion, ward by ward, which will be complete by the beginning of 1925. Nevertheless, in view of the beneficial effect of supplementary work by employers of labour, which in the case of the Sholapur Spinning and Weaving Company has raised the standard of literacy in the mill to fifteen per cent., as compared with a general average in the District of five per cent., we suggest that employers should co-operate with the Municipality by the opening of schools for half-timers and night schools wherever an attendance can be secured.

*Recreation.*—We attach great importance to the provision of facilities for recreation. Bombay is ill-provided with open spaces, but these will be largely increased under the Development Scheme. Gymnastics, Bhajans, and even comfortable sitting-out places are the best antidote to the grog shop.

*Co-operative Societies.*—The progress of the co-operative credit movement is distressingly slow. The figures before us show a membership of only 23,000 with a share capital of Rs. 8,75,000, and of this total 17,000 members and seven and a half lakhs of capital are furnished by the G. I. P. and B. B. and C. I. Railway Companies. The difficulties of establishing the co-operative movement especially co-operative purchase and sales, in a floating population are very great; nevertheless we suggest that a continuous effort should be made to extend this organisation.

*Grain and Cloth Shops.*—Many mills maintain grain shops, where grain is sold at cost and debited to the wages of the operatives. Cloth is also sold at cost, both fents and standard cloths. The amount of custom attracted to these shops varies enormously and is influenced by varying conditions. There is no doubt that the cheap grain shop, if labour will only utilise it, acts as a powerful corrective to the exactions of the Bania and pending the development of the co-operative purchase and sale society it fills a valuable place in the economy of industry.

*Tea Shops and Restaurants.*—We attach much importance to the provision of tea shops, and where possible, restaurants for the sale of cooked food at cost, for every large body of workers. In an exhausting climate like that of Bombay, where the day's work takes a heavy toll of the individual, nature demands some mild stimulant and the best and most innocuous is tea. The growth of the tea-drinking habit is one of the most remarkable social changes of our times and the universality to which it has attained is evidence that it meets a direct need. The rapid increase in the number of small restaurants is another evidence of the changed habits of the community, the demand for cooked food being necessitated by the increasing distances between the workshops and the home. The tea shop, with or without its restaurant, ought to have a valuable place in the social organisation. The man or the woman, who can obtain a cup of tea in clean and cheerful surroundings, is less likely to dissipate his or her substance in the grog shop. We recommend that tea shops, and where practicable, restaurants, should be established for every large body of workers, much as the canteen system was evolved in England under the stress of war production. We do so for a distinct purpose. It is that the tea shop should be an educative force as well as a convenience. The sour frowstiness of the English coffee tavern, which drives the English workingman to the cheerful conviviality of the public house, is worse than useless. The tea shop, by its brightness, its cleanliness, its cheerfulness, should be an emblem of what the home can be when the housing programme has brought a decent room at a bearable charge within the reach of every working class family.

14. *Housing.*—But the heaviest burden which Labour has to bear in Bombay arises from the deficiency of housing accommodation and the low quality of much that is available. It is difficult to give figures to show the pressure of rent on the wage-earning class, but two instances which came before us illustrate its oppressiveness. In the chawls attached to the Spring Mills a monthly rent of three rupees per room is charged; inquiry showed that some of the lessees were making as much as ten rupees a month profit by subletting. The Municipality gives its *halalcores* rooms at the low rent of rupee one and annas three per couple per month. The profit on subletting is said to be as high as twenty rupees a month. Until an adequate supply of sanitary rooms, let at rents within the means of the ordinary wage-earner, is available, every effort really to improve the condition of the operative classes, is pursuing a will-o'-the-wisp. All the increased wages are swallowed in rent; there is no fixity of tenure; and the people will not, nor can they be expected to, improve their homes. Where there





has been fixity of tenure for a considerable period, as in some of the Municipal chawls, the occupants have made almost pathetic attempts to brighten their surroundings, but these are so few and far between that broadly it is true to say that, largely arising from the sordid pressure of the housing question the recent large increases in wages have borne no fruit in the improvement of social conditions.

Here, however, we can see daylight. The Improvement Trust have provided 19,300 one and two room tenements and have almost kept pace with their demolitions; the programme provides for a further 6,667. The Municipality are housing an increasing number of their employees; the Port Trust have erected nearly 2,000 tenements for their employees, some being included in the model village at Wadala; several mills have erected quarters for their operatives and others have programmes for housing. But the real relief is to come through the activities of the Development Directorate. The programme of that body is for the provision of 50,000 tenements in eight years, and 1,200 rooms are provided for in the budget for the present financial year. The need is so great, the city is growing so fast, that no effort can be spared to quicken up the building programme, and a special responsibility lies on the great employers of labour to speed up their co-operation with the Improvement Trust, under the scheme which enables them to build for their operatives on easy terms. One word of warning however must be offered. The employer is not the ideal house-builder, if for no other reason because it makes his employee doubly dependent on him—dependent on him for his wage and for his home; in case of dismissal he loses both. If therefore equally good accommodation is provided by an outside agency like the Development Directorate on equally easy terms, the operative will prefer to be housed in a building which is not owned by his employer; he wants what has been described as a "strike free" house. If ever there is a surplus of houses, the mill chawl is the one which will be first emptied. But that consummation is so far away, if it can ever be attained, that it need not hamper activities now; if every possible agency for the provision of working class homes is enlisted and works at the maximum of efficiency, the present shortage will not be overcome for a generation. It must also be kept in mind that as the standard of living rises the operative will want a two-roomed tenement instead of a one-roomed tenement and will be in a position to pay for it. Many of the new chawls are being constructed for easy conversion into two-roomed dwellings. If ever this practice became common it would automatically reduce by one half the housing accommodation that is being provided.

15. *Profit Sharing*.—Many witnesses have laid stress on the resentment experienced through the

knowledge, that an industry is making abnormal profits, which are not reflected in increases of wages. That is undoubtedly a cause contributory to labour unrest. We recognise the moral obligation which lies on all employers to devote a portion of the excess profits earned in abnormal years for the benefit of the operatives. But the solution bristles with difficulties. The representative of the Sholapur Spinning and Weaving Company placed before us an interesting proposal for the formation of a co-partnership association, which is reproduced in an appendix. We do not think that in the conditions of India such schemes can ever attain proportions sufficient to make them really reflective of the increased profits that may be earned in bumper years. Bonuses, whilst common in the Bombay Presidency, are wasteful. It is an almost universal experience that a bonus has no permanent effect on the standard of living and is immediately dissipated in increased absenteeism or else in the grog shop and the bucket shop. Until the standard of living rises, any increase in wages beyond subsistence level is at once lost in less work. Whilst these conditions prevail, the utilisation of some proportion of the increased earnings of industry for the permanent benefit of the employees, cannot be best expressed in profit-sharing, more and larger bonuses, nor in higher wages; they are best devoted to housing, welfare work, betterment and provident funds. If it were practicable, some of the members of the Committee would have no hesitation in proposing that this moral obligation should be made statutory, but they can suggest no effective means to this end. The obligation remains a moral one and can be enforced only by public opinion.

16. *Liquor and Bucket Shops*.—Every witness has borne testimony to the demoralisation caused by the drink habit, which is the sink down which most of the surplus wages disappear. It is not within the terms of our reference to go fully into this thorny question; we confine ourselves to the expression of the hope that Government will systematically cope with it by reducing the number of liquor shops in the industrial area, reducing the amount of liquor offered for sale, reducing the hours when liquor can be sold, closing the shops on pay days and holidays, and raising the duty whilst lowering the proof strength.

The bucket shop is a newer evil, but a very serious one; as Government has prepared legislation to combat it, there is nothing left for us to recommend, save to emphasise the urgent necessity for preventive action.

### (3) THE SETTLEMENT OF INDUSTRIAL DISPUTES

17. *Settlement*.—So far we have devoted our attention to a consideration of the means which will contribute to the prevention of industrial disputes; it remains to suggest methods of settlement, when such



disputes either develop irreconcilable differences between capital and labour or else become a menace to the community.

There are some who hold that the State has no right to intervene in industrial disputes. To that position we cannot subscribe. The State is responsible for the maintenance of law and order. In the conditions of India the discharge of this responsibility frequently means the use of armed force and entails the loss of life. We hold it to be the indefeasible right of the State to be satisfied, before it employs its forces for the preservation of peace and order in an industrial dispute, that all reasonable means have been adopted to secure an adjustment of the points of difference and that the stand made by capital is based on equity and economic justice. The argument of those who would deny this right to the State, pressed to its logical conclusion, might mean the use of the armed forces of the State to force a sweating wage in a prosperous industry.

18. *Court of Inquiry*.—But we are agreed that no outside agency, and in particular the agency of the State, should be used until all other means have been employed and failed, or unless it is invited by one or other of the parties to the dispute, or unless the situation is such that peace, order and good government are prejudiced. If such conditions should arise, then there should be formed an Industrial Court of Inquiry, to be followed, if necessary, by an Industrial Court of Conciliation. We deliberately place the function of inquiry first and separate from the role of conciliation, for we desire to avoid the facile opportunism which seeks to patch up an industrial dispute by proposing a compromise between the views of the two parties without going down to the economic principles which are at stake.

The primary function of such a Court would be inquiry. If it be objected that this might lead to undue delay in formulating a recommendation, the answer is that with the increasingly accurate figures of prices and wages and the cost of living, kept by the Labour Office, little time would be taken in coming to a decision on the economic merits of the question under reference. An important point needs to be made clear. It should not be supposed that by laying this stress on the primary function of inquiry, we have in contemplation the permanent stabilisation of labour at its present economic level. Whilst such a Court of Inquiry would naturally turn to any actual disturbance of the economic position, by a rise or fall in the cost of living since the last wage adjustment, or the permanently increased profits of the industry concerned, in the first instance, it would equally naturally take account of any reasoned desire for a

higher standard of living, which had developed since the last adjustment and which the industry could reasonably bear. No further step should be taken until the Court has reached a decision on this issue and made it public. Thereafter, if the need existed, the Court or another Court constituted on the same lines might be entrusted with the duty of conciliation; but a Court of Inquiry acting on the principles suggested, would as a general rule be final and no further measures would be necessitated.

19. *Constitution of the Court*.—The constitution of the Court should be as follows:—

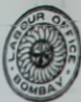
- (a) A chairman selected by the members of the Court from a panel maintained in the Labour Office;
- (b) Three members representing the employers in the industry concerned;
- (c) Three members representing the operatives in the industry concerned.

The representation of the general public will be considered later.

*The Chairman*.—There is a certain body of opinion in favour of leaving the members of the Court, when constituted, to select their own chairman at their first meeting. To that procedure there is the obvious objection that it might lead to a deadlock at the start. On the other hand, there could be no difficulty in agreeing on the selection of a chairman from the panel. Moreover, the conduct of such an inquiry demands special knowledge and experience and it is desirable that there should be a small corps with a growing acquaintance with industrial conditions. The panel should be as large as it can be made, say, not less than twelve, and should be chosen from men of legal attainments or with experience of public life and not specially identified either with industry or labour. It should be constituted by Government in consultation with the leading employers of labour and labour associations; the appointments should be for three years; and on the 1st January in every year the revised list should be published in the *Government* and in the *Labour Gazettes*.

20. *Representation of Labour*.—For the representation of capital and labour, we are opposed to standing panels, which are unsuited to the rapidly changing conditions of the Presidency. The Court should be appointed for each dispute as occasion arises. No difficulty is presented by the selection of the representatives of the industry affected. There are considerable difficulties in the selection of the representatives of the operatives affected and these will remain until labour is more effectively organised. But experience





shows that in each considerable or protracted industrial dispute, certain individuals emerge as leaders of labour; these should be called together by the head of the Labour Office and invited to elect their representatives. No more satisfactory method at present suggests itself. The head of the Labour Office should be the motive power; he would put the machinery into operation, furnish the Secretary and arrange the meetings of the Court and publish the results.

For this, and other purposes associated with the discharge of its functions, we recommend that all work done under the head of "Labour" should be concentrated in the Labour Office, instead of being distributed over several Departments of the Secretariat as at present.

21. *Representation of the public.*—Brief reference was made above to the representation of the public on such courts. A bare majority of our number is of opinion that the public should not be represented on a Court dealing with an industrial dispute, but should be represented when the Court is inquiring into a dispute affecting a Government Department or a public utility company or corporation. The view of the majority is that the public has no special knowledge of, nor direct concern with, the subject-matter of the dispute. The opinion of the minority is that the public has a direct concern with all serious industrial disputes. The consequential shock of a great and protracted industrial dispute is not confined to the parties directly affected; it concerns the whole of the community, which suffers severely when such disputes are long drawn out. Further, any increase in wages is not borne by the industry, but is passed on to the public; on these two grounds they think that the public has a right to be represented in equal proportion to capital and labour in such an Industrial Court. Their view is strengthened by the belief, that if equal numbers of representatives of capital and labour meet under an impartial chairman, in nine cases out of ten the chairman instead of being the President of a Court would become the arbitrator between two irreconcilably opposed parties, which is not the end in view. The representation of the general public would furnish a mollifying and conciliating factor between these two elements.

Whilst we are divided on this point, we are unanimous in the conclusion, that when a Government Department, or public utility company, or corporation is concerned in an industrial dispute, demanding the constitution of an Industrial Court, the general public should be represented in equal proportion to the parties directly concerned. The constitution of such a Court would then be:—

- (i) A chairman chosen from the panel.
- (ii) Three representatives of the Government Department, or public utility company or corporation concerned.
- (iii) Three representatives of the operatives.
- (iv) Three representatives of the general public.

The special reasons which have induced us to recommend the representation of the general public in such cases are, that the whole cost of any increase in wages is at once passed on to the public either in increased charges for an essential public service or else in a diminished revenue to the State, which is taxation in another form. We recommend that the representatives of the general public should be selected from the Panel of Chairmen.

22. *Draft Bill.*—We think that such Courts should have statutory recognition and have incorporated our ideas as to the nature of the legislation necessary in a draft Bill which will be found in appendix A. This legislation should apply to the whole of the Presidency and labour disputes concerning every class of employer, Government, the Municipality, the Improvement and Port Trusts, the Railways and Tramways, as well as joint stock companies, and private firms should come within its purview.

We recommend that a Court of Inquiry should be constituted on the application of either party to an industrial dispute; that a Court of Conciliation should be constituted only on the application of both parties to a dispute. Also that Government should have power to move without the application of either party, but only when peace, order and good government are seriously prejudiced. The less Government interferes in industrial dispute the better; whilst therefore they should have power to intervene, and should not hesitate to use that power in grave crises, the power should be sparingly exercised and only in such extreme cases.

23. *Conclusion.*—It will be seen that we have modelled our proposed Industrial Court upon that set up under the United Kingdom Act of 1919. We have kept continually in mind the anti-strike legislation of the United Kingdom and other countries. Trade Boards with their necessarily long drawn out deliberations and the power of enforcing compliance with their determinations, we consider quite unnecessary in conditions where employers compete for the labour which is available and unsuitable to the temper and character of both employers and employed in this Presidency. We prefer voluntary agreement or a form of inquiry which will guide the increasing force of public opinion, to the system in force in New Zealand and some of the Australian States, by which conciliation and arbitration courts are given the power of making binding

(Continued on page 31.)

PROGRESS OF THE MONSOON 1921

Abbreviations:— S.....Scanty F.....Fair N.....Normal EX.....Excess.

PROVINCE OR STATE.	JUNE				JULY				AUGUST				SEPTEMBER				OCTOBER					
	8 <sup>TH</sup>	15 <sup>TH</sup>	22 <sup>ND</sup>	29 <sup>TH</sup>	6 <sup>TH</sup>	13 <sup>TH</sup>	20 <sup>TH</sup>	27 <sup>TH</sup>	3 <sup>RD</sup>	10 <sup>TH</sup>	17 <sup>TH</sup>	24 <sup>TH</sup>	31 <sup>ST</sup>	7 <sup>TH</sup>	14 <sup>TH</sup>	21 <sup>ST</sup>	28 <sup>TH</sup>	5 <sup>TH</sup>	12 <sup>TH</sup>	19 <sup>TH</sup>	26 <sup>TH</sup>	
<b>I BOMBAY PRESIDENCY</b>																						
1 KONKAN	F	EX	EX	S	F	F	EX	EX	N	EX	F	EX	S	N	F	EX	F	S	EX	S	S	
2 GUJARAT	S	N	S	S	S	S	EX	EX	EX	EX	EX	S	F	EX	EX	EX	S	S	S	F	S	
3 DECCAN	N	F	EX	S	S	EX	EX	EX	F	F	F	F	S	S	S	EX	N	S	EX	S	S	
4 SIND (RIVER RAINFALL)	F	S	F	F	S	S	N	N	EX	EX	EX	EX	EX	N	N	N	N	N	N	N	N	
<b>II MADRAS PRESIDENCY</b>																						
1 MALABAR	N	N	F	S	F	F	N	N	EX	EX	EX	EX	F	EX	S	N	S	N	EX	S	F	
2 DECCAN	EX	F	S	S	S	N	EX	EX	N	S	S	S	N	S	S	F	S	F	EX	EX	S	
3 COAST NORTH	S	N	F	S	N	F	EX	EX	EX	EX	F	F	S	N	EX	EX	EX	F	EX	EX	F	
4 SOUTH EAST	EX	N	S	S	EX	EX	EX	F	EX	EX	F	F	EX	S	EX	S	F	N	EX	F	EX	
<b>III BENGAL PRESIDENCY</b>																						
N	F	N	F	EX	EX	N	F	N	N	EX	N	EX	N	N	S	EX	N	N	F	S		
<b>IV BIHAR AND ORISSA</b>																						
1 BIHAR	S	F	N	EX	F	EX	N	N	N	N	N	EX	EX	F	EX	S	N	F	EX	F	S	
2 ORISSA	S	N	N	N	F	F	S	F	EX	F	F	F	EX	EX	F	N	F	EX	N	F	EX	
<b>V UNITED PROVINCES</b>																						
1 EAST	S	F	EX	EX	S	N	F	N	F	EX	N	EX	EX	S	EX	EX	EX	S	S	S	S	
2 WEST	S	S	N	EX	S	F	F	EX	F	EX	N	EX	N	N	EX	EX	EX	S	S	EX	S	
<b>VI CENTRAL PROVINCES</b>																						
1 BERAR	N	EX	EX	S	F	F	F	EX	EX	EX	N	S	S	F	S	EX	S	S	S	S	S	
2 WEST	F	EX	EX	F	F	F	F	N	EX	EX	F	F	S	EX	F	F	S	S	S	S	S	
3 EAST	S	N	EX	N	F	N	S	N	EX	EX	EX	F	S	EX	F	EX	S	S	F	S	S	
<b>VII PUNJAB</b>																						
1 EAST AND NORTH	F	S	S	S	S	S	N	EX	EX	EX	EX	S	S	F	F	EX	EX	S	S	EX	N	
2 SOUTH AND WEST	F	S	S	N	S	S	EX	S	EX	N	EX	EX	S	S	EX	S	S	EX	S	EX	S	
<b>VIII RAJPUTANA</b>																						
1 WEST	S	S	S	S	S	S	EX	EX	EX	F	EX	S	S	N	EX	EX	S	S	S	S	S	
2 EAST	S	S	S	S	S	S	EX	EX	EX	S	EX	S	S	EX	EX	EX	EX	S	S	EX	S	
<b>IX CENTRAL INDIA</b>																						
1 WEST	S	EX	EX	S	S	F	EX	EX	F	N	N	F	N	EX	N	EX	S	S	S	S	EX	
2 EAST	S	S	F	EX	S	F	S	N	EX	EX	EX	F	N	EX	EX	F	S	S	S	S	S	
<b>X HYDERABAD</b>																						
1 NORTH	EX	EX	EX	S	S	N	EX	N	N	EX	N	S	S	S	S	EX	N	S	EX	S	S	
2 SOUTH	EX	N	N	S	F	EX	EX	EX	F	EX	S	S	S	F	EX	F	EX	F	EX	S	S	
<b>XI MYSORE</b>																						
EX	S	F	S	S	N	EX	N	F	F	S	F	EX	F	EX	S	S	N	EX	F	S		
<b>XII ASSAM</b>																						
EX	F	N	F	N	EX	EX	S	N	F	EX	N	EX	S	EX	N	EX	N	EX	S	F		
<b>XIII BURMA</b>																						
1 LOWER	N	F	EX	F	N	F	S	N	EX	EX	EX	N	EX	EX	N	N	N	F	S	EX	F	
2 UPPER	N	EX	N	F	F	EX	F	N	N	N	EX	N	EX	F	S	N	N	EX	EX	EX	S	

NOTES

- The whiter the chart the better the season. Red areas indicate deficient, and black areas excessive rains.
- Excess More than 120 per cent of the normal.  
Normal 80-120 per cent of the normal.  
Fair 40-79 per cent of the normal.  
Scanty Less than 40 per cent of the normal.
- The zigzag lines give the approximate dates of the normal annual setting in and withdrawal of the Monsoon, and are based on information supplied by the Director-General of Observatories. The lettering outside the green lines is smaller than the lettering within, as rainfall outside the lines is less important. Within the green lines (i.e. the Monsoon) the third successive and following "EX" squares and the second successive and following "S" squares are hatched.
- As the Monsoon is of little or no importance in Sind, both the rise in the Indus above the fair irrigating level and the rainfall are shown. The date of the normal rise is in the first week of June and of the normal fall the last week of September.

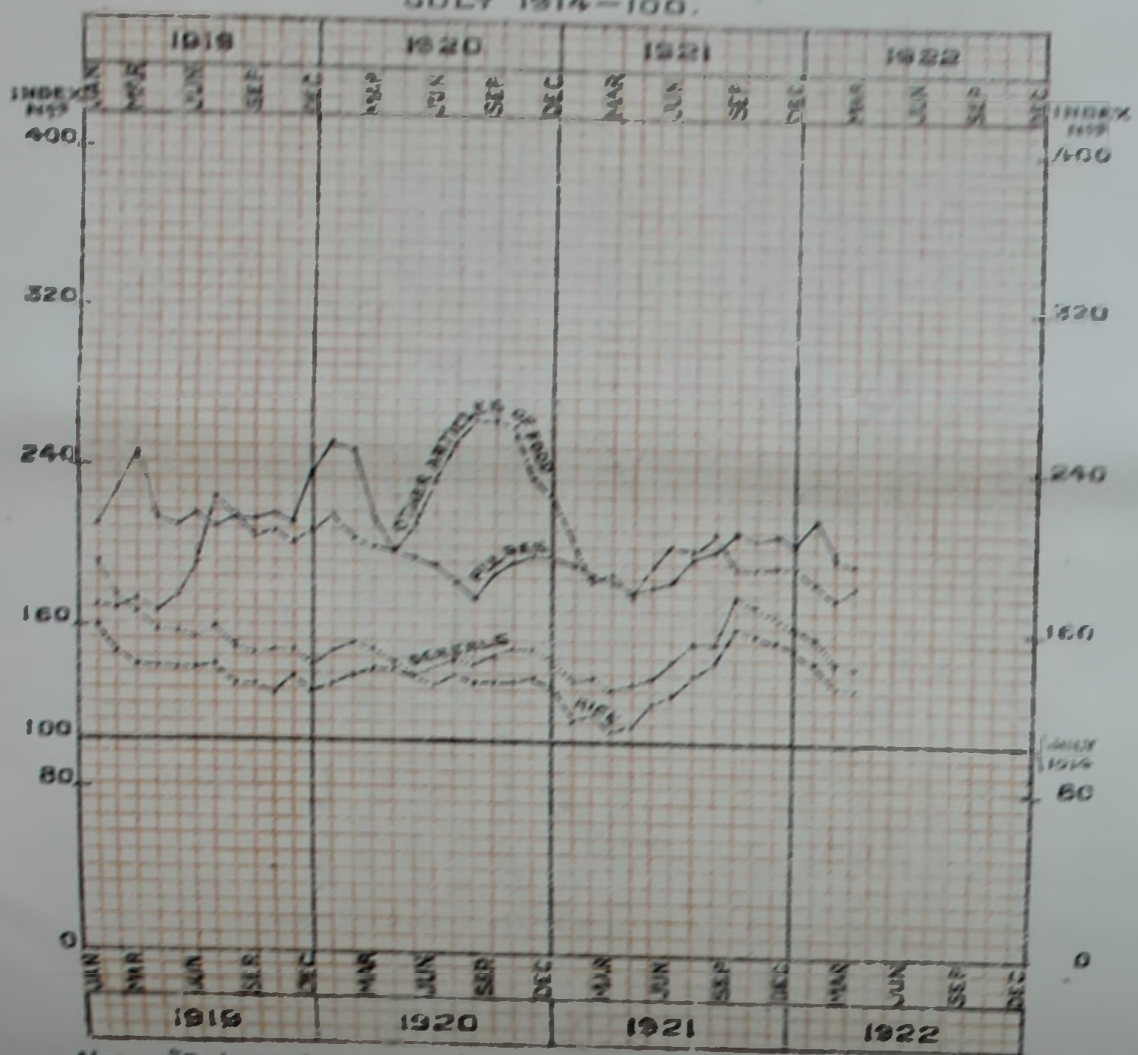






CHART NO. 4.

RETAIL PRICES OF RICE, PULSES, CEREALS AND OTHER ARTICLES OF FOOD IN BOMBAY. JULY 1914=100.



Note: -Pulses- Average price of Gram and Kulthi.  
Rice- Clean.  
Cereals- Average price of rice, wheat, Jawar and Bajri.  
Other articles of food- Average price of sugar, tea, salt, beef, mutton, milk, ghee, potatoes, onions, coconut oil &c.

CHART NO. 5.

COMPARATIVE COST OF LIVING INDEXES IN DIFFERENT COUNTRIES. JULY 1914=100.

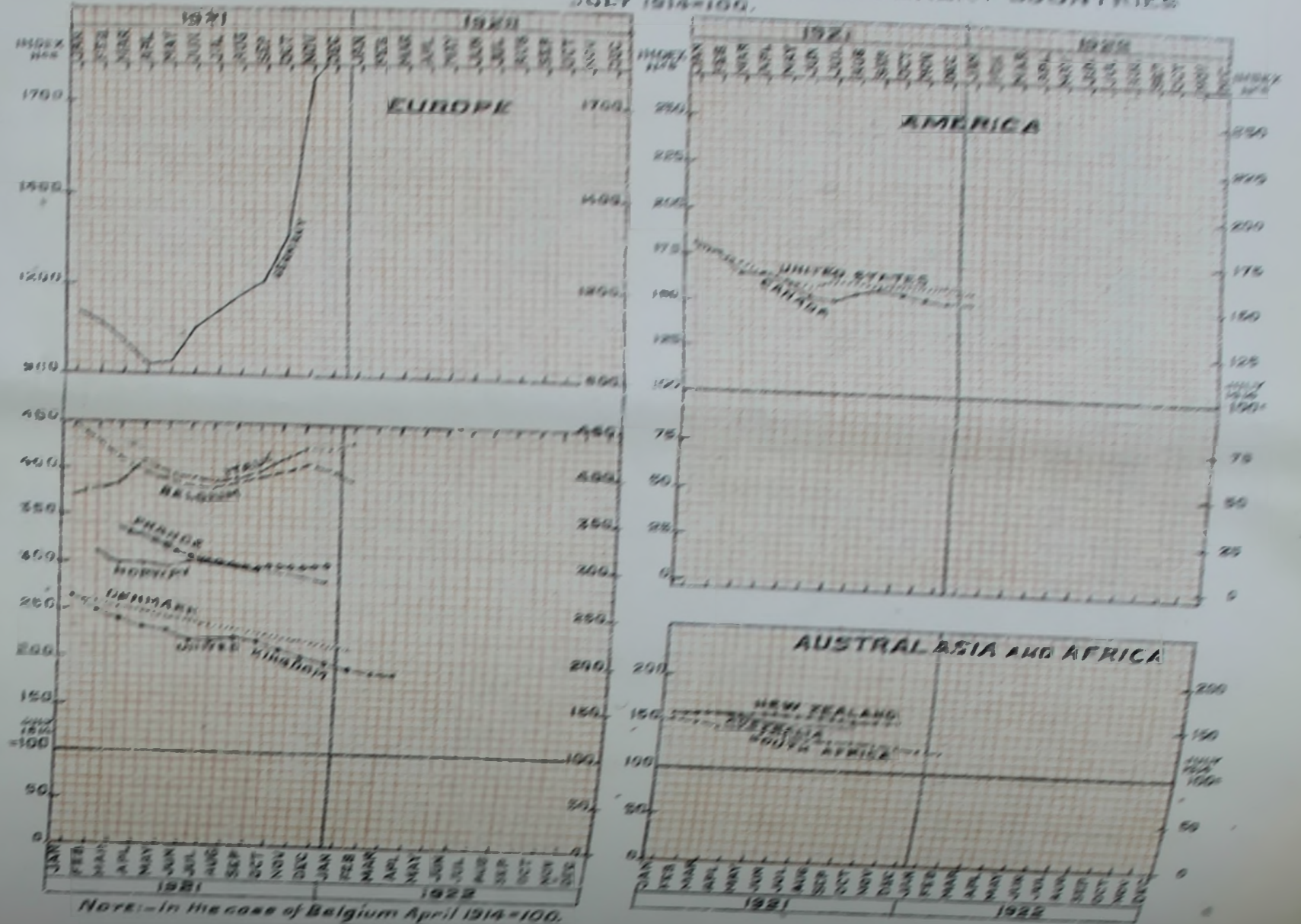


CHART NO. 6.

IMPORTS AND EXPORTS OF MERCHANDISE-INDIA.

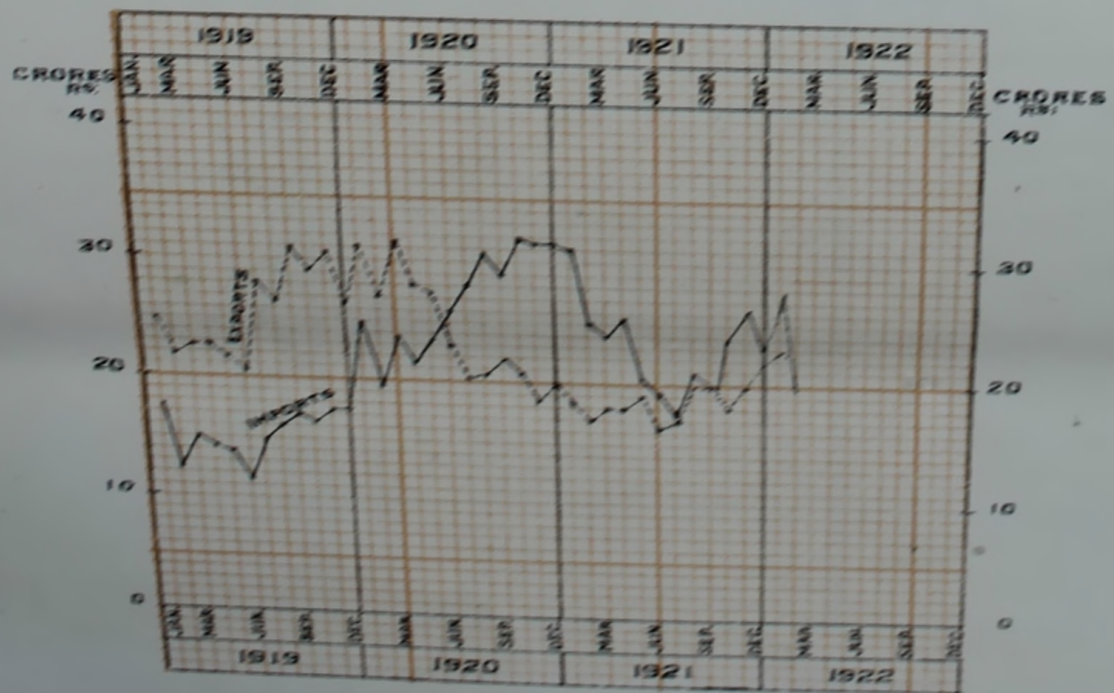
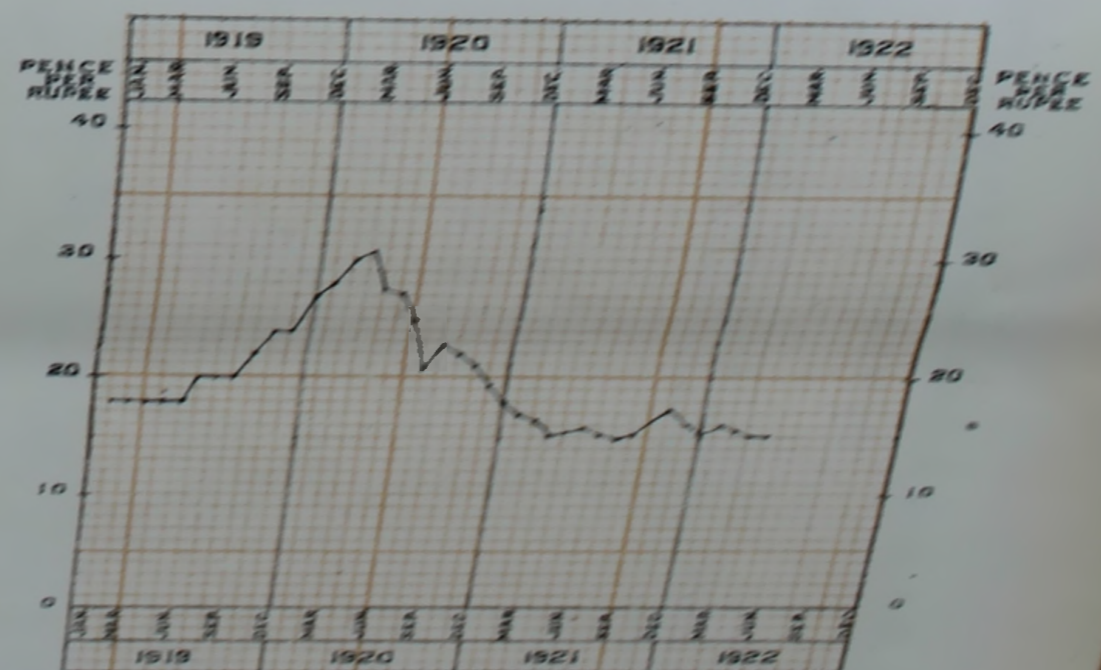


CHART NO. 7.

RATE OF EXCHANGE IN BOMBAY.



Note: (1) The reason for the fall of Exchange will be evident from the preceding chart. When the balance of trade is adverse (imports are from June 1920 greater than exports) Exchange also tends to be adverse from the result of rise. This is the Telegraphic Transfer Rate on London.  
(2) Each square equals 1 penny.



**FOODS AND NON FOODS WHOLESALE PRICES  
BOMBAY.**

CHART No 8

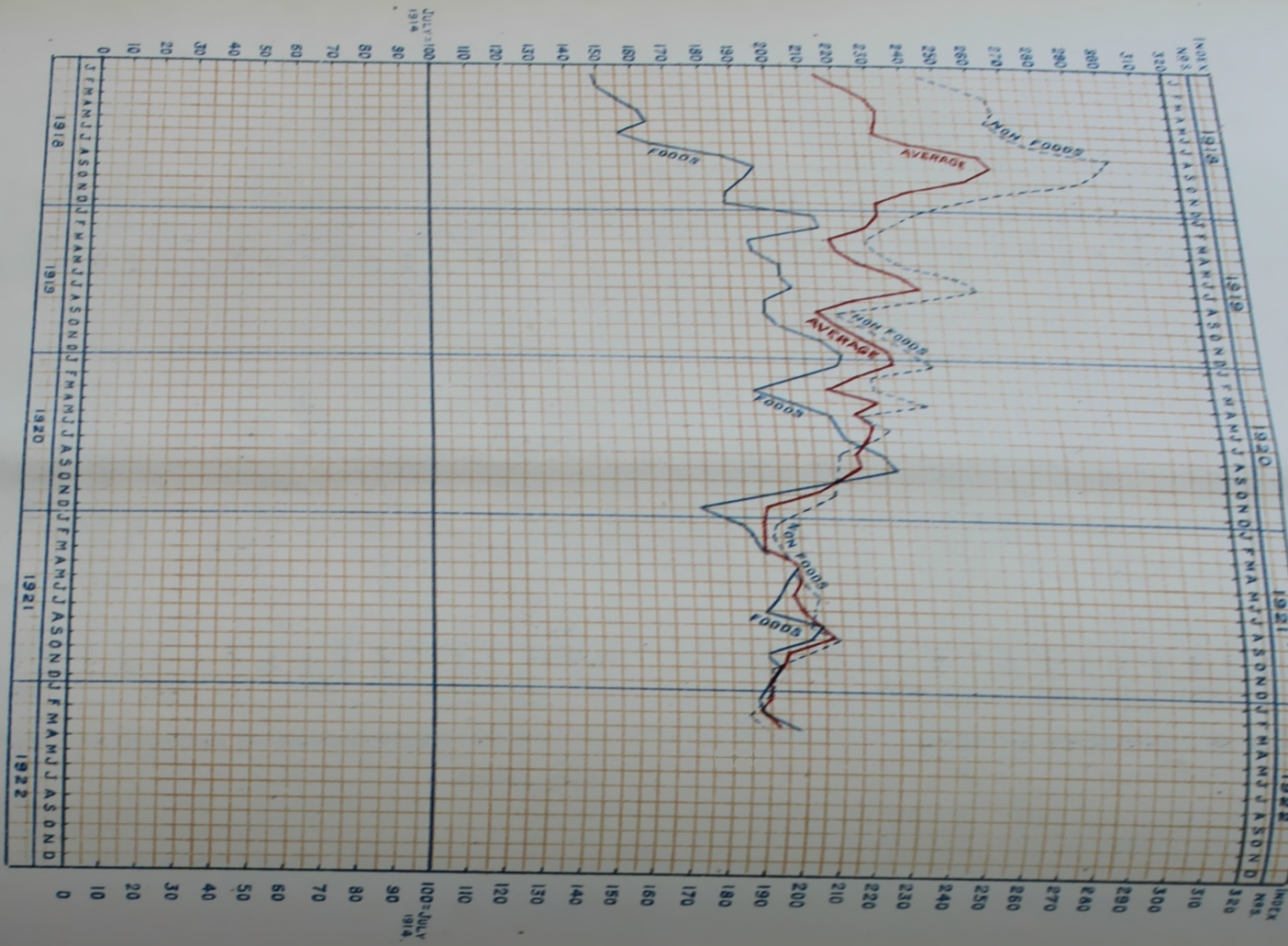


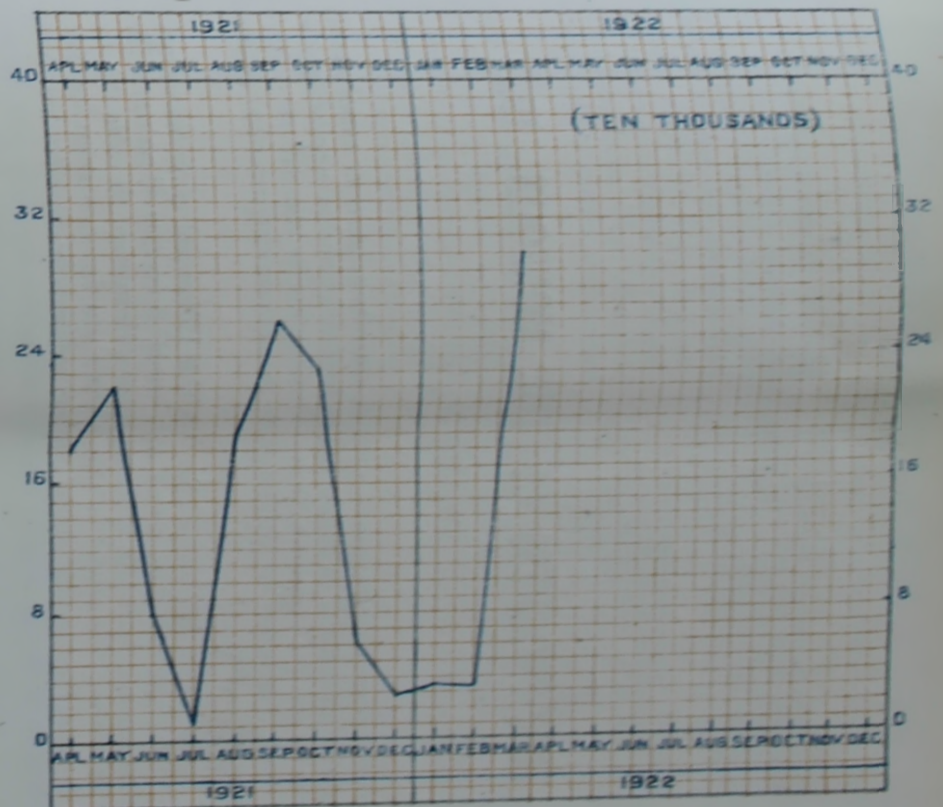
CHART No 9

**STRIKES IN THE BOMBAY PRESIDENCY 1921-1922.**

NUMBER OF WORKPEOPLE INVOLVED



NUMBER OF WORKING DAYS LOST



NOTE:— THE SMALL NUMBER OF WORKING DAYS LOST IN JULY AND DECEMBER 1921 IS OWING TO THE SHORT DURATION OF STRIKES.

CHART No 10



## THE PROGRESS OF THE MONSOON, 1921

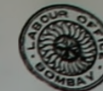
(See Chart No. 1.)

In the monsoon chart the green lines give the approximate dates of the normal annual setting in and withdrawal of the monsoon and are based on information supplied by the Director General of Observatories, Simla. Excess means more than 120 per cent. of the normal. The normal for divisions is the mean of normals of reporting stations excluding hill stations.

'Normal' in the chart is a variation from 80 to 120 per cent. of the true normal, 'fair' 40 to 79 per cent. of this normal, and 'scanty' is less than 40 per cent. The whiter the statement, the more the satisfactory nature of the monsoon; the redder it is, the worse the monsoon. The rainfall in other provinces also has been shown, as these (e.g., the United Provinces which exports to us bajri and jowari for our millworkers) have an influence in the long run on future price levels of food.

In Sind the monsoon scarcely counts; it is the level of the Indus that does. The rise of the river up till the end of September is shown in the chart; after this date the rise is of little material importance. The table below shows the rainfall up to 31st October 1921, in Bombay, the Deccan (Ahmednagar, Sholapur, Bijapur and Poona), Guzerat (Surat and Ahmedabad) and in Kathiawar (Rajkot and Bhavnagar).

Station.	Rainfall in inches.	Departure from normal.	Station.	Rainfall in inches.	Departure from normal.
	(1st June to 31st October.)			(1st June to 31st October.)	
Bombay	86.02	+16.22	Surat	53.51	+13.07
Ahmednagar	17.11	-2.56	Ahmedabad	40.75	+12.12
Sholapur	21.06	-4.27	Rajkot	27.43	+2.14
Bijapur	14.82	-2.15	Bhavnagar	29.45	+7.77
Poona	18.64	-5.72			



awards and strikes and lockouts are heavily penalised. Even the principle of the Canadian Lemieux Act of 1907, which makes strikes illegal in public utility companies pending enquiry and thus penalises lightning strikes, a principle which has been long established, e.g., in the provisions of the Bombay Municipal Servants Act\* and the Indian Post Office Act,† could not, we think, be usefully extended at the present time.

There is a strong feeling abroad against any increased intervention of Government in industry and we think that more good is likely to come from a reliance upon the force of public opinion and the good sense and good faith of the parties to seek agreement and keep accepted terms, than by admitting any degree of State intervention which can be avoided. We particularly deprecate an assumption of power that will always be partially inoperative and may easily fail to carry public opinion.

We have accordingly confined our proposals to furthering voluntary agreement by machinery, which we hope may be found useful at the moment, but we do not expect that it will remain applicable to the changing conditions of this country without frequent overhauling and amendment; we strongly recommend that such amendment should be undertaken without hesitation, if the occasion demands it.

(Signed) STANLEY REED.  
 .. JEHANGIR BOMANJI PETIT.  
 .. JOSEPH A. KAY.  
 .. H. MACNAGHTEN.  
 .. KANJI DWARKADAS.  
 .. MAHOMEDBHOY CURRIM-  
 BHOY.  
 .. S. K. BOLE.  
 .. G. K. DEVADHAR.  
 .. LALJI NARANJI.

### APPENDIX A

#### NATURE OF THE LEGISLATION RECOMMENDED

1. Name of Act—  
Bombay Industrial Courts Act.
2. Application—  
To the whole Bombay Presidency.
3. Section 2 (1).—Any trade dispute whether existing or apprehended may be reported to the Government by or on behalf of either of the parties to the dispute and the Government shall thereupon take the matter into consideration and may, if they think fit, refer the dispute to an Industrial Court for enquiry, or if they think fit and if both parties consent, for enquiry and conciliation.

\* Bombay Act V of 1890.

† India Act VI of 1896, Section 50.

4. Government may also when any trade dispute exists or is apprehended, whether or not the dispute is reported to them under section 3 of this Act, when they have reason to believe that the dispute prejudices or is likely to prejudice peace, order or good government, refer any matters appearing to be connected with or relevant to the dispute to an Industrial Court for enquiry.

5. If Government refer an industrial dispute or any matter connected therewith to an Industrial Court, they shall instruct the Director of the Labour Office to constitute a Court by giving notice to the employers concerned to nominate three representatives and by giving notice to the trade union or association of employees concerned, or if there be no such trade union or association, then by giving notice to the leaders of the employees for the time being, to nominate three representatives within a reasonable time to be stated in the notice. On the failure of either party to nominate three representatives, willing to be members of the Court within the time stated in the notice, the Director of the Labour Office shall nominate the number of the representatives required to complete the number, of his own motion.

6. When the dispute exists or is apprehended in any department of Government or of any Municipality or in any company or corporation owning or operating any agency of transportation or communication or public service utility, including railways, tramways, steamships, telegraph and telephone lines, gas, electric light, water and power works, the Director of the Labour Office shall add to the six members of the Industrial Court, three additional members representing the general public, selected from the panel of chairmen, constituted under section 10 or from a separate panel constituted in like manner.

7. The Director of the Labour Office shall then declare the names of the members of the Court and the members shall forthwith meet together and elect their chairman from the panel of chairmen constituted with reference to the class or section of employers and employees and to the area concerned.

8. Any difficulty arising as to the proper panel from which the chairman should be elected or as to the legality of the election of the chairman, shall be referred by the members to the Director of the Labour Office, whose decision shall be final.

9. When the members meet together to elect a chairman, if an equal number of votes be recorded for two or more members of the panel of chairmen, the matter shall be referred to the Director of the Labour Office, who shall nominate the chairman.

10. Government shall, in consultation with such persons including such associations or unions of employers and employees as they may think fit, draw up a panel or panels of chairmen from among men of public service and attainments, but having as little association with industry as practicable.

11. The panel or panels constituted shall be notified in the *Bombay Government Gazette*, and shall have reference to trade disputes whether existing or apprehended between employers and employees generally or between any particular class or section of employers and employees for such area or areas as may be prescribed in the notification.

12. Every nomination to a panel shall be for a period of three years and every panel shall be notified as soon as possible after the first day of January in each year and shall supersede any panel previously constituted for the class or section or classes or sections of employers and employees specified in the notification.

Provided that all or any of the persons on a panel of chairmen may be renominated for any number of further periods of three years or may be replaced by others, selected in the manner prescribed above.

13. Cf. section 5 (3).—If the dispute be referred for enquiry, the Court shall make enquiry and may order their recommendations to be published in such manner as they think fit.

14. If the dispute be referred for enquiry and conciliation, the Court shall also take such steps as seem to them expedient, to bring the parties to an agreement and may order the terms of the agreement, if any, to be published in such manner as they see fit.

15. A copy of the Court's recommendations and of the agreement arrived at, if any, shall be forwarded to Government as soon as may be.

N. B.—The numbers at the beginning of paragraphs refer to the sections of the United Kingdom Industrial Courts Act, 1919.





16. Cf. section 4 (3).—An Industrial Court may act notwithstanding any vacancy in their number.

17. Cf. section 4 (4).—An Industrial Court shall have the powers of a civil court of summoning and examining witnesses on oath or otherwise and of enforcing the production of documents:

Provided that the chairman only may administer or authorise any person to administer an oath.

18. Section 5 (3) proviso.—There shall not be included in any report or publication made or authorised by the Court or by Government, any information obtained by the Court in the course of their enquiry, as to any trade union or as to any individual business, (whether carried on by a person, firm or company) which is not available otherwise than through evidence given at the enquiry, except with the consent of the secretary of the trade union or of the person, firm or company in question, nor shall any individual member of the Court or any person concerned in the enquiry, without such consent, disclose any such information.

19. An Industrial Court may sit in public or in private as seems to them best.

20. Section 9.—No person shall be entitled to appear before an Industrial Court by counsel or solicitor.

21. Government may delegate the powers conferred upon the Director of the Labour Office by this Act, to any officer or officers, subordinate to the Director of the Labour Office.

22. Section 10.—The Act shall not apply to persons in His Majesty's naval or military or air services, but otherwise, shall apply to persons employed by Government, in the same manner as if they were employed by or under a private person.

#### APPENDIX B

##### WORKS COMMITTEES IN BOMBAY

###### *B. B. and C. I. Railway*

The Agent, B. B. and C. I. Railway, established District Committees consisting of six members each, elected by ballot about 18 months ago, in each of the railway "districts", representing in all about 25,000 literate employees. Social and general questions, wages, housing, schools, medical provision and the like (individual grievances only being excluded) are discussed and the District Officers pass orders on those questions arising in District Committees which require their orders.

Matters of general interest to the whole body of railway employees, which arise in District Committees or matters outside the competence of the District Officer to decide which require the orders of the General Traffic Manager, are referred to one of two Central Committees at Bombay and Ajmere, formed of 14 representatives from the various District Committees, two representatives being elected by each District Committee. Both the District and Central Committees elect their own Presidents and Secretaries, from among their number.

This organisation seems fairly established and to be working satisfactorily to both the Company and the men. Works Committees which were set up in the B. B. and C. I. Railway workshop, where the employees are almost all illiterate, disappeared at the first strike, owing to the workers' leaders' fear of victimisation and the lack of loyalty of the workers to their representatives.

###### *Messrs. Currumbhoy Ebrahim and Company*

Two Committees were established about a year ago in each of the six mills comprised in the Currumbhoy Ebrahim group.

A general committee of about 80 members, viz., representatives of the workmen and all the officers of the mill, with the manager as president, elects a working committee of about twenty persons, which decides such questions as are within the powers of its officers to decide, and forwards the rest to the Supervising Board for disposal. Questions of hours and general wages are expressly excluded from the Committee's consideration.

The workmen elect their representatives by giving their votes informally to a Social Service League worker.

The Committees have held a number of meetings and decided some questions relating to medical aid, water supply, housing, the mode of

payment of wages and the like, and formulated others for decision by the Supervising Board, which is composed of two members from the agents, three from the Social Service League, three from the Servants of India Society and 26 presidents of the Mills' Co-operative Societies.

###### *Messrs. Tata Sons*

A Works Committee was formed in each of Messrs. Tata Sons' mills about a year ago, containing members elected by the men and members elected by the jobbers, in each department or group of departments, and the mills' officers. The election is conducted informally by a member of the Tata Sons' Workmen's Institute.

Questions of wages and questions affecting labour as a whole are excluded from discussion.

A number of meetings have been held and many petty grievances rectified, but the men are still liable to strike without notice and without formulating their grievances through the Works Committee. So far however the experience has been encouraging.

There appear to be no other Works Committees existing in Bombay at the moment, except one recently started in the Port Trust Railway.

#### APPENDIX C

Mr. Natvarlal G. Majmudar, manager of the Sholapur Spinning and Manufacturing Company, Limited, suggests an Employee Co-partners' Association for every mill. He thinks this, in combination with Works Committees, would go a long way towards making the relation of employers and employees satisfactory.

Under his scheme, a proportion of between 10 and 25 per cent. of the capital of the factory would be held in co-partnership certificates of small value, available only to an Employee Co-partnership Association and a fixed proportion of these would be assigned to each department, any undistributed profits being retained by the department to which the certificates are assigned for its welfare work. Each employee after 5 years' service would be entitled to hold certificates up to a certain maximum according to his salary and length of service. On his reaching the required seniority he would pass a promissory note to the value of the certificates he required and the cost would be recovered by easy instalments from his pay. A fixed payment of, say, 5 or 6 per cent. interest in addition to any share in the profits, should be made on the certificates. On the employee ceasing to be employed by the mill, the shares should revert to the Association at par.

The employees would thus become participating preference shareholders. Mr. Natvarlal points out that an employee who does long service in a factory stands to lose more than an ordinary shareholder, who risks the amount of capital he puts in and no more.

#### APPENDIX D

##### EDUCATION OF THE OPERATIVES

*(Embodying a memo on their cultural education by Mr. G. K. Devadhar)*

The City of Bombay Primary Education Act XV of 1920 enables Government to declare by notification primary education compulsory within the City generally or in any ward or part of a ward, on the local authority showing that it has made the necessary provision of school accommodation and the like. The scheme approved by the Municipality contemplates an increasing voluntary attendance at the schools, till in 1927 80 per cent. of the boys and 60 per cent. of the girls of school-going age regularly attend school, when compulsion will be applied to the whole City. The Schools Committee, however, last December recommended a fresh scheme, proposing to introduce compulsory education ward by ward, completing the scheme by the beginning of 1925.

The operatives' education should not stop short at mere literacy, but should aim at making them both efficient and intelligent workmen and reasonable and public spirited citizens. A workman is not efficient until he has a sufficiently wide outlook, to appreciate the difficulties of his industry and interest himself in its well-being, as well as to understand the technicalities of his employment and of the machinery which he uses.

The operatives to-day are not only illiterate, but devoid of general and technical knowledge. Their interest is therefore confined to the pay roll instead of extending to the wider factors, which make for the advantage or disadvantage of the whole industry, the force of competition, new methods and new inventions. To this wider culture mere literacy only unlocks the door.



To reach this end, we require besides the primary education of children—

- (1) Continuation classes,
- (2) Free libraries and reading rooms,
- (3) Lectures, with cinematograph, etc.,
- (4) Excursions,
- (5) Technical education.

The lectures and continuation classes should embrace such subjects as education, sanitation, co-operation, household economy, sobriety and the conditions of the industry, and be alternated with singing, dramatic performances, cinema and magic lantern shows and social gatherings. The technical education must be systematic and might lead up to lectures by experts and foreign workers in the same industry. This is perhaps a counsel of perfection but can be put into effect gradually and will do a great deal towards giving the workmen greater efficiency and wider culture.

## WELFARE WORK IN THE UNITED KINGDOM

### PROGRESS IN 1920

In the United Kingdom the movement towards bettering the conditions of personal welfare for the industrial worker made considerable progress in the year 1920. In the earlier part of the year when trade was active various schemes for improvement were drawn up, but towards the end of the year the depression in trade arrested their progress, especially in regard to the expense and the structural alterations involved by them. Still, the interest of employers in the provision of welfare has not diminished as is evident from the arrangements made in the plans for new factory buildings. Certain associations of employers have appointed Welfare Supervisors for their various works in Selkirk and Lancashire. The steady work carried on by Welfare Supervisors and Managers in individual factories, and the activities of the workers, individually and through Works Committees, promise the general standardisation of welfare conditions at no distant date.

Miss A. M. Anderson, C.B.E. (H. M. Principal Lady Inspector of Factories) in the course of an article on "Welfare in Factories and Workshops" (from which our facts are mostly taken)—contributed to the Annual Factory Report of the Chief Inspector of Factories and Workshops for the year 1920—says that the chief difficulty lies with the smaller firms who carry on in old and unsuitable premises. The occupiers of these small factories are only

tenants and any structural improvement in them is impossible, owing to the rise in the cost of material, and labour and the indifference of the owners of the properties.

#### WORKS COMMITTEES AND SUPERVISORS

Works Committees are a fundamental beginning in the development of Industrial welfare. The Inspectors bear testimony to the increased "good feeling engendered by welfare work". Thus, in a film factory the workers through their Works Committee, managed the whole welfare and safety scheme including the running of a canteen, a theatre and a fire brigade. Further, reports from all over the country testify to the increase in number and the beneficial effects of Works Committees. Inspectors have greatly encouraged them, recognising their value especially in regard to accident prevention and improved hygiene. In some cases the firms encourage the Committees to develop their own welfare schemes. One report describes a system of a Women's Works Committee in a factory employing 4,000 workers, of whom about a fourth are women. The chairman and secretaries who form the Central Women's Works Committee of ten, are consulted by the General Manager as to alterations in methods of work or wages and welfare plans. "In important matters, such as rates of wages, the General Manager sees the officials of both the women's and the men's Central Committee for full discussion. Recently it was left to the women's Works Committee to decide the policy and organise their own scheme for the few departments where there was question between short time and dismissal of a certain number of women; unanimsously they voted for 'weeks about and no dismissals.'" The vitality of "welfare work" may best be seen in the many-sided experiments conducted according to the circumstances and needs of each work. The appointments of welfare supervisors are daily increasing and it is found that firms who introduced them for women in metal works are reluctant to part with them. Their presence is recently reported in the glass-works, cutlery, electro-plate works, oil and seed-mills, woollen, worsted, hosiery, silk and other textile factories. The appointment





of supervisors has not made much progress in Ireland. In a large number of factories lady doctors and nurses are appointed to supervise the health of the female operatives. In this connexion it may be mentioned that annual conferences are convened by the Home Office to review welfare work in general.

#### MESSROOMS AND CANTEENS

The movement for providing suitable messrooms and canteens is making steady progress. The reports from Inspectors mention admirable examples of such rooms with attractive outdoor arrangements and fountains. Here again the initiative is taken in some cases by employers, and in others from the Works Committees, or both. If they are kept clean and comfortable they are well patronised. "The difficulty sometimes is not so much the provision of a messroom as recognition of it as part of the factory that shall be kept clean." The larger factories in Liverpool and the bleaching and textile industries at Belfast possess some of the best equipped messrooms and canteens. Messrooms and canteens arising out of outside voluntary effort are reported in Birmingham, Leicester and Letchworth. Joint canteens for several factories have also been started during the year.

#### PROVISION OF SEATS

It is found that much prejudice yet remains to be overcome in the provision of sitting facilities for the prevention of fatigue and the conservation of energy. The results of fresh study of the efficiency value of access to seats point towards increasing such facilities. While some employers are opposed to the provision of seats even for occasional use during working spells on the ground of their interference with discipline, others are giving careful attention to the provision of suitable adjustable seats for their workers. The Home Office has circulated a useful pamphlet on "Seats in Factories and Workshops" which encourages a new outlook. "On the whole the plea of conservation of human energy through access to seats and the stimulus obtainable through change of posture, begin to be the strongest arguments in favour of seats. In the past, however, we have known

of accidents that were even fatal through the tendency of a tired girl to rest on some accessible part of a power-driven machine, just as we have known of overstrain and debility caused by very long hours of standing at work. Mr. Harding refers to an accident in a large Bristol factory which was indirectly attributable to the absence of seats that could be used by workers in intervals between operations. "A girl was sitting on the fixed framework of a machine, waiting for work, when she was caught by a conveyor belt alongside. No seats were provided in this work-room until after the accident."

#### PROTECTIVE CLOTHING AND WASHING CONVENIENCES

The Home Office pamphlet, on this subject, the valuable advice of the Inspectors and the methodical work of Welfare Supervisors—all have contributed to the satisfactory compliance with the welfare orders in this respect. A large number of Inspectors lay stress upon the value of providing washing conveniences in the interests of both health and general welfare. "Probably all would agree that access to washing conveniences is almost as important as access to pure drinking water and good means of preparing and taking food, amongst the indispensable means of industrial health and welfare. If there were indeed adequate recognition amongst employers and employees of the welfare and health-promoting qualities of proper cleanliness, there would not be so many comments from Inspectors on the lack of suitable provision on the one hand, or of the lack of good use on the other in particular cases. 'It is surely not too much to ask that every worker should have reasonable opportunities for becoming clean and presentable at meal-times and when work is finished for the day... once convince the worker that his health and comfort may be menaced by a disregard of dirt, that personal appearance counts for something, and that use of soap and water brings solid advantages, the difficulty will disappear.'"



#### VOLUNTARY WELFARE IN SPECIFIC INDUSTRIES

The pottery trade with its many special features is foremost among the industries that are voluntarily acting up to the provisions of welfare. "As a result of negotiations with the Manufacturers' Federation, several useful provisions were adopted voluntarily, e.g., messroom accommodation for all workers residing more than two-thirds of a mile away; washing facilities for all workers for whom messroom accommodation is provided, supply of seats for women and young persons, where desired; hook or peg for each person to hang clothes upon."

The employers in Scotland were found to be generally in favour of the proposed Welfare provisions for textile industries.

#### FACTORY LEGISLATION IN JAPAN

##### THE WASHINGTON CONFERENCE

In the "Labour Gazette" for December a reference was made to the Draft Conventions of the first International Labour Conference (which met in Washington) in so far as these affected India and Japan. It will be remembered that the new Factory Act for India, published in the "Labour Gazette" for March, comes into force on 1st July 1922. In its Official Bulletin for March (Vol. V, No. 9 of 1st March 1922) the International Labour Office has published the following information regarding Japan.

##### JAPANESE LEGISLATION

"The Draft Conventions are still under consideration by the Privy Council, but preparations for their application have been completed by the Department of Agriculture and Commerce. Should the Council decide in favour of ratification, the provisions of the Draft Conventions are to apply as from 1st July 1922. If the decision is so delayed as to prevent the enactment of legislation during the present session of Parliament, an Emergency Imperial Ordinance will be issued, embodying all the necessary provisions. In the event of an early decision to ratify, the Government

will introduce the Industrial Labour Bill, which is the result of combining Bills for the amendment of the Factory and Mining Acts and a Bill for the protection of women workers before and after childbirth. The principal changes which this Bill will make in the existing Factory Act are as follows:

1. The present Act limits hours of work to 12 in the day for women and for boys under fifteen years of age. The Bill lays down a maximum of 8½ hours in the day and 57 hours in the week for all adults, except in the silk-spinning industry, and to 8 hours in the day and 48 in the week for young persons and those engaged in underground work. These provisions are in accordance with Article 9 of the Draft Convention concerning hours of work, which allows special conditions and modifications for Japan.

2. The present Act prohibits the night work of women and of children under twelve years of age; the Bill applies to women and children under sixteen. Article 5 of the Draft Convention concerning the night work of young persons makes sixteen the minimum age for Japan after 1st July 1925.

3. The present Act prohibits the employment of children under twelve years of age; this age limit is to be raised to fourteen.

4. The present Act provides for two rest-days a month for women and for children under twelve years of age; the Bill provides for a weekly rest-day for all workers. Effect will thus be given to the Geneva Draft Convention concerning the application of the weekly rest in industrial undertakings.

A clause has been recently inserted concerning the employment of women before and after childbirth.

It is reported that even if the Privy Council decides against the ratification of the Draft Conventions, the Department of Agriculture and Commerce will introduce Bills to amend those provisions of the Factory and Mining Acts which relate to hours of work, minimum age and night work and to make the changes necessitated by the proposed introduction of the social insurance system."



### THE CANADIAN INDUSTRIAL DISPUTES INVESTIGATION ACT

The Report on the Department of the Deputy Minister for 1920 contains a discussion on the Industrial Disputes Investigation Act, 1907. From the passing of the Act to 31st March 1920 there were 446 applications under the Act and 333 Boards were granted. The number of disputes where a strike was not averted (or ended) was 27 only. The main provisions of the Act are:—

(1) that any dispute arising in connexion with the class of industries named, that is, mining, railways, or public service utility, shall be submitted to a Board of Conciliation and Investigation, with a view to arriving at a settlement before a strike or lock-out can be legally brought about;

(2) at least thirty days' notice of an intended change affecting conditions of employment with respect to wages or hours shall be given and pending the decision of the Board a lock-out or strike will not take place.

Mr. Acland shows the inapplicability of the machinery of the Statute to disputes of certain classes, particularly differences in which the employer is a province or municipality, or a body created or controlled by a province or municipality. "Where the application had reached the Department from municipal employees, the municipality had sometimes protested against the establishment of a board but had not pressed the protest. As time passed the municipalities became more inclined to challenge the jurisdiction of the Minister, and on a careful examination of the situation some doubt was felt if the Minister had authority to establish a Board of Conciliation in the case of disputes affecting municipal workers, save, of course, by consent of both parties. In several cases the municipality positively refused acquiescence and no board was established; it should be added that here and there a municipality which had in a former dispute refused concurrence with the employees in referring a dispute to a Conciliation Board under the terms of the Industrial Disputes Investigation Act, became in turn a suppliant for a Board of Conciliation and Investigation and

the employees, following the example of the municipality, refused concurrence."

Lord Askwith in a report to the Board of Trade on the working of this Act (C D 6603) asks "what is the real value of the Act, and can any points in the Act be suitably adapted to this country? Is the restriction upon the right of proclaiming a lock-out or strike so much of the essence of the Act as to make the Act of no effect if such restrictions were not compulsory? And do the penalties which are proposed to be enforced for breach of the restrictions of the Act add to its value? In my opinion the real value of the Act does not lie in either of these propositions, and certainly not in the second. The pith of the Act lies in permitting the parties and the public to obtain full knowledge of the real cause of the dispute, and in causing suggestions to be made as impartially as possible on the basis of such knowledge for dealing with the existing difficulties, whether a strike or lock-out has commenced or not. This action on behalf of the public allows an element of calm judgment to be introduced into the dispute which at the time the parties may be unable to exercise. It is claimed, and the claim is backed up by statistics, that the restrictions upon a strike or lock-out prior to such a judgment have been of great assistance in causing a calm discussion or investigation at an early date."

On the Conciliation work of the Department Mr. Acland makes the following remarks: "In the early years of this branch of departmental work there was a disposition on the part of the parties concerned in a dispute to resent any approach on the part of the department as an intrusion or interference. This feeling is now rarely manifested, and on the contrary the department is not always able to meet the demands of employers or workmen to send its officers personally to assist in the task of smoothing away difficulties which have arisen. Every effort possible is, however, made to render assistance in a serious dispute. It is but fair to those officers of the department specially concerned in these duties to remark that their best work is frequently accomplished in connexion with matters which become little known to the general public."

### CONCILIATION AND ARBITRATION IN NEW ZEALAND

#### AMENDMENT BILL

A Bill to amend the Industrial Conciliation and Arbitration Act was introduced in the House of Representatives on the 18th October 1921. The amendment to the principal Act refers to the Court of Arbitration. It designs to obviate the difficulty arising out of the resignation of one member, his re-election and his refusal to take his seat after re-election. The amendment consists of three clauses; one of them adds a sub-clause to Section 66 of the principal Act. Section 66 of the principal Act (Industrial, Conciliation and Arbitration Act, No. 82 of 1908) is as follows:—

#### COURT OF ARBITRATION

"(1) *Appointment of nominated members.*—Of the two nominated members of the Court one shall be appointed on the recommendation of the industrial unions of employers, and one on the recommendation of the industrial unions of workers. (1905, No. 32, Sec. 65. 1906, No. 40 Sec. 7.)

(2) *Procedure for appointment of nominated members.*—For the purposes of the appointment of the nominated members of the Court (other than the Judge) the following provisions shall apply:—(1905, No. 32, Sec. 66. 1906, No. 40, Sec. 6.)

(a) Each industrial union may, within one month after being requested so to do by the Governor, recommend to the Governor the names of two persons, one to be the nominated member and one to be the acting nominated member of the Court, and from the names so recommended the Government shall select four persons as follows:—

One from the persons recommended by the unions of employers and one from the persons recommended by the unions of workers, and shall appoint them to be nominated members of the Court; and

One from the persons recommended by the unions of employers and one from the persons recommended by the unions of workers, and appoint them to be acting nominated members of the Court.

(b) The recommendation shall in each case be made in the name and under the seal of the union, by the committee of management or other governing authority thereof, however designated.

(c) If either of the divisions of unions fails or neglects to duly make any recommendation within the aforesaid period, the Governor shall, as soon thereafter as may be convenient, appoint a fit person to be a nominated member or an acting nominated member of the Court, as the case may be; and such person shall be deemed to be appointed on the recommendation of the said division of unions.

(d) As soon as practicable after the nominated members and acting nominated members of the Court have been appointed their appointment shall be notified in the *Gazette*, and such notification shall be final and conclusive for all purposes.

(3) *Term of office.*—Every nominated member or acting nominated member of the Court shall hold office for three years from the date of the gazetting of his appointment or until the appointment of his successor, and shall be eligible for reappointment." (1905, No. 32, Sec. 67.)

Section 29 of the Industrial Conciliation and Arbitration Amendment Act No. 239 of 1908 enacts as follows:—

(1) *Appointment of Conciliation Commissioners.*—(1) "The Governor may from time to time appoint such persons as he thinks fit (not exceed-

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ing four in number) as Conciliation Commissioners (hereinafter referred to as Commissioners) to exercise the powers and jurisdiction hereinafter set forth.

(2) Every Commissioner shall be appointed for a period of three years, but may be reappointed from time to time, and may at any time be removed from office by the Governor.

(3) Every Commissioner shall exercise his jurisdiction within such industrial district or districts as may be from time to time assigned to him by the Governor by Order in Council.

(4) Every Commissioner shall receive such salary or other remuneration as is from time to time appropriated by Parliament for that purpose.

(5) If on or before the expiry of the term of office of any Commissioner he is reappointed to that office, all proceedings pending before him or before any Council of Conciliation of which he is a member may be continued and completed as if he had held office continuously.

(6) If from any cause any Commissioner is unable to act, the Governor may appoint some other person to act in his stead during the continuance of such inability, and while so acting the person so appointed shall have all the powers and jurisdiction of the Commissioner in whose stead he is acting.

(7) If any Commissioner dies or resigns his office, or is removed from office, or if his term of office expires without reappointment, all proceedings then pending before him or before any Council of Conciliation of which he is a member may be continued before his successor or before the said Council as the case may be, and for this purpose his successor shall be deemed to be a member of that Council, and all the powers and jurisdiction vested in the first mentioned Commissioner as a member of that Council shall vest in his successor accordingly.

(8) Where in any case no Commissioner is immediately available to deal with any dispute which has arisen, the Governor may appoint some person to act as a Commissioner for the purpose of dealing with such dispute, and while so acting the person so appointed shall have all the powers and jurisdiction of a Commissioner, and any Commissioner so appointed shall be paid such fees as may be fixed by regulation.

(9) No appointment made in pursuance or intended pursuance of sub-section five or sub-section seven of this section shall in any Court or in any proceedings be questioned or invalidated on the ground that due occasion for the appointment has not arisen or has ceased."

According to the present Amendment Bill the sub-clause added to Section 66 of the principal Act is as follows:—

"The Governor-General may request industrial unions to recommend persons to be nominated members or acting nominated members of the Court whenever he thinks fit, notwithstanding that there may at the time of such request be no vacancy, but no appointment shall be made unless and until a casual vacancy has occurred or the term of the office of any nominated member or acting nominated member has expired."

#### ACTING NOMINATED MEMBER

The present Amendment Bill provides for the conditions in which the acting nominated member may be called upon to act. The provisions as existing in the principal Act are those in Sections 67, 68, and 69. They are as follows:—

*Section 67: Existing Court and members.*—"With respect to the Court constituted under the enactments mentioned in the Schedule hereto,





and subsisting on the coming into operation of this Act, and with respect also to the members thereof then in office, the following provisions shall apply:—

(a) It shall be deemed to be the Court under this Act:

(b) The Judge thereof shall be deemed to be the Judge of the Court under this Act:

(c) The other members and the acting members thereof shall be deemed to be the nominated members and acting nominated members thereof under this Act, and shall so continue until the expiry of the term of their appointment or until the appointment of their successors under this Act, and shall be eligible for reappointment under this Act.

Section 68.—(1) *When acting member to act.*—If at any time either of the nominated members of the Court is unable by reason of illness or other cause to attend any sitting of the Court on the day fixed for the same, and it is likely that he will be unable to attend any sitting of the Court within seven days after the day so fixed, he may notify the Clerk thereof.

(2) If at any time the Clerk (whether or not he has been so notified) is satisfied that any such member is by reason of illness or other cause unable to attend any sitting of the Court on the day fixed for the same, and it is likely that he will be unable to attend for seven days after the day so fixed, he shall notify the fact to the Judge, who shall thereupon summon the acting nominated member appointed as aforesaid on the recommendation of the industrial unions of employers or of workers, as the case may be, to attend the sittings of the Court, and to act as a nominated member of the Court during the absence of the nominated member who is unable to attend; and while so acting he shall have and may exercise all the powers, functions, and privileges of the nominated member for whom he is acting.

(3) On receipt by the Clerk of a notice in writing, signed by the nominated member of the Court, that he is able to resume the duties of his office, the acting nominated member shall cease to act as aforesaid:

Provided that if he is then employed upon the hearing of a case he shall complete such hearing before so ceasing to act.

(4) The absence of the nominated member of the Court while the acting nominated member is so acting shall not be deemed to have created a casual vacancy under section seventy-one hereof.

Section 69.—(1) *Acting member to act when permanent member a party to dispute.*—In any case where the permanent nominated member is himself a party to the dispute or proceedings, and is consequently unable to act as member, the acting nominated member may attend and act; and the provisions of the last preceding section shall, *mutatis mutandis*, apply.

(2) If in any such case as last aforesaid there is no duly appointed acting nominated member who can attend and act, the Governor may, on the recommendation of the Judge, appoint a fit person to attend and act for the purpose of hearing and determining the dispute or proceedings to which the permanent nominated member is a party, and the person so appointed shall be deemed to be an acting nominated member for the purpose aforesaid.

The following provisions are made by the present Amendment Bill:—

(1) "If at any time a vacancy exists in the office of the nominated member of the Court, or if any nominated member is not present at any sitting of the Court, the Judge may summon the acting nominated member appointed on the recommendation of the industrial unions of employers or of workers, as the case may be, to attend the sittings of the Court, and to act as nominated member during such time as there is no nominated member present appointed on the recommendation of such unions. While so acting the acting nominated member shall have, and may exercise, all the powers, functions and privileges, and shall perform all the duties of the nominated member for whom he is acting.

(2) If at any time when an acting nominated member is required to attend the sittings of the Court a vacancy exists in the office of such acting nominated member or the acting nominated member is not present at any such meeting the Governor General may on the recommendation of the Judge appoint such other person to be temporary nominated member as in his opinion will effectively represent the industrial unions of employers or of workers as the case may be.

(3) The Judge may thereupon summon such temporary-nominated member to attend the sittings of the Court and to act as nominated member during such time as there is present no nominated member or acting nominated member appointed on the recommendation of the industrial unions of employers or of workers, as the case may be, and while so acting the temporary nominated member shall have and may exercise all the powers, functions and privileges, and shall perform all the duties of the nominated member for whom he is acting.

(4) When the nominated member or acting nominated member, as the case may be, is again present at the sittings of the Court, the acting nominated member or the temporary nominated member, as the case may be, shall cease to act, provided that if such acting nominated member is then engaged on the hearing of a case the Judge may require him to complete such hearing before ceasing to act.

### REMUNERATION OF MEMBERS

Section 74 of the principal Act provides as follows:—

(1) *Remuneration of members of the Court.*—"There shall be paid to each nominated member of the Court the annual sum of five hundred pounds, in addition to such travelling expenses as are prescribed by regulations, (1906, No. 40, Sec. 3.)

(2) *Act a permanent appropriation of salaries.*—This act shall be deemed to be a permanent appropriation of the salaries of the nominated members of the Court."

The present Amendment Bill enacts as follows:—

(5) "When any acting nominated member or temporary nominated member is acting as nominated member he shall be paid a salary for the time during which he is so acting, at the rate provided for the nominated member.

(6) During the absence of any nominated member he may be paid such rate of salary (if any) as the Minister thinks fit, not exceeding in any case the rate fixed by the principal Act."

### POWER OF REMOVAL

Section 71 of the principal Act prescribes the conditions of removal of a nominated member who is disqualified, as follows:—

*Power of removal by Governor.*—"The Governor shall remove any nominated member or acting nominated member of the Court from office who becomes disqualified or incapable under section one hundred and five thereof, or is proved to be guilty of inciting any industrial union or employer to commit any breach of an industrial agreement or award, or is absent from four consecutive sittings of the Court; and every vacancy thereby caused shall be deemed to be a casual vacancy."

The present Amendment Bill adds the words "without the consent of the Judge" to the reasons for absence from four consecutive sittings of the Court.

The Amendment Bill was finally passed on the 2nd November 1921, with the addition of the two following sub-clauses to clause 7 regarding the validity of sittings, introduced by the Labour Bills Committee. They are as follows:—

(a) Whether the Court at any sitting thereof is duly constituted as required by the provisions of the principal Act, amended by the Act, or has been duly convened for such sitting, are matters to be determined by the Judge, whose decision shall be final and conclusive in this Court or in any other Court.

(b) The fact that a sitting of the Court has been held shall be conclusive evidence that the Court was duly constituted and duly convened for that sitting."

### Wholesale Market Prices in Bombay (Foods)

Article.	Grade.	Rate per	July 1914.	March 1921.	February 1922.	March 1922.
			Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
<i>Cereals—</i>						
Rice	.. Rangoon Small-mill	.. Md.	4 11 3	5 5 9	5 13 4	6 8 9
Wheat	.. Delhi No. 1	.. Cwt.	5 9 6	9 3 0	10 8 0	9 12 0
Do.	.. Khandwa Seoni	.. Candy	45 0 0	62 8 0	100 0 0	105 0 0
Do.	.. Jubbulpore	.. "	40 0 0	64 8 0	85 0 0	80 0 0
Jowari	.. Rangoon	.. Md.	3 2 6	5 4 8	5 4 8	4 12 2
Barley	.. "	.. "	3 4 6	5 1 3	4 12 2	4 12 2
Bajri	.. Ghati	.. "	3 4 6	6 5 7	6 5 7	6 5 7
<i>Pulses—</i>						
Gram	.. Punjab yellow (2nd sort)	.. "	4 3 9	5 14 10	6 15 9	6 14 1
Turdal	.. Cawnpore	.. "	5 10 5	7 13 0	9 9 10	9 9 10
<i>Sugar—</i>						
Sugar	.. Mauritius No. 1	.. Cwt.	9 3 0	41 2 0	20 6 0	22 8 0
Do.	.. Java white	.. "	10 3 0	40 8 0	20 10 0	24 0 0
Raw (Gul)	.. Sangli	.. Md.	7 14 3	13 5 4	14 11 1	14 15 5
<i>Other food—</i>						
Turmeric	.. Rajapuri	.. "	5 9 '3	8 13 6	16 5 3	16 9 7
Ghee	.. Deshi	.. "	45 11 5	74 4 7	88 9 2	91 6 10
Salt	.. Bombay (black)	.. "	1 7 6	1 14 0	2 2 0	3 5 0

### Expressed as percentages of July 1914

Prices in July 1914 = 100

<i>Cereals—</i>						
Rice	.. Rangoon Small-mill	.. "	100	114	124	139
Wheat	.. Delhi No. 1	.. "	100	164	188	174
Do.	.. Khandwa Seoni	.. "	100	139	222	233
Do.	.. Jubbulpore	.. "	100	161	213	200
Jowari	.. Rangoon	.. "	100	168	168	151
Barley	.. "	.. "	100	155	145	145
Bajri	.. Ghati	.. "	100	193	194	194
Average—Cereals	.. "	.. "	100	156	179	177
<i>Pulses—</i>						
Gram	.. Punjab yellow (2nd sort)	.. "	100	140	165	162
Turdal	.. Cawnpore	.. "	100	138	170	170
Average—Pulses	.. "	.. "	100	139	168	166
<i>Sugar—</i>						
Sugar	.. Mauritius No. 1	.. "	100	448	222	245
Do.	.. Java white	.. "	100	398	202	236
Raw (Gul)	.. Sangli	.. "	100	169	186	190
Average—Sugar	.. "	.. "	100	338	203	224
<i>Other food—</i>						
Turmeric	.. Rajapuri	.. "	100	159	293	298
Ghee	.. Deshi	.. "	100	163	194	200
Salt	.. Bombay (black)	.. "	100	128	145	226
Average—Other food	.. "	.. "	100	150	211	241
Average—All food	.. "	.. "	100	189	189	198



Wholesale Market Prices in Bombay (Non-foods)

Article.	Grade.	Rate per	July 1914.	March 1921.	February 1922.	March 1922.
			Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
Oil seeds—		Cwt.	8 14 6	13 2 0	14 0 0	
.. Linseed	.. Bold	..	8 0 0	9 12 0	10 0 0	13 8 0
.. Rapeseed	.. Cawnpore (brown)	..	10 14 0	12 12 0	14 8 0	11 0 0
.. Poppyseed	.. Do.	..	11 4 0	14 12 0	14 6 0	14 0 0
.. Gingily	.. White	..				15 10 0
Textiles—Cotton—		Candy	251 0 0	262 0 0		
(a) Cotton—raw	.. Good	..	222 0 0	247 0 0	353 0 0	
.. Broach	.. Fully good	..	230 0 0			380 0 0
.. Omra	.. Saw-ginned	..	205 0 0	215 0 0		
.. Dharwar	.. Machine ginned	..	198 0 0	220 0 0	300 0 0	
.. Khandesh	.. Do.	..				349 0 0
(b) Cotton manufactures—		Lb.	0 12 9	1 11 0	1 9 0	
.. Twist	.. 40S	.. Piece	5 15 0	15 4 0	14 8 0	1 9 6
.. Grey shirtings	.. Fari 2,000	..	4 3 0	11 12 0	11 4 0	15 0 6
.. White mills	.. 6,600	..	10 6 0	32 4 0	27 8 0	11 4 0
.. Shirtings	.. Liepman's 1,500	..	0 9 6	1 7 0	1 8 0	27 0 0
.. Long cloth	.. Local made 36" x 37½ yds.	..	0 9 6	1 6 0	1 6 6	1 10 0
.. Chudders	.. 54" x 6 yds.	..				1 7 6

Expressed as percentages of July 1914

Prices in July 1914 = 100

Oil seeds—			100	147	157	
.. Linseed	.. Bold	..	100	122	125	152
.. Rapeseed	.. Cawnpore (brown)	..	100	117	133	138
.. Poppyseed	.. Do.	..	100	131	128	129
.. Gingily	.. White	..				139
Average—Oilseeds			100	129	136	140
Textiles—Cotton—						
(a) Cotton—raw	.. Good	..	100	104		
.. Broach	.. Fully good	..	100	111	159	171
.. Omra	.. Saw-ginned	..	100			
.. Dharwar	.. Machine ginned	..	100	105		
.. Khandesh	.. Do.	..	100	111	152	176
Average—Cotton—raw			100	108	156	174
(b) Cotton manufactures—						
.. Twist	.. 40S	..	100	212	196	200
.. Grey shirtings	.. Fari 2,000	..	100	257	244	253
.. White mills	.. 6,600	..	100	281	269	269
.. Shirtings	.. Liepman's 1,500	..	100	311	265	280
.. Long cloth	.. Local made 36" x 37½ yds.	..	100	242	253	274
.. Chudders	.. 54" x 6 yds.	..	100	232	237	247
Average—Cotton manufactures			100	256	244	251
Average—Textiles—Cotton			100	197	222	231

Wholesale Market Prices in Bombay (Non-foods)—continued

Article.	Grade.	Rate per	July 1914.	March 1921.	February 1922.	March 1922.
			Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
Other textiles—	.. Canton No. 5	.. Pucca seer				
.. Silk	.. Nankin	..	5 4 0	10 3 0		
.. Do.	..	..	17 12 0	23 8 0	30 8 0	30 8 0
Hides and Skins—	.. Tanned	.. Lb.	1 2 6	1 14 6	1 15 4	1 12 2
.. Hides, Cow	.. Do.	..	1 1 3	0 14 2	1 1 5	1 4 3
.. Do. Buffalo	.. Do.	..	1 4 0	2 9 7	2 2 8	2 14 9
.. Skins, Goat	..	..				
Metals—		Cwt.				
.. Copper brazier	..	..	60 8 0	95 0 0	83 0 0	87 0 0
.. Iron bars	..	..	4 0 0	15 0 0	11 0 0	11 0 0
.. Steel hoops	..	..	7 12 0	17 8 0	17 0 0	16 8 0
.. Galvanized sheets	..	..	9 0 0	25 0 0	16 0 0	16 0 0
.. Tin plates	..	.. Box	8 12 0	17 0 0	13 0 0	13 0 0
Other raw and manufactured articles—	.. Bengal	.. Ton	14 12 0	36 0 0	33 8 0	31 0 0
.. Coal	.. Elephant brand	.. 2 Tons	4 6 0	8 7 0	8 3 0	7 10 0
.. Kerosene	.. Chester brand	.. Case	5 2 0	10 12 0	10 12 0	10 7 0
.. Do.	..	..				

Expressed as percentages of July 1914  
Prices in July 1914 = 100

Other textiles—	.. Canton No. 5	..	100	194	105	105
.. Silk	.. Nankin	..	100	132	172	172
.. Do.	..	..				
Average—Other textiles			100	163	139	139
Hides and Skins—	.. Tanned	..	100	165	169	152
.. Hides, Cow	.. Do.	..	100	82	101	117
.. Do. Buffalo	.. Do.	..	100	208	173	234
.. Skins, Goat	..	..				
Average—Hides and Skins			100	152	148	168
Metals—						
.. Copper brazier	..	..	100	157	137	144
.. Iron bars	..	..	100	375	275	275
.. Steel hoops	..	..	100	226	219	213
.. Galvanized sheets	..	..	100	278	178	178
.. Tin plates	..	..	100	194	149	149
Average—Metals			100	246	192	192
Other raw and manufactured articles—	.. Bengal	..	100	244	227	210
.. Coal	.. Elephant brand	..	100	193	187	174
.. Kerosene	.. Chester brand	..	100	210	210	204
.. Do.	..	..				
Average—Other raw and manufactured articles			100	216	206	196
Total—Food			100	189	189	198
Total—Non-food			100	190	185	189
General Average			100	190	186	192



## Wholesale Market Prices in Karachi (Foods)

Article.	Grade.	Rate per	July 1914.	March 1921.	February 1922.	March 1922.
			Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
Cereals—						
Rice	Larkana No. 3	Candy	39 0 0	59 0 0	60 0 0	65 0 0
Wheat, white	5 % barley 3 % dirt.	"	31 8 0	51 8 0	77 0 0	77 0 0
" red	30 % red. 5 % barley 3 % dirt.	"	31 4 0	51 0 0	76 8 0	76 8 0
" white	92 % red. 2 % barley 1 1/2 % dirt.	"	32 8 0	53 0 0	79 5 0	79 5 0
" red	2 % barley 1 1/2 % dirt.	"	32 4 0	52 8 0	78 13 0	78 13 0
Jowari	2 % barley 1 1/2 % dirt.	"	25 8 0	43 0 0	43 0 0	43 0 0
Barley	Export Quality 3 % dirt	"	26 8 0	36 0 0	48 0 0	40 0 0
Pulses—						
Gram	1 % dirt	"	29 8 0	49 0 0	58 0 0	57 0 0
Sugar—						
Sugar	Java, white	Cwt.	9 2 0	39 4 0	21 2 0	22 8 0
Do.	" brown	"	8 1 6	"	18 0 0	20 4 0
Other food—						
Salt	Imported	Bengal Maund.	4 7 4	6 3 11	1 14 4	2 6 8

Expressed as percentages of July 1914  
Prices in July 1914 = 100

Cereals—					
Rice	Larkana No. 3		100	151	154
Wheat, white	5 % barley, 3 % dirt		100	163	244
" red	30 % red. 5 % barley, 3 % dirt		100	163	245
" white	92 % red. 2 % barley, 1 1/2 % dirt		100	163	244
" red	2 % barley, 1 1/2 % dirt		100	163	244
Jowari	2 % barley, 1 1/2 % dirt		100	169	169
Barley	Export Quality 3 % dirt		100	136	181
Averages—Cereals			100	158	212
Pulses—					
Gram	1 % dirt		100	166	197
Sugar—					
Sugar	Java, white		100	430	232
"	" brown		100	"	222
Average—Sugar			100	430	227
Other food—					
Salt	Imported		100	430	227
			100	140	43

\*On the assumption that prices of Punjab wheat hitherto quoted were the same as in the preceding month. No quotations for March were available.

## Wholesale Market Prices in Karachi (Non-foods)

Article.	Grade.	Rate per	July 1914.	March 1921.	February 1922.	March 1922.
			Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
Oilseeds—						
Cotton seed	3 % admixture	Maund	2 11 3	4 7 0	4 4 0	4 2 0
Rapeseed	Black, 9 % admixture	Candy	51 0 0	84 12 0	58 0 0	66 0 0
Gingelly	"	"	62 0 0	92 0 0	82 0 0	84 0 0
Textiles—						
Jute bags—	B. Twills	100 bags	38 4 0	37 0 0	42 0 0	44 0 0
Textile-Cotton—						
(a) Cotton, raw	Sind	Maund	20 4 0	15 0 0	35 8 0	36 10 0
(b) Cotton manufactures—						
Drills	Pepperill	Piece	10 3 6	29 4 0	21 12 0	22 12 0
Shirtings	Liepmann's	"	10 2 0	28 0 0	26 0 0	25 8 0
Yarns	40s Grey (Plough)	Lb.	0 12 2	"	"	"
Other Textiles—						
Wool	Kandahar	Maund	28 0 0	19 0 0	24 0 0	24 0 0

Expressed as percentages of July 1914  
Prices in July 1914 = 100

Oilseeds—					
Cotton seed	3 % admixture		100	164	157
Rapeseed	Black, 9 % admixture		100	166	114
Gingelly	"		100	148	132
Average—Oilseeds			100	159	134
Textiles—					
Jute bags	Twills		100	97	110
Textiles—Cotton—					
(a) Cotton, raw	Sind		100	74	175
(b) Cotton manufactures—					
Drills	Pepperill		100	286	213
Shirtings	Liepmann's		100	277	257
Yarns	40s Grey (Plough)		100	"	"
Average—Cotton manufactures			100	281	235
Average—Textiles—Cotton			100	212	215
Other Textiles—Wool			100	68	86



APR., 1922

## Wholesale Market Prices in Karachi (Non-Foods)—continued

Article.	Grade.	Rate per	July 1914.	March 1921.	February 1922.	March 1922.
			Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
Hides—						
Hides, dry	.. Sind	.. Maund	21 4 0	13 0 0	13 8 0	14 0 0
" "	.. Punjab	.. "	21 4 0	13 0 0	13 8 0	14 0 0
Metals—						
Copper Braziers	..	.. Cwt.	60 8 0	92 0 0	83 0 0	83 0 0
Steel Bars	..	.. "	3 14 0	14 0 0	8 4 0	8 8 0
" Plates	..	.. "	4 6 0	16 0 0	11 4 0	11 0 0
Other raw and manufactured articles—						
Coal	.. 1st Class Bengal	.. Ton	16 0 0	41 0 0	37 8 0	35 0 0
Kerosene	.. Chester brand	.. Case	5 2 0	10 10 0	10 10 0	10 1 0
"	.. Elephant	.. 2 Tins	4 7 0	8 5 6	8 1 6	7 8 6

Expressed as percentages of July 1914

Prices in July 1914 = 100

Article.	Grade.	July 1914.	March 1921.	February 1922.	March 1922.
Hides—					
Hides, dry	.. Sind	100	61	64	66
" "	.. Punjab	100	61	64	66
Average—Hides	..	100	61	64	66
Metals—					
Copper Braziers	..	100	152	137	157
Steel Bars	..	100	361	213	219
" Plates	..	100	366	257	252
Average—Metals	..	100	293	202	208
Other raw and manufactured articles—					
Coal	.. 1st Class Bengal	100	256	234	219
Kerosene	.. Chester Brand	100	207	207	196
Do.	.. Elephant	100	188	182	170
Average—Other raw and manufactured articles	..	100	217	208	195
Total—Food	..	100	184	198	201
Total—Non-food	..	100	183	163	162
General Average	..	100	184	177	178

## Wholesale prices index numbers in Bombay by groups from January 1920

Prices in July 1914 = 100

Months.	Cereals.	Pulses.	Sugar.	Other food.	Total food.	Oil-seeds.	Raw cotton.	Cotton manufactures.	Other textiles.	Hides and skins.	Metals.	Other raw and manufactured articles.	Total non-food.	General average.
<b>1920</b>														
January	184	178	323	202	215	210	202	312	153	196	207	200	241	231
April	162	178	329	178	201	173	149	314	270	214	279	191	238	224
May	166	171	397	173	211	179	168	305	175	113	284	204	220	217
June	161	152	420	170	213	173	159	310	178	172	294	198	227	222
July	151	145	452	181	216	171	144	318	179	164	288	208	222	220
August	163	155	456	184	225	173	132	306	183	133	257	209	212	217
September	164	156	470	184	228	189	139	295	186	119	257	209	212	218
October	167	156	385	163	208	178	135	293	186	145	247	216	211	210
November	166	160	312	158	193	164	134	287	184	188	240	202	209	204
December	154	160	255	141	173	148	122	284	181	175	239	204	203	192
<b>1921</b>														
January	158	160	306	146	185	138	120	274	163	148	233	216	195	191
February	159	145	324	149	188	133	110	265	163	172	234	216	193	191
March	156	139	338	150	189	129	108	256	163	152	246	216	190	190
April	173	149	329	164	199	146	112	267	163	169	247	216	198	198
May	173	151	314	162	196	150	115	272	142	166	248	232	200	199
June	184	158	267	169	194	161	126	270	109	141	239	222	205	197
July	186	151	234	185	191	171	137	269	138	156	244	206	203	199
August	216	166	229	181	205	160	137	267	138	160	242	210	202	203
September	212	169	230	174	202	150	217	265	138	180	240	206	211	207
October	192	164	207	180	189	130	169	273	138	182	209	202	199	195
November	196	175	203	190	193	129	170	263	138	163	204	198	192	193
December	188	180	200	185	189	136	198	259	138	136	200	198	191	190
<b>1922</b>														
January	182	175	210	190	188	132	166	258	139	167	199	196	190	190
February	179	168	203	211	189	136	156	244	139	148	192	208	185	186
March	177	166	224	241	198	140	174	251	139	168	192	196	189	192

Note.—The figures of 1921 and 1922 in heavy type indicate the highest peak reached above the peak of 1920 which is also shown in heavy type.

## Retail prices of articles of food in Bombay in July 1914, February and March 1922

The prices quoted are for local weights and measures

Articles.	Grade.	Rate per	Equivalent in tolas.	July 1914.	February 1922.	March 1922.	Increase + or decrease — in March over or below	
				As. p.	As. p.	As. p.	July 1914.	February 1922.
Rice	.. Rangoon Small-mill	.. Paylee	.. 216	5 10	8 0	8 0	+2 2	..
Wheat	.. Punjab Pissi	.. "	.. 212	5 10	10 8	10 4	+4 6	-0 4
Jowari	.. Madraji	.. "	.. 208	4 3	6 8	6 5	+2 2	-0 3
Bajri	.. Ghati	.. "	.. 200	4 7	7 3	7 1	+2 6	-0 2
Gram	.. Punjab red	.. "	.. 208	4 4	9 2	8 11	+4 7	-0 3
Turdal	.. Cawnpore	.. "	.. 204	5 11	10 8	10 7	+4 8	-0 1
Sugar (raw)	.. Sangli, middle quality	.. Seer by weight	.. 28	1 2	2 2	2 2	+1 1	..
Sugar (refined)	.. Java, white	.. "	.. 28	1 1	2 2	2 2	+1 1	..
Tea	.. Ceylon, middle quality	.. Lb. "	.. 39	7 10	9 11	9 11	+2 1	..
Salt	.. Bombay, black	.. Paylee	.. 188	1 9	2 3	5 0	+2 6	..
Beef	.. Crawford Market	.. Lb.	.. 39	2 6	5 0	7 6	+4 6	..
Mutton	.. Average for sheep and goat	.. "	.. 39	3 0	7 6	4 11	+2 2	..
Milk	.. Medium	.. Seer by measure	.. 56	2 9	4 11	12 10	+5 9	+1 4
Ghi	.. Belgaum, Deshi	.. by weight	.. 28	7 1	11 6	0 11	+0 3	-0 1
Potatoes	.. Mettupalayam	.. "	.. 28	0 8	1 0	0 6	+0 3	..
Onions	.. Nasik	.. "	.. 28	0 3	0 6	0 6	+0 3	..
Cocoanut oil	.. Middle quality	.. "	.. 28	3 7	3 4	3 2	-0 5	-0 2



Retail prices of Articles of food in February and March 1922

Articles.	Price per	Bombay.	Karachi.	Ahmedabad.	Sholapur.	Bombay.	Karachi.	Ahmedabad.	Sholapur.
		February 1922.	February 1922.	February 1922.	February 1922.	March 1922.	March 1922.	March 1922.	March 1922.
		Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
Cereals—									
Rice	Maund	7 6 6	10 0 0	9 2 3	6 15 7	7 6 6	10 0 0	8 0 0	6 15 7
Wheat	"	10 1 0	10 3 10	10 0 0	8 7 10	9 13 6	10 3 10	8 14 3	7 9 0
Jowari	"	6 6 5	5 11 5	5 11 5	5 4 11	6 2 6	5 12 8	5 11 5	4 2 4
Bajri	"	7 4 1	6 10 8	7 4 4	5 4 6	7 1 9	6 10 8	7 4 4	5 1 11
Pulses—									
Gram	"	8 12 8	8 14 3	8 14 3	7 5 8	8 9 8	8 11 4	7 8 6	7 5 8
Turdal	"	10 7 4	9 13 6	11 6 10	8 9 3	10 5 8	9 11 2	10 10 8	7 10 9
Other articles of food—									
Sugar (refined)	"	15 12 3	15 14 9	17 12 5	16 13 6	15 12 3	16 10 0	16 13 6	17 12 5
Jagri (gul)	"	16 5 3	16 0 0	16 0 0	14 3 7	16 5 3	16 10 0	13 5 4	16 13 6
Tea	Lb.	0 9 11	0 8 11	0 12 5	0 10 5	0 9 11	0 8 11	0 12 5	0 10 5
Salt	Maund	2 6 11	2 0 0	2 0 0	3 4 6	3 3 7	2 9 3	2 10 8	3 11 11
Beef	Seer	0 10 3	0 10 0	0 10 0	0 6 0	0 10 3	0 10 0	0 8 0	0 6 0
Mutton	"	0 15 5	0 12 0	1 0 0	0 10 0	0 15 5	0 12 0	0 12 0	0 10 0
Milk	Maund	17 9 4	11 6 10	13 5 4	13 5 4	17 9 4	10 0 0	12 4 11	13 5 4
Ghee	"	82 0 10	67 6 0	71 1 9	64 0 0	91 6 10	67 6 0	75 4 8	80 0 0
Potatoes	"	7 2 3	4 2 6	7 4 4	9 6 7	6 11 7	4 4 3	4 7 1	8 0 0
Onions	"	3 9 2	4 2 11	5 0 0	3 15 2	3 7 5	4 9 2	5 0 0	3 5 4
Cocoanut oil	"	24 1 0	30 7 7	35 8 11	26 10 8	22 13 9	30 7 7	32 0 0	26 10 8

Note.—1 lb. = 39 tolas; 1 maund = 82 2/7 lbs.; 1 seer = 2 2/35 lbs.; 80 tolas = 1 seer; 40 seers = 1 Indian maund.

Expressed as percentages of July 1914 Prices (July 1914 = 100)

Articles.	Bombay.	Karachi.	Ahmedabad.	Sholapur.	Bombay.	Karachi.	Ahmedabad.	Sholapur.
Cereals—								
Rice	132	150	148	132	132	150	130	132
Wheat	180	243	212	164	176	243	189	147
Jowari	147	157	150	185	141	159	150	144
Bajri	168	158	154	150	165	158	154	146
Average—cereals	157	177	166	158	155	178	156	142
Pulses—								
Gram	204	233	222	171	200	229	188	171
Turdal	179	148	186	147	177	145	173	131
Average—pulses	192	191	204	159	187	187	181	151
Other articles of food—								
Sugar (refined)	207	219	198	168	207	229	187	178
Jagri (gul)	191	230	180	183	191	239	150	217
Tea	127	129	160	100	127	129	160	100
Salt	114	152	132	148	151	196	177	168
Beef	200	200	167	240	200	200	133	240
Mutton	230	200	267	167	230	200	200	167
Milk	191	257	267	183	191	225	246	183
Ghee	161	158	160	114	180	158	169	142
Potatoes	159	77	191	235	150	79	117	200
Onions	230	230	250	158	223	252	250	133
Cocoanut oil	95	124	178	100	90	124	160	100
Average—other articles of food	173	180	195	163	176	185	177	166
Average—all food articles (unweighted)	171	180	190	161	173	182	173	159

Index Numbers of Wholesale Prices in India and Foreign Countries

Country.	India (Bombay)	United Kingdom.				Canada.	South Africa.	Australia.	New Zealand.	United States of America.		
		(1)	(2)	(3)	(4)					(5)	(6)	(7)
No. of articles.	43	45	44	150	60	272	188	92	140	96	325	88
1913 Average	*	100	100	100	100	100	(b)	(b)	100	100	100	100
1914	100	100	99	..	..	100	100	100	104	..	100	..
1915	..	127	123	..	..	109	111	..	123	..	101	..
1916	..	160	160	..	..	134	123	..	134	..	124	..
1917	..	206	204	..	..	175	147	..	151	..	176	..
1918	237	226	225	..	..	205	166	..	175	..	196	..
1919	222	242	235	..	..	216	187	..	178	..	212	206
1920 March	211	308	310	326	353	258	..	209	..	225	253	248
April	224	313	306	332	353	261	250	217	..	225	265	263
May	217	306	304	333	348	263	..	225	..	216	272	264
June	220	299	292	324	333	256	261	234	219	204	262	250
July	217	298	288	320	325	244	..	236	219	195	250	234
1921 January	191	232	209	251	229	208	206	196	216	134	177	163
February	191	215	192	230	211	199	..	192	210	129	167	154
March	190	208	189	215	203	194	..	181	208	124	162	150
April	198	200	184	209	198	189	170	171	205	117	154	143
May	199	191	182	206	193	182	..	166	201	115	151	142
June	197	183	179	202	187	179	..	162	200	117	148	139
July	199	186	178	198	186	176	155	159	200	120	148	141
August	203	183	179	194	184	174	..	160	197	120	152	143
September	207	176	183	191	181	172	..	160	197	120	152	143
October	195	163	170	184	171	169	..	156	195	122	150	141
November	193	161	166	176	168	168	..	151	190	123	149	140
December	190	157	162	171	162	170	..	148	189	123	149	138
1922 January	190	156	159	167	159	168	..	..	..	123	148	..
February	186	156	158	165	156	..	..	..	..	124	151	..

Country.	United States of America contd.			France.	Italy. (a)	Japan.	Germany. (d)	Netherlands. (d)	Norway.	Sweden.	Denmark.
	(8)	(9)	(10)								
No. of articles.	25	200	22	45	..	56	77	..	93	47	33
1913 Average	100	100	100	100	(c)	100	(b)	100	(e)	100	100
1914	..	..	..	102	..	95	100	106	100	116	..
1915	..	..	..	140	..	97	..	147	(f) 159	145	138
1916	..	..	..	188	..	117	..	229	(f) 233	185	164
1917	..	..	..	262	..	148	..	294	341	244	228
1918	..	..	..	339	..	196	..	400	345	339	293
1919	..	..	..	356	..	239	..	306	322	330	294
1920 March	213	213	230	554	96	321	..	294	351	354	..
April	229	217	254	587	106	300	..	300	354	354	..
May	230	222	267	553	106	248	..	301	368	361	..
June	227	221	266	493	101	255	..	302	382	368	..
1921 January	140	167	141	407	103	201	1,549	218	344	267	341
February	133	157	136	378	98	195	1,484	203	319	250	290
March	140	153	139	361	97	191	1,419	193	312	237	280
April	137	147	129	345	94	190	1,410	182	297	229	270
May	123	140	126	330	88	191	1,322	184	294	218	257
June	117	140	120	326	82	192	1,387	179	294	218	254
July	120	135	123	331	83	196	1,473	174	300	211	254
August	126	138	125	332	87	199	1,723	..	297	198	224
September	125	137	118	344	93	207	1,820	..	287	182	202
October	120	136	111	331	96	219	1,993	..	286	175	186
November	..	138	107	332	..	214	2,698	..	276	174	186
December	..	139	109	326	..	210	3,283	..	269	172	188
1922 January	..	139	111	314	..	206	3,467	..	260	170	178
February	..	..	..	301	..	..	3,814	..	253	166	177

\* July 1914=100. (a) New index numbers. (b) 1914=100. (c) 1920=100. (d) Revised figures. (e) Average Dec. 1913 to June 1914 = 100. (f) The figures from 1915-19 are for December. Note.—The absolute and secondary maxima are indicated in heavier type. (1) Statist. (2) Economist. (3) Board of Trade. (4) Times. (5) Bradstreet. (6) Bureau of Labour. (7) Federal Reserve Board. (8) Annalist. (9) Dun. (10) Gibson.



## Cost of living index numbers for India and foreign countries

Name of country.	India (Bombay)	United Kingdom.	Canada.	Australia.	New Zealand.	Italy (Rome) (c).	Belgium.	Norway.	Denmark.	South Africa.	France (Paris).	Germany.	U.S. of America (Massachusetts).
Items included in the index.	Food, fuel, light, clothing and rent.	Food, rent, fuel, light, clothing, etc.	Food, fuel, light, household utensils and furnishing.	Food and Rent.	Food, fuel, light and rent.	Food, clothing, heat, light, rent and miscellaneous.	Food, clothing, light, fuel and household utensils.	Food, clothing, fuel, light, rent, tax, etc.	Food, clothing, fuel, light, rent, tax, etc.	Food, fuel, light and rent.	(h)	Food, clothing, fuel, light, rent, miscellaneous.	Food, clothing, rent, lighting and sundries (i)
1914 July ..	100	100	100	(a) 100	100	(b) 100	(d) 100	100	100	(f) 100	100	100	100
1915 ..	..	125	97	119	107	99	..	(e) 117	116	103	..	..	102
1916 ..	..	148	102	115	113	116	..	146	136	106	..	..	110
1917 ..	..	180	130	116	119	146	..	190	155	114	..	..	129
1918 ..	..	203	146	118	128	197	..	253	182	118	..	..	155
1919 ..	..	208	155	132	133	205	..	275	211	126	238	..	172
1920 ..	189	252	190	..	149	313	453	..	262	155	..	1,125	203
1921 January ..	169	265	179	..	159	374	450	..	264	153	..	1,122	180
.. February ..	162	251	175	..	160	379	434	311	..	149	..	1,090	176
.. March ..	160	241	169	161	160	384	411	301	..	147	338	1,035	166
.. April ..	160	233	165	..	159	411	399	301	..	144	..	976	165
.. May ..	167	228	161	..	159	396	389	297	..	141	..	990	161
.. June ..	173	219	153	152	158	390	384	302	..	136	307	1,080	159
.. July ..	177	219	152	..	157	387	379	..	237	133	..	1,125	161
.. August ..	180	222	155	..	156	391	384	..	..	130	..	1,177	161
.. September ..	185	220	158	145	155	400	386	296	..	130	295	1,212	160
.. October ..	183	210	155	..	155	415	391	..	..	128	..	1,340	160
.. November ..	182	203	153	..	154	423	394	..	..	127	..	1,767	159
.. December ..	179	199	152	..	..	423	393	283	..	124	297	1,594	160
1922 January ..	173	192	152	..	..	430	387	..	212	122	..	..	157
.. February ..	165	188	..	..	..	..	380	..	..	120	..	..	..
.. March ..	165	186	..	..	..	..	..	..	..	..	..	..	..

(a) From 1914 to 1919 figures relate to 2nd quarter. (b) First half of 1914. (c) Unofficial. (d) April 1914. (e) From 1915 to 1919 June figures are given. (f) Prices in 1910=100. (g) Average for 1919. (h) Expenditure of a family of four persons. (i) Average 1913 is the base.

Note.—The absolute maxima for the different countries are indicated in heavier type.

## PROPER TRADE UNION FUNCTIONS

## Mr. APPLETON'S VIEWS

In the course of a lecture on "The Proper Functions of Trade Unions", delivered before the Royal Society of Arts, London, Mr. W. A. Appleton, Secretary of the General Federation of Trade Unions, said that trade unions were often invited at representative conferences to use their industrial power to jeopardise their industrial interests in the furtherance of political objects such as the question of Home Rule for India and the maintenance of despotism in Russia. In his opinion the proper functions of trade unions embraced every problem connected with employment, unemployment, trade and commerce, and the

unions were justified in using their power through any of the political parties to prevent the imposition of, or to remove, restrictions that hampered manufacture or commerce. The unions could not satisfactorily perform those functions which covered the provision of capital, the regulation of markets, or the actual direction of business. Further, Mr. Appleton considered that the unions were justified in using their votes and their influence in favour of any party that could help them, or against any party that was hostile to them; but he was not in favour of the demand that the unions should forfeit their autonomy by adhering for all time to any one political party or to a particular school of religious thought, thus creating dissension among their members and jeopardising their industrial interests.

## Retail food index for India and foreign countries

Name of country.	India	United Kingdom.	Canada.	South Africa.	Australia.	New Zealand.	United States of America.	France (b)	Italy. (c)	Belgium.	Finland.	Germany.	Holland (d)	Norway.	Sweden (e)	Denmark.	Austria.
No. of articles.	17	20	29	18	46	59	22 till Dec. 1920; 43 from Jan. 1921.	13	9	22	37	..	27	..	51	..	12
No. of stations.	Bombay.	630	60	9	30	25	45 till Dec. 1920; 51 from Jan. 1921.	Paris.	Rome.	1,028 budgets.	20	..	Amsterdam.	30	44	100	Vinna.
1914 July ..	100	100	100	(a) 100	100	100	100	100	(g) 100	(e) 100	100	(f) 100	100	(d) 100	100	100	100
1915 ..	..	132	105	107	131	112	98	120	95	..	..	..	114	..	124	128	181
1916 ..	..	161	114	116	130	119	109	129	111	..	..	..	117	160	142	146	386
1917 ..	..	204	157	128	126	127	143	183	137	..	..	..	146	214	181	166	622
1918 ..	..	210	175	134	131	139	164	206	203	..	..	..	176	279	268	187	1,788
1919 ..	..	209	186	139	147	144	186	261	206	..	..	..	204	289	310	212	3,037
1920 ..	..	258	227	197	194	167	215	373	318	459	982	842	210	319	297	253	5,552
1921 January ..	163	278	195	172	186	178	169	410	367	493	1,174	924	193	334	283	276	9,788
.. February ..	156	263	190	165	184	175	155	382	376	482	1,107	901	194	308	262	..	10,080
.. March ..	154	249	173	160	181	169	153	358	386	434	1,137	901	193	300	253	..	11,073
.. April ..	154	238	171	156	173	169	149	328	432	417	1,107	894	188	300	248	..	11,241
.. May ..	162	232	165	152	168	167	142	317	421	407	1,119	880	184	292	237	..	10,848
.. June ..	169	218	150	144	165	166	141	312	409	419	1,147	896	180	290	234	..	11,001
.. July ..	174	220	148	139	164	145	306	402	410	1,278	963	180	295	232	236	..	..
.. August ..	177	226	154	134	154	163	152	317	417	427	1,324	1,045	179	297	234	..	..
.. September ..	183	225	159	133	154	161	150	329	430	423	1,359	1,062	179	290	228	..	..
.. October ..	180	210	155	131	150	156	150	331	461	434	1,357	1,146	168	288	218	..	20,722
.. November ..	179	200	149	129	147	152	149	326	459	442	1,286	..	154	281	211	..	..
.. December ..	176	195	148	125	143	150	147	323	458	438	1,198	..	150	268	202	..	..
1922 January ..	169	185	149	121	142	147	139	319	469	417	1,123	..	148	257	190	197	..
.. February ..	160	179	143	119	..	145	..	307	..	..	..	..	..	..	..	..	..
.. March ..	161	177	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..

(a) Average for the year 1914 (b) Includes fuel and lighting. (c) Unofficial. (d) January to June 1914. (e) 15th April 1914. (f) 1913-14. (g) Figures from 1914 to 1916 are annual averages. Note.—The absolute maxima for the different countries are indicated in heavier type.

## ASSAM LABOUR COMMITTEE

## PROGRESS OF THE ENQUIRY

The Committee appointed to enquire into the conditions of coolie labour in Assam (see page 19 of the December "Labour Gazette") which commenced its enquiry in December last has now finished its touring and examining of witnesses, in the course of which about 100 tea gardens have been visited and about 130 witnesses (including planters, garden medical officers and non-officials) examined. It is hoped that the report of the Committee will be ready by the end of April.

NH 35-13

## CREATION OF A LABOUR OFFICE IN THE DUTCH EAST INDIES.

The Government of the Dutch East Indies has recently established a Labour Office for that colony. The office, which is placed under the management of Mr. A. G. Vreede, is divided into three sections:—

1. Labour Legislation and Statistics.
2. Labour Inspection.
3. Employers' and Workers' Organisations.



## Principal Trade Disputes in progress in March 1922.

Name of concern and locality.	Approximate number of workpeople involved.		Date when dispute		Cause.	Result.
	Directly.	Indirectly.	Began.	Ended.		
<i>Textile Trades.</i>						
1. The Tata Mills (Formerly Bombay United Spinning and Weaving Mills), Charni Road, Bombay.	2,000	..	1922. 26 February ..	1922. 9 March ..	The alleged non-payment by the liquidator of the former owners of rewards for long service to several old workers.	(Some strikers resumed work conditionally and others were paid off.)
2. *A general strike in all the Mills at Sholapur.	18,000	..	2 March ..	24 March ..	(1) The reinstatement of workers dismissed during the last strike in 1920. (2) The recognition of a newly formed union by the authorities. (3) The representation, through the union, of all the grievances of the workers.	(Work resumed unconditionally.)
3. The Whittle Mill No. 2, Whittle Road, Broach. (Spinning Department).	265	..	6 March ..	14 March ..	(1) Demand for the payment of wages before the Holi holidays. (2) Demand for a change in the rules of the Co-operative Credit Society. (3) An increase in the number of permits which allowed four men to go out of the mill at a time. (4) All work in excess of 10 hours a day to be stopped.	(Wages paid before the Holi holidays, but other demands were wholly or partially refused.)
4. The Rajnagar Spinning, Weaving and Manufacturing Co., Ltd., Idga Road, Ahmedabad. (Weavers).	275	..	21 March ..	27 March ..	Demand for the refund of "Caution money" by the strikers who had left the city apprehending disturbances during the last session of the Indian National Congress.	(Some strikers resumed work unconditionally and new men were engaged in place of the others.)
5. The Crown Mills, Ltd., Parbhadevi Road, Parel, Bombay. (Weavers).	300	700	26 March ..	27 March ..	Demand for a holiday on Sunday the 26th March. [Sunday was decided upon as a working day as Wednesday the 29th was a holiday on account of the Hindu New Year's Day.]	(Work resumed unconditionally.)
6. Manekdal Harilal Spinning and Weaving Mills Co., Ltd., Saraspur, Ahmedabad. (Weavers).	184	..	28 March ..	29 March ..	(1) Increase of 3 pies in the rates per yard of cloth. (2) Demand for the supply of good yarn.	(Work resumed unconditionally.)
<i>Miscellaneous.</i>						
7. A general strike in five Shipping Firms within the Port Trust limits, Karachi. (Miscellaneous).	146	..	10 March ..	11 March ..	An all-round increase of four annas in daily wages.	(Demands granted in three of the five firms.)
8. The Standard Oil Company, Kemari, Karachi.	225	..	14 March ..	18 March ..	Demand for an increase from four to six annas in daily wages.	(Work resumed unconditionally.)

\* A note on this strike was published on page 22 of the March "Labour Gazette."

Detailed statement of the quantity (in pounds) and the counts (or numbers) of yarn spun  
Bombay Presidency

Count or Number.	Month of February			Eleven months ended February		
	1920	1921	1922	1920	1921	1922
	(000)	(000)	(000)	(000)	(000)	(000)
Nos. 1 to 10 Pounds .. ..	4,684	5,922	6,776	55,886	57,909	72,399
Nos. 11 to 20 .. ..	15,909	19,736	18,860	204,193	218,491	223,326
Nos. 21 to 30 .. ..	10,461	12,065	12,689	129,884	141,131	145,027
Nos. 31 to 40 .. ..	942	952	1,013	12,468	11,751	11,556
Above 40 .. ..	150	87	175	2,047	1,176	1,869
Waste, etc. .. ..	2	5	25	92	192	376
Total .. ..	32,148	38,767	39,538	404,570	430,650	454,553

## Bombay Island

Count or Number.	Month of February			Eleven months ended February		
	1920	1921	1922	1920	1921	1922
	(000)	(000)	(000)	(000)	(000)	(000)
Nos. 1 to 10 Pounds .. ..	4,482	5,350	6,186	51,564	53,243	65,305
Nos. 11 to 20 .. ..	12,613	14,952	13,418	159,345	168,940	162,159
Nos. 21 to 30 .. ..	6,094	7,095	7,505	74,356	86,405	87,367
Nos. 31 to 40 .. ..	358	397	399	4,809	4,751	5,481
Above 40 .. ..	107	61	76	1,309	853	917
Waste, etc. .. ..	1	1	1	35	141	172
Total .. ..	23,655	27,856	27,585	291,418	314,333	321,401

## Ahmedabad

Count or Number.	Month of February			Eleven months ended February		
	1920	1921	1922	1920	1921	1922
	(000)	(000)	(000)	(000)	(000)	(000)
Nos. 1 to 10 Pounds .. ..	136	140	188	1,446	1,657	2,336
Nos. 11 to 20 .. ..	1,796	2,240	2,701	17,838	21,177	28,870
Nos. 21 to 30 .. ..	3,606	3,879	3,760	41,139	41,022	41,361
Nos. 31 to 40 .. ..	503	464	507	6,290	5,660	4,875
Above 40 .. ..	33	8	72	511	191	663
Waste, etc. .. ..	....	....	....	....	3	110
Total .. ..	6,074	6,731	7,228	67,224	69,710	78,215



Detailed statement of the quantity (in pounds) and description of woven goods produced  
Bombay Presidency

Description.	Month of February			Eleven months ended February		
	1920	1921	1922	1920	1921	1922
Grey and bleached piece-goods—	(000)	(000)	(000)	(000)	(000)	(000)
Chadars	782	888	782	17,584	14,529	14,731
Dhotis	3,117	4,902	6,476	54,481	51,259	71,636
Drills and jeans	970	800	428	13,083	11,392	8,284
Cambrics and lawns	45	50	77	829	560	809
Printers	202	188	442	3,701	2,849	4,294
Shirtings and long cloth	4,655	6,476	7,542	82,743	81,590	90,689
T. cloth, domestics, and sheetings	1,141	906	875	19,075	15,253	13,178
Tent cloth	50	148	131	1,903	1,650	1,267
Other sorts	657	625	1,442	7,950	6,605	13,055
<b>Total</b>	<b>11,589</b>	<b>14,933</b>	<b>18,195</b>	<b>201,349</b>	<b>185,687</b>	<b>217,943</b>
Coloured piece-goods	5,565	4,005	5,437	78,500	76,169	77,910
Grey and coloured goods, other than piece-goods	182	125	176	2,246	2,192	1,861
Hosiery	10	12	9	178	260	185
Miscellaneous	45	59	75	783	899	984
Cotton goods mixed with silk or wool	5	2	5	62	119	66
<b>Grand Total</b>	<b>17,994</b>	<b>19,136</b>	<b>23,895</b>	<b>283,118</b>	<b>265,326</b>	<b>298,949</b>

Bombay Island

Description.	Month of February			Eleven months ended February		
	1920	1921	1922	1920	1921	1922
Grey and bleached piece-goods—	(000)	(000)	(000)	(000)	(000)	(000)
Chadars	376	492	456	9,918	8,243	9,254
Dhotis	715	1,333	1,792	14,958	13,167	21,848
Drills and jeans	917	764	417	12,208	10,678	7,817
Cambrics and lawns	29	24	50	561	346	601
Printers	1	7	29	83	54	296
Shirtings and long cloth	2,726	3,863	5,664	52,342	52,805	62,908
T. cloth, domestics, and sheetings	1,010	748	712	16,358	12,919	10,577
Tent cloth	45	129	712	1,515	1,399	1,051
Other sorts	483	306	1,055	4,481	3,112	7,600
<b>Total</b>	<b>6,302</b>	<b>7,666</b>	<b>10,224</b>	<b>112,424</b>	<b>102,723</b>	<b>121,952</b>

Detailed statement of the quantity (in pounds) and description of woven goods produced—continued  
Bombay Island—continued

Description.	Month of February			Eleven months ended February		
	1920	1921	1922	1920	1921	1922
Coloured piece-goods	(000)	(000)	(000)	(000)	(000)	(000)
Grey and coloured goods, other than piece-goods	4,979	3,065	4,479	66,319	65,121	65,769
Hosiery	6	121	162	2,189	2,167	1,774
Miscellaneous	43	59	76	118	117	111
Cotton goods mixed with silk or wool	5	2	2	783	898	981
<b>Grand Total</b>	<b>11,513</b>	<b>10,920</b>	<b>14,948</b>	<b>181,886</b>	<b>171,136</b>	<b>190,644</b>

Ahmedabad

Description.	Month of February			Eleven months ended February		
	1920	1921	1922	1920	1921	1922
Grey and bleached piece-goods—	(000)	(000)	(000)	(000)	(000)	(000)
Chadars	339	251	275	6,784	5,345	4,162
Dhotis	1,926	2,659	3,781	30,717	29,418	39,055
Drills and jeans	23	9	10	408	287	282
Cambrics and lawns	2	7	17	155	97	110
Printers	140	129	311	2,529	1,779	2,862
Shirtings and long cloth	1,433	1,709	1,456	21,589	20,597	20,272
T. cloth, domestics, and sheetings	109	136	140	2,457	2,096	2,327
Tent cloth	89	125	170	23	31	24
Other sorts	89	125	170	1,759	1,851	2,806
<b>Total</b>	<b>4,061</b>	<b>5,025</b>	<b>6,160</b>	<b>66,421</b>	<b>61,501</b>	<b>71,900</b>
Coloured piece-goods	354	276	296	5,731	4,610	4,316
Grey and coloured goods other than piece-goods	3	1	4	4	3	21
Hosiery	3	4	4	60	142	74
Miscellaneous	3	4	4	60	142	74
Cotton goods mixed with silk or wool	3	1	1	9	9	8
<b>Grand Total</b>	<b>4,418</b>	<b>5,307</b>	<b>6,461</b>	<b>72,225</b>	<b>66,265</b>	<b>76,319</b>





## CURRENT NOTES FROM ABROAD

(These notes are drawn from numerous official and in some cases non-official sources. Special indebtedness is acknowledged to both the International Labour Office, Geneva, and to the Ministry of Labour, London. Care is taken to examine and check as far as possible all statements, especially those from newspaper cuttings.)

**United Kingdom.**—The National Joint Council, representing both the General Council of the Trades Union Congress and the Parliamentary Labour Party, has appointed a Committee to enquire into the causes of low output. The terms of reference are as follows:—

(1) To consider what causes are impeding maximum production in industries and services, from the standpoint of the interests of the community; and what improvements in organisation and direction can be suggested.

(2) To advise the National Joint Council on a Labour policy for those industries to which nationalisation could not for the present be applied, such a policy to have regard to the efficiency of the industries, to the status and welfare of the producers, and the best interests of the consumers.

The following answers to questions in the House of Commons are of interest: Mr. Gallis asked the Minister of Labour whether, in view of the widespread reductions of wages which have taken place, he will undertake a wages census in order to ascertain the present level of working-class earnings?

Dr. Macnamara: I am afraid it is not at present possible to provide for the expenditure which a new Census of Wages corresponding with that undertaken in 1906, would entail.

Mr. Swan asked the President of the Board of Trade if he can state approximately the wage reductions of the workers for 1921; and what are the weekly falls since January this year. Dr. Macnamara, who replied, said that the changes for 1921 in the industries and services covered by the figures prepared by the Ministry of Labour, resulted in a net decrease of about

£6,000,000 in the weekly full-time rates of wages of over 7,000,000 workpeople. The changes for January this year affected approximately 4,060,000 workpeople, of whom 3,680,000 sustained decreases amounting to £575,000 for a full week and 380,000 received increases amounting to £6,000 per week. These changes do not affect agricultural labourers, police, Government employees, domestic servants, shop assistants and clerks, and the figures take no account of reductions in actual earnings due to unemployment and short time.

Mr. G. Barker asked the Home Secretary if he intends this Session to bring in a Bill to amend the Workmen's Compensation Act on the lines recommended by the Holman Gregory Committee? Mr. Shortt hoped it might be possible to introduce this Session a Bill dealing with the more urgent questions, but regretted he could make no definite statement on the subject at present.

In answer to a question whether the Government contemplated altering the functions at present discharged by the Civil Service Arbitration Board, Sir Robert Horne, Chancellor of the Exchequer, said: "The conditions which led to the establishment of the Civil Service Arbitration Board some five years ago have been entirely changed by the formation of Whitley Councils for the discussion of questions affecting the remuneration and conditions of service of Civil servants, and the Government have come to the conclusion that the continuance of the present arrangements for compulsory arbitration are inconsistent with, and to some extent militate against, the development of these Councils on the best lines. They have accordingly decided that the time has now come for bringing the present arbitration arrangement to an end. They have decided also that under these altered conditions it would be desirable to strengthen the National Whitley Council for the Civil Service by the appointment of some members of this House, who would form part of the official side."

**Japan.**—The year 1921 was an eventful one in the history of the Japanese labour movement, which showed a tendency to become less idealistic and more practical, and increased



in strength and influence. Labour disputes during the year were notable for the length of their duration and the numbers of men affected. Among the most important were the disputes which occurred in the Hokkaido coal mines (in February), the Ashio copper mines (in March), the Osaka Electric Light Company (in April), the Sumitomo iron works (in May), the Kawasaki and Mitsubishi Dockyards (in July), and the Yokohama and Ishikawajima dockyards (in September and October respectively).

The following were the causes of the most important strikes in 1921:—

Demand for increase in wages	61
Demand for improvement in treatment	41
Refusal to agree to reduction of wages	36
Demand for recognition of collective agreements	16
Dissatisfaction with foremen or officials	14

Although the majority of disputes arose over the question of increased wages, the question of the recognition of collective agreements was perhaps the most important issue during the year.

**Persia.**—As a result of the representations made by the International Labour Office to the Persian Government, measures have been taken to remedy the conditions under which women and children were employed in Persia in certain carpet factories. In accordance with the Government proposals a Committee was recently appointed at Kirman for the purpose of concluding an agreement with employers in the carpet-making industry, for the adoption of certain regulations for the well-being of workers. These regulations came into force from the 10th December 1921. They are based on the following principles:—

- (1) Complete liberty and equality of rights on both sides in regard to the conclusion of labour agreements.
- (2) Registration of labour agreements.
- (3) Introduction of the compulsory 8-hour day; piece workers to be left free in this respect.
- (4) Provisional increase of 5 per cent. in wages.

(5) Weekly rest and holidays on festivals to be compulsory.

(6) Employers guilty of violating these regulations to be held responsible.

**Argentina.**—In a statement accompanying the publication of the draft labour code, the Argentine Government explains that the labour code is based on the same principles as previous labour legislation such as the acts concerning conciliation and arbitration, collective agreements, etc. Further, it follows the principles underlying the decisions adopted by the Washington Labour Conference in 1919, and the Genoa Conference in 1920, which were approved by the representatives of the Argentine Government. It deals with the hours and wages of labour, industrial hygiene, safety measures, conciliation and arbitration, collective agreements, home work, employment of women and children, etc. The conventions concluded by Argentina with Spain and Italy are also incorporated in the code. The Government considers that the passing of this code will promote collaboration of labour and capital, resulting in increased output and the peaceful economic development of the country. The object of the Government is to effect a general improvement in labour conditions by successive stages.

**Switzerland.**—According to "Der Schweizerische Arbeitsmarkt" (the official Swiss Labour Gazette) the cost of living in Switzerland has been steadily and rapidly falling since October 1920. That month as in Bombay was the high-water mark. The index number for the cost of living was 189 in January 1922 against 192 in December 1921 (June 1914=100). It was in January 1922, 28 per cent. below the high-water mark, and 15 per cent. below the twelve-monthly average of 1921.

## BOOKS RECEIVED

## Official Publications

## INDIA

Department of Statistics (Government Printing, India, Calcutta):—

Statistics relating to Salt in India during 1911-12 to 1920-21.





Agricultural Statistics of India for 1919-20, Vol. I, No. 1531.

Annual Statement of the Sea-borne Trade of British India, with the British Empire and Foreign Countries, Vol. I.

Trade by land of British India with foreign countries for November 1921.

Wholesale and Retail (fortnightly) Prices—Return showing the Wholesale and Retail prices of Cereals, Pulses, Oilseeds, Sugar (raw), Salt, etc., in India by districts for the fortnight ending the 15th February 1922.

Joint Stock Companies, February 1922.

Supplementary Memorandum on the wheat crops of 1921-22 for the period ending 31st March.

Monthly Statistics of Cotton Spinning and Weaving in Indian Mills in January 1922, No. 1578.

Accounts relating to the Sea-borne Trade and Navigation of British India for February 1922, No. 1579.

Annual Statement of the Trade and Navigation of the Presidency of Bombay excluding Sind, for the year 1920-21—Prepared in the office of the Commissioner of Customs, Salt and Excise and Reporter General of External Commerce.

India's Parliament, Vol. II. (Issued by the Director, Central Bureau of Information.)

Legislative Assembly Debates, Vol. I, Nos. 1-15; Vol. II, Nos. 1-12.

Index to the above, Vols. I and II.

Council of State Debates, Vol. I, Nos. 1-12; Vol. II, Nos. 1-8.

Punjab Legislative Council Debates, Vol. III.

Official Report of the Central Provinces Legislative Council Proceedings, Vol. I, Nos. 2-7, 2nd-8th March 1922.

The Indian Trade Journal from 16th March to 13th April 1922. (Issued by the Commercial Intelligence Department, Calcutta.)

Annual Report on the working of the Indian Factories Act in Bengal, Bihar and Orissa, and Assam for the year 1920.

Annual Report of the working of the Indian Factories Act in Burma for the year 1920.

#### UNITED KINGDOM

His Majesty's Stationery Office, London:—

"Labour Gazette" for March 1922, Vol. XXX, No. 3 (Ministry of Labour).

The Board of Trade Journal, Vol. CVIII, Nos. 1317-20.

Regulation of Coal Mines—Report of the Board of Trade under Section 17 of the Mining Industry Act, 1920. Cmd. 1583.

Statistics of Compensation and of Proceedings under the Workmen's Compensation Act, 1906, the Employers' Liability Act, 1880, during the year 1920. Cmd. 1545.

Report of the Royal Commission on Trade Disputes, Cd. 2825.

Second Report on Rules of Voluntary Conciliation and Arbitration Boards and Joint Committees, Cd. 5346.

#### CANADA

"Labour Gazette" for February 1922. (Department of Labour.)

Supplements to the above:—

Wages and Hours of Labour—Report No. 3.

Canada and the International Labour Conference—Report No. 5 (Industrial Relations Series).

#### UNION OF SOUTH AFRICA

Monthly Bulletin of Union Statistics for February and March 1922 (Ministry of the Interior).

Social Statistics—Statistics of Private Schools for the year 1917 and of Rents of Habitations for the year 1910-1918, U. G. No. 45 (Government Printing and Stationery Office, Pretoria).

#### UNITED STATES OF AMERICA

The Industrial Bulletin, Vol. I, Nos. 2 and 3, for November and December 1921. (Issued by the Industrial Commissioner of New York State.)

Publications of the Department of Labour, Bureau of Labour Statistics, Washington:—

Monthly Labour Review, Vol. VIII, Nos. 1-6, January-June 1919.

Do. do. Vol. IX, Nos. 1-6, July to December 1919.

Do. do. Vol. X, Nos. 1, 2, 4, 5 and 6, January-July 1920.

Do. do. Vol. XI, Nos. 1-6, July-December 1920.

Do. do. Vol. XII, Nos. 1-6, January-July 1921.

Do. do. Vol. XIII, Nos. 1 and 3, July and September 1921.

Bulletins of the United States Bureau of Labour Statistics:—

Labour Laws of the United States Series—



No. 258—Decisions of Courts and Opinions affecting Labour, 1918.

No. 277—Labour Legislation of 1919.

Whole Number 142—Administration of Laws and Factory Inspection in certain European Countries (Foreign Labour Laws Series No. 1).

No. 269—Wholesale Prices, 1890-1919 (Wholesale Prices Series).

No. 270—Retail Prices, 1913 to December 1919 (Retail Prices and Cost of Living Series).

Final Report of the Commission on Industrial Relations.

Tentative Quantity and Cost Budget, necessary to maintain a family of five in Washington. D. C. at a level of health and decency (Prices secured in August 1919).

Minimum Quantity Budget, necessary to maintain a worker's family of five at a level of health and decency.

Report of the Department of Labour, 1920.

Tenth Annual Report of the Commissioner of Labour, 1894—Strikes and Lock-outs, Vols. I and II.

#### GERMANY

Wirtschaft und Statistik, 2 Jahrg. Nos. 1-6. Herausgegeben vom (Statistischen Reichsamt).

Auszug aus der vom Statistischen Reichsamt herausgegebenen Zeitschrift, Wirtschaft und Statistik, Jahrg 1922, No. 5—Die Teuerung in Februar 1922.

Die Wirtschaftskurve mit indexzahlen der Frankfurter Zeitung, Januar 1922 (Frankfurter Societäts-Druckerei Abteilung Buchverlag Frankfurt am Main). Reichs-Arbeitsblatt—No. 5.

#### BELGIUM

Revue du Travail, Vol. 23, No. 2, for February 1922 (Ministry of Industry).

#### SWITZERLAND

Der Schweizerische Arbeitsmarkt for February 1922.

GENEVA (International Labour Office)

The International Labour Review, Vol. V, No. 4 for April 1922.

Official Bulletin, Vol. V, Nos. 7-13.

Industrial and Labour Information, Vol. I, Nos. 9-13.

Do. do.—Russian Supplement, Vol. I, Nos. 5-7.

Monthly Summary of the League of Nations for February 1922.

Monthly Bulletin of Statistics, Vol. III, No. 2, for February 1922 (League of Nations).

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Representation of India on the Governing Body of the International Labour Office—Assembly Document No. 39 (League of Nations).

Control of Opium Traffic; Traffic in Women and Children; and India's Claim to be represented on the Governing Body of the International Labour Office—Assembly Document No. 226 (League of Nations).

Claim of India to be represented on the International Labour Office—Note presented by the Indian delegation—Assembly Document No. 226 (League of Nations).

#### Unofficial Publications and Books

##### INDIA

The Indian Textile Journal, Vol. XXXII, Nos. 376 and 377, for January and February 1922.

Indian Industries and Power (Bombay and Calcutta) for March 1922.

The Bombay Co-operative Quarterly, Vol. V, Serial No. 4, for March 1922 (issued by the Bombay Central Co-operative Institute).

##### UNITED KINGDOM

The Economist, Vol. XCIV, Nos. 4096-4099.

The Economic Journal for March, Vol. XXXII, No. 125 (Quarterly Journal of the Royal Economic Society).

Index to the Economic Journal, Vols. XXI-XXX (1911-20 inclusive).

British Trades Union Review for March 1922, Vol. III, No. 8. (Issued by the General Council of the Trades Union Congress.)

The Round Table for March 1922.

Monthly Review of the London Joint City and Midland Bank, Ltd., for February 1922.

Monthly Review of the London County and Westminster Parr's Bank for February 1922.

Monthly Review of Barclay's Bank, Ltd., London, for March 1922.

Pixley and Abell's Circular for 8th, 15th and 22nd March 1922.

Mocatta and Goldsmid's Weekly Circular for 16th and 23rd March 1922.

Weekly Review of Foreign Exchanges for 9th, 16th & 23rd March 1922. (Samuel Montagu & Co., London.)

International Cotton Statistics—Consumption of cotton for half-year ending 31st January 1922 and stocks of cotton in spinners' hands on 1st February 1922. (International Federation of Master Cotton Spinners' and Manufacturers' Association, Manchester.)