

**REPORT**

FROM THE

**SELECT COMMITTEE**

ON

**HOME WORK,**

TOGETHER WITH THE

PROCEEDINGS OF THE COMMITTEE.

**MINUTES OF EVIDENCE,**

AND APPENDIX.

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*Ordered, by The House of Commons, to be printed 22nd July, 1908.*

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LONDON:  
PRINTED FOR HIS MAJESTY'S STATIONERY OFFICE,  
By VACHER AND SONS, WESTMINSTER HOUSE, GREAT SMITH STREET, S.W.

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And to be purchased, either directly or through any Bookseller, from  
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1908.

ORDER OF REFERENCE.

SELECT COMMITTEE ON HOME WORK.

[11th February, 1908].—*Ordered*.—That a Select Committee be appointed to consider and report upon the conditions of labour in trades in which Home Work is prevalent and the proposals, including those for the establishment of wages boards and the licensing of work places, which have been made for the remedying of existing abuses.

*Ordered*.—That the Committee do consist of Twenty-one Members.

Committee accordingly *nominated* of,—Mr. Arkwright, Mr. Bridgeman, Sir William Bull, Mr. Boland, Mr. Brunner, Mr. Chiozza Money, Mr. Joseph Devlin, Mr. Arthur Dewar, Mr. Fell, Mr. Gooch, Mr. Arthur Henderson, Mr. Ernest Lamb, Mr. Hugh Law, Mr. Massie, Mr. Masterman, Mr. Parkes, Mr. Richardson, Mr. Robinson, Mr. Stuart Samuel, Mr. Trevelyan, and Sir Thomas Whittaker.

*Ordered*.—That the Committee have power to send for persons, papers, and records.

*Ordered*.—That Seven be a Quorum.—(Mr. Whiteley.)

[19th February, 1908].—*Ordered*.—That the Minutes of the Evidence taken before the Select Committee on Home Work in the last Session of Parliament be referred to the Select Committee on Home Work.—(Sir Thomas Whittaker.)

[21st February, 1908].—Sweated Industries Bill, Bill committed to the Select Committee on Home Work.—(Mr. Toulmin.)

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# REPORT.

THE SELECT COMMITTEE who were appointed to consider and report upon the conditions of labour in trades in which HOME WORK is prevalent and the proposals, including those for the establishment of Wages Boards and the licensing of work places, which have been made for the remedying of existing abuses—and to whom the Sweated Industries Bill was committed :—HAVE considered the matters to them referred, and have agreed to the following REPORT :—

1. Your Committee have confined their inquiry almost entirely to the rates of payment which Home Workers receive, the weekly earnings which those rates yield, the conditions under which the people live and work, and the proposals which have been made for improving their position, and removing or modifying the evils which exist. In accordance with the directions of our reference, we have also considered such matters connected with labour in factories and workshops, in trades in which Home Work is prevalent, as seemed to be connected with and bear upon the purpose of our inquiry. In addition to the evidence which we have heard from very capable officials of the Home Office, and the Labour Department of the Board of Trade, from members of organisations which exist for the purpose of directing attention to, and suggesting remedies for, what is commonly known as the “sweating” evil, from representative employers and workpeople who are engaged in some of the industries, the conditions of which have been considered, and from the promoters of the Sweated Industries Bill, your Committee have had the further advantage of supplementing Mr. Aves’s valuable Report on the working of the Labour Laws of Australia and New Zealand by perusing a number of Official Reports which were very courteously supplied by the Governments of the States of the Australian Commonwealth and of the Dominion of New Zealand, and such information as the Foreign Office could obtain regarding the legislation of other countries upon the subject of their inquiries. The Report of the Select Committee of the House of Lords, which was appointed on the motion of Lord Dunraven in 1888, and reported in 1890, has also received our careful attention.

2. If the term “sweating” is understood to mean that the employer “grinds the face of the poor” by making an altogether inadequate payment for work upon which he obtains a large and quite disproportionate profit, your Committee are of opinion that, although there are cases of this kind, sweating of this description is not the most important factor in the problem which they have had to consider.

3. On the other hand, if “sweating” is understood to mean that work is paid for at a rate which, in the conditions under which many of the workers do it, yields to them an income which is quite insufficient to enable an adult person to obtain anything like proper food, clothing, and house accommodation, there is no doubt that sweating does prevail extensively. We have had quite sufficient evidence to convince us (indeed, it is almost common knowledge) that the earnings of a large number of people—mainly women who work in their homes—are so small as alone to be insufficient to sustain life in the most meagre manner, even when they toil hard for extremely long hours. The consequence is that, when those earnings are their sole source of income, the conditions under which they live are often not only crowded and insanitary, but altogether pitiable and distressing; and we have evidence that many are compelled to have recourse to Poor Law or charitable “relief.” Lord Dunraven’s Committee, after hearing evidence from as many as 291 witnesses, drawn from many different trades and localities, recorded their opinion in 1890 that the evils of sweating “can hardly be exaggerated.” In the almost complete absence of statistics on the subject it is impossible for your Committee to decide whether the volume of sweating is at the present time more or less than in 1890, either actually or relatively to population, but sufficient evidence has been put before them to show that sweating still exists in such a degree as to call urgently for the interference of Parliament. While it is impossible to measure the number of sweated individuals, there is, unfortunately, no doubt whatever that it is very large, and that it is still true that the evils of sweating are very great. While our evidence has been chiefly concerned with Home Workers, it has been shown that very low rates of remuneration are by no means confined to them, but are not infrequently the lot of factory workers also in the trades in which Home Work is prevalent. It is, however, satisfactory to record the opinion of so experienced and competent an observer as Miss Squire, of the Home Office, that there has been considerable improvement since Lord Dunraven’s Committee reported, though a contrary opinion was expressed by a large number of witnesses.

4. The problem which is presented by the fact that a very large number of people are unable to, or, at any rate, do not, earn more than a mere pittance, and consequently live under conditions which are conducive to anything but social, material, and moral well-being, is admittedly a many-sided and very difficult one. More or less similar conditions prevail, not only in all the great countries on the Continent of Europe, but also in the United States of America, and even in Australasia, where the proportion of women to men is so different from that which obtains here as to render some of the fundamental conditions which affect women's work and wages scarcely comparable with those with which we have to deal. The evidence which your Committee have taken, and the appendices which accompany it, indicate that all the countries to which reference has been made have either already attempted to deal with the question in some way or other, by legislation, or are considering the best way in which they can do so.

#### HOME WORKERS.

5. There are three main groups of Home Workers :—

(1.) The employer who works in his own home, and employs there persons from the outside. Such a home is a "Workshop" under the Factory and Workshop Act, and it must be registered as such.

(2.) The employer who works in his own home, and employs only members of his own family. Such a home is a "domestic workshop" under the Factory and Workshop Act, and it must be registered as such.

(3.) Persons who do not employ any other person, but who undertake work for others, and do it in their own homes. They are outside the protection of the Factory and Workshop Act, save in regard to the "particulars" section, hereinafter referred to.

It is with the third of these groups that your Committee are mainly concerned. Those who form this group consist chiefly of three classes :—

(1.) Single women, widows, wives deserted by or separated from their husbands, and wives whose husbands are ill or unable to work. These are usually regular workers. They vary much in age, skill and efficiency, in the class of the work they do, and the amount they are able to earn.

(2.) Wives who obtain work when their husbands are out of employment. They are more or less casual workers; some of them have not had any real training, and are unskilled. They have to take such work as is available at the moment, on such terms as are offered to them.

(3.) Wives and daughters of men in regular employment, who wish to increase the family income. They usually select pleasant work, and do not ordinarily work very long hours.

6. The circumstances and earnings of Home Workers vary very considerably. Great caution is required in receiving statements as to rates of payment, net receipts, and number of hours worked. The evidence which your Committee have received has sometimes been conflicting. The price paid for doing part of the work required to produce an article or garment may be thought to be the payment for the whole of the work, unless the various sub-divisions of it be understood, and it be clearly stated that only one of the processes is referred to. There is also often great uncertainty as to the number of hours worked per day in cases where the worker is a wife or daughter, who has her household and family to look after, and, in some cases, an invalid husband or father to attend to. A week's earnings may or may not represent a full week's work. In some cases it represents only such time as can be spared from other duties. In others it represents almost ceaseless toil during all the hours the workers are awake from Monday morning to Saturday night.

7. Mere statements of the amount earned per week, even when it is added that long hours are worked, are not sufficient and conclusive. Sometimes the workers are old or crippled, or in feeble health, and quite incapable of reasonably rapid and efficient work. In other cases they are inexperienced, slow, and incompetent. Many are, from one cause or another, industrial, physical, and social wrecks. If cases be investigated with the assistance of a relieving officer, a very different impression will be created than the one that will result from visiting those to whom any large employer of home workers will introduce an inquirer. By one method the most exceptional, pitiable, and distressing cases, and, incidentally, usually the least capable, and less regularly and fully employed

workers, will be discovered. By the other, the most reliable, satisfactory, efficient and constantly employed will be met with. Neither group of cases will represent the average. The conditions and earnings of the great majority will be found to lie between the two.

8. Miss Vines, of the Home Office, gave particulars of some extremely distressing cases of aged and feeble workers, which were obviously very special and quite exceptional. Miss Squire and Miss Vines both gave instances of small earnings, and what appeared to be exceedingly low payments. Miss Squire thinks that the number of people who earn a livelihood by the work is "very few indeed." She expressed the opinion that those who appear to do so will "generally be found to be in receipt of poor relief or pensions or charitable assistance of some kind." She considers that the remuneration obtained by most of them "could hardly be found sufficient in any circumstances to support a person." On the other hand, Miss Collett, Senior Investigator of Women's Industries to the Board of Trade, told your Committee that a large proportion of the home workers are fairly comfortably situated married women, who add to the family income in this way. She gave particulars of the earnings of a number of full time workers who earned an average of 14s. per week. She expressed the opinion that the distressing cases, where the earnings are very small, and the conditions are pitiable, are a minority of the home workers, and are largely old people "who are really past efficient work," or married women who only work when their husbands are out of employment. Miss Collett's views, however, were not shared by the majority of witnesses.

9. A great diversity in the rate of actual earnings per week will be found amongst persons who are receiving the same rate of pay per article or per process. Some are much quicker than others. There is a considerable difference in the extent to which workers have the most efficient tools and appliances. Sewing machines vary considerably in speed and time-saving fittings. Workers vary in the speed at which they can continuously drive them. The class of work also varies. Low class work at low rates often gives larger earnings than better work at higher rates. Some articles or garments are, so to speak, "blown together." Others of the same kind, but different quality, have to be carefully made and finished. That one rate is lower than another does not by any means necessarily prove that it is a less remunerative rate.

#### WHY THEIR EARNINGS ARE SMALL.

10. The reasons why the earnings of many home workers are pitiable small are various and, to some extent, cumulative. Among them are the facts that:—

(1.) Much of the work is sewing, and requires no or very little previous training and experience. It is consequently work to which almost any woman who is able to sew can turn at once, when the necessity of earning her livelihood is forced upon her, or employment in any other occupation to which she has been accustomed fails her.

(2.) As the work can be done at home, it is desired by a large number of women, whose circumstances, household duties, feeble health, age, invalid husband, parents, or children, render it impossible or difficult for them to undertake regular work in factories. It is preferred by others who dislike domestic service or regular work for fixed hours under supervision in factories or workshops. It is also sought after by the daughters of men in work and their wives who have no family, or who have time on their hands, and desire to augment the family income by doing work in their spare time.

(3.) As the payment for home work is necessarily at piece rates, those who are slow, owing to age, feeble health, inexperience, incompetence, or lack of power, energy, or disposition to work, and those who for any reason find it difficult to secure and retain employment elsewhere, find it more easy to obtain this kind of work than any other, and they drift into it and settle down to it as a method of earning a livelihood. Although at piece rates the payment per article is the same, whether the worker be slow or quick, employers give the preference in selecting factory or workshop workers to those who are quickest, most regular, and most reliable, because they thereby economise space, machinery, and working expenses.

(4.) These conditions and influences tend to make the supply of home workers very large and elastic.

(5.) A large proportion of home workers are engaged in the production of articles in competition with machinery, and the cost of making the articles by machinery fixes the rate which can be paid to them. Powerful sewing machines, with the latest improvements, specially adapted for each particular class of work, driven by steam power will turn out four times as much work, in an hour, as can be done by an ordinary treadle machine, and with far less physical strain upon the worker. If the same rate per article be paid to the two classes of workers, the home worker will be able to earn only one-fourth as much per hour as the factory worker. The weekly earnings of the home worker may be pitifully small, while those of the factory worker may be fairly good. In such cases, the trouble is not that the rate of pay is unduly low, but that the home worker is handicapped by her conditions and appliances. It is very largely a repetition of the old difficulty of the hand loom weaver in his room at home, competing with the power loom in the factory. Clearly, the rate of payment per article cannot be increased substantially beyond the price paid for doing the same work under superior conditions in the factory. Either the whole of the work must be done in well-equipped factories, or the earnings of home workers who make the same articles, must remain much lower than those of factory workers. These remarks apply especially to the ready-made tailoring and the box making trades.

(6.) Another large section of home workers have to meet competition of a different kind. They are makers of baby-linen and ladies' blouses and underclothing—articles which a very large number of those who require them can make for themselves. Unless the price at which these articles are sold to the wives and daughters of the better paid working men and the small middle class people is low, those who would otherwise be purchasers will buy the materials, and make the articles at home.

(7.) The competition of foreign-made articles was stated by several witnesses to be an important factor contributing to depress the prices paid for the Home Work in certain trades, of which the Irish lace trade and the hook-and-eye trade were adduced as examples.

(8.) Home workers, though not exclusively, are almost entirely women. The earnings of women are usually much lower than those of men, and the earnings of men in casual, low-grade occupations in which little or no special training or skill is required, are extremely small.

(9.) Women home workers, because they are very poor and helpless, and work separately, are unorganised, and cannot act together to promote common interests and secure better and uniform rates of payment. They have to bear more than their share of the consequences of uncertainty and irregularity in the trades in which they are engaged; and they are powerless to resist the tendency to reduce rates, which is caused by the keen competition of employers to undersell each other.

(10.) The intervention of the middleman between the employer and the worker occurs in many trades. Cases are numerous where the person who obtains the work from the warehouse or factory distributes it to and collects it from the Home Worker, and makes a profit or charge, so that the worker does not obtain even the low price paid by the warehouse.

(11.) Fierce competition exists among the employers in some of the most sweated trades. The cutting of prices in contract work follows as a natural consequence, the less reputable employers underbidding their competitors and seeking to recoup themselves by reducing the remuneration of the workers. Your Committee have had evidence that material differences exist in the rates of payment usually paid by different employers in the same town at the same moment for the same work.

Your Committee endorse the opinion which was expressed in the following extract from the Report of the Labour Commission in 1894 :—

“ The natural difficulty, in not highly skilled occupations, of organising persons who work at home, or are dispersed through numerous small workshops, even if it can be overcome in the case of men, would seem almost insuperable in that of women. In the absence of organisation, and in the face of the unlimited competition for the cheaper and less skilled kind of sempstress and similar work, there seems to be little to prevent wages from sinking to the point at which, in the words of one witness, ‘ it is easier to starve without the work.’ So long as there is abundance of cheap labour, without any minimum wage affixed by the action of trade organisations or

otherwise, it seems to be beyond the power of small employers and contractors, wholly unorganised themselves, and keenly competing with each other for the custom of wholesale houses, and for small profits, to give women more for their work than the lowest pay at which it can be obtained."

11. There is another class of considerations which must not be overlooked. The imposition by law of conditions and obligations upon owners and occupiers of factories and workshops tends to encourage employers to resort to Home Work in order to avoid compliance with the requirements of Parliament and the visits and supervision of the inspectors who are appointed to enforce them. The more numerous and stringent those regulations become the greater is the temptation to evade them by employing persons who work under conditions to which they do not apply. As the cost of providing premises, machinery, and plant is also largely avoided, and there is far less liability to strikes and trade disputes, the disadvantages, from an employer's point of view, which attend the employment of Home Workers are counterbalanced in many trades, especially in those which are subject to great seasonal fluctuations, and to employers whose capital is small. On the other hand, the existence of a large supply of low-priced home labour tends to reduce the apparent necessity for, and to check the introduction of, improvements in methods of production in factories; while, when improvements which lower the cost of the production are made, they tend to reduce the piece rates which can be paid for Home Work on the same class of goods. It is one of the difficulties of the problem that the more efficient machinery, factories, and the organisation of work in them become, the more hopeless is rendered the struggle of the Home Worker to compete with them. These aspects of the question suggest that the principles which underlie our factory and workshop legislation should be applied to the conditions under which work is done elsewhere than in what are technically known as factories and workshops, not only because improvement in those conditions is desirable, and Home Workers require the protection of the law to an increasing extent, but also in order to discourage a method of evading the operation of the present law, which tends to increase Home Work and aggravate some of its most unsatisfactory phases.

#### PROVISIONS OF THE EXISTING LAW WITH REGARD TO HOME WORK.

12. At the present time Home Workers' premises come under the operation of the provisions of the general law of public health which relate to the sanitation, &c., of dwellings. In addition to these, some special provisions on the subject of Home Work are contained in the Factory and Workshop Act, 1901. The most important—for the purposes of the present inquiry—is that contained in Section 108, which gives to the District Council power, in the case of trades specified by Order of the Secretary of State, to prohibit any person from giving out work to be done in premises which are injurious or dangerous to the health of the persons employed therein. The classes of work to which the section has been applied by the Order at present in force are numerous.

13. This provision only came into operation on the 1st January, 1902, and the statistics published annually by the Home Office of the action of local authorities under the section show, up to the present, that a small though increasing use is being made by local authorities of their powers under the section. In 1906, 1,201 cases of outwork in unwholesome premises were detected, 816 notices were served, and in three cases prosecutions were taken for non-compliance with the notice of the local authority.

14. Section 108 gives the only general power of control in regard to the conditions under which Home Work is done that is possessed by any authority, outside the sanitary provisions of the Public Health Acts. Cases, however, where the Home Worker regularly employs members of his or her own family on the work come under additional regulations as "domestic factories" or "domestic workshops." (An exception is made in the case of three industries, viz., straw plaiting, pillow-lace making, and glove making.) These regulations are contained in Sections 111 to 115 of the Factory and Workshop Act, 1901. They apply chiefly to the hours of work of young persons and children. There are other provisions in Sections 109 and 110 of the Factory Act with regard to Home Work in premises in which infectious disease exists, which are for the protection of the public health, not of the Home Worker, and need not be described in detail.

15. For the purpose of furnishing the local authority with the information necessary to enable them effectively to exercise their powers, persons giving out work are required by Section 107 of the Act to keep a list of all persons to whom work is given out by them, and to send copies of these lists twice in the year to the local authority. These lists are tabulated each year at the request of the Home Office by the officers of the local

authority, and a summary of them is issued by the Home Office. As far as experience of the working of this section of the Act has gone, these outworkers' lists are usually incomplete and incorrect, and furnish no sufficient indication of the number of outworkers in any trade.

16. An important provision for the protection of the Home Worker in connection with the payment for the work done is that which is contained in the "Particulars" section of the Factory and Workshop Act, 1901. That section provides that, in industries to which it is applied by Order of the Secretary of State, persons to whom work is given out to be done shall receive from the employer sufficient particulars of the rate of wages applicable to the work to be done and of the work to which that rate is to be applied to enable the worker to compute the total amount of wages payable in respect of the work. This provision, the enforcement of which is placed upon the Inspectors of Factories, is intended to secure to the out-worker information beforehand as to the price he is to get for the work, and to protect him against arbitrary alterations or reductions when the work is brought in. The provision has been extended by Orders of the Secretary of State to the outworkers in a number of trades.

17. The protection which is given by the Truck Act, 1896, to workers in regard to deductions for supply of materials, bad work, &c., only applies very partially to Home Workers. A series of judicial decisions have laid it down that unless there is a contract between the out-worker and the employer for the work to be done by the out-worker personally, the provisions of that Act do not apply. The only other statutory provision in regard to Home Work that need be noticed here is the power given to local authorities by the Employment of Children Act, 1903, to regulate the employment of children in work at home.

18. The Government Departments and various local authorities have inserted a clause, usually known as the "fair wages" clause, as well as schedules of prices to be paid to the workers, in the form of tender made by their contractors, with a view to securing a fair rate of wage. Your Committee are of opinion that the excellent intentions of these authorities are often frustrated in practice.

19. Your Committee are of opinion that these provisions of the existing law have failed to produce any real amelioration of the condition of Home Workers, and that legislation of a far-reaching character is required.

#### AUSTRALASIAN EXPERIMENTS AND EXPERIENCE.

20. During the discussion, in recent years, of the subjects which form the reference to your Committee, the legislation of the States of the Australian Commonwealth and of the Dominion of New Zealand with regard to Wages Boards and Industrial Conciliation and Arbitration Acts has attracted much attention, and some of it has formed the basis of one of the proposals which has been specifically referred to the Committee. Careful attention has, therefore, been given to the interesting and valuable Report (recently presented to Parliament) of Mr. Ernest Aves, who was appointed last year, by the Secretary of State for the Home Department, a Commissioner to investigate the working of the systems there adopted. Your Committee had the advantage of taking Mr. Aves's evidence as a witness with regard to the results of his inquiries.

21. The legislation of Australia and New Zealand on the matters under consideration may be grouped under three heads—Factory Acts, Wages Boards, and Industrial Conciliation and Arbitration Acts. So far as there are differences of principle and method, the legislation of Victoria on the one hand, and of New Zealand on the other, may be regarded as respectively representative. On the wider questions of fixing wages, and adjusting or deciding disputes as to wages and conditions of work, the experiments and experience of both the Commonwealth and the Dominion are extremely useful and interesting, notwithstanding the fact, upon which Mr. Aves dwells, that in neither case has the system yet been put to the test which a time of prolonged depression, and a serious fall in prices, would impose, when demands would be made for, and decisions possibly be given in favour of, substantial reductions in wages and rates of payment. As the more experimental portions of the legislation were enacted in order to deal with the conditions which characterised the period of extreme and exceptional depression in trade, and scarcity of employment, and consequent reduction in wages, through which the Australasian Colonies passed some twenty years ago, and as that legislation has run and been developed and extended concurrently with the steady and remarkable recovery which has been experienced during the last 10 years, it is obvious that the new laws have been working under extremely favourable conditions, and it is not always easy to determine how much if any



of some improved conditions are the results of the legislation on labour questions, or are due to economic and social causes, and would have been brought about even if there had been no change in the law. Nevertheless, it appears to be quite clear that, so far as the experience which has been had of the new departures has gone, they are very largely and generally, if not universally, approved by the people of Australia, and the large majority are of opinion that they have proved to be distinctly beneficial and useful.

22. So far as the limited field of inquiry—the conditions of labour in trades in which Home Work is prevalent, and the proposals which have been made for the remedying of existing abuses—which has been referred to your Committee, is concerned, Mr. Aves's Report makes it clear that, apart from the valuable suggestions which are to be derived even from the application of general principles and novel legislation to widely different conditions, there is not much information or guidance with regard to the difficulties which surround the problem of Home Work, as it presents itself here, to be derived from the conditions, legislation, and experience of Australia and New Zealand. In the first place, there the Home Worker is a very small element of the population. In the second place, the demand for women workers exceeds the supply, and the natural result is that, apart from exceptional cases, their position as to earnings and conditions of work is very different from that which prevails here. Lastly, the various Wages and other Boards have left the Home Workers almost entirely untouched, and consequently the effect of their operations upon the wages of these workers has been *nil*, or inconsiderable, except in so far as they have indirectly benefited from the improvement which has occurred in industrial conditions generally.

Referring to Victoria, Mr. Aves says :—

“There is a wide exemption from the operation of the Act of those working at home on their own account, and taking in work from private employers or from retail shops unregistered as factories.”

“Alike in administration and in the records, the place of very secondary importance that the home workers occupy is one of the striking features of the industrial situation.”

“In many trades, especially women's trades, the effect upon wages appears to be inconsiderable.”

“There is in Melbourne an unusual scarcity of labour. This indeed is the bottom fact of the situation to which, so far as female labour is concerned, we are always driven back.”

With regard to New Zealand, Mr. Aves reports :—

“The home worker presents no great problem in the sense of being the basis upon which any considerable proportion of a trade, under-rate or over, rests.”

“The home worker is, I think, hardly a factor, much less a problem in New Zealand.”

“The Conciliation and Arbitration Act . . . directly, save as regards tailoring, . . . has little effect on the employment of women.”

23. On the other hand, it appears to be beyond question that, in factories and workshops, and among out-workers, other than Home Workers in Australia, where unsatisfactory rates of payment and conditions of work were being established fifteen or twenty years ago, and seemed likely to spread, the legislation which has from time to time been passed, has been useful. Opinions vary as to the extent to which this is due to increasing prosperity and better times generally, or to Wages Board and Factory Acts. In Victoria in 1902, after the Act of 1896 (which gave power to establish Wages Boards in certain trades) had been in force six years, a Royal Commission was appointed to inquire into its operation. The general conclusion arrived at was that Conciliation Boards were preferable to Wages Boards, which “have committed serious errors in the course of their work,” and as regards “the prospects of methods of conciliation in a dispute, are almost hopeless.” Nevertheless, the references of the Commissioners' Report to the work of the Wages Boards in those branches of industry where the conditions as regards under-payment most nearly approach those with which your Committee have to deal, were distinctly to the effect that good work had been done, and advantage to the workers had resulted. For example, in the midst of the statement of the reasons for preferring Conciliation Boards to Wages Boards, the Commissioners say :—

“ But it must be remembered the Wages Boards were at first constituted to deal with industries in which sweating was rampant, such as the clothing, under-clothing, and shirt-making trades. They unquestionably did good work in these, and the fact will always stand to the credit of the system.”

24. Reporting upon the Clothing Board, which dealt with an industry in which under-payment and unsatisfactory resulting conditions were prevalent, especially during the period of financial and commercial depression, the Commissioners say :—

“ In the stress of competition, a system prevailed under which large City warehouses let the making-up of clothing to small contractors or middlemen at rates so low that there was very little, if any, profit left to the latter if fair wages were paid. Some of these contractors had small factories, others took over factories and warehouses, but many of them had no registered place of business, and were mere parasites of labour, doing no work themselves, and making their livelihood out of the necessities of, perhaps, the poorest class in the community.

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“ Both employers and workers agreed that sweating had practically disappeared with the conditions which had produced the evil—the excessive competition of out-workers who had been pitted against each other.”

Again, referring to the shirt-makers, they say :—

“ It will be admitted as a fact beyond dispute that, in this trade, the factory law has broken down a hideous form of sweating, and protected in no small degree an industrious and deserving class of women.”

25. It is interesting to note that the opinion that the Wages Boards of Victoria have been useful in dealing with sweating still prevails. Mr. Aves, in his Report, this year, says :—

“ There is also a very widely spread belief that the Boards have been instrumental, some say in abolishing, and others in modifying the evils of “ sweating,” and, from complex motives, there is in Victoria a great preponderance of opinion amongst all classes in favour of the retention of the Boards.”

26. In view of the proposals for dealing with the problem in this country which have been referred to your Committee, it is important that it should be noted that the rates of payment which have been fixed by Wages Boards in Australia, and by Conciliation and Arbitration Boards there and in New Zealand, have, to a large extent, been minimum time rates, and when minimum piece rates have been fixed, they almost always have been fixed with the time rate as the basis, and when comparisons or records are given, they almost invariably take the form of a statement of the amount earned per week. In the Report of the Victorian Royal Commission of 1902-3, there are several passages similar to the following :—

“ Any Board [in Victoria] may rule that manufacturérers may be allowed to fix piece-work rates based on the minimum wage.”

“ The Shirt-makers’ Board [Victoria] fixed the rates for making shirts, shirt fronts, collars, cuffs, and pyjamas. The minimum wage is fixed at 4d. per hour, or 16s. per week of 48 hours. Piece-work rates are also fixed on a basis which will allow an average worker to earn 4d., 4½d., or 5d. an hour, according to the class of work done.”

“ The minimum wage is fixed [by the Underclothing Board] at 4d. an hour, or 16s. per week. Owing to the great variety of garments dealt with in this trade, and the frequent alterations made in patterns and designs, the Board decided that it would be impracticable to fix piece-work rates properly, and therefore, by the determination, employers are permitted to adjust such rates themselves, subject to the proviso that the average worker is enabled to earn 4d. per hour under the scale adopted. The employer is required to supply, free of charge, cotton, and all other materials which are requisite for piece-workers, so that the earnings on this basis shall be met.”

Mr. Aves, also referring to Victoria, says :—

“ In the under-clothing, dressmaking, milliners, and waterproof clothing trades, no schedule of piece-work was, or, in the opinion of the Board, could be attempted, but the average worker employed upon piece-work is to be able to earn not less than

the statutory 4d. or 5d. per hour. Should piece-work rates be proved to represent less than this equivalent time-rate, they would be illegal."

27. A further point of importance is that, in New Zealand, as a matter of practical working, the problem of the underpayment of women has been dealt with, not by the Conciliation and Arbitration Boards, but by the direct action of Parliament in fixing a minimum wage in its Factory Act, in which the following clause appears:—

"Every person who is employed in any capacity in a factory shall be entitled to receive from the occupier payment for the work at such rate as is agreed on, in no case less than five shillings per week for boys and girls under sixteen years of age, and thereafter an annual increase of not less than three shillings weekly till twenty years of age."

Commenting upon this clause, Mr. Aves says:—

"This clause was passed in order to prevent persons being employed in factories without 'reasonable remuneration in money.' Payment is to be made in every case irrespective of overtime, and premiums are forbidden.

"The above clause has a very important effect upon the scope of the Conciliation and Arbitration Act, inasmuch as by legal enactment the ground for most of those very trades that are chiefly liable to the evils of under-payment is covered by the direct action of Parliament. One result is seen in the fact that no award has been given for women in any branch of the clothing trade in New Zealand, except in tailoring, Thus, dressmaking, shirt-making, millinery, white work, &c., if not always considered to be satisfactorily provided for by the above clause, at any rate remain outside the Arbitration Act. And through the whole series of awards there is, I think, apart from the tailoring trade, hardly any special provision made for females, save for the small body of match factory employees and in an unimportant reference in the rates fixed for apprentices in the printing trades and in woollen mills. The practical importance of the Factories Act in this connection is perhaps sufficiently demonstrated by the fact that, in the awards in the boot-making trade, in which the proportion of females is large, there is no reference to them whatsoever."

#### REMEDIES WHICH HAVE BEEN SUGGESTED.

28. Your Committee have carefully considered the proposals which have been made for further legislation. The broad outlines of the two which have attracted the most attention are:—

1. The proposal that it should be rendered illegal to give work to any outworker in certain specified trades, unless the worker had previously obtained a licence from a Government Factory Inspector which authorises the holder of the licence to do work for a specified time in the premises named in the licence. The licences would require renewal every six months, and the conditions for obtaining them would be that the premises in which the work was to be done were clean and wholesome, adequately lighted and ventilated, and not overcrowded.

2. The proposal that, in certain specified trades, a Wages Board, consisting of representatives of employers and working people and a neutral Chairman, should be established, with power to fix the minimum rate of wages to be paid to workers in those trades. The payment of a lower rate than that thus fixed to be a punishable offence.

29. Your Committee approached the consideration of this portion of their task with the conviction that it is not desirable to prohibit or to attempt to stamp out Home Work. There are a number of people who, for various reasons, cannot go to factories and workshops and undertake the continuous attendance and work which are there required. There are others to whom it would involve serious inconvenience, and, indeed, hardship. They are glad to work at home. They earn an extremely welcome addition to the family income. To prevent them from so doing would be indefensible, unless it were shown that such drastic action was absolutely essential in order to secure a great public advantage. In our judgment this has not been proved. On the other hand, we are of opinion that, by means of legislation, some earnest effort should be made to remedy the evils which undoubtedly exist.

## LICENSING.

30. As to the proposal that Home Workers, in certain trades, should be required to obtain a licence to work in specified premises, your Committee are of opinion that it is very desirable that, in every locality, there should be a far more complete and accurate list of Home Workers than is obtained at the present time, and also that some provision should be made for securing greater cleanliness and better sanitary conditions than are to be found in too many of the houses in which people work and live. We are not convinced, however, that it is necessary that legislation need be carried to the full extent of the proposals which have been submitted to us. There are two substantial practical difficulties. One is, the number of inspectors that would be required would be very large. The house of every Home Worker would have to be visited twice a year—the proposal is that the licence should be renewed every six months. This would be a great task, and would involve an enormous addition to the present staff. The other difficulty is the obstacles which it would place in the way of an exceptionally poor and helpless section of the community earning a livelihood. It would be hard upon the occasional worker, the wife who desired to step into the breach and earn something to enable the family to keep the home together when the husband is thrown out of work. The difficulty which persons of this class would experience in communicating with the Inspector, discovering his address, writing to him, or finding him, and the delay which would take place before he could be got to their home, and consequently, before they could begin to earn the much-needed income, would be very serious, and, in trying circumstances, quite intolerable, unless there were a small army of Inspectors. The difficulty and trouble would be repeated every six months.

31. Much might be accomplished by far less drastic measures. Complete lists of Home Workers might be obtained by requiring that every Home Worker must register her name, occupation, and address with the Local Authority, and obtain a certificate of such registration before receiving work to do at home for the first time, such certificate to remain valid until any change of residence. It could be made an offence for any employer to give out work to be done at home unless a certificate of registration were produced. No conditions as to cleanliness of person or dwelling need be required as a condition of registration. Consequently there would not be any necessity for inspection and report upon the condition of the premises. The certificate of registration should be issued immediately the application was made, and no fee of any sort should be charged either for registration or certification. As the offices of the local authority would be the place of registration, everyone would know where they were, and they would always be accessible without delay or serious inconvenience. The aim would be to obtain complete and accurate registration. This should not supersede, but supplement, the keeping of lists of outworkers by employers.

If the provision of Section 9 of the Public Health Act, 1875, with respect to factories and workshops which are not kept in a cleanly state, or are ill-ventilated or overcrowded, were extended to rooms in which Home Work is done, much good would be done. If these provisions were accompanied by power being given to the Inspectors of the Local Authority and the Factory Inspector to inspect rooms in which Home Work is done, a great improvement in structural and domestic cleanliness would be brought about. It is desirable that the responsibility of supervision in these matters, in these cases, should rest primarily with the Local Authority, inasmuch as they are sanitary regulations and refer to dwelling-houses; but power should be given to the Factory Inspector to secure the enforcement of the law if the Local Authority failed in the performance of their duties.

Your Committee recommend the adoption of these suggestions.

## WAGES BOARDS.

32. In the opinion of your Committee, the second proposal—for the establishment of Wages Boards—goes to the root of the matter, in so far as the object aimed at is an increase in the wages of Home Workers. No proposals which fail to increase the income of these people can have any appreciable effect in ameliorating their condition. Improved sanitary conditions are important, and necessary; greater personal and domestic cleanliness in many cases is very desirable; but the poverty, the miserably inadequate income, of so many of the Home Workers is the great difficulty of the situation. With an increase in their earnings many of the other undesirable conditions which intensify and in turn are aggravated by the ever-present burden of grinding poverty would be very appreciably modified and improved. Miss Squire told us that, during recent years

the general sanitary condition of the houses of Home Workers has been improved considerably, but that there has been no corresponding improvement in domestic cleanliness.

33. Is there any prospect that these people, with the aid of such voluntary and philanthropic assistance and co-operation as is, or would be, available, will materially improve their own condition, and, to any appreciable extent, extricate themselves from the quagmire of endless toil and almost ceaseless misery in which some of them are involved? On the other hand, can legislation help them? Your Committee are of opinion that, unless Parliament steps in and gives them the protection and support which legislation alone can supply, the prospects of any real and substantial improvement in their position and condition being brought about are very small and remote. We are further of opinion that carefully considered legislation would aid them materially; and, that being so, we cannot doubt that it is desirable that an attempt should be made, and an experiment be tried. At the same time we recognise that legislation which will affect the well-being and may interfere to some extent with the livelihood of a number of extremely poor and helpless persons must be considered with the utmost care, and be entered upon with great caution.

34. Are Wages Boards practicable, and would they prove to be effective as a remedy for the evils with which they are designed to cope? The fact that the payment for Home Work is necessarily always at piece rates complicates the problem and increases the difficulty. If the payments were made by time wages, everything would be far simpler and easier. In the first place, there is in some trades an enormous number and complication of articles, processes, sub-divisions, and patterns. Then there are the constant changes, especially in those trades where fashion is the dominating factor, and different employers have a vast number of different methods and designs. Any attempt to fix prices for every process of every article, of every size, of every pattern, and every variation of every manufacturer of some classes of goods would appear to be almost interminable. In the next place, there is the difficulty of submitting new ideas, designs, and patterns to rival and competing employers who are members of the Wages Board; while, if prices are not promptly fixed for new articles and patterns, there would appear to be the risk of leaving a loophole through which ingenious persons would contrive to escape and perpetuate under-payment by making slight variations from a pattern for which a price has been fixed.

35. Another important phase is indicated by the question: Is the piece rate to be based upon the time in which a worker of average skill can complete the article or process in a factory, under favourable conditions, with the most modern machinery and appliances, or is it to be based upon the time taken by the worker in the conditions and with the appliances in and with which he actually works? Can a higher piece rate be paid to Home Workers than is paid to factory workers who work under conditions which render far more rapid production easy? The issues which these questions raise are far-reaching, they indicate some of the reasons why the problem which has been referred to your Committee has proved to be so difficult to solve.

36. Your Committee have already pointed out that a rate of payment which may yield a tolerable earning with up-to-date machinery and adequate facilities may give meagre results if the machinery or appliances are slow, inconvenient, and antiquated, and the results may be altogether inadequate if the workers have little or no machinery or appliances, or if what there is has to be driven by them instead of by steam or other power. If the minimum rate of payment fixed be one which would be a suitable minimum for those who work under the best conditions, or the medium, or the worst, it must be an unsatisfactory rate for that portion of the trade which is carried on under conditions different from those for which the rate is a reasonable one. Further, if the rate of payment be the same whether machinery and appliances be modern and rapid or antiquated and slow, the inducement to employers to provide the newest machinery and plant and the most improved conditions will be reduced considerably, and in the long run some of the consequences of not providing them will fall upon those whom he employs. In the case of the Home Worker it may be contended that as the employer does not supply machinery or appliances, but gives out the work to be done by the person under conditions and with appliances which the worker provides, the lack of efficient machinery and appliances is not the fault of the employer who gives out the work. Under better conditions, where the persons concerned were able to organise and secure equitable payment, such a position would adjust itself, and the employer who avoided the cost of providing premises and

plant would have to pay more to those to whom he gave out work than he would if he provided the appliances and premises. It is just here that the special position of the Home Workers and the conditions which render their earnings low apply; and it is because their position and those conditions are exceptional that the intervention and assistance of Parliament have been invited.

37. Your Committee attach importance to the experience and opinion of Mr. Askwith, of the Board of Trade, who for many years has, from time to time, rendered most valuable service by acting as Arbitrator and Conciliator in trade disputes of various kinds. He has settled piece-work rates in industries where the complication and diversity of patterns, &c., is great, and the results have been arrived at without excessive difficulty, and afterwards have worked satisfactorily. He is of opinion that "Wages Boards are workable and practicable, and would be beneficial, and ought to be tried." After making full allowance for the fact that these settlements have been made in trades where the employees were organised and had trained members of their trades unions to represent them, and where the whole of the conditions were much more favourable than would be the case when piece-work rates for Home Workers had to be fixed, your Committee agree that the experiment ought to be tried.

38. Upon the question of the general policy of Parliament fixing or providing for the fixing of a minimum rate of payment for work, below which it should be illegal to employ people, your Committee are of opinion that it is quite as legitimate to establish by legislation a minimum standard of remuneration as it is to establish such a standard of sanitation, cleanliness, ventilation, air space, and hours of work. If it be said that there may be industries which cannot be carried on if such a standard of payment be enforced, it may be replied that this was said when the enactment of many of the provisions of the Factory and other similar Acts were proposed, and public opinion supported Parliament in deciding that, if the prognostication were an accurate one, it would be better that any trade which could not exist if such a minimum of decent and humane conditions were insisted upon should cease. Parliament, with the full approval of the nation, has practically so decided again and again, when enactments have been passed forbidding the carrying on of specified industries, unless certain minimum conditions as to health, safety, and comfort are complied with. It is doubtful whether there is any more important condition of individual and general well-being than the possibility of obtaining an income sufficient to enable those who earn it to secure, at any rate, the necessaries of life. If a trade will not yield such an income to average industrious workers engaged in it, it is a parasite industry, and it is contrary to the general well-being that it should continue. Experience, however, teaches that the usual result of legislation of the nature referred to is not to kill the industry, but to reform it. Low-priced labour is a great obstacle to improvement. It discourages invention, and removes or prevents the growth of a great stimulus to progress and efficiency. The direct and early result of prohibiting unsatisfactory conditions in industrial life is almost invariably to direct the attention of the most competent minds in and about the trade to the production and introduction of such improvements in machinery, methods, and processes as will enable the industry to continue under greatly improved conditions, and be carried on with greater success than before. In our judgment there is no reason to doubt that similar beneficial results to all concerned—employers, workpeople, and the general public—to those which have followed the establishing of minimum conditions of other kinds in various departments of industrial life, would follow the establishing by law of minimum rates of payment for such classes of workers as experience has shown are unable to secure for themselves rates of payment for work which may reasonably be regarded as even the lowest upon which an average worker can exist.

#### RECOMMENDATIONS AS TO WAGES BOARDS.

39. With regard to this portion of their inquiry, the conclusion at which your Committee have arrived is that the general principle should be adopted of establishing Wages Boards for Home Workers, each Board to fix—

(1) A general minimum rate of time payment for an average Home Worker in the particular trade for which it acts, and also for any branch of or process in the trade for which a different rate might seem to be desirable, such other rate to be not less than the general minimum rate.

(2) Minimum piece rates for any work done by Home Workers, those piece rates to be such as would enable an average worker to earn not less than the equivalent of the minimum time rate.

In this way the great practical difficulty of fixing piece rates for every variation in size, pattern, and class of every article would be avoided. Piece rates could be fixed for everything which was to any extent of a standard size, pattern, or character, while the minimum time rate would ensure that articles, or patterns, or sizes which were not covered by the minimum piece rates already fixed could not be paid for at a lower piece rate than would yield to an average worker the equivalent minimum time rate. It should be compulsory for the Wages Board, as its first duty, to fix a minimum time rate of payment for the trade for which it was appointed, for the district for which it acted. The gradual building up of lists of piece rates based on the minimum time rate would follow. If these Wages Boards were found to be successful they might be extended to other workers in the trades in which Home Work is prevalent.

40. In view of the fact that this proposal represents a very considerable new departure in industrial legislation, and fully realising the many difficulties that surround it, your Committee are of opinion that it is desirable that Parliament should proceed at first somewhat experimentally, and apply these general principles to one or two trades, in which the necessity for some legislation is great, and where experience could be gained without running any serious risk of dislocating an important industry. We, therefore, recommend :—

That Wages Boards be established for certain specified trades. The Boards should consist of representatives of the employers and the employed Home Workers in equal numbers, with a Chairman chosen by the members ; or, failing agreement upon one, by the Home Secretary. The Boards should have power to fix minimum piece rates of payment in those trades for all workers, who, in a private house, room, or place which is used as a dwelling house, work for any other person at the production or making or preparation of any articles for sale by another person. They should fix such minimum rates of payment, when called upon to do so by any employer or seven workers ; or by the whole of the representatives on the Board of either the work-people or the employers ; or by the Chairman or the Home Secretary.

41. Each Board should be required to fix a general minimum time wage for its district for the whole of the workers in the trade for which it acts, and should have power to fix a special minimum time wage for any class of work or process in the trade in its district, such minimum to be not less than the general minimum for the trade in the district. When this was done, the piece rates paid for work in those trades would have to be at least such as would enable an average Home Worker to earn not less than the minimum wage for that trade in that district.

42. In order to avoid the fixing of rates of payment which would be likely to prove unreasonable and inadvisable in special cases, and to give those who would be affected by them an opportunity of securing their reconsideration, if a substantial case for so doing could be made out, it would be desirable to give the Home Secretary power to suspend for a specified time any determination of a Board and refer it to them for further consideration.

43. It should be an offence for any person to pay or offer to a Home Worker a lower rate of payment for work than the minimum fixed by the Board for that particular work. The duty of enforcing the Act and the determinations of the Board should be entrusted to the Factory Inspectors, and the Board itself, which, in this respect, would act through its Secretary.

44. The election of representatives of the workers in each district would be facilitated by the existence in the offices of the Local Authority of a complete register of them and the trades in which they were engaged. It would probably be desirable that the Local Authority be required to provide a suitable room for the Board to meet in, that a Factory Inspector should be the Secretary to the Board, and that a moderate payment should be made, either by the locality or the Treasury, to the representatives of the workers on the Board.

45. The trades for which your Committee suggest that Wages Boards should be established, in the first instance, are tailoring and the making of shirts, underclothing, and baby linen, and the finishing processes of machine-made lace. Power should be given to the Home Secretary, on application being made to him by such responsible representative or interested persons as may be specified, and after he has caused an

inquiry to be made, to direct that a Wages Board should be established for these trades or for any other trade in any district.

46. It might be left to the Home Secretary to define, enlarge or diminish the district over which the jurisdiction of each Board should extend. It has been suggested that difficulty would arise through different districts fixing different rates of payment. We think this would not be found to be of practical importance. The rates of payment in all trades now vary in different towns and in different parts of the country, and it is not probable that they would do so to any greater extent under the operation of the proposals which are now made. But if real difficulty did arise, it would be possible to arrange for the appointment of supervising or co-ordinating Boards, which might also develop into Boards of Appeal.

47. The fact that payment for Home Work must be at piece rates relieves your Committee of the very great difficulty that would attend any attempt to adjust a time rate of payment to the capacity of the slow, the infirm, the inefficient, and the aged. As the payment for Home Work is according to the amount of work a person is able to get through, those who are below the average in output earn an amount which is in proportion to their ability, power, and industry. The earnings of those who are slow and inefficient cannot be raised by giving them a rate of payment above that which is made to the average worker, even though it yield a very poor income to those whose output is small. What can be secured is that a minimum rate per article or per process shall be paid to all workers for the same amount, character, and quality of work.

48. One difficulty which has to be considered in connection with all legislation of the kind which is now suggested is the risk of evasion, especially where the possibility of collusion between the employer and the employed has also to be allowed for. In this respect the difference between dealing with a strong combination of well-organised workers and such a peculiarly helpless and powerless body of people, whose circumstances seem to render anything like effective combination and organisation for mutual support and protection quite impracticable, as Home Workers are, is very great, and for practical purposes really fundamental. The importance of this will be seen if the question of enforcing decisions of the Boards as to piece rates be considered. When a piece rate for making a given article has been fixed, it might be easy for an employer who wished to evade payment of that rate to so alter the pattern by omitting or changing some trivial details as to make it difficult to prove in Court that the lower rate which he was paying was, in fact, a payment for precisely the article and work for which the Board had fixed a higher rate. If the workers were represented by a strong organisation of their own, such attempts at evasion would not be tolerated, but Home Workers have no such power behind them, and must rely on what can be proved definitely and conclusively in Court. It is in this connection that the difficulty, indeed the practical impossibility, of a Board fixing piece rates for every variation of every detail of every article and pattern in trades where the changes are constant and the variations are almost innumerable, brings into prominence an important difference between the case of the Home Workers and those adjustments of rates of payments in organised trades where the services of arbitrators and conciliators like Mr. Askwith have been so valuable and successful. Under the recommendations which your Committee make, the fact that a minimum time rate of payment, below the equivalent of which any piece rates must not fall, is to be fixed, will provide an exceedingly useful supplement to such piece rates as are fixed by the Boards. We attach the greatest importance to the fixing of a minimum time rate and its application as the standard by which piece rates other than those fixed by the Boards may be tested.

49. The cost to Home Workers which is involved in the intervention of the middleman between the employer and the worker is a matter to which your Committee have directed their attention. There are cases where the person who obtains the work from the warehouse or factory and distributes it to and collects it from the Home Worker renders a distinct and valuable service. Indeed, one of the most unsatisfactory phases of Home Work is often the time which is lost and the expense incurred in fetching and returning work. In many cases the cost of tram fares and the loss of time in the journeys and waiting at the warehouse are together equivalent to a reduction of from 20 to 25 per cent. in the amount which could be earned if there were no such deductions of time or expense. Where another person undertakes this, the saving to the worker is very appreciable, and where the intervening person does not obtain more than a reasonable remuneration for the service rendered and the responsibility undertaken, the arrangement is a beneficial one.



It is obvious, however, that it is one which places the worker very much at the mercy of the middleman or middlewoman, as the case may be, and opens the door to a system of real "sweating." It is very desirable that, wherever practicable, work which is given out to be done by workers at their homes should be delivered and collected by persons in the direct employ and pay of the employer. An incidental advantage of the arrangement would be that the employer could be kept informed as to the condition of the house in which the work was done. It would tend to facilitate the adoption of this arrangement if it were provided that, in ascertaining whether the piece rates paid were such as would yield an average worker not less than the fixed minimum wage, allowance should be made for the time occupied in obtaining and returning the materials and articles. That is to say, the time so occupied should be regarded as part of the average worker's week.

50. The full protection of the Truck Act should be secured to Home Workers. Provision should also be made to ensure that at least the full amount of the fixed minimum rate of payment should be paid to the worker in cash. We are of opinion that the Employment of Children Act should be adopted by all local authorities, and enforced for the protection of children working at home and elsewhere.

51. It has been suggested to us in the course of our inquiry that in some industries there is no room for any appreciable increase in the payment of the employees owing to the low prices at which foreign competitors produce the articles. Even if it were found that some branches of industry which are now carried on in this country under conditions of excessive toil and miserably inadequate earnings for the workpeople had to be abandoned, the benefits which would result from improving the condition of the great mass of the poorest workers in our midst, and diverting British industry and capital, in the exceptional cases, into other channels which are far more suitable for them, would abundantly counterbalance any temporary inconvenience which might be caused. Competition must be met by increased efficiency, not by low wages. The increasing facilities of communication and the opening up of countries with immense populations of industrious people will more and more bring into the field of industrial competition the low-priced labour not only of some parts of Europe, but also of India, China, and Japan. If we attempt to compete with these peoples on their own lines of low wages we shall tend towards their level of subsistence and then be beaten, because in the climate of their countries, where nature is prolific in its provision of food, and far less of it is required than is necessary here, people can live far more cheaply than we can. Experience teaches that healthy and well-educated and highly-trained men and women living and working under satisfactory conditions provide the industrial army with which thoroughly capable, alert, and enterprising employers can most successfully meet any competition which they may have to encounter. The conditions of work and the rates of payment which it is sometimes suggested are essential to the retention of some of the trades in which extremely lowly-paid people work are precisely those which are, in our judgment, not only not conducive to, but really incompatible with, the highest efficiency and the cheapest production.

52. Again we may quote Mr. Aves :—

" This question of cost is so fundamental that when the view is accepted that increased wages must lead to increased cost, and when circumstances appear to leave no margin for such an increase, any change that involves higher wages comes to be regarded as impracticable. Some of the fallacies, mainly traceable to an assumed fixity in the determining conditions—personal and economic—which underlie this assumption in its application to certain industries are recalled by Victorian experience, and the extent to which the combined view is held that Special Boards have increased wages and have not increased cost is of practical significance, since it is found to prevail in several of those trades in which the evil of under-payment is apt to be most prevalent. The Special Boards themselves may or may not have sent wages up to the extent often assumed or even at all. The fact remains that in several trades in which wages have tended upwards there is much testimony to the fact that neither cost nor price have been similarly affected, and in some instances it has been admitted that they have tended in the opposite direction."

53. One safeguard against most, if not all, the conceivable harm which could possibly result from the unwise use by Wages Boards of the powers which your Committee suggest should be conferred upon them will be found in the fact that the proposal is that the Boards should be composed of employers and employed who are engaged in the trades with regard to which they would fix rates of payment. No one could be more deeply concerned than

they would be that every precaution should be taken that nothing be done that would really curtail the trade with which all their interests were so closely allied. No one would more speedily perceive and feel the effects of an imprudent decision, and it would be within their power to amend it promptly. We believe that the members of these Boards would approach the discharge of their duties in a spirit of moderation, with a strong sense of fairness, and a full appreciation of the importance of the issues which would be submitted to them. There is no reason why they should not be able to decide what are the lowest rates of payment which may reasonably and equitably be made for work done under specified conditions in selected industries. They could at least secure the levelling up of the rates of payment in their respective trades to those adopted by the best employers in those trades. We have been impressed by the testimony we have received to the effect that most, if not indeed all, employers would be glad to have fixed a minimum rate of payment and conditions below which neither they nor their competitors should be allowed to go. If nothing more than this were accomplished by the adoption of the recommendations which we make, a substantial step would be taken in the improvement of the position of that portion of our people whose special circumstances we have been considering.

#### SUMMARY OF CONCLUSIONS.

54. The conclusions at which your Committee have arrived may now be summarised. They are that it is desirable :—

(1.) That there should be legislation with regard to the rates of payment made to Home Workers who are employed in the production or preparation of articles for sale by other persons.

(2.) That such legislation should at first be tentative and experimental, and be limited in its scope to Home Workers engaged in the tailoring, shirtmaking, underclothing, and baby linen trades, and in the finishing processes of machine-made lace. The Home Secretary should be empowered after inquiry made, to establish Wages Boards for any other trades.

(3.) That Wages Boards should be established in selected trades to fix minimum time and piece rates of payment for Home Workers in those trades.

(4.) That it should be an offence to pay or offer lower rates of payment to Home Workers in those trades than the minimum rates which had been fixed for that district by the Wages Board.

(5.) That the delivery and collection of work done at home should be done by persons in the direct employ and pay of the employer. Where that was not done, the amount which a worker could earn in a specified time should be calculated on a basis which included the time spent in fetching and returning the work as time occupied in doing the work.

(6.) That all Home Workers who are employed by other persons in producing or preparing articles for sale should be required to register their name, address, and class of work at, and receive a certificate of such registration from, the offices of the Local Authority, and that the keeping of accurate outworkers' lists by employers should be strictly enforced.

(7.) That it should be an offence for any person to employ any Home Worker to produce or prepare any articles for sale by another person unless the worker produce a certificate of registration.

(8.) That the provisions of Section 9 of the Public Health Act, 1875, with regard to factories and workshops which are not kept clean or are ill-ventilated or overcrowded should be extended to rooms in which Home Work is done, and power should be given to Sanitary and Factory Inspectors to inspect them and secure the enforcement of the law.

(9.) That the full protection of the Truck Act should be secured to Home Workers.

55. A Bill introduced by Mr. Toulmin, which has been read a second time, and referred to your Committee, has been duly taken into consideration by them; but in view of the opinions expressed in their Report, your Committee do not think it necessary to examine in detail the clauses of this Bill. They, therefore, report it, without amendment, to the House. They wish, however, to express the opinion that it is extremely desirable that the subject of the reference to your Committee and their Report thereon should be dealt with by legislation at an early date.

**REPORT.**

**ON THE SWEATED INDUSTRIES BILL.**

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**THE SELECT COMMITTEE to whom the SWEATED INDUSTRIES BILL was referred  
have agreed to Report the same without amendment.**

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**[PROCEEDINGS OF THE COMMITTEE.]**

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PROCEEDINGS OF THE COMMITTEE.

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*Wednesday, 19th February, 1908.*

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MEMBERS PRESENT :

Mr. Fell.	Mr. Chiozza Money.
Mr. G. P. Gooch.	Mr. Parkes.
Mr. Arthur Henderson.	Mr. Robinson.
Mr. Ernest Lamb.	Mr. Trevelyan.
Mr. Hugh Law.	Sir Thomas Whittaker.
Mr. Massie.	

Sir THOMAS WHITTAKER was called to the Chair.

The Committee deliberated.

[Adjourned till Wednesday next, 26th February, at 11.45.]

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*Wednesday, 26th February, 1908.*

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MEMBERS PRESENT :

Sir THOMAS WHITTAKER in the Chair.

Mr. Arkwright.	Mr. Arthur Henderson.
Mr. Boland.	Mr. Chiozza Money.
Mr. Bridgeman.	Mr. Parkes.
Mr. Brunner.	Mr. Richardson.
Sir William Bull.	Mr. Robinson.
Mr. Arthur Dewar.	Mr. Stuart Samuel.
Mr. Fell.	Mr. Trevelyan.
Mr. G. P. Gooch.	

Mr. *D. Sholto Douglas* and Mr. *Thomas Holmes* were examined.

[Adjourned till Wednesday next, 4th March, at 11.45.]

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*Wednesday, 4th March, 1908.*

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MEMBERS PRESENT :

Sir THOMAS WHITTAKER in the Chair.

Mr. Boland.	Mr. Hugh Law.
Mr. Bridgeman.	Mr. Massie.
Mr. Brunner.	Mr. Parkes.
Sir William Bull.	Mr. Richardson.
Mr. Arthur Dewar.	Mr. Robinson.
Mr. Fell.	Mr. Stuart Samuel.
Mr. G. P. Gooch.	Mr. Trevelyan.
Mr. Ernest Lamb.	

Mr. *E. G. Howarth* and Mr. *George Shann* were examined.

[Adjourned till to-morrow, Thursday, 5th March, at 11.45.]

*Thursday, 5th March, 1908.*

## MEMBERS PRESENT :

Mr. Arkwright.		Mr. Arthur Henderson.
Mr. Boland.		Mr. Ernest Lamb.
Mr. Bridgeman.		Mr. Hugh Law.
Mr. Brunner.		Mr. Massie.
Sir William Bull.		Mr. Chiozza Money.
Mr. Arthur Dewar.		Mr. Robinson.
Mr. Fell.		Mr. Stuart Samuel.
Mr. G. P. Gooch.		Mr. Trevelyan.

In the absence of Sir Thomas Whittaker, Mr. TREVELYAN acted as Chairman.  
Mr. W. J. D. Walker, was examined.

[Adjourned till Wednesday next, 11th March, at 11.45.]

*Wednesday, 11th March, 1908.*

## MEMBERS PRESENT :

Sir THOMAS WHITTAKER in the Chair.

Mr. Bridgeman.		Mr. Chiozza Money.
Mr. Brunner.		Mr. Parkes.
Mr. Fell.		Mr. Richardson.
Mr. G. P. Gooch.		Mr. Robinson.
Mr. Ernest Lamb.		Mr. Stuart Samuel.
Mr. Hugh Law.		Mr. Trevelyan.

Mr. Alfred Smith and Mr. Abraham Levi were examined.

[Adjourned till to-morrow, Thursday, 12th March, at 11.45.]

*Thursday, 12th March, 1908.*

## MEMBERS PRESENT :

Sir THOMAS WHITTAKER in the Chair.

Mr. Bridgeman.		Mr. Massie.
Mr. Brunner.		Mr. Richardson.
Sir William Bull.		Mr. Robinson.
Mr. G. P. Gooch.		Mr. Stuart Samuel.
Mr. Arthur Henderson.		Mr. Trevelyan.

Mr. Morris Cohen was examined.

[Adjourned till Wednesday next, 18th March, at 11.45.]

*Wednesday, 18th March, 1908.*

## MEMBERS PRESENT :

Sir THOMAS WHITTAKER in the Chair.

Mr. Bridgeman.		Mr. G. P. Gooch.
Mr. Brunner.		Mr. Robinson.
Mr. Arthur Dewar.		Mr. Stuart Samuel.
Mr. Fell.		Mr. Trevelyan.

Mr. William Bridgett was examined.

[Adjourned till to-morrow, Thursday, 19th March, at 11.45.]

*Thursday, 19th March, 1908.*

MEMBERS PRESENT :

Sir THOMAS WHITTAKER in the Chair.

Mr. Bridgeman.	Mr. Hugh Law.
Mr. Brunner.	Mr. Chiozza Money.
Sir William Bull.	Mr. Richardson.
Mr. Arthur Dewar.	Mr. Stuart Samuel.
Mr. Fell.	Mr. Trevelyan.
Mr. G. P. Gooch.	

Miss *Mary R. Macarthur* was examined, and seven other witnesses who were permitted to give their evidence anonymously as Mrs. *A.*, Miss *B.*, Miss *C.*, Miss *D.*, Mrs. *E.*, Mrs. *F.*, and Miss *G.*

[Adjourned till Wednesday next, 25th March, at 11.45.]

*Wednesday, 25th March, 1908.*

MEMBERS PRESENT :

Sir THOMAS WHITTAKER in the Chair.

Mr. Bridgeman.	Mr. Hugh Law.
Mr. Arthur Dewar.	Mr. Parkes.
Mr. Fell.	Mr. Richardson.
Mr. G. P. Gooch.	Mr. Robinson.
Mr. Arthur Henderson.	Mr. Stuart Samuel.
Mr. Ernest Lamb.	Mr. Trevelyan.

Mr. *Charles Edwin Watts* and Mr. *N. Buckner* were examined.

[Adjourned till Wednesday next, 1st April, at 11.45.]

*Wednesday, 1st April, 1908.*

MEMBERS PRESENT :

Mr. Bridgeman.	Mr. Massie.
Sir William Bull.	Mr. Chiozza Money.
Mr. Arthur Dewar.	Mr. Parkes.
Mr. Fell.	Mr. Richardson.
Mr. G. P. Gooch.	Mr. Robinson.
Mr. Arthur Henderson.	Mr. Stuart Samuel.
Mr. Hugh Law.	Mr. Trevelyan.

In the absence of Sir Thomas Whittaker, Mr. TREVELYAN acted as Chairman.

Miss *Vynne*, Miss *Eliza Cooper*, Mrs. *Brophy*, Mrs. *Somerset*, Miss *Rose Bamford*, Mrs. *Mitchell*, Mrs. *King*, Mrs. *Cole* and Miss *Edith Lawson* were examined.

[Adjourned till to-morrow, Thursday, 2nd April, at 11.45.]

*Thursday, 2nd April, 1908.*

MEMBERS PRESENT :

Sir THOMAS WHITTAKER in the Chair.

Mr. Fell.	Mr. Masterman.
Mr. G. P. Gooch.	Mr. Parkes.
Mr. Arthur Henderson.	Mr. Stuart Samuel.
Mr. Massie.	Mr. Trevelyan.

Mr. *J. G. Newey* was examined.

[Adjourned till Wednesday, 29th April, at 11.45.]

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*Wednesday, 29th April, 1908.*

## MEMBERS PRESENT :

Sir THOMAS WHITTAKER in the Chair.

Mr. Brunner. Mr. Fell. Mr. G. P. Gooch. Mr. Arthur Henderson.		Mr. Massie. Mr. Parkes. Mr. Robinson. Mr. Stuart Samuel.
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Mr. *W. A. Appleton* and Mr. *F. W. Fugeman* were examined.

[Adjourned till to-morrow, Thursday, 30th April, at One o'clock.]

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*Thursday, 30th April, 1908.*

## MEMBERS PRESENT :

Mr. Brunner. Mr. Fell. Mr. G. P. Gooch. Mr. Arthur Henderson. Mr. Massie.		Mr. Chiozza Money. Mr. Parkes. Mr. Robinson. Mr. Stuart Samuel.
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In the absence of Sir Thomas Whittaker, Mr. STUART SAMUEL acted as Chairman.

Miss *Holder* was examined.

[Adjourned till Wednesday next, 6th May, at 11.45.]

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*Wednesday, 6th May, 1908.*

## MEMBERS PRESENT :

Sir THOMAS WHITTAKER in the Chair.

Mr. Brunner. Mr. Arthur Dewar. Mr. Fell. Mr. G. P. Gooch. Mr. Massie.		Mr. Chiozza Money. Mr. Parkes. Mr. Robinson. Mr. Stuart Samuel. Mr. Trevelyan.
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Mr. *Ernest Aves* was examined.

[Adjourned till Wednesday next, 13th May, at 11.45.]

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*Wednesday, 13th May, 1908.*

## MEMBERS PRESENT :

Sir THOMAS WHITTAKER in the Chair.

Mr. Boland. Mr. Brunner. Sir William Bull. Mr. Arthur Dewar. Mr. Fell. Mr. G. P. Gooch. Mr. Arthur Henderson.		Mr. Hugh Law. Mr. Massie. Mr. Chiozza Money. Mr. Parkes. Mr. Richardson. Mr. Robinson. Mr. Trevelyan.
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The Right Hon. Sir *Charles Dilke*, a Member of the House, was examined.

[Adjourned till to-morrow, Thursday, 14th May, at 11.45.]

*Thursday, 14th May, 1908.*

MEMBERS PRESENT :

Sir THOMAS WHITTAKER in the Chair.

Mr. Brunner.	Mr. Massie.
Mr. Arthur Dewar.	Mr. Parkes.
Mr. Fell.	Mr. Robinson.
Mr. G. P. Gooch.	Mr. Stuart Samuel.
Mr. Arthur Henderson.	Mr. Trevelyan.
Mr. Hugh Law.	

Mr. *Guy B. Morrish* was examined.

The Committee deliberated.

[Adjourned till Wednesday, 1st July, at Twelve o'clock.]

*Wednesday, 1st July, 1908.*

MEMBERS PRESENT :

Sir THOMAS WHITTAKER in the Chair.

Mr. Arkwright.	Mr. Ernest Lamb.
Mr. Boland.	Mr. Hugh Law.
Mr. Bridgeman.	Mr. Massie.
Mr. Brunner.	Mr. Chiozza Money.
Mr. Arthur Dewar.	Mr. Parkes.
Mr. Fell.	Mr. Richardson.
Mr. G. P. Gooch.	Mr. Robinson.
Mr. Arthur Henderson.	Mr. Stuart Samuel.

The Committee deliberated.

[Adjourned till Wednesday next, 8th July, at Twelve o'clock.]

*Wednesday, 8th July, 1908.*

MEMBERS PRESENT :

Sir THOMAS WHITTAKER in the Chair.

Mr. Boland.	Mr. Hugh Law.
Mr. Bridgeman.	Mr. Massie.
Mr. Brunner.	Mr. Chiozza Money.
Mr. Fell.	Mr. Parkes.
Mr. G. P. Gooch.	Mr. Robinson.
Mr. Arthur Henderson.	Mr. Stuart Samuel.

DRAFT REPORT, proposed by the *Chairman*, brought up and read the first time, as follows :—

1. Your Committee have confined their inquiry almost entirely to the rates of payment which Home Workers receive, the weekly earnings which those rates yield, the conditions under which the people live and work, and the proposals which have been made for improving their position, and removing or modifying the evils which exist. In accordance with the directions of our reference, we have also considered such matters connected with labour in factories and workshops, in trades



in which Home Work is prevalent, as seemed to be connected with and bear upon the purpose of our inquiry. In addition to the evidence which we have heard from very capable officials of the Home Office, and the Labour Department of the Board of Trade, from members of organisations which exist for the purpose of directing attention to, and suggesting remedies for, what is commonly known as the "sweating" evil, from representative employers and workpeople who are engaged in some of the industries, the conditions of which have been considered, and from the promoters of the Sweated Industries Bill, your Committee have had the further advantage of supplementing Mr. Aves's valuable Report on the working of the Labour Laws of Australia and New Zealand by perusing a number of Official Reports which were very courteously supplied by the Governments of the Colonies of Australia and New Zealand, and such information as the Foreign Office could obtain regarding the legislation of other countries upon the subject of their inquiries. The Report of the Select Committee of the House of Lords, which was appointed on the motion of Lord Dunraven in 1888, and reported in 1890, has also received our careful attention.

2. If the term "sweating" is understood to mean that the employer "grinds the face of the poor" by making an altogether inadequate payment for work upon which he obtains a large and quite disproportionate profit, your Committee are of opinion that, although doubtless there are cases of this kind, sweating of this description does not exist to any such wide-spread extent as would justify them in regarding it as the important factor in the problem which they have had to consider. It can only be in very special and exceptional cases and circumstances that the operation of the ordinary laws of business competition will fail to reduce the profits of manufacturers, merchants, contractors, dealers, and shopkeepers to an average percentage, which experience has shown to be usual and reasonable, when all the conditions under which the business is carried on are taken into consideration.

3. On the other hand, if "sweating" is understood to mean that work is paid for at a rate which, in the conditions under which many of the workers do it, yields to them an income which is quite insufficient to enable an adult person to obtain anything like proper food, clothing, and house accommodation, there is no doubt that sweating does prevail extensively. We have had quite sufficient evidence to convince us (indeed, it is almost common knowledge) that the earnings of a large number of people—mainly women who work in their homes—are so small as alone to be barely sufficient to sustain life in the most meagre manner, even when they toil hard for extremely long hours. The consequence is that, when those earnings are their sole source of income, the conditions under which they live are not only crowded and insanitary, but altogether pitiable and distressing. It is, however, satisfactory to record the opinion of so experienced and competent an observer as Miss Squire, of the Home Office, that there has been considerable improvement since Lord Dunraven's Committee reported in 1890.

4. The problem which is presented by the fact that a very large number of people are unable to, or, at any rate, do not, earn more than a mere pittance, and consequently live under conditions which are conducive to anything but social, material, and moral well-being, is admittedly a many-sided and very difficult one. More or less similar conditions prevail, not only in all the great countries on the Continent of Europe, but also in the United States of America, and even in Australasia, where the proportion of women to men is so different from that which obtains here as to render some of the fundamental conditions which affect women's work and wages scarcely comparable with those with which we have to deal. The evidence which your Committee have taken, and the appendices which accompany it, indicate that all the countries to which reference has been made have either already attempted to deal with the question in some way or other, by legislation, or are considering the best way in which they can do so.

#### HOME WORKERS.

5. There are three main groups of Home Workers:—

(1.) The employer who works in his own home, and employs there persons from the outside.

(2.) The employer who works in his own home, and employs only members of his own family.

(3.) Persons who do not employ any other person, but who undertake work for others, and do it in their own homes.

It is with the third of these groups that your Committee are mainly concerned. Those who form this group consist chiefly of three classes:—

(1.) Single women, widows, wives deserted by or separated from their husbands, and wives whose husbands are ill or unable to work. These are usually regular workers. They vary much in age, skill and efficiency, in the class of the work they do, and the amount they are able to earn.

(2.) Wives who obtain work when their husbands are out of employment. They are more or less casual workers; some of them have not had any real training, and are unskilled. They have to take such work as is available at the moment, on such terms as are offered to them.

(3.) Wives and daughters of men in regular employment, who wish to increase the family income. They usually select pleasant work, and do not ordinarily work very long hours.

6. The circumstances and earnings of Home Workers vary very considerably. Great caution is required in receiving statements as to rates of payment, net receipts, and number of hours worked. The evidence which your Committee have received has sometimes been conflicting. The price paid for doing part of the work required to produce an article or garment may be thought to be the payment for the whole of the work, unless the various sub-divisions of it be understood, and it be clearly stated that only one of the processes is referred to. There is also often great uncertainty as to the number of hours worked per day in cases where the worker is a wife or daughter, who has her household and family to look after, and, in some cases, an invalid husband or father to attend to. A week's earnings may or may not represent a full week's work. In some cases it represents only such time as can be spared from other duties. In others it represents almost ceaseless toil during all the hours the workers are awake from Monday morning to Saturday night.

7. Mere statements of the amount earned per week, even when it is added that long hours are worked, are not sufficient and conclusive. Sometimes the workers are old or crippled, or in feeble health, and quite incapable of reasonably rapid and efficient work. In other cases they are inexperienced, slow, and incompetent. Many are, from one cause or another, industrial, physical, and social wrecks. If cases be investigated with the assistance of a relieving officer, a very different impression will be created than the one that will result from visiting those to whom any large employer of Home Workers will introduce an inquirer. By one method the most exceptional, pitiable, and distressing cases, and, incidentally, usually the least capable, and less regularly and fully employed workers, will be discovered. By the other, the most reliable, satisfactory, efficient, and constantly employed will be met with. Neither group of cases will represent the average. The conditions and earnings of the great majority will be found to lie between the two.

8. Miss Vines, of the Home Office, gave particulars of some extremely distressing cases of aged and feeble workers, which were obviously very special and quite exceptional. Miss Squire and Miss Vines both gave instances of small earnings, and what appeared to be exceedingly low payments. Miss Squire thinks that the number of people who earn a livelihood by the work is "very few indeed." She expressed the opinion that those who appear to do so will "generally be found to be in receipt of poor relief or pensions or charitable assistance of some kind." She considers that the remuneration obtained by most of them "could hardly be found sufficient in any circumstances to support a person." On the other hand, Miss Collett, Senior Investigator of Women's Industries to the Board of Trade, told your Committee that a large proportion of the Home Workers are fairly comfortably situated married women, who add to the family income in this way. She gave particulars of the earnings of a number of full time workers who earned an average of 14s. per week. She expressed the opinion that the distressing cases, where the earnings are very small, and the conditions are pitiable, are a minority of the Home Workers, and are largely old people "who are really past efficient work," or married women who only work when their husbands are out of employment.

9. A great diversity in the rate of actual earnings per week will be found amongst persons who are receiving the same rate of pay per article or per process. Some are much quicker than others. There is a considerable difference in the extent to which workers have the most efficient tools and appliances. Sewing machines vary considerably in speed and time-saving fittings. Workers vary in the speed at which they can continuously drive them. The class of work also varies. Low class work at low rates often gives larger earnings than better work at higher rates. Some articles or garments are, so to speak, "blown together." Others of the same kind, but different quality, have to be carefully made and finished. That one rate is lower than another does not by any means necessarily prove that it is a less remunerative rate.

#### WHY THEIR EARNINGS ARE SMALL.

10. The reasons why the earnings of many Home Workers are pitifully small are various and, to some extent, cumulative. Among them are the facts that:—

(1.) Much of the work is sewing, and requires no or very little previous training and experience. It is consequently work to which almost any woman who is able to sew can turn at once, when the necessity of earning her livelihood is forced upon her, or employment in any other occupation to which she has been accustomed fails her.

(2.) As the work can be done at home, it is desired by a large number of women, whose circumstances, household duties, feeble health, age, invalid husband, parents, or children, render it impossible or difficult for them to undertake regular work in factories. It is preferred by others who dislike domestic service or regular work for fixed hours under supervision in factories or workshops. It is also sought after by wives of working men who have no family, or who have time on their hands, and desire to augment the family income by doing work in their spare time.

(3.) As the payment for Home Work is necessarily at piece rates, those who are slow, owing to age, feeble health, inexperience, incompetence, or lack of power, energy, or disposition to work, and those who for any reason find it difficult to secure and retain employment elsewhere, find it more easy to obtain this kind of work than any other, and they drift into it and settle down to it as a method of earning a livelihood. Although at piece rates the payment per article is the same, whether the worker be slow or quick, employers give the preference in selecting factory or workshop workers to those who are quickest, most regular, and most reliable, because they thereby economise space, machinery, and working expenses.

(4.) These conditions and influences tend to make the supply of Home Workers very large and elastic.

(5.) A large proportion of Home Workers are engaged in the production of articles in competition with machinery, and the cost of making the articles by machinery fixes the rate which can be paid to them. Powerful sewing machines, with the latest improvements, specially adapted for each particular class of work, driven by steam power will turn out four times as much work, in an hour, as can be done by an ordinary treadle machine, and with far less physical strain upon the worker. If the same rate per article be paid to the two classes of workers, the Home Worker will be able to earn only one-fourth as much per hour as the factory worker. The weekly earnings of the Home Worker may be pitifully small, while those of the factory worker may be fairly good. In such cases, the trouble is not that the rate of pay is unduly low, but that the Home Worker is handicapped by her conditions and appliances. It is very largely a repetition of the old difficulty of the hand loom weaver in his room at home, competing with the power loom in the factory. Clearly, the rate of payment per article cannot be increased substantially beyond the price paid for doing the same work under superior conditions in the factory. Either the whole of the work must be done in well-equipped factories, or the earnings of Home Workers who make the same articles, must remain much lower than those of factory workers. These remarks apply especially to the ready-made tailoring and the box making trades.

(6.) Another large section of Home Workers have to meet competition of a different kind. They are makers of baby-linen and ladies' blouses and underclothing—articles which a very large number of those who require them can make for themselves. Unless the price at which these articles are sold to the wives and daughters of the better paid working men and the small middle class people is low, those who would otherwise be purchasers will buy the materials, and make the articles at home.

(7.) Home Workers, though not exclusively, are almost entirely women. The earnings of women are usually much lower than those of men, and the earnings of men in casual, low-grade occupations in which little or no special training or skill is required, are extremely small.

(8.) Women Home Workers, because they are very poor and helpless, and work separately, are unorganised, and cannot act together to promote common interests and secure better and uniform rates of payment. They have to bear more than their share of the consequences of uncertainty and irregularity in the trades in which they are engaged; and they are powerless to resist the tendency to reduce rates, which is caused by the keen competition of employers to undersell each other.

11. Your Committee endorse the opinion which was expressed in the following extract from the Report of the Labour Commission in 1894:—

“The natural difficulty, in not highly skilled occupations, of organising persons who work at home, or are dispersed through numerous small workshops, even if it can be overcome in the case of men, would seem almost insuperable in that of women. In the absence of organisation, and in the face of the unlimited competition for the cheaper and less skilled kind of sempstress and similar work, there seems to be little to prevent wages from sinking to the point at which, in the words of one witness, ‘it is easier to starve without the work.’ So long as there is abundance of cheap labour, without any minimum wage affixed by the action of trade organisations or otherwise, it seems to be beyond the power of small employers and contractors, wholly unorganised themselves, and keenly competing with each other for the custom of wholesale houses, and for small profits, to give women more for their work than the lowest pay at which it can be obtained.”

12. There is another class of considerations which must not be overlooked. The imposition by law of conditions and obligations upon owners and occupiers of factories and workshops tends to encourage employers to resort to Home Work in order to avoid compliance with the requirements of Parliament and the visits and supervision of the inspectors who are appointed to enforce them. The more numerous and stringent those regulations become the greater is the temptation to evade them by employing persons who work under conditions to which they do not apply. As the cost of providing premises, machinery, and plant is also largely avoided, and there is far less liability to strikes and trade disputes, the disadvantages, from an employer's point of view, which attend the employment of Home Workers are counterbalanced in many trades, especially in those which are subject to great seasonal fluctuations, and to employers whose capital is small. On the other hand, the existence of a large supply of low-priced home labour tends to reduce the apparent necessity for and to check the introduction of, improvements in methods of production in factories; while, when improvements which lower the cost of the production are made, they tend to reduce the piece rates which can be paid for Home Work on the same class of goods. It is one of the difficulties of the problem that the more efficient machinery, factories, and the organisation of work in them become, the more hopeless is rendered the struggle of the Home Worker to compete with them. These aspects of the question suggest that the principles which underlie our factory and workshop legislation should be applied to the conditions under which work is done elsewhere than in what are technically known as factories and workshops, not only because improvement in those conditions is desirable, and Home Workers require the protection of the law to an increasing extent, but also in order to discourage a method of evading the operation of the present law, which tends to increase Home Work and aggravate some of its most unsatisfactory phases.

## PROVISIONS OF THE EXISTING LAW WITH REGARD TO HOME WORK.

13. At the present time Home Workers' premises come under the operation of the provisions of the general law of public health which relate to the sanitation, &c., of dwellings. In addition to these, some special provisions on the subject of Home Work are contained in the Factory and Workshop Act, 1901. The most important—for the purposes of the present inquiry—is that contained in Section 108, which gives to the District Council power, in the case of trades specified by Order of the Secretary of State, to prohibit any person from giving out work to be done in premises which are injurious or dangerous to the health of the persons employed therein. The classes of work to which the section has been applied by the Order at present in force are numerous.

14. This provision only came into operation on the 1st January, 1902, and the statistics published annually by the Home Office of the action of local authorities under the section show, up to the present, that a small though increasing use is being made by local authorities of their powers under the section. In 1906, 1,201 cases of outwork in unwholesome premises were detected, 816 notices were served, and in three cases prosecutions were taken for non-compliance with the notice of the local authority.

15. Section 108 gives the only general power of control in regard to the conditions under which Home Work is done that is possessed by any authority, outside the sanitary provisions of the Public Health Acts. Cases, however, where the Home Worker regularly employs members of his or her own family on the work come under additional regulations as "domestic factories" or "domestic workshops." (An exception is made in the case of three industries, viz., straw plaiting, pillow-lace making, and glove making.) These regulations are contained in Sections 111 to 115 of the Factory and Workshop Act, 1901. They apply chiefly to the hours of work of young persons and children. There are other provisions in Sections 109 and 110 of the Factory Act with regard to Home Work in premises in which infectious disease exists, which are for the protection of the public health, not of the Home Worker, and need not be described in detail.

16. For the purpose of furnishing the local authority with the information necessary to enable them effectively to exercise their powers, persons giving out work are required by Section 107 of the Act to keep a list of all persons to whom work is given out by them, and to send copies of these lists twice in the year to the local authority. These lists are tabulated each year at the request of the Home Office by the officers of the local authority, and a summary of them is issued by the Home Office.

17. An important provision for the protection of the Home Worker in connection with the payment for the work done is that which is contained in the "Particulars" section of the Factory and Workshop Act, 1901. That section provides that, in industries to which it is applied by Order of the Secretary of State, persons to whom work is given out to be done shall receive from the employer sufficient particulars of the rate of wages applicable to the work to be done and of the work to which that rate is to be applied to enable the worker to compute the total amount of wages payable in respect of the work. This provision, the enforcement of which is placed upon the Inspectors of Factories, is intended to secure to the out-worker information beforehand as to the price he is to get for the work, and to protect him against arbitrary alterations or reductions when the work is brought in. The provision has been extended by Orders of the Secretary of State to the out-workers in a number of trades.

18. The protection which is given by the Truck Act, 1896, to workers in regard to deductions for supply of materials, bad work, &c., only applies very partially to Home Workers. A series of judicial decisions have laid it down that unless there is a contract between the out-worker and the employer for the work to be done by the out-worker personally, the provisions of that Act do not apply. The only other statutory provision in regard to Home Work that need be noticed here is the power given to local authorities by the Employment of Children Act, 1903, to regulate the employment of children in work at home.

## AUSTRALASIAN EXPERIMENTS AND EXPERIENCE.

19. During the discussion, in recent years, of the subjects which form the reference to your Committee, the legislation of the Australian Colonies and New Zealand with regard to Wages Boards and Industrial Conciliation and Arbitration Acts has attracted much attention, and some of it has formed the basis of one of the proposals which has been specifically referred to the Committee. Careful attention has, therefore, been given to the interesting and valuable Report of Mr. Ernest Aves, who was appointed last year, by the Secretary of State for the Home Department, a Commissioner to investigate the working of the systems there adopted. Your Committee had the advantage of taking Mr. Aves's evidence as a witness with regard to the results of his inquiries so far as they bore upon the subject of Home Work.

20. The legislation of Australia and New Zealand on the matters under consideration may be grouped under three heads—Factory Acts, Wages Boards, and Industrial Conciliation and Arbitration Acts. So far as there are differences of principle and method, the legislation of Victoria on the one hand, and of New Zealand on the other, may be regarded as respectively representative. On the wider questions of fixing wages, and adjusting or deciding disputes as to wages and conditions of work, the experiments and experience of both the Commonwealth and the Dominion are extremely useful and interesting, notwithstanding the fact, upon which Mr. Aves dwells, that in neither case

has the system yet been put to the test which a time of prolonged depression, and a serious fall in prices, would impose, when demands would be made for, and decisions possibly be given in favour of, substantial reductions in wages and rates of payment. As the more experimental portions of the legislation were enacted in order to deal with the conditions which characterised the period of extreme and exceptional depression in trade, and scarcity of employment, and consequent reduction in wages, through which the Australasian Colonies passed some twenty years ago, and as that legislation has run and been developed and extended concurrently with the steady and remarkable recovery which has been experienced during the last 10 years, it is obvious that the new laws have been working under extremely favourable conditions, and it is not always easy to determine how much if any of some improved conditions are the results of the legislation on labour questions, or are due to economic and social causes, and would have been brought about even if there had been no change in the law. Nevertheless, it appears to be quite clear that, so far as the experience which has been had of the new departures has gone, they are very largely and generally, if not universally, approved by the people of Australia, and the large majority are of opinion that they have proved to be distinctly beneficial and useful.

21. So far as the limited field of inquiry—the conditions of labour in trades in which Home Work is prevalent, and the proposals which have been made for the remedying of existing abuses—which has been referred to your Committee, is concerned, Mr. Aves's Report makes it clear that, apart from the valuable suggestions which are to be derived even from the application of general principles and novel legislation to widely different conditions, there is not much information or guidance with regard to the difficulties which surround the problem of Home Work, as it presents itself here, to be derived from the conditions, legislation, and experience of Australia and New Zealand. In the first place, there the Home Worker is a very small element of the population. In the second place, the demand for women workers exceeds the supply, and the natural result is that, apart from exceptional cases, their position as to earnings and conditions of work is very different from that which prevails here. Lastly, the various Wages and other Boards have left the Home Workers almost entirely untouched, and consequently the effect of their operations upon the wages of these workers has been *nil*, or inconsiderable, except in so far as they have indirectly benefited from the improvement which has occurred in industrial conditions generally.

Referring to Victoria, Mr. Aves says:—

“There is a wide exemption from the operation of the Act of those working at home on their own account, and taking in work from private employers or from retail shops unregistered as factories.”

“Alike in administration and in the records, the place of very secondary importance that the home workers occupy is one of the striking features of the industrial situation.”

“In many trades, especially women's trades, the effect upon wages appears to be inconsiderable.”

“There is in Melbourne an unusual scarcity of labour. This indeed is the bottom fact of the situation to which, so far as female labour is concerned, we are always driven back.”

With regard to New Zealand, Mr. Aves reports:—

“The home worker presents no great problem, in the sense of being the basis upon which any considerable proportion of a trade, under-rate or over, rests.”

“The home worker is, I think, hardly a factor, much less a problem in New Zealand.”

“The Conciliation and Arbitration Act . . . directly, save as regards tailoring . . . has little effect on the employment of women.”

22. On the other hand, it appears to be beyond question that, in factories and workshops, and among out-workers, other than Home Workers in Australia, where unsatisfactory rates of payment and conditions of work were being established fifteen or twenty years ago, and seemed likely to spread, the legislation which has from time to time been passed, has been useful. Opinions vary as to the extent to which this is due to increasing prosperity and better times generally, or to Wages Board and Factory Acts. In Victoria in 1902, after the Act of 1896 (which gave power to establish Wages Boards in certain trades) had been in force six years, a Royal Commission was appointed to inquire into its operation. The general conclusion arrived at was that Conciliation Boards were preferable to Wages Boards, which “have committed serious errors in the course of their work,” and as regards “the prospects of methods of conciliation in a dispute, are almost hopeless.”

Nevertheless, the references of the Report to the work of the Wages Boards in those branches of industry where the conditions as regards under-payment most nearly approach those with which your Committee have to deal, were distinctly to the effect that good work had been done, and advantage to the workers had resulted. For example, in the midst of the statement of the reasons for preferring Conciliation Boards to Wages Boards, the Report says:—

“But it must be remembered the Wages Boards were at first constituted to deal with industries in which sweating was rampant, such as the clothing, underclothing, and shirt-making trades. They unquestionably did good work in these, and the fact will always stand to the credit of the system.”

23. Reporting upon the Clothing Board, which dealt with an industry in which under-payment and unsatisfactory resulting conditions were prevalent, especially during the period of financial and commercial depression, the Commissioners say:—

“In the stress of competition, a system prevailed under which large city warehouses

let the making-up of clothing to small contractors or middlemen at rates so low that there was very little, if any, profit left to the latter if fair wages were paid. Some of these contractors had small factories, others took over factories and warehouses, but many of them had no registered place of business, and were mere parasites of labour, doing no work themselves, and making their livelihood out of the necessities of, perhaps, the poorest class in the community.

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“Both employers and workers agreed that sweating had practically disappeared with the conditions which had produced the evil—the excessive competition of out-workers who had been pitted against each other.”

Again, referring to the shirt-makers, they say :—

“It will be admitted as a fact beyond dispute that, in this trade, the factory law has broken down a hideous form of sweating, and protected in no small degree an industrious and deserving class of women.”

24. It is quite possible that Conciliation Boards may be preferable to Wages Boards for trades where there are well-organised bodies of workpeople, but that, when workers are so poor, helpless, and unorganised, and consequently practically incapable of combined, determined, and effective action, as Home Workers are, a mere Conciliation Board would almost certainly be useless.

25. It is interesting to note that the opinion that the Wages Boards of Victoria have been useful in dealing with sweating still prevails. Mr. Aves, in his Report, this year, says :—

“There is also a very widely spread belief that the Boards have been instrumental, some say in abolishing, and others in modifying the evils of “sweating,” and, from complex motives, there is in Victoria a great preponderance of opinion amongst all classes in favour of the retention of the Boards.”

26. In view of the proposals for dealing with the problem in this country which have been referred to your Committee, it is important that it should be noted that the rates of payment which have been fixed by Wages Boards in Australia, and by Conciliation and Arbitration Boards there and in New Zealand, have, to a large extent, been minimum time rates, and when minimum piece rates have been fixed, they almost always have been fixed with the time rate as the basis, and when comparisons or records are given, they almost invariably take the form of a statement of the amount earned per week. In the Report of the Victorian Royal Commission of 1902-3, there are several passages similar to the following :—

“Any Board [in Victoria] may rule that manufacturers may be allowed to fix piece-work rates based on the minimum wage.”

“The Shirt-makers’ Board [Victoria] fixed the rates for making shirts, shirt fronts, collars, cuffs, and pyjamas. The minimum wage is fixed at 4d. per hour, or 16s. per week of 48 hours. Piece-work rates are also fixed on a basis which will allow an average worker to earn 4d., 4½d., or 5d. an hour, according to the class of work done.”

“The minimum wage is fixed [by the Underclothing Board] at 4d. an hour, or 16s. per week. Owing to the great variety of garments dealt with in this trade, and the frequent alterations made in patterns and designs, the Board decided that it would be impracticable to fix piece-work rates properly, and therefore, by the determination, employers are permitted to adjust such rates themselves, subject to the proviso that the average worker is enabled to earn 4d. per hour under the scale adopted. The employer is required to supply, free of charge, cotton, and all other materials which are requisite for piece-workers, so that the earnings on this basis shall be met.”

Mr. Aves, also referring to Victoria, says :—

“In the underclothing, dressmaking, milliners, and waterproof clothing trades, no schedule of piece-work was, or, in the opinion of the Board, could be attempted, but the average worker employed upon piece-work is to be able to earn not less than the statutory 4d. or 5d. per hour. Should piece-work rates be proved to represent less than this equivalent time rate, they would be illegal.”

27. A further point of importance is that in New Zealand, as a matter of practical working, the problem of the underpayment of women has been dealt with, not by the Conciliation and Arbitration Boards, but by the direct action of Parliament in fixing a minimum wage in its Factory Act, in which the following clause appears :—

“Every person who is employed in any capacity in a factory shall be entitled to receive from the occupier payment for the work at such rate as is agreed on, in no case less than five shillings per week for boys and girls under sixteen years of age, and thereafter an annual increase of not less than three shillings weekly till twenty years of age.”

Commenting upon this clause, Mr. Aves says :—

“This clause was passed in order to prevent persons being employed in factories without reasonable remuneration in money. Payment is to be made in every case irrespective of overtime, and premiums are forbidden.

“The above clause has a very important effect upon the scope of the Conciliation and Arbitration Act, inasmuch as by legal enactment the ground for most of those very trades that are chiefly liable to the evils of under-payment is covered by the direct action of Parliament. One result is seen in the fact that no award has been given for women in any branch of the clothing trade in New Zealand, except in tailoring. Thus, dressmaking, shirt-making, millinery, white work, &c., if not always considered to be satisfactorily provided for by the above clause, at any rate remain outside the Arbitration Act. And through the whole series of awards there is, I think, apart from the tailoring trade, hardly any special provision made for females, save for the small body of match-factory employees and in an unimportant reference in the rates fixed for apprentices in the printing trades and in woollen mills. The practical importance of the Factories Act in this connection is perhaps sufficiently demonstrated by the fact that, in the awards in the boot-making trade, in which the proportion of females is large, there is no reference to them whatsoever.”

#### SUGGESTED REMEDIES.

28. Your Committee have carefully considered the proposals which have been made for further legislation by Parliament. The broad outlines of the two which have attracted the most attention are:—

1. The proposal that it should be rendered illegal to give work to any out-worker in certain specified trades, unless the worker had previously obtained a licence from a Government Factory Inspector which authorises the holder of the licence to do work for a specified time in the premises named in the licence. The licences would require renewal every six months, and the conditions for obtaining them would be that the premises in which the work was to be done were clean and wholesome, adequately lighted and ventilated, and not overcrowded.

2. The proposal that, in certain specified trades, a Wages Board, consisting of representatives of employers and working people and a neutral Chairman, should be established, with power to fix the minimum rate of wages to be paid to workers in those trades. The payment of a lower rate than that thus fixed to be a punishable offence.

29. Your Committee approached the consideration of this portion of their task with the conviction that it is not desirable to prohibit or to attempt to stamp out Home Work. There are a number of people who, for various reasons, cannot go to factories and workshops and undertake the continuous attendance and work which are there required. There are others to whom it would involve serious inconvenience, and, indeed, hardship. They are glad to work at home. They earn an extremely welcome addition to the family income. To prevent them from so doing would be indefensible, unless it were shown that such drastic action was absolutely essential in order to secure a great public advantage. In our judgment this has not been proved. On the other hand, we are of opinion that, by means of legislation, some earnest effort should be made to remedy the evils which undoubtedly exist.

#### LICENSING.

30. As to the proposal that Home Workers, in certain trades, should be required to obtain a licence to work in specified premises, your Committee are of opinion that it is very desirable that, in every locality, there should be a far more complete and accurate list of Home Workers than is obtained at the present time, and also that some provision should be made for securing greater cleanliness and better sanitary conditions than are to be found in too many of the houses in which people work and live. We are not convinced, however, that it is necessary that legislation need be carried to the full extent of the proposals which have been submitted to us. There are two substantial practical difficulties. One is, the number of inspectors that would be required would be very large. The house of every Home Worker would have to be visited twice a year—the proposal is that the licence should be renewed every six months. This would be a great task, and would involve an enormous addition to the present staff. The other difficulty is the obstacles which it would place in the way of an exceptionally poor and helpless section of the community earning a livelihood. It would be hard upon the occasional worker, the wife who desired to step into the breach and earn something to enable the family to keep the home together when the husband is thrown out of work. The difficulty which persons of this class would experience in communicating with the Inspector, discovering his address, writing to him, or finding him, and the delay which would take place before he could be got to their home, and consequently, before they could begin to earn the much-needed income, would be very serious, and, in trying circumstances, quite intolerable, unless there were a small army of Inspectors. The difficulty and trouble would be repeated every six months.

31. Much might be accomplished by far less drastic measures. Complete lists of Home Workers might be obtained by requiring that every Home Worker must register her name, occupation, and address with the Local Authority, and obtain a certificate of such registration before receiving work to do at home. It could be made an offence for any employer to give out work to be done at home unless a certificate of registration were produced. No conditions as to cleanliness of person or dwelling need be required as a condition of registration. Consequently there would not be any necessity for inspection and report upon the condition of the premises. The certificate of registration should be issued immediately the application was made. As the offices of the Local

Authority would be the place of registration, everyone would know where they were, and they would always be accessible without delay or serious inconvenience. The aim would be to obtain complete and accurate registration. This should not supersede, but supplement, the keeping of lists of out-workers by employers.

32. If the provision of Section 9 of the Public Health Act, 1875, with respect to factories and workshops which are not kept in a cleanly state, or are ill-ventilated or over-crowded, were extended to rooms in which Home Work is done, much good would be done. If these provisions were accompanied by power being given to the Inspectors of the Local Authority and the Factory Inspector to inspect rooms in which Home Work is done, a great improvement in structural and domestic cleanliness would be brought about. It is desirable that the responsibility of supervision in these matters, in these cases, should rest primarily with the Local Authority, inasmuch as they are sanitary regulations and refer to dwelling-houses; but power should be given to the Factory Inspector to secure the enforcement of the law, if the Local Authority failed in the performance of their duties. Your Committee recommend the adoption of these suggestions.

#### WAGES BOARDS.

33. In the opinion of your Committee, the second proposal—for the establishment of Wages Boards—goes to the root of the matter, in so far as the object aimed at is an increase in the wages of Home Workers. No proposals which fail to increase the income of these people can have any appreciable effect in ameliorating their condition. Improved sanitary conditions are important, and necessary; greater personal and domestic cleanliness in many cases is very desirable; but the poverty, the miserably inadequate income, of so many of the Home Workers is the great difficulty of the situation. With an increase in their earnings many of the other undesirable conditions which intensify and in turn are aggravated by the ever-present burden of grinding poverty would be very appreciably modified and improved. Miss Squire told us that, during recent years, the general sanitary condition of the houses of Home Workers has been improved considerably, but there has been no corresponding improvement in personal or domestic cleanliness.

34. Is there any prospect that these people, with the aid of such voluntary and philanthropic assistance and co-operation as is, or would be, available, will materially improve their own condition, and, to any appreciable extent, extricate themselves from the quagmire of endless toil and almost ceaseless misery in which some of them are involved? On the other hand, can legislation help them? Your Committee are of opinion that, unless Parliament steps in and gives them the protection and support which legislation alone can supply, the prospects of any real and substantial improvement in their position and condition being brought about are very small and remote. We are further of opinion that carefully considered legislation would aid them materially; and, that being so, we cannot doubt that it is desirable that an attempt should be made, and an experiment be tried. At the same time we recognise that legislation which will affect the well-being and may interfere to some extent with the livelihood of a number of extremely poor and helpless persons must be considered with the utmost care, and be entered upon with great caution.

35. Are Wages Boards practicable, and would they prove to be effective as a remedy for the evils with which they are designed to cope? The fact that the payment for Home Work is necessarily always at piece rates complicates the problem and increases the difficulty. If the payments were made by time wages, everything would be far simpler and easier. In the first place, there is the enormous number and complication of articles, processes, sub-divisions, and patterns. Then there are the constant changes, especially in those trades where fashion is the dominating factor, and different employers have a vast number of different methods and designs. Any attempt to fix prices for every process of every article, of every size, of every pattern, and every variation of every manufacturer of some classes of goods would appear to be almost interminable. In the next place there is the difficulty of submitting new ideas, designs, and patterns to rival and competing employers who are members of the Wages Board; while, if prices are not promptly fixed for new articles and patterns, there would appear to be the risk of leaving a loophole through which ingenious persons would contrive to escape and perpetuate under-payment by making slight variations from a pattern for which a price has been fixed.

36. Another important phase is indicated by the question: Is the piece rate to be based upon the time in which a worker of average skill can complete the article or process in a factory, under favourable conditions, with the most modern machinery and appliances, or is it to be based upon the time taken by the worker in the conditions and with the appliances in and with which he actually works? Can a higher piece rate be paid to Home Workers than is paid to factory workers who work under conditions which render far more rapid production easy? The issues which these questions raise are far-reaching, they indicate some of the reasons why the problem which has been referred to your Committee has proved to be so difficult to solve.

37. Your Committee have already pointed out that a rate of payment which may yield a tolerable earning with up-to-date machinery and adequate facilities may give meagre results if the machinery or appliances are slow, inconvenient, and antiquated, and the results may be altogether inadequate if the workers have little or no machinery or appliances, or if what there is has to be driven by them instead of by steam or other power. If the minimum rate of payment fixed be one which would be a suitable minimum for those who work under the best conditions, or the medium, or the worst, it must be an unsatisfactory rate for that portion of the trade which is carried on under



conditions different from those for which the rate is a reasonable one. Further, if the rate of payment be the same whether machinery and appliances be modern and rapid or antiquated and slow, the inducement to employers to provide the newest machinery and plant and the most improved conditions will be reduced considerably, and in the long run some of the consequences of not providing them will fall upon those whom he employs. In the case of the Home Worker it may be contended that as the employer does not supply machinery or appliances, but gives out the work, to be done by the person under conditions and with appliances which the worker provides, the lack of efficient machinery and appliances is not the fault of the employer who gives out the work. Under better conditions, where the persons concerned were able to organise and secure equitable payment, such a position would adjust itself, and the employer who avoided the cost of providing premises and plant would have to pay more to those to whom he gave out work than he would if he provided the appliances and premises. It is just here that the special position of the Home Workers and the conditions which render their earnings low apply; and it is because their position and those conditions are exceptional that the intervention and assistance of Parliament have been invited.

38. Your Committee attach importance to the experience and opinion of Mr. Askwith, of the Board of Trade, who for many years has, from time to time, rendered most valuable service by acting as Arbitrator and Conciliator in trade disputes of various kinds. He has settled piece-work rates in industries where the complication and diversity of patterns, &c., is great, and the results have been arrived at without excessive difficulty, and afterwards have worked satisfactorily. He is of opinion that "Wages Boards are workable and practicable, and would be beneficial, and ought to be tried." After making full allowance for the fact that these settlements have been made in trades where the employees were organised and had trained members of their trades unions to represent them, and where the whole of the conditions were much more favourable than would be the case when piece-work rates for Home Workers had to be fixed, your Committee agree that the experiment ought to be tried.

39. Upon the question of the general policy of Parliament fixing or providing for the fixing of a minimum rate of payment for work, below which it should be illegal to employ people, your Committee are of opinion that it is quite as legitimate to establish by legislation a minimum standard of remuneration as it is to establish such a standard of sanitation, cleanliness, ventilation, air space and hours of work. If it be said that there may be industries which cannot be carried on if such a standard of payment be enforced, it may be replied that this was said when the enactment of many of the provisions of the Factory and other similar Acts were proposed, and public opinion supported Parliament in deciding that, if the prognostication were an accurate one, it would be better that any trade which could not exist if such a minimum of decent and humane conditions were insisted upon should cease. Parliament, with the full approval of the nation, has practically so decided again and again, when enactments have been passed forbidding the carrying on of specified industries, unless certain minimum conditions as to health, safety, and comfort are complied with. It is doubtful whether there is any more important condition of individual and general well-being than the possibility of obtaining an income sufficient to enable those who earn it to secure, at any rate, the necessaries of life. If a trade will not yield such an income to average industrious workers engaged in it, it is a parasite industry, and it is contrary to the general well-being that it should continue. Experience, however, teaches that the usual result of legislation of the nature referred to is not to kill the industry, but to reform it. Low-priced labour is a great obstacle to improvement. It discourages invention, and removes or prevents the growth of a great stimulus to progress and efficiency. The direct and early result of prohibiting unsatisfactory conditions in industrial life is almost invariably to direct the attention of the most competent minds in and about the trade to the production and introduction of such improvements in machinery, methods, and processes as will enable the industry to continue under greatly improved conditions, and be carried on with greater success than before. In our judgment there is no reason to doubt that similar beneficial results to all concerned—employers, workpeople, and the general public—to those which have followed the establishing of minimum conditions of other kinds in various departments of industrial life, would follow the establishing by law of minimum rates of payment for such classes of workers as experience has shown are unable to secure for themselves rates of payment for work which may reasonably be regarded as even the lowest upon which an average worker can exist.

#### RECOMMENDATION.

40. With regard to this portion of their inquiry, the conclusion at which your Committee have arrived is that the general principle should be adopted of establishing Wages Boards for Home Workers, each Board to fix—

(1) A general minimum rate of time payment for an average Home Worker in the particular trade for which it acted, and also for any branch of or process in the trade for which a different rate might seem to be desirable, such other rate to be not less than the general minimum rate.

(2) Minimum piece rates for any work done by Home Workers, those piece rates to be such as would enable an average worker to earn not less than the equivalent of the minimum time rate.

In this way the great practical difficulty of fixing piece rates for every variation in size, pattern, and class of every article would be avoided. Piece rates could be fixed for everything which was to any extent of a standard size, pattern, or character, while the minimum time rate would ensure that articles, or patterns, or sizes which were not covered by the minimum piece rates already fixed could not be paid for at a lower piece rate than would yield to an

average worker the equivalent minimum time rate. It should be compulsory for the Wages Board, as its first duty, to fix a minimum time rate of payment for the trade for which it was appointed, for the district for which it acted. The gradual building up of lists of piece rates based on the minimum time rate would follow.

41. In view of the fact that this proposal represents a very considerable new departure in industrial legislation, and fully realising the many difficulties that surround it, your Committee are of opinion that it is desirable that Parliament should proceed at first somewhat experimentally, and apply these general principles to one or two trades, in which the necessity for some legislation is great, and where experience could be gained without running any serious risk of dislocating an important industry. We, therefore, recommend :—

That Wages Boards be established for certain specified trades. The Boards should consist of representatives of the employers and the employed women Home Workers in equal numbers, with a Chairman chosen by the members; or, failing agreement upon one, by the Home Secretary. The Boards should have power to fix minimum piece rates of payment in those trades for all women workers, who, in a private house, room, or place which is used as a dwelling house, work for any other person at the production or making or preparation of any articles for sale by another person. They should fix such minimum rates of payment, when called upon to do so by any employer or seven workwomen; or by the whole of the representatives on the Board of either the workpeople or the employers; or by the Chairman or the Home Secretary.

42. Each Board should be required to fix a minimum time wage for its district for the whole of the women workers in the trade for which it acted. When this was done, the piece rates paid for work in those trades would have to be at least such as would enable an average Home Worker to earn not less than the minimum wage for that trade in that district in a week of, say, 60 hours.

43. In order to avoid the fixing of rates of payment which would be likely to prove unreasonable and inadvisable in special cases, and to give those who would be affected by them an opportunity of securing their reconsideration, if a substantial case for so doing could be made out, it would be desirable to give the Home Secretary power to suspend for a specified time any determination of a Board and refer it to them for further consideration.

44. It should be an offence for any person to pay or offer to a woman Home Worker a lower rate of payment for work than the minimum fixed by the Board. The duty of enforcing the Act and the determinations of the Board should be entrusted to the Factory Inspectors, and the Board itself, which, in this respect, would act through its Secretary.

45. The election of representatives of the workwomen in each district would be facilitated by the existence in the offices of the Local Authority of a complete register of them and the trades in which they were engaged. It would probably be desirable that the Local Authority be required to provide a suitable room for the Board to meet in, that a Factory Inspector should be the Secretary to the Board, and that a moderate payment should be made, either by the locality or the Treasury, to the representatives of the workwomen on the Board.

46. The trades for which your Committees suggest that Wages Boards should be established, in the first instance, are tailoring and the making of shirts, underclothing, and baby linen. Power should be given to the Home Secretary, on application being made to him by such responsible representative or interested persons as may be specified, and after he has caused an inquiry to be made, to direct that a Wages Board should be established for any other trade in any district.

47. It might be left to the Home Secretary to define the district over which the jurisdiction of each Board should extend. It has been suggested that difficulty would arise through different districts fixing different rates of payment. We think this would not be found to be of practical importance. The rates of payment now in all trades vary in different towns and in different parts of the country, and it is not probable that they would do so to any greater extent under the operation of the proposals which are now made. But if real difficulty did arise, it would be possible to arrange for the appointment of supervising or co-ordinating Boards, which might also develop into Boards of Appeal.

48. The fact that payment for Home Work must be at piece rates relieves your Committee of the very great difficulty that would attend any attempt to adjust a time rate of payment to the capacity of the slow, the infirm, the inefficient, and the aged. As the payment for Home Work is according to the amount of work a person is able to get through, those who are below the average in output earn an amount which is in proportion to their ability, power, and industry. The earnings of those who are slow and inefficient cannot be raised by giving them a rate of payment above that which is made to the average worker, even though it yield a very poor income to those whose output is small. What can be secured is that a minimum rate per article or per process shall be paid to all workers for the same amount, character, and quality of work.

49. One difficulty which has to be considered in connection with all legislation of the kind which is now suggested is the risk of evasion, especially where the possibility of collusion between the employer and the employed has also to be allowed for. In this respect the difference between dealing with a strong combination of well-organised workers and such a peculiarly helpless and powerless body of people, whose circumstances seem to render anything like effective combination and organisation for mutual support and protection quite impracticable, as women Home Workers are, is very great,

and for practical purposes really fundamental. The importance of this will be seen if the question of enforcing decisions of the Boards as to piece rates be considered. When a piece rate for making a given article has been fixed, it might be easy for an employer who wished to evade payment of that rate to so alter the pattern by omitting or changing some trivial details as to make it difficult to prove in Court that the lower rate which he was paying was, in fact, a payment for precisely the article and work for which the Board had fixed a higher rate. If the workers were represented by a strong organisation of their own, such attempts at evasion would not be tolerated, but Home Workers have no such power behind them, and must rely on what can be proved definitely and conclusively in Court. It is in this connection that the difficulty, indeed the practical impossibility, of a Board fixing piece rates for every variation of every detail of every article and pattern in trades where the changes are constant and the variations are almost innumerable, brings into prominence an important difference between the case of the Home Workers and those adjustments of rates of payments in organised trades where the services of arbitrators and conciliators like Mr. Askwith have been so valuable and successful. Under the recommendations which your Committee make, the fact that a minimum time rate of payment, below the equivalent of which any piece rates must not fall, is to be fixed, will provide an exceedingly useful supplement to such piece rates as are fixed by the Boards. We attach the greatest importance to the fixing of a minimum time rate and its application as the standard by which piece rates other than those fixed by the Boards may be tested.

50. The cost to Home Workers which is involved in the intervention of the middleman between the employer and the worker is a matter to which your Committee have directed their attention. There are cases where the person who obtains the work from the warehouse or factory and distributes it to and collects it from the Home Worker renders a distinct and valuable service. Indeed, one of the most unsatisfactory phases of Home Work is often the time which is lost and the expense incurred in fetching and returning work. In many cases the cost of tram fares and the loss of time in the journeys and waiting at the warehouse are together equivalent to a reduction of from 20 to 25 per cent. in the amount which could be earned if there were no such deductions of time or expense. Where another person undertakes this, the saving to the worker is very appreciable, and where the intervening person does not obtain more than a reasonable remuneration for the service rendered and the responsibility undertaken, the arrangement is a beneficial one. It is obvious, however, that it is one which places the worker very much at the mercy of the middleman or middlewoman, as the case may be, and opens the door to a system of real "sweating." It is very desirable that, wherever practicable, work which is given out to be done by workers at their homes should be delivered and collected by persons in the direct employ and pay of the employer. An incidental advantage of the arrangement would be that the employer could be kept informed as to the condition of the house in which the work was done. It would tend to facilitate the adoption of this arrangement if it were provided that, in ascertaining whether the piece rates paid were such as would yield an average worker not less than the fixed minimum wage, allowance should be made for the time occupied in obtaining and returning the materials and articles. That is to say, the time so occupied should be regarded as part of the 60 hours of the average worker's week.

51. The full protection of the Truck Act should be secured to Home Workers. Provision should also be made to ensure that at least the full amount of the fixed minimum rate of payment should be paid to the worker in cash. Any attempt to regulate the hours for or during which Home Workers should work would be impracticable. The enforcement of regulations for the employment of children in Home Work is very difficult.

52. It has been suggested to us in the course of our inquiry that in some industries there is no room for any appreciable increase in the payment of the employees owing to the low prices at which foreign competitors produce the articles. Even if it were found that some branches of industry which are now carried on in this country under conditions of excessive toil and miserably inadequate earnings for the workpeople had to be abandoned, the benefits which would result from improving the condition of the great mass of the poorest workers in our midst, and diverting British industry and capital, in the exceptional cases, into other channels which are far more suitable for them, would abundantly counterbalance any temporary inconvenience which might be caused. It will, however, have been gathered from what has already been said that your Committee do not regard Home Work as an efficient and cheap method of production, and they are by no means convinced that if it died out altogether any goods which are now made in the homes of the workers would not be produced quite as cheaply as now and under much more satisfactory conditions in properly equipped factories or workshops. Competition must be met by increased efficiency, not by low wages. The increasing facilities of communication and the opening up of countries with immense populations of industrious people will more and more bring into the field of industrial competition the low-priced labour not only of some parts of Europe, but also of India, China, and Japan. If we attempt to compete with these peoples on their own lines of low wages we shall tend towards their level of subsistence and then be beaten, because in the climate of their countries, where nature is prolific in its provision of food, and far less of it is required than is necessary here, people can live far more cheaply than we can. Experience teaches that healthy and well-educated and highly-trained men and women living and working under satisfactory conditions provide the industrial army with which thoroughly capable, alert, and enterprising employers can most successfully meet any competition which they may have to encounter. The conditions of work and the rates of payment which it is sometimes suggested are essential to the retention of some of the trades in which extremely lowly-paid people work are precisely those which are, in our judgment, not only not conducive to, but really incompatible with, the highest efficiency and the cheapest production.

53. Again we may quote Mr. Aves :—

“ This question of cost is so fundamental that when the view is accepted that increased wages must lead to increased cost, and when circumstances appear to leave no margin for such an increase, any change that involves higher wages comes to be regarded as impracticable. Some of the fallacies, mainly traceable to an assumed fixity in the determining conditions—personal and economic—which underlie this assumption in its application to certain industries are recalled by Victorian experience, and the extent to which the combined view is held that Special Boards have increased wages and have not increased cost is of practical significance, since it is found to prevail in several of those trades in which the evil of underpayment is apt to be most prevalent. The Special Boards themselves may or may not have sent wages up to the extent often assumed or even at all. The fact remains that in several trades in which wages have tended upwards there is much testimony to the fact that neither cost nor price have been similarly affected, and in some instances it has been admitted that they have tended in the opposite direction.”

54. One safeguard against most, if not all, the conceivable harm which could possibly result from the unwise use by Wages Boards of the powers which your Committee suggest should be conferred upon them by will be found in the fact that the proposal is that the Boards should be composed of employers and employed who are engaged in the trades with regard to which they would fix rates of payment. No one could be more deeply concerned than they would be that every precaution should be taken that nothing be done that would really curtail the trade with which all their interests were so closely allied. No one would more speedily perceive and feel the effects of an imprudent decision, and it would be within their power to amend it promptly. We believe that the members of these Boards would approach the discharge of their duties in a spirit of moderation, with a strong sense of fairness, and a full appreciation of the importance of the issues which would be submitted to them. There is no reason why they should not be able to decide what are the lowest rates of payment which may reasonably and equitably be made for work done under specified conditions in selected industries. They could at least secure the levelling up of the rates of payment in their respective trades to those adopted by the best employers in those trades. We have been impressed by the testimony we have received to the effect that most, if not indeed all, employers would be glad to have fixed a minimum rate of payment and conditions below which neither they nor their competitors should be allowed to go. If nothing more than this were accomplished by the adoption of the recommendations which we make, a substantial step would be taken in the improvement of the position of that portion of our people whose special circumstances we have been considering.

#### SUMMARY OF CONCLUSIONS.

55. The conclusions at which your Committee have arrived may now be summarised. They are that it is desirable :—

(1.) That there should be legislation with regard to the rates of payment made to women Home Workers who are employed in the production or preparation of articles for sale by other persons.

(2.) That such legislation should at first be tentative and experimental, and be limited in its scope to women Home Workers engaged in the tailoring, shirtmaking, underclothing and baby linen trades.

(3.) That all women Home Workers who are employed by other persons in producing or preparing articles for sale should be required to register their name, address, and class of work at, and receive a certificate of such registration from, the offices of the Local Authority.

(4.) That it should be an offence for any person to employ any woman Home Worker to produce or prepare any articles for sale by another person unless she produced a certificate showing that she had been duly registered.

(5.) That Wages Boards should be established in selected trades to fix minimum time and piece rates of payment for women Home Workers in those trades.

(6.) That it should be an offence to pay or offer lower rates of payment to women Home Workers in those trades than the minimum rates which had been fixed by the Wages Board.

(7.) That the provisions of Section 9 of the Public Health Act, 1875, with regard to factories and workshops which are not kept clean or are ill-ventilated or overcrowded should be extended to rooms in which Home Work is done, and power should be given to Sanitary and Factory Inspectors to inspect them.

(8.) That the full protection of the Truck Act should be secured to Home Workers.

Question, That the *Chairman's* Draft Report be read a second time, paragraph by paragraph,—put, and agreed to.

*Paragraph 1.—amended and agreed to.*

*Paragraph 2.—*

Amendment proposed to leave out the paragraph—(Mr. *Chiozza Money*).  
Question put, That the words "If the term" stand part of the paragraph.  
The Committee divided.

Ayes, 6.

Mr. Bridgeman.  
Mr. Brunner.  
Mr. Fell.  
Mr. Massie.  
Mr. Parkes.  
Mr. Stuart Samuel.

Noes, 5.

Mr. G. P. Gooch.  
Mr. Arthur Henderson.  
Mr. Hugh Law.  
Mr. Chiozza Money.  
Mr. Robinson.

An Amendment proposed in line 3 of the paragraph, after the word "Committee" to leave out the words "are of opinion that, although doubtless there are cases of this kind, sweating of this description does not exist to any such wide-spread extent as would justify them in regarding it as the important factor in the problem which they have had to consider," and insert the words "have not taken sufficient evidence to justify them in giving an opinion as to the extent to which sweating of this description exists"—(Mr. *Bridgeman*)—instead thereof.

Question put, That the words "are of opinion" stand part of the paragraph.  
The Committee divided :

Ayes, 8.

Mr. Brunner.  
Mr. Fell.  
Mr. G. P. Gooch.  
Mr. Arthur Henderson.  
Mr. Massie.  
Mr. Parkes.  
Mr. Robinson.  
Mr. Stuart Samuel.

Noes, 4.

Mr. Boland.  
Mr. Bridgeman.  
Mr. Hugh Law.  
Mr. Chiozza Money.

Amendments made, in line 3, by leaving out the word "doubtless"; in lines 4 and 5, by leaving out the words "does not exist to any such wide-spread extent as would justify them in regarding it as," and inserting the words "is not"—instead thereof; and, in line 5, by inserting after the first word "the" the word "most."

Paragraph further amended, by leaving out all the words from the words "It can only," in line 6, to the end of the paragraph,

Question put, That the paragraph, as amended, stand part of the Report.  
The Committee divided :

Ayes, 8.

Mr. Brunner.  
Mr. Fell.  
Mr. G. P. Gooch.  
Mr. Arthur Henderson.  
Mr. Massie.  
Mr. Parkes.  
Mr. Robinson.  
Mr. Stuart Samuel.

Noes, 4.

Mr. Boland.  
Mr. Bridgeman.  
Mr. Hugh Law.  
Mr. Chiozza Money.

*Paragraph 3.—*

Amendment proposed to leave out the paragraph, and insert the following new paragraph :—

"3. Your Committee have understood sweating to mean a condition of employment in which, through any or all of the following factors, viz. : (1) Low rates of remuneration, (2) excessive hours of labour, or (3) unhealthy work places, the workers are unable to sustain physical efficiency, and we have accordingly had regard not only to nominal rates of wages, but to the conditions under which those wages are earned. We have had sufficient evidence to convince us, and indeed it is almost common knowledge, that the earnings of a large number of people are so small as alone to be barely sufficient to sustain life in the most meagre manner, even when they toil hard for extremely long hours. The consequence is that, when those earnings are their sole source of income, the conditions under which they live are not only crowded and insanitary, but altogether pitiable and distressing. And while our evidence has been chiefly concerned with trades in which Home Work is prevalent, it has been shown that very low rates of remuneration are by no means confined to Home Workers, but are not infrequently the lot of factory workers also"—(Mr. *Chiozza Money*)—instead thereof.

Question put, That the words "On the other hand" stand part of paragraph 3.  
The Committee divided :

Ayes, 10.	Noes, 2.
Mr. Bridgeman.	Mr. Boland.
Mr. Brunner.	Mr. Chiozza Money.
Mr. Fell.	
Mr. G. P. Gooch.	
Mr. Arthur Henderson.	
Mr. Hugh Law.	
Mr. Massie.	
Mr. Parkes.	
Mr. Robinson.	
Mr. Stuart Samuel.	

An Amendment made, in lines 6 and 7 of the paragraph, by leaving out the words "barely sufficient" and inserting the word "insufficient" instead thereof.

Another Amendment made, in line 9, by inserting, after the word "are," the word "often."

Another Amendment proposed, in line 9, after the word "distressing" to insert the words "and we have evidence that many are compelled to have recourse to Poor Law or charitable 'relief'" —(Mr. *Hugh Law*).

Question, That those words be there inserted,—put, and *agreed to*.

Another Amendment proposed, after the words last inserted, to insert the words "Lord Dunraven's Committee, after hearing evidence from as many as 291 witnesses, drawn from many different trades and localities, recorded their opinion in 1890 that the evils of sweating 'can hardly be exaggerated.' In the almost complete absence of statistics on the subject it is impossible for your Committee to decide whether the volume of sweating is at the present time more or less than in 1890, either actually or relatively to population, but sufficient evidence has been put before them to show that sweating still exists in such a degree as to call urgently for the interference of Parliament. While it is impossible to measure the number of sweated individuals, there is, unfortunately, no doubt whatever that it is very large, and that it is still true that the evils of sweating are very great"—(Mr. *Chiozza Money*).

Question put, That those words be there inserted.

The Committee divided :

Ayes, 7.	Noes, 5.
Mr. Boland.	Mr. Fell.
Mr. Bridgeman.	Mr. Massie.
Mr. Brunner.	Mr. Parkes.
Mr. G. P. Gooch.	Mr. Robinson.
Mr. Arthur Henderson.	Mr. Stuart Samuel.
Mr. Hugh Law.	
Mr. Chiozza Money.	

Another Amendment proposed, after the words last inserted, to insert the words "While our evidence has been chiefly concerned with Home Workers, it has been shown that very low rates of remuneration are by no means confined to them, but are not infrequently the lot of factory workers also in the trades in which Home Work is prevalent"—(Mr. *Hugh Law*).

Question, That those words be there inserted,—put, and *agreed to*.

Another Amendment made, in line 12, by leaving out the words "in 1890."

Another Amendment proposed, at the end of the paragraph as amended, to add the words "though a contrary opinion was expressed by a large number of witnesses"—(Mr. *G. P. Gooch*).

Question, That those words be there added,—put, and *agreed to*.

Paragraph, as amended, *agreed to*.

*Proposed new paragraph*, to follow paragraph 3, brought up and read the first time, as follows.—

"Your Committee are of opinion that the trades to which the term 'sweated' can be fairly applied are exclusively those in which women do work at home"—(Mr. *Brunner*).

Question, That the proposed new paragraph be read a second time,—put, and *negatived*.

Further consideration of Report adjourned till to-morrow.

[Committee adjourned till to-morrow, Thursday, 9th July, at Twelve o'clock.]

Thursday, 9th July, 1908.

## MEMBERS PRESENT :

Sir T. WHITTAKER in the Chair.

Mr. Bridgeman.  
Mr. Brunner  
Mr. Arthur Dewar.  
Mr. Fell.  
Mr. G. P. Gooch.  
Mr. Arthur Henderson.

Mr. Hugh Law.  
Mr. Massie.  
Mr. Chiozza Money.  
Mr. Robinson.  
Mr. Stuart Samuel.  
Mr. Trevelyan.

Consideration of Draft Report resumed.

*Proposed new paragraph* brought up and read the first time, as follows :—

“ Your Committee are of opinion that sweating chiefly arises from keen competition at both ends of the scale. On the one hand competition between employers tends to reduce the price of the article made, while on the other hand work is competed for by a large number of weak and unorganised workers who needs must work for anything they can get. There is no reason to suppose that larger profits are necessarily made out of sweated labour than out of better paid labour. The evidence goes to show, however, that in every trade in which sweating occurs varying conditions of labour exist, and that it is usually possible to level up conditions within an industry without affecting the cost of the articles produced, the levelling up tending to produce greater efficiency in the industry rather than to destroy it. In many trades sweating is an attempt by small masters with insufficient capital to produce a spurious cheapness at the expense of wage-earners, in order to emulate the healthy and legitimate cheapness of the output of employers working with better paid labour exerted upon up-to-date plant and appliances ”—(Mr. *Chiozza Money*).

Question, That the proposed new paragraph be read a second time,—put, and *negatived*.

*Paragraph 4, agreed to.*

*Paragraph 5.—*

An Amendment proposed, in line 3, after the word “ outside ” to insert, at the end of subsection (1), the words “ Such a home is a ‘ Workshop ’ under the Factory and Workshop Act, and it must be registered as such ”—(Mr. *Chiozza Money*).

Question, That those words be there inserted,—put, and *agreed to*.

Another Amendment proposed in line 5, after the word “ family ” to insert at the end of subsection (2), the words “ Such a home is a ‘ domestic workshop ’ under the Factory and Workshop Act, and it must be registered as such ”—(Mr. *Chiozza Money*).

Question, That those words be there inserted,—put, and *agreed to*.

Another Amendment proposed, in line 7, after the word “ homes ” to insert, at the end of subsection (3), the words “ They are outside the protection of the Factory and Workshop Act, save in regard to the ‘ particulars ’ section, hereinafter referred to ”—(Mr. *Chiozza Money*).

Question, That those words be there inserted,—put, and *agreed to*.

Paragraph, as amended, *agreed to*.

*Paragraphs 6 and 7, agreed to.*

*Paragraph 8.—*

An Amendment made, by adding at the end of the paragraph, the words “ Miss Collett’s views, however, were not shared by the majority of witnesses ”—(Mr. *G. P. Gooch*).

Paragraph, as amended, *agreed to*.

*Paragraph 9, agreed to.*

*Paragraph 10.—*

An Amendment made in subsection (2), by leaving out the words “ wives of working men,” in line 6 of the subsection, and inserting the words “ the daughters of men in work and their wives ” instead thereof.

Another Amendment proposed, in subsection (2), to insert after the word “ time ” at the end of the subsection, the words “ These latter classes of workers do not depend for their livelihood upon what they earn, and are therefore willing to accept rates of pay which are below the limit necessary to maintain life at a reasonable standard. It is their competition which is very largely the cause of ‘ sweating ’ ”—(Mr. *Brunner*).

Question proposed, That those words be there inserted.

Amendment, by leave, *withdrawn*.

Another Amendment proposed, after subsection (6), to insert as a new subsection, the words "The competition of foreign-made articles was stated by several witnesses to be an important factor contributing to depress the prices paid for the Home Work in certain trades, of which the Irish lace trade and the hook-and-eye trade were adduced as examples"—(Mr. Bridgeman).

Question, That those words be there inserted,—put, and *agreed to*.

Another Amendment made, after subsection (8) of the paragraph, by inserting as a new subsection, the words "The intervention of the middleman between the employer and the worker occurs in many trades. Cases are numerous where the person who obtains the work from the warehouse or factory distributes it to and collects it from the Home Worker, and makes a profit or charge, so that the worker does not obtain even the low price paid by the warehouse"—(Mr. Fell).

Another Amendment proposed, after the words last inserted, to insert, as a new subsection, the words "Fierce competition exists among the employers in some of the most sweated trades. The cutting of prices in contract work follows as a natural consequence, the less reputable employers underbidding their competitors and seeking to recoup themselves by reducing the remuneration of the workers. Your Committee have had evidence that material differences exist in the rates of payment usually paid by different employers in the same town at the same moment for the same work"—(Mr. Hugh Law).

Question, That those words be there inserted,—put, and *agreed to*.

Another Amendment made by adding, at the end of the paragraph as amended, the words of paragraph 11 of the Draft Report.

Paragraph, as amended, *agreed to*.

Paragraph 11, *disagreed to*.

Paragraphs 12 to 15, *agreed to*.

Paragraph 16,—amended by adding at the end thereof, the words "As far as experience of the working of this section of the Act has gone, these outworkers' lists are usually incomplete and incorrect, and furnish no sufficient indication of the number of outworkers in any trade."

Paragraph, as amended, *agreed to*.

Paragraphs 17 and 18, *agreed to*.

Proposed new paragraph, to follow paragraph 18, brought up and read the first time, as follows:—

"The Government Departments and various local authorities have inserted a clause, usually known as the 'fair wages' clause, as well as schedules of prices to be paid to the workers, in the form of tender made by their contractors, with a view of securing a fair rate of wage. Your Committee are of opinion that the excellent intentions of these authorities are often frustrated in practice"—(Mr. Stuart Samuel).

Proposed new paragraph read a second time, and inserted in the Report.

Proposed new paragraph, to follow the paragraph just inserted, brought up and read the first time, as follows:—

"Your Committee are of opinion that these provisions of the existing law have failed to produce any real amelioration of the condition of Home Workers, and that legislation of a far-reaching character is required"—(Mr. G. P. Gooch).

Proposed new paragraph read a second time, and inserted in the Report.

Paragraph 19.—

An Amendment made, in line 2, by leaving out the words "the Australian Colonies and" and inserting the words "the States of the Australian Commonwealth and of the Dominion of" instead thereof.

Paragraph further amended, in line 5, by inserting after the word "Report" the words "recently presented to Parliament."

Another Amendment proposed, in line 9, to leave out the words "so far as they bore upon the subject of Home Work"—(Mr. Chiozza Money.)

Question, That the words proposed to be left out stand part of the paragraph,—put, and *negatived*.

Paragraph, as amended, *agreed to*.

Paragraphs 20 and 21, *agreed to*.

Paragraph 22,—amended, and *agreed to*.

Paragraph 23, *agreed to*.

Paragraph 24, *disagreed to*.

Paragraphs 25 to 27, *agreed to*.

Further consideration of Report, adjourned till Wednesday next.

[Committee adjourned till Wednesday next, 15th July, at Twelve o'clock.]



Wednesday, 15th July, 1908.

## MEMBERS PRESENT :

Sir THOMAS WHITTAKER in the Chair.

Mr. Bridgeman.  
Mr. Brunner.  
Mr. Arthur Dewar.  
Mr. Fell.  
Mr. G. P. Gooch.  
Mr. Arthur Henderson.  
Mr. Hugh Law.

Mr. Massie.  
Mr. Chiozza Money.  
Mr. Parkes.  
Mr. Richardson.  
Mr. Robinson.  
Mr. Stuart Samuel.  
Mr. Trevelyan.

Consideration of Draft Report resumed.

Paragraph 28,—amended, and *agreed to*.

Paragraph 29, *agreed to*.

Paragraph 30.—

An Amendment proposed, at the end, to add the words, "Your Committee have received evidence showing the fear of some Home Workers that if the conditions of their employment are made more stringent they may be prevented from obtaining any Home Work at all"—(Mr. *Fell*).

Question put, That those words be there added.

The Committee divided :

Ayes, 4.

Mr. Bridgeman.  
Mr. Fell.  
Mr. G. P. Gooch.  
Mr. Parkes.

Noes, 6.

Mr. Brunner.  
Mr. Arthur Henderson.  
Mr. Chiozza Money.  
Mr. Richardson.  
Mr. Stuart Samuel.  
Mr. Trevelyan.

Paragraph *agreed to*.

Paragraph 31.—

An Amendment made in line 4, after the word "home," by inserting the words "for the first time, such certificate to remain valid until any change of residence."

Another Amendment made in line 8, after the word "made," by inserting the words "and no fee of any sort should be charged either for registration or certification."

Another Amendment made by adding, at the end of the paragraph, the words of paragraph 32 of the Draft Report.

Paragraph, as amended, *agreed to*.

Paragraph 32, *disagreed to*.

Paragraph 33.—

Amendment proposed in line 3 to leave out the word "Home," and insert the word "sweated"—(Mr. *Chiozza Money*)—instead thereof.

Question proposed, That the word "Home" stand part of the paragraph.

Amendment, by leave, *withdrawn*.

Paragraph amended, in line 10, by inserting after the word "but" the word "that"; and, in line 11, by leaving out the words "personal or."

Paragraph, as amended, *agreed to*.

Paragraph 34.—

An Amendment proposed, in line 8, to leave out the word "would" and insert the word "might"—(Mr. *Fell*)—instead thereof.

Question proposed, That the word "would" stand part of the paragraph.

Amendment, by leave, *withdrawn*.

Paragraph *agreed to*.

Paragraph 35,—amended, and *agreed to*.

Paragraphs 36 to 39, *agreed to*.

*Paragraph 40.—*

An Amendment proposed, in lines 2 and 3, to leave out the words "Home Workers" and insert the words "industries where Home Work is prevalent"—(Mr. Trevelyan)—instead thereof.  
Question put, That the words "Home Workers" stand part of the paragraph.  
The Committee divided :

Ayes, 8.  
Mr. Bridgeman.  
Mr. Brunner.  
Mr. Arthur Dewar.  
Mr. Fell.  
Mr. G. P. Gooch.  
Mr. Massie.  
Mr. Parkes.  
Mr. Stuart Samuel.

Noes, 6.  
Mr. Arthur Henderson.  
Mr. Hugh Law.  
Mr. Chiozza Money.  
Mr. Richardson.  
Mr. Robinson.  
Mr. Trevelyan.

Another Amendment proposed, in line 4, to leave out subsection (1) of the paragraph—(Mr. Bridgeman).

Question put, That the words of the subsection down to the word "payment" stand part of the paragraph.

The Committee divided :

Ayes, 10.  
Mr. Brunner.  
Mr. Arthur Dewar.  
Mr. G. P. Gooch.  
Mr. Arthur Henderson.  
Mr. Hugh Law.  
Mr. Chiozza Money.  
Mr. Richardson.  
Mr. Robinson.  
Mr. Stuart Samuel.  
Mr. Trevelyan.

Noes, 3.  
Mr. Bridgeman.  
Mr. Fell.  
Mr. Parkes.

Further consideration of Report adjourned till to-morrow.

[Committee adjourned till to-morrow, Thursday, 16th July, at Twelve o'clock.

*Thursday, 16th July 1908.*

## MEMBERS PRESENT :

Sir THOMAS WHITTAKER in the Chair.

Mr. Boland.  
Mr. Bridgeman.  
Mr. Brunner.  
Mr. Arthur Dewar.  
Mr. Fell.  
Mr. G. P. Gooch.  
Mr. Arthur Henderson.  
Mr. Hugh Law.

Mr. Massie.  
Mr. Chiozza Money.  
Mr. Parkes.  
Mr. Richardson.  
Mr. Robinson.  
Mr. Stuart Samuel.  
Mr. Trevelyan.

Consideration of Draft Report (Paragraph 40) resumed.

*Paragraph 40.—*

An Amendment made, in line 2 of subsection (1), by leaving out the word "acted" and inserting the word "acts" instead thereof.

Another Amendment proposed at the end of subsection (1) to insert the words "for the district for which the Board may act"—(Mr. Bridgeman).

Question proposed, That those words be there inserted.  
Amendment, by leave, *withdrawn*.

Another Amendment proposed in subsection (2) to leave out the words "those piece rates to be such as would enable an average worker to earn not less than the equivalent of the minimum time rate"—(Mr. Bridgeman).

Question put, That the words proposed to be left out stand part of the paragraph.

The Committee divided :

Ayes, 9.

Mr. Boland.  
Mr. Brunner.  
Mr. Arthur Dewar.  
Mr. G. P. Gooch.  
Mr. Arthur Henderson.  
Mr. Richardson.  
Mr. Robinson.  
Mr. Stuart Samuel.  
Mr. Trevelyan.

Noes, 2.

Mr. Bridgeman.  
Mr. Parkes.

Another Amendment proposed, at the end of the paragraph to add the words, " If these Wages Boards were found to be successful they might be extended to other workers in the trades in which Home Work is prevalent "—(Mr. *Stuart Samuel*).

Question, That those words be added,—put, and *agreed to*.

Paragraph, as amended, *agreed to*.

Paragraph 41.—

An Amendment proposed, in line 4, after the word " to " to insert the words " women only in "—(The *Chairman*).

Question, That those words be there inserted,—put, and *negatived*.

Amendments made, in line 8, by leaving out the word " women "; and, in line 10, by leaving out the word " women."

Another Amendment made, in line 14, by leaving out the word " workwomen " and inserting the word " workers " instead thereof.

Paragraph, as amended, *agreed to*.

Paragraph 42.—

Amendments made, in line 1, by inserting after the word " a " the word " general "; and in line 2, by leaving out the word " women."

Another Amendment proposed, in line 2 to leave out the word " acted " and insert the words " acts, and should have power to fix a special minimum time wage for any class of work or process in the trade in its district, such minimum to be not less than the general minimum for the trade in the district "—(The *Chairman*).

Question, That the word " acted " stand part of the paragraph,—put, and *negatived*.

Question, That the proposed words be there inserted,—put, and *agreed to*.

Another Amendment proposed, in line 4, to leave out the words " in a week of, say, 60 hours "—(Mr. *Chiozza Money*).

Question, That the words proposed to be left out stand part of the paragraph,—put, and *negatived*.

Paragraph, as amended, *agreed to*.

Paragraph 43.—

An Amendment proposed, to leave out the paragraph—(Mr. *Chiozza Money*).

Question proposed, That the paragraph stand part of the Report.

Amendment, by leave, *withdrawn*.

Paragraph *agreed to*.

Paragraph 44,—amended, and *agreed to*.

Paragraph 45.—

An Amendment made.

Another Amendment proposed, in line 1 after the word " district " to insert the words " provided such representative either at present is, or has been previously engaged in, the trade under consideration "—(Mr. *Parkes*).

Question, That those words be there inserted,—put, and *negatived*.

Another Amendment proposed, in line 5, to leave out all the words after the word " Board " to the end of the paragraph—(Mr. *Bridgeman*).

Question put, That the words " and that a moderate payment " stand part of the paragraph.

The Committee divided :

Ayes, 12.

Mr. Brunner.  
Mr. Arthur Dewar.  
Mr. G. P. Gooch.  
Mr. Arthur Hendersons  
Mr. Hugh Law.  
Mr. Massie.  
Mr. Chiozza Money.  
Mr. Parkes.  
Mr. Richardson.  
Mr. Robinson.  
Mr. Stuart Samuel.  
Mr. Trevelyan.

Noes, 2.

Mr. Bridgeman.  
Mr. Fell.

Another Amendment proposed, in line 6, to leave out the words "of the workwomen"—(Mr. *Stuart Samuel*).

Question, That the words "of the" stand part of the paragraph,—put, and *agreed to*.

Another Amendment made, in line 6, by leaving out the word "workwomen" and inserting the word "workers" instead thereof.

Another Amendment proposed, at the end of the paragraph, to add the words "for loss of time and expenses incurred in attendance at the Board"—(Mr. *Bridgeman*).

Question put, That these words be there added.

The Committee divided :

Ayes, 3.

Mr. Bridgeman.  
Mr. Fell.  
Mr. Parkes.

Noes, 11.

Mr. Brunner.  
Mr. Arthur Dewar.  
Mr. G. P. Gooch.  
Mr. Arthur Henderson.  
Mr. Hugh Law.  
Mr. Massie.  
Mr. Chiozza Money.  
Mr. Richardson.  
Mr. Robinson.  
Mr. Stuart Samuel.  
Mr. Trevelyan.

Paragraph, as amended, *agreed to*.

Paragraph 46.—

An Amendment proposed, in line 2, to leave out the words "tailoring and"—(Mr. *Fell*).

Question, That the words "tailoring and" stand part of the paragraph,—put, and *agreed to*.

Paragraph amended in line 2, by inserting after the word "linen" the words "and the finishing processes of machine-made lace"; and in line 5, by inserting after the word "for" the words "these trades or for."

Paragraph, as amended, *agreed to*.

Paragraph 47,—amended, and *agreed to*.

Paragraph 48, *agreed to*.

Paragraphs 49 and 50,—amended, and *agreed to*.

Paragraph 51.—

An Amendment proposed, in line 3, to leave out all the words after the word "cash" to the end of the paragraph, and add the words, "We are of opinion that the Employment of Children Act should be adopted by all local authorities, and enforced for the protection of children working at home and elsewhere"—(Mr. *Chiozza Money*).

Question, That the words proposed to be left out stand part of the paragraph,—put, and *negatived*.

Question, That the proposed words be there added,—put, and *agreed to*.

Another Amendment proposed, after the words last added, to add the words "But we think that any attempt to regulate the hours of adult home-workers would be impracticable"—(Mr. *Bridgeman*).

Question put, That those words be there added

The Committee divided :

Ayes, 5.  
Mr. Bridgeman.  
Mr. Fell.  
Mr. G. P. Gooch.  
Mr. Hugh Law.  
Mr. Parkes.

Noes, 8.  
Mr. Boland.  
Mr. Brunner.  
Mr. Arthur Dewar.  
Mr. Arthur Henderson  
Mr. Chiozza Money.  
Mr. Richardson.  
Mr. Robinson.  
Mr. Stuart Samuel.

Paragraph, as amended, *agreed to*.

Further consideration of Report adjourned till Wednesday next.

[Committee adjourned till Wednesday next, July 22nd, at Twelve o'clock.

Wednesday, 22nd July, 1908

MEMBERS PRESENT :

Sir THOMAS WHITTAKER in the Chair.

Mr. Arkwright.  
Mr. Boland.  
Mr. Bridgeman.  
Mr. Brunner.  
Mr. Arthur Dewar.  
Mr. Fell.  
Mr. G. P. Gooch.  
Mr. Arthur Henderson.

Mr. Hugh Law.  
Mr. Massie.  
Mr. Chiozza Money.  
Mr. Parkes.  
Mr. Robinson.  
Mr. Stuart Samuel.  
Mr. Trevelyan.

Consideration of Draft Report resumed.

Paragraph 52.—

An Amendment proposed, to leave out the paragraph—(Mr. *Fell*).

Question proposed, That the words "It has been suggested" stand part of the paragraph.  
Amendment, by leave, *withdrawn*.

Another Amendment proposed, in line 3, to leave out the words from the words "Even if it were found" down to the word "wages" in line 14—(Mr. *Bridgeman*).

Question put, That the words from the words "Even if it were found" down to the word "caused" in line 8 stand part of the paragraph.

The Committee divided

Ayes, 10.  
Mr. Boland.  
Mr. Brunner.  
Mr. Arthur Dewar.  
Mr. G. P. Gooch.  
Mr. Arthur Henderson.  
Mr. Hugh Law.  
Mr. Massie.  
Mr. Chiozza Money.  
Mr. Robinson.  
Mr. Trevelyan.

Noes, 3.  
Mr. Arkwright.  
Mr. Bridgeman.  
Mr. Fell.

Another Amendment proposed, in line 9, to leave out all the words after the word "caused" to the word "workshops" in line 13—(Mr. *Boland*).

Question, That the words proposed to be left out stand part of the paragraph,—put, and *negatived*.

Another Amendment proposed, in line 14, after the word "efficiency" to insert the words and by defending Home Workers against unfair foreign competition"—(Mr. *Bridgeman*).

Question put, That those words be there inserted.  
The Committee divided.

Ayes, 4.

Mr. Arkwright.  
Mr. Bridgeman.  
Mr. Fell.  
Mr. Parkes.

Noes, 9.

Mr. Boland.  
Mr. Brunner.  
Mr. Arthur Dewar.  
Mr. G. P. Gooch.  
Mr. Arthur Henderson.  
Mr. Hugh Law.  
Mr. Massie.  
Mr. Robinson.  
Mr. Trevelyan.

Another Amendment proposed, in line 20, to leave out from the word "Experience" to the end of the paragraph, and add the words "It is clear that the fixing of piece rates with a view to raising the earnings of Home Workers can only be effective if accompanied by a duty which would prevent the unfair competition of articles made in countries where no such provisions against sweating prevail. Without such a duty the raising of piece rates must tend to the destruction of Home Work"—(Mr. *Bridgeman*)—instead thereof.

Question put, That the words proposed to be left out stand part of the paragraph.  
The Committee divided.

Ayes, 9.

Mr. Boland.  
Mr. Brunner.  
Mr. Arthur Dewar.  
Mr. G. P. Gooch.  
Mr. Arthur Henderson.  
Mr. Massie.  
Mr. Chiozza Money.  
Mr. Robinson.  
Mr. Trevelyan.

Noes, 4.

Mr. Arkwright.  
Mr. Bridgeman.  
Mr. Fell.  
Mr. Parkes.

Paragraph, as amended, agreed to.

Paragraph 53.—

An Amendment proposed, at the end, to add the words "It must also be remembered that in Victoria the fixing of minimum wages was preceded by a tariff on imported goods of the same character as those for which the minimum wage has been fixed"—(Mr. *Bridgeman*).

Question put, That those words be there added.  
The Committee divided.

Ayes, 5.

Mr. Arkwright.  
Mr. Boland.  
Mr. Bridgeman.  
Mr. Fell.  
Mr. Parkes.

Noes, 9.

Mr. Brunner.  
Mr. Arthur Dewar.  
Mr. G. P. Gooch.  
Mr. Arthur Henderson.  
Mr. Massie.  
Mr. Chiozza Money.  
Mr. Robinson.  
Mr. Stuart Samuel.  
Mr. Trevelyan.

Another Amendment proposed, at the end of the paragraph, to add the words "But your Committee do not feel justified in expressing a definite opinion on this point"—(Mr. *Bridgeman*).

Question put, That those words be there added.  
The Committee divided.

Ayes, 4.

Mr. Arkwright.  
Mr. Bridgeman.  
Mr. Fell.  
Mr. Parkes.

Noes, 11.

Mr. Boland.  
Mr. Brunner.  
Mr. Arthur Dewar.  
Mr. G. P. Gooch.  
Mr. Arthur Henderson.  
Mr. Hugh Law.  
Mr. Massie.  
Mr. Chiozza Money.  
Mr. Robinson.  
Mr. Stuart Samuel.  
Mr. Trevelyan.

Paragraph agreed to.

Paragraph 54, agreed to.

*Paragraph 55.—*

Paragraph amended by leaving out the word "women" in subsection (1) and in subsection (2).

Another Amendment made by inserting after the word "trades" at the end of subsection (2) the words "and in the finishing processes of machine-made lace."

Another Amendment proposed, after the words last inserted, to insert the words "The Home Secretary should be empowered, after inquiry made, to establish Wages Boards for any other trades"—(Mr. G. P. Gooch).

Question, That those words be there inserted,—put, and *agreed to*.

Another Amendment made.

Another Amendment proposed, after the word "Authority," at the end of subsection (3), to insert the words "and that the keeping of accurate outworkers' lists by employers should be strictly enforced"—(Mr. G. P. Gooch).

Question, That those words be there inserted,—put, and *agreed to*.

Other Amendments made, in line 1 of Subsection (4), by leaving out the word "woman"; and, in line 2 of Subsection (4), by leaving out the words "she produced a certificate showing that she had been duly registered," and inserting the words "the worker produce a certificate of registration" instead thereof.

Another Amendment proposed, to insert as a new subsection the words "That the delivery and collection of work done at home should be done by persons in the direct employ and pay of the employer. Where that was not done, the amount which a worker could earn in a specified time should be calculated on a basis which included the time spent in fetching and returning the work as time occupied in doing the work"—(The Chairman).

Question, That the proposed new subsection be inserted in the paragraph,—put and *agreed to*.

Another Amendment proposed, in line 1 of Subsection (5), to leave out the words "time and."

Question put, That the words "time and" stand part of the paragraph.

The Committee divided.

## Ayes, 11.

Mr. Boland.  
Mr. Branner.  
Mr. Arthur Dewar.  
Mr. G. P. Gooch.  
Mr. Arthur Henderson.  
Mr. Hugh Law.  
Mr. Massie.  
Mr. Chiozza Money.  
Mr. Robinson.  
Mr. Stuart Samuel.  
Mr. Trevelyan.

## Noes, 4.

Mr. Arkwright.  
Mr. Bridgeman.  
Mr. Fell.  
Mr. Parke.

Other Amendments made.

Another Amendment proposed, in line 3 of Subsection (6), after the word "Board," to insert the words "But Wages Boards should be empowered to make exceptional arrangements with regard to aged and infirm workers."—(Mr. Bridgeman).

Question put, That those words be there inserted.

The Committee divided.

## Ayes, 5.

Mr. Arkwright.  
Mr. Bridgeman.  
Mr. Fell.  
Mr. Parke.  
Mr. Stuart Samuel.

## Noes, 10.

Mr. Boland.  
Mr. Brunner.  
Mr. Arthur Dewar.  
Mr. G. P. Gooch.  
Mr. Arthur Henderson.  
Mr. Hugh Law.  
Mr. Massie.  
Mr. Chiozza Money.  
Mr. Robinson.  
Mr. Trevelyan.

Another Amendment proposed, in line 4 of Subsection (7), after the word "them," to insert the words "and secure the enforcement of the law."—(Mr. Trevelyan).

Question, That those words be there inserted,—put, and *agreed to*.

Paragraph, as amended, *agreed to*.

*Proposed new paragraph*, to follow paragraph 55, brought up and read the first time, as follows:—

"Your Committee desire to add that, while they believe that their specific recommendations would, if carried into effect by Parliament, diminish the evils which arise from the underpayment of labour, they do not regard them as the only lines of effort which should be adopted by Parliament

in this connection. We have already referred to the causes which produce so many units of industry willing to offer their services for a very small wage, and we believe that the eradication of the sweating evil would be greatly furthered by the reform of the Poor Law, by suitable legislation to mitigate the distress arising from want of employment, and by old age and invalidity pensions. Such legislation would reduce the dimensions of the lower strata of the labour market and thus stop at its source the supply of sweated workers. We regard as not less important increased devotion to the physical and technical education of children, as being another means of reducing the supply of workpeople willing to labour at small wages. The wider issues here raised were not covered by our terms of reference, but in view of the evidence submitted to us we feel it impossible to conclude our observations without calling attention to them"—(Mr. Chiozza Money).

Question proposed, That the proposed new paragraph be read a second time.  
Proposed new paragraph, by leave, *withdrawn*.

*Proposed new paragraph*, to follow paragraph 55, brought up and read the first time, as follows :—

"A Bill introduced by Mr. Toulmin, which has been read a second time and referred to your Committee, has been duly taken into consideration by them; but in view of the opinions expressed in their Report, your Committee do not think it necessary to examine in detail the clauses of this Bill. They, therefore, report it, without amendment, to the House. They wish, however, to express the opinion that it is extremely desirable that the subject of the reference to your Committee, and their Report thereon, should be dealt with by legislation at an early date"—(The Chairman).

Proposed new paragraph read a second time.

An Amendment proposed, in the last line of the paragraph, after the word "legislation." to insert the words "promoted by the Government"—(Mr. Arthur Henderson).

Question put, That those words be there inserted.  
The Committee divided.

Ayes, 5.

Mr. Arkwright.  
Mr. Bridgeman.  
Mr. Arthur Henderson.  
Mr. Robinson.  
Mr. Trevelyan.

Noes, 7.

Mr. Brunner.  
Mr. Arthur Dewar.  
Mr. Fell.  
Mr. G. P. Gooch.  
Mr. Hugh Law.  
Mr. Parkes.  
Mr. Stuart Samuel.

Question, That the proposed new paragraph be added to the Report,—put, and *agreed to*.

Question, That this Report, as amended, be the Report of the Committee to the House,—put and *agreed to*.

*Ordered*, To Report, together with the Minutes of Evidence, and an Appendix.

*Ordered*, To Report the Sweated Industries Bill, without Amendment, to the House.



## WITNESSES' EXPENSES.

NAME OF WITNESS.	Profession or Condition.	From whence Summoned.	Number of Days Absent from Home, under Orders of Committee.	Allowance during Absence from Home.	Expenses of Journey to London and back.	TOTAL Expenses allowed to Witness.
				£ s. d.	£ s. d.	£ s. d.
Mr. W. J. D. Walker -	Industrial Inspector, Congested Districts Board (Ireland).	Dublin - -	3	3 3 0	4 18 0	8 1 0
Mr. William Bridgett -	Chairman, William Bridgett and Sons, Ltd., Nottingham.	Nottingham -	2	2 2 0	1 14 8	3 16 8
Miss Mary Macarthur, for the sum, disbursed by her, of the expenses of seven anonymous Witnesses whose attendance before the Committee on Thursday, March 19th, 1908, was secured through her by desire of the Committee.						4 15 0
Mr. J. G. Newey - -	Manufacturer - -	Birmingham -	2	2 2 0	1 13 0	3 15 0
Miss Edith Lawson, for the sum, disbursed by her, of the expenses of seven Witnesses—from Glasgow, Leeds, Sheffield, Leicester, London, and Bristol—whose attendance before the Committee, on April 1st, 1908, was secured through her by desire of the Committee.						12 10 1
Mr. Guy P. Morrish -	Partner in firm of Welch, Margetson & Co.	Londonderry -	3	3 3 0	5 19 8	9 2 6
					Total	£42 0 3

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LIST OF WITNESSES.

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# APPENDIX.

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## APPENDIX No. 1.

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Paper handed in by Mr. *William Bridgett*, 18th March, 1908.

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### MINIMUM TARIFF ADOPTED IN APRIL, 1907, BY THE MAJORITY OF LACE MANUFACTURERS IN NOTTINGHAM.

*Drawing* :— $\frac{1}{8}$ d. per thread per 12 yards.

*Rover Threads* }  
*Ripping Threads* }  $\frac{1}{8}$ d. per thread per 12 yards.

*Clipping* :—1d. per 1,000 clips, or  $\frac{1}{4}$ d. per clip per dozen yards.

*Scolloping* :—All qualities of 40 inches to the Rack and commoner paid  $\frac{1}{2}$ d. per dozen yards.

Qualities between 40 inches and 24 inches paid 1d. per dozen yards.

All better qualities  $1\frac{1}{4}$ d. per dozen yards.

## APPENDIX No. 2.

Paper handed in by Mr. N. Buckner, 25th March, 1908.

CLASS F.  
LONDON COUNTY COUNCIL.  
CLOTHING CONTRACTS—RATES OF WAGES.

Minimum Prices to be paid by the Contractors to Workpeople for making up the various descriptions of Clothing required by the Council from 1st July, 1905, to 30th June, 1906. No deductions are to be made for Sewings, Silk, Twist, Thread, &c.

No. in Schedule.	DESCRIPTION.	Minimum Prices to be paid for the different kinds of work.						Minimum Price fixed by the Council for making up each garment.
		Machining.	Beating.	Finishing.	Pressing.	Button Holing.		
						Hand.	Machine.	
CLASS F.	CLOTHING FOR PARKS CONSTABLES, BANDSMEN, &c.	s. d.	s. d.	s. d.	s. d.	d.	d.	s. d.
2	Capes, cloth (for inspectors) - - - - -	- 4	- 7	1 6	- 3	4	-	3 0
7	Coats, frock (for conductors of bands) - - -	2 0	4 0	3 6	1 6	-	-	11 0
9	Jackets, serge (for summer wear by constables)	- 11	- 9	1 8½	- 8	-	1½	4 2
10	Do. do. (for summer wear by inspectors) -	1 4	2 4	2 6	1 2	-	2	7 6
11	Do. cloth (2nd class officers in charge, &c.)	1 0	1 6	- 11	- 11	-	2	4 6
12	Overcoats (for constables) - - - - -	1 3	2 0	1 11	1 2	-	2	6 6
13	Do. (for inspectors) - - - - -	1 8	2 1	1 11	1 2	-	2	7 0
14	Trousers, cloth (for bandsmen and conductors)	- 6	- 5	1 6	- 6	-	1	3 0
15	Do. do. (for constables) - - - - -	0 4½	0 3	1 5	- 5	-	-	2 6
16	Do. cord (for tree pruners) - - - - -	- 4	- 2	0 10	- 1½	-	-	1 6
17	Do. serge (2nd class officers in charge, &c.)	- 5	- 2½	1 0	- 4	-	-	2 0
18	Tunics (for bandsmen) - - - - -	2 0	2 11	2 11	1 2	-	-	9 0
19	Do. (for constables) - - - - -	1 1	1 6	2 2½	1 1	-	1½	6 0
20	Do. (for inspectors) - - - - -	1 8	3 3	3 1	1 3	9	-	10 0
21	Vests (for conductors of bands)- - - - -	- 4	1 2	2 6	- 6	-	-	4 6
22	Do., sleeved (for lavatory attendants, &c.)	- 5	0 11	1 2	- 5	-	1	3 0
	CLOTHING FOR OFFICERS AND MEN AT WOOLWICH FERRY AND GREENWICH TUNNEL, AND FOR MAIN DRAINAGE AND RIVER STEAMBOAT SERVICES.							
23	Coats, frock (for superintendent) - - - - -	2 0	4 0	4 2	1 6	10	-	12 6
27	Jackets, blue navy cloth, D.B. Pea (for captains)	-	-	-	-	-	-	-
28	Do. do. do. (for 1st mates) - - - - -	-	-	-	-	-	-	-
29	Do. do. do. (for 2nd mates) - - - - -	-	-	-	-	-	-	-
30	Do. do. do. (for chief engineers)	1 3	1 10	1 5	1 2	10	-	6 6
31	Do. do. do. (for second engineers)	-	-	-	-	-	-	-
32	Do. do. do. (for third engineers)	-	-	-	-	-	-	-
33	Do. do. do. (for piermasters) - - - - -	-	-	-	-	-	-	-
34	Do. do. do. (for lift attendants)	-	-	-	-	-	-	-
35	Do. blue pilot D.B. monkey (for piermasters)	1 3	1 9	1 5	1 3	10	-	6 6
36	Do. do. (for piermen) - - - - -	-	-	-	-	-	-	-
37	Do. do. (for boatswains and seamen)	1 0	1 6	- 11	- 11	-	2	4 6
38	Do. blue pilot reefer (for deputy piermasters)	1 0	1 6	- 11	- 11	-	2	4 6
39	Do. do. (for piermen, stokers and deck hands)	-	-	-	-	-	-	-
40	Overcoats, superfine blue cloth (for superintendents)	-	-	-	-	-	-	-
41	Do. blue pilot cloth (for captains) - - - - -	-	-	-	-	-	-	-
42	Do. do. (for 1st mates) - - - - -	-	-	-	-	-	-	-
43	Do. do. (for 2nd mates and steam-boat officers) -	1 2	2 6	1 5	1 2½	-	2½	6 6
44	Do. do. (for piermasters) - - - - -	-	-	-	-	-	-	-
45	Do. do. (for deputy piermasters) - - - - -	-	-	-	-	-	-	-
46	Trousers, blue cloth (for piermen, deck hands and lift attendants)	- 4½	- 3	1 5	- 5	-	½	2 6
47	Trousers, blue pilot cloth, with linings to knee (for piermen—Woolwich Ferry) - - - - -	-	-	-	-	-	-	-

No. in Schedule.	DESCRIPTION.	Minimum Prices to be paid for the different kinds of work.						Minimum Price fixed by the Council for making up each garment.
		Machining.	Basting.	Finishing.	Pressing.	Button Holing.		
						Hand.	Machine.	
		s. d.	s. d.	s. d.	s. d.	d.	d.	s. d.
48	Trousers, superfine blue cloth (for superintendent)							
49	Do. blue doeskin (for officers)	5	4½	1 6	5		½	2 9
50	Do. do. with lining to knee (for officers —Woolwich Ferry)	5	2½	1 0	4		½	2 0
51	Trousers, blue serge (for stokers and seamen)	4½	4	1 0	4½	5		2 6
52	Vests, blue navy cloth (for officers)							
53	Do. superfine blue cloth (for superintendent)							
CLOTHING FOR MESSENGERS AT CENTRAL OFFICES, &c.								
54								
55	Coats, frock	2 0	4 0	3 11	1 9	10		12 6
56								
57								
58	Jackets, Norfolk	10	1 6	1 3	0 10		1	4 6
59	Do. patrol (for boys)	1 0	1 9	1 4	10		1	5 0
60	Do. serge (for chainmen)	1 0	1 6	11	11		2	4 6
61								
62	Overcoats, plain	1 4	2 6	1 8	1 4		2	7 0
63	Do. with piping							
64	Trousers, blue serge (special)	6	5	1 4	5		1	2 9
65	Do. do.	5	5	1 2½	5		½	2 6
66	Do. do. (for boys)	4½	3	1 2	5		½	2 3
67	Vests	4½	4	1 0	4½	5		2 6
68	Do., sleeved	5	0 11	1 2	5		1	3 0
69								
CLOTHING FOR INSPECTORS OF COMMON LODGING HOUSES.								
70	Jackets, serge	1 2	1 8	2 6	1 0		2	6 6
71	Overcoats, cloth	1 2	2 6	1 5	1 3		2	6 6
72	Trousers, serge	5	5	1 2½	5		½	2 6
73	Do. cloth (for chief inspector)	6	6	1 10	7		1	3 6
74	Vests, serge	4½	6	1 2	4½		1	2 6
GENERAL.								
75	Coats, rock, S.B. (for drivers to weights and measures inspectors)	1 6	2 10	2 5	1 7		2	8 6
76	Garibaldi, canvas overalls	10		3	1		1	1 3
77	Do. grey twill overalls	10		3	1		1	1 3
78	Jackets, blue dungaree (for oilers, cleaners, &c.)	8		4½	2		½	1 3
79	Do. canvas	8		4½	2		½	1 3
80	Do. do. with flannel linings	7		7½	2½	4		1 9
81	Do. kersey (Works department)							
82	Do. do. (for boiler cleaners)	1 3		5	3		1	2 0
83	Do. woollen (for boiler cleaners)	11½		1 2	4		½	2 6
84	Do. red serge (for orderly boys at Blackwall-tunnel)	4	4½	5	4		½	1 6
85	Overcoats (for drivers of weights and measures vehicles)	2 2	3 0	2 7	1 6		3	9 6
86	Slops, blue serge	6	4½	4½	2		1	1 6
87	Suits, blue dungaree combination	11	3	3	6		1	2 0
88	Trousers, canvas	6½		3	2		½	1 0
89	Do. do. with flannel linings	3½		6½	2	3		1 3
90	Do. dungaree	6½		3	2		½	1 0
91	Do. kersey (for boiler cleaners)	1 3½		2	3		½	1 9
92	Do. woollen do. do.	3½	3½	7	3		1	1 6
93	Vests, woollen do. do.	5	1	3½	2		½	1 0

Cutters, 42s. per week minimum, and maximum hours of Labour per week, 50. Hours of Labour per week for all other classes of Workpeople not to exceed 54½.

Spring Gardens, S.W., July, 1905.

G. L. GOMME,

Clerk of the Council.



## APPENDIX No. 3.

PAPER handed in by *The Chairman*.PRÉCIS, FURNISHED BY THE HOME OFFICE, OF  
REPORT PUBLISHED BY THE BERLIN CHAMBER OF COMMERCE (OCTOBER, 1906) ON HOME-WORK IN BERLIN.

Taking the principal branches of trade in which home-work prevails, viz., clothing, tailoring, shirt-making, millinery, hat-making, shoe manufacture, fancy goods manufacture, cigarette manufacture, &c., it is found that 140,000 workers were employed in their own homes and in workshops. After making allowance for the latter and including certain minor industries, it is calculated that the total number of home-workers proper in Berlin is from 110,000 to 120,000.

Of this total, a very considerable proportion are women; thus in the women's and children's clothing branch 90 per cent. of the home-workers are females, in the men's and boys' tailoring trade more than 80 per cent. are females, whilst shirt-making, hat-making, and millinery are almost entirely in female hands. In certain of the minor trades, e.g., stick-making and gold-frame-making, men are chiefly employed.

A notable feature of the Berlin home-work is the employment given to married women. Thus one firm, employing 70 women, quoted 61 as married, 3 widows, 1 divorced, and 5 unmarried. Of the 25 on the pay roll of another firm 22 were married.

Berlin is the home of the clothing industry in women's and children's goods. In women's and children's mantles, blouses, petticoats, skirts, &c., Berlin produced 90 per cent. of Germany's output. As regards men's tailoring, Berlin takes about one-fourth of the whole German production, and as regards boys' suits about three-fourths.

The system of home-work relieves employers of the trouble of providing workshop room, &c., for so large a contingent of workers, and more readily accommodates itself to fluctuations of trade than the factory system. Further, a large number of married women are enabled to work in their own homes for some part of the day and thus supplement their husband's income. The average hours of work of married women are stated to be 8 per diem, children and the household claiming a share of the day. The hours of labour of unmarried women are longer and approximate to those of male workers, the latter averaging from 11 to 12 hours daily. Home-work is, to a great extent, the work of unskilled labourers, and the women employed often have no special skill or practice in the work taken up.

The following table compiled from statements supplied by a firm making boys' clothing gives some idea as to how the husband's wages are supplemented by the wife's earnings in home-work:—

Occupation of husband.	Husband's wage.	Wife's earnings.	Combined income.
	£ s. d.	£ s. d.	£ s. d.
Labourer - - - -	1 4 6	- 3 -	1 7 6
Bootmaker - - - -	1 10 -	- 3 6	1 13 6
Labourer - - - -	1 4 -	- 3 6	1 7 6
Bootmaker - - - -	1 5 -	- 3 6	1 8 6
Potter - - - -	1 10 -	- 3 6	1 13 6
Compositor - - - -	1 8 -	- 4 -	1 12 -
Gunsmith - - - -	2 15 -	- 4 -	2 19 -
Policeman - - - -	1 3 -	- 4 6	1 7 6
Locksmith - - - -	1 19 -	- 5 -	2 4 -
Saddler - - - -	1 7 6	- 5 -	1 12 6
Bootmaker - - - -	1 4 -	- 5 -	1 9 -
Labourer - - - -	1 10 -	- 5 6	1 15 6
Locksmith - - - -	1 5 -	- 6 -	1 11 -
Locksmith - - - -	1 10 -	- 6 -	1 16 -
Leatherworker - - - -	1 7 -	- 7 -	1 14 -
Carpenter - - - -	1 15 -	- 7 -	2 2 -
Cooper - - - -	1 10 -	- 7 -	1 17 -
Metalsmith - - - -	1 5 -	- 7 6	1 12 6
Mason - - - -	1 16 -	- 7 6	2 3 6
Railwayman - - - -	1 3 -	- 8 -	1 11 -
Labourer - - - -	1 4 6	- 8 -	1 12 6
Labourer - - - -	1 4 -	- 8 -	1 12 -
Glazier - - - -	1 7 -	- 8 -	1 15 -
Omnibus Conductor - - - -	- 17 6	- 9 -	1 6 6
Post Office Porter - - - -	1 6 6	- 9 6	1 16 -
Smith - - - -	1 18 6	- 9 6	2 8 -
Post Office Porter - - - -	1 6 -	- 10 6	1 16 6
Ditto - - - -	1 7 6	- 12 6	2 - -
Joiner (wife is assisted by grown-up daughter) - - - -	1 - -	1 11 6	2 11 6

(For full statement, see page 11 of Report.)

The Report contains numerous statements, in many cases extracted from wages books of middlemen, showing the earnings of home-workers in different trades. The following example, giving the actual earnings of 11 women engaged in the costume and blouse industry during the four weeks of February, 1906 (a month in the busy season), shows the great variations due to different degrees of skill.

	1st week.	2nd week.	3rd week.	4th week.	Total.
	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
A. married - - - -	1 1 9	1 2 1	1 3 10	1 2 4	4 10 -
B. " - - - -	- 15 5	- 9 4	- 15 6	- 9 11	2 8 2
C. " - - - -	- 13 10	- 6 7	- 11 4	- 10 6	2 2 3
D. " - - - -	1 3 1	1 1 6	1 4 6	- 15 8	4 4 9
E. " - - - -	- 9 7	- 12 9	- 15 -	- 13 10	2 11 2
F. " - - - -	1 2 9	1 2 9	1 1 -	- 19 10	4 6 4
G. " - - - -	- 7 8	- 8 1	- 10 6	- 9 3	1 14 6
A. single - - - -	- 18 -	1 2 9	1 1 -	1 13 6	4 15 3
B. " - - - -	- 15 6	- 19 3	1 - -	- 18 -	3 12 9
C. " - - - -	- 14 2	- 11 4	- 16 -	- 14 -	2 15 6
D. " - - - -	1 - 1	- 18 11	- 16 -	- 19 7	3 14 7

Workpeople in the costume and blouse industry, which employs about 11,000 persons almost all females, are only fully engaged for eight months of the year, work being slack in the remaining four; the figures quoted above do not therefore form a satisfactory basis for calculating annual wages. From other sources it is estimated that the average earnings per year of each home-worker in this trade amount to about £34; this average rate includes, however, the earnings of many unskilled workers and apprentices, and it is calculated that more than half the workers earn over £40 annually.

The average earnings of persons mainly, however, employed in making ladies' and children's mantles, is calculated at £37 10s. per year; they are busily employed for eight months of the year, slack for two months, and practically idle for the remaining two months. It is estimated that about 27,000 home-workers are engaged in this trade in Berlin.

The difficulties in calculating average wages are considerable, questions arising as to time spent on work, the varying degrees of employment, the capability of the worker, his expenses on materials such as thread. Again, some home-workers have private customers, others work for several firms; in some cases the home-work is the regular means of livelihood, in others it merely supplements other sources of income. The general movement of wages is said to have been upwards in the course of the last few years, this being the case especially in the clothing trade, where labour prices increased about 25 per cent. in the five years 1901 to 1906. The rates paid to home-workers on piece-work are stated to compare favourably with the wages of factory workers.

Considerable attention is devoted in the Report to the question of "middlemen," who are usually employed in the Berlin trades as intermediaries between the large firms and the actual workers, and who in some cases have small workshops of their own. It is said that the great majority of Berlin home-workers prefer to make use of the middleman, and he is by no means regarded as a sweater.

Home-workers live mostly in the outer portion of the town or in the suburbs, and, by obtaining their work through the intermediary of a middleman in the neighbourhood, save the expense and loss of time incurred in conveying their goods to and from the place of business of the principal. Further, as most middlemen work for several firms, some perhaps wholesale and others retail, the system tends towards regularity of employment. The proportion of the amount paid by the principal, which the middleman retains for his services, varies from one-third to one-half, the former figure being usual in cases where the middleman is only a distributor and has no workshop of his own. The net income of the middleman is not large; in the women's and children's clothing trade, a middleman employing eight or ten home-workers is estimated to make from £100 to £125 a year.



## APPENDIX No. 4.

Paper handed in by the *Chairman*.

## THE LEGISLATIVE REGULATION OF HOME INDUSTRY IN CERTAIN FOREIGN COUNTRIES.

NOTE.—This memorandum is based on the information now in the possession of the Labour Department of the Board of Trade. No special inquiry has been made.

## GERMANY.

There is as yet no systematic regulation of the home industries in Germany, though the subject has constantly been debated for many years in the Reichstag. The Secretary of State for the Interior, Herr von Bethmann-Hollweg, stated in the Reichstag on February 28, 1908, that there are probably as many home workers in Germany now as at the time of the occupation census of 1895, viz., 426,000, and he estimated that about one-half of these workers are engaged in family workshops, where the worker is assisted by members of his own household.

Workers of this class are in general outside the provisions of the Industrial Code and the special Orders issued under that Code by the Federal Council regulating hours and conditions of labour. Thus Sections 120A to 120E of the Industrial Code, by which employers are required to maintain their workshops, machinery, appliances, &c., in such a condition that no danger to the life and health of the worker may be occasioned, do not apply to them, and the same exception holds good of the regulations which the Federal Council has issued in relation to the clothing and tobacco industries.

On the subject of the employment of children, however, general regulations exist applicable to the whole of the home industries. These regulations are contained in the law of March 30, 1903, which provides that *entrepreneurs* who intend to employ children shall notify the local police authority in writing that such children, whether their own or others, will not be employed on Sundays or festivals; and fixes the minimum employment age at 10 years in the case of the employer's own child (though this age may under certain circumstances be reduced), and 12 years in the case of other children; and contains provisions as to the duration of work, intervals and school attendance.

An Order of the Federal Council of December 20, 1905, schedules a number of occupations largely carried on as home industries in which children of the head of the family may be employed at the age of nine years, yet not between 8 p.m. and 8 a.m., before morning school and an hour after afternoon school, while an interval of two hours must be given at noon.

Several industries may not be carried on as home industries in Germany. Such are the manufacture of explosives and phosphor matches in the Empire generally, and the manufacture of clothing for the Army in Bavaria.

Difference of opinion prevails as to the extent to which home workers come under the three insurance laws regarding sickness, accident, and old age and invalidity, owing to the difficulty of distinguishing between principals and dependent employees.

At the present time there is before the Reichstag a Government Bill which will affect all home workers engaged in the cigar trade. The Bill applies (Section 1) to workshops in which cigars are made or sorted, in so far as the employer exclusively employs in them members of his family, and those in which one or several persons perform such work without being engaged by an employer directing the workshop, the term workshop being interpreted so as to include "rooms which serve for sleeping, living, or cooking."

It is required (Section 3) that no room may be used for this purpose the floor of which lies more than 1 ft. 7½ in. below the ground adjacent, and if an attic room it must be plastered; it must be at least 8 ft. 1½ in. high (though exceptions are permitted), and must be well lighted and ventilated, and contain a minimum (yet variable) cubical space for each person. Until January 1, 1913, however, existing workshops may, in exceptional cases, be exempted altogether from the provisions under this section.

Cigar-making and sorting (Section 4) may not take place at all in bed rooms, nor cigars or tobacco be stored therein, and in other rooms (Section 4) tobacco or cigars in process of manufacture may only, as a rule, be kept to the extent of a day's requirements at once, or a week's requirements if kept in closed receptacles.

A cigar-maker (Sections 6 and 7) may only employ his own children on the completion of their twelfth year, yet not even then for third persons, and he may not employ the children of others belonging to the household at all. Children above 13 years, and exempted from school attendance, and young people between 14 and 16 years, may not be employed between the hours of 8 p.m. and 8 a.m. (though each State may modify this rule), and at noon they must have an interval of at least two hours, while work on Sunday and festivals is forbidden in the case of children and young people.

Before work of this kind can be begun in a home workshop the police authority must be notified by the immediate employer or the person responsible for the room, and similar notification must be made

before children or young people can be employed. Certificates are to be issued by the police for the rooms approved for this work, and employers-in-chief may only allow work to be performed in such permitted workshops; they must also keep registers of all persons to whom they give out work, with the addresses of their workshops, and these registers must be produced to the police authority or the Factory Inspectors on demand.

The Governments of Bavaria and Baden, countries in which home industries are very largely carried on, have recently made investigations into these industries through their Factory Inspectors, and the reports which have been published as a result contain various recommendations as to their legal regulation. The measures suggested by the Bavarian Report (1907) include:—(1) The obligation to employ wages books or tickets; (2) the extension to all house workers of the insurance laws; (3) obligatory registration; (4) the fixing of minimum rates of wages with allowances for rent, light, heating and time lost in fetching and delivering work; (5) inspection of the dwellings used for domestic industry; (6) the placing of the industry under factory inspection; and (7) absolute prohibition in the case of certain trades.

Among the measures proposed by the Baden Factory Inspectors are:—(1) The extension of the insurance laws to the home industries; (2) the introduction of wages books; (3) the extension of the functions of the Industrial Courts to these industries; (4) the placing of these industries under factory inspection; (5) the compulsory registration of all home workers; and (6) the fixing of minimum piece-rates, either by the Industrial Courts, acting as Boards of Conciliation, or Chambers of Labour, or Special Commissions.

#### FRANCE.

The report presented to the French Chamber of Deputies by the Committee which was charged with the examination of the "Bill relative to the Regulation of Work" of July, 1906, stated:—"In France home-work is free. In its regulation France has allowed herself to be greatly out-distanced by foreign nations." No laws have been enacted in special reference to home workers, and the general laws respecting the hours of labour only apply partially to home workshops.

The home workshops subject to these laws (June 12, 1893, and July 11, 1903) are (1) those in which persons other than members of the families residing therein are employed, members of a family being held to include besides the parents only children and wards; (2) those worked by steam or mechanical power; and (3) those classed as "dangerous or unhealthy." Under these laws it is the duty of the Inspectors of Labour to see that workshops are properly lighted and ventilated and that the convenience and safety of the workpeople are sufficiently ensured. From these laws, however, workshops in which only members of a family are employed are exempted.

It is found that home workshops subject to these laws can easily be transformed into home workshops not so subject, and *vice versa*, and as a consequence the application to home workers of the general regulations is attended by difficulty.

It is the duty of the Factory Inspectors (called Inspectors of Labour) to see that the provisions of the laws are duly observed.

Further, the rooms or lodgings of home workers come under the sanitary regulations applying to all dwelling-houses under the Public Health Law of February, 1902, yet no laws or regulations specially prohibit home-work by persons suffering from infectious or contagious disease.

There is in France no system of licensing either in relation to home workshops or home workers, nor are employers at present compelled to keep lists of home workers in their employment. A Bill now before Parliament, however, requires heads of establishments or their agents, giving out work to be executed outside such establishments either in workshops or homes, to keep lists of persons entrusted with work, together with addresses, and to furnish the Inspectors of Labour with the same on demand, and sub-contractors are under the same obligation. The primary object of this provision is to enable the Inspectors of Labour to detect such workshops coming under the general law of 1892 which now evade control.

As regards child and juvenile labour, there is no legal restriction as to the age of workers in home workshops in which only members of the family are employed, but in workshops where other persons are employed the general law of November 2, 1892, prohibits the employment of children under 13 years (or under 12 if they have obtained an official certificate of proficiency in primary studies and a certificate of physical aptitude), even though belonging to the family.

Only home workshops in which persons other than members of the family are employed come under the provisions of the general law of July 13, 1906, on the weekly day of rest, and then only in respect of the strangers; the law does not apply to the work of members of the family.

Several classes of home workers are protected from uncertainty as to the prices of work to be paid to them under an old law (of March 7, 1850), which obliges a manufacturer, whether agent or intermediary, who gives out yarn to be woven or reeled, to register in a special book belonging to the workman and in his possession the weight, length and other particulars in regard to the work to be done, and the wages in legal money, calculated on the legal unity of weight or length. This law was introduced in the special interest of the house weaving industry, and it was extended by Decree of July 20, 1853, to workers in cotton velvet, and in the dyeing, bleaching and finishing of stuffs. It is stated, however, that the provisions of this law are not very efficacious, and a Bill now under consideration proposes to add to the particulars which an employer must furnish to his workers. At present the application of this law rests in the hands of the judicial administration (police commissaries, officers of gendarmerie, &c.), but the Chamber of Deputies has adopted a private Bill to transfer this duty to the Inspectors of Labour.

No special regulations prohibiting the use of specified materials on account of danger to health apply to home workers; no local by-laws exist regulating the wages or hours of home workers; nor have tribunals been established to deal with these questions. Further, there is no law prohibiting the "truck" system in regard to the payment of these workers or prohibiting or regulating fines for bad work, or deductions for material, &c.

*without a licence therefor as provided by this article.* But nothing therein contained shall apply to collars, cuffs, skirts or shirt waists made of cotton or linen fabrics that are subjected to the laundrying process before being offered for sale.

“Application for such a licence shall be made to the Commissioner of Labour by the owner of such tenement house or by his duly authorised agent. . .”

All other kinds of work, save those scheduled, may be carried on in any part of a tenement house without licence, and are only subject to the provisions which apply to factories or bakery and confectionery establishments.

As to what constitutes a “tenement house,” the law states (Art. I., Sec. 2, “Definitions”) :—“The term tenement house, where used in this chapter, means any house or building or portion thereof which is rented, leased, let, or hired out, to be occupied, or is occupied, as the home or residence of three families or more living independently of each other and doing their cooking upon the premises, and having a common right in the halls, stairways, yards, water-closets or privies, or some of them, and for the purpose of this Act shall be construed to include any building on the same lot with any dwelling-house and which is used for any of the purposes specified in Section 100 of this Act.”

It will be seen that a licence is granted to an entire tenement house, and that single tenements or apartments are not licensed separately. It is, however, stipulated that none of the articles scheduled may be manufactured, altered, repaired or finished in a part of a cellar or basement of a tenement house which is more than one-half of its height below the level of the curb or ground outside or adjoining the same, and that no room or apartment of a tenement house may be used for the manufacture or working of the scheduled articles unless it be well lighted and ventilated, and contains at least 500 cubic feet of air space for every person working therein.

Nor may these goods be made in such apartments by “any person other than the members of the family living therein,” except that in licensed tenement houses persons not members of the family may under special conditions be employed in apartments on the ground or second floor used only for shops of “dressmakers who deal solely in the custom trade direct to the consumer.”

The section does not apply, however, to work performed in the apartment of the person or family for whom it is done. Family sempstresses working in their own homes are therefore, as a rule, excluded.

Before a licence is granted an inspection of the house must take place in order to “show the existence of no infectious, contagious or communicable disease nor of any insanitary conditions in the said house,” and a licence must be exhibited by the owner in “a conspicuous place in the public hallway on the entrance floor of the building to which it relates.” An inspection of each licensed house should also be made not less than once in every six months.

The Commissioner of Labour may at any time revoke a licence if the health of the community or of the employees requires it, or if the owner of the said tenement house or his duly qualified agent fails to comply with the sanitary orders of the Commissioner within 10 days after the receipt of the same.

While thus the obligation to licence premises rests solely with the owner or his agent, and licences are not issued to home workers, an employer is required before giving out work to ascertain that the building wherein the home workers reside is duly licensed and that no person whom he intends to employ lives in a room or apartment in which infectious, contagious or communicable disease exists. He must also keep a register of such workers, with their addresses, which register must be open to inspection by the Commissioner of Labour, who shall on demand be furnished with a copy.

Under Section 102, articles manufactured, altered, repaired or finished contrary to the provisions of Section 100 “shall not be sold or exposed for sale by any person,” and the Commissioner of Labour may either “conspicuously affix” the label or tag “Tenement made” to articles found to have been unlawfully manufactured, &c. (a proceeding known as “tagging”), or he may seize and hold such articles until they have been disinfected or cleaned at the owner’s expense, failing which they may be destroyed. Provision is also made for the “tagging,” disinfecting and destruction of articles made in workshops and rooms in which disease exists.

Moreover, whenever it is reported (Section 104) to the Factory Inspector that there are being shipped into the State any of the articles specified in Section 100 which have been “manufactured in whole or in part under unclean, insanitary or unhealthy conditions,” the Inspector shall examine the articles and the conditions of their manufacture, and if they or any part of them are found to have been manufactured in improper places or under unhealthy conditions or to contain vermin, he shall affix to them the label “Tenement made,” and shall report to the local Board of Health, which shall thereupon “make such order or orders as the public safety may require.”

Subject to the directions of the Commissioner of Labour, the execution of the law is entrusted to the State Factory Inspectors and the local Boards of Health.

In the Instructions issued to the Factory Inspectors under the law, several important points of procedure and interpretation are dealt with.

As licences are granted to complete buildings and not to single tenements or rooms separately, it follows that the entire hygienic conditions of a house need to be considered before the issue of a licence. As the Instructions state: “Anything in any part of a tenement house which would render work therein unclean or unsanitary should be treated as a ground for refusing or revoking the licence or for stopping the work, and should be reported and noted upon as may be proper.” Thus the overcrowding of one or more apartments or the presence of an ill-kept, overcrowded, ill-smelling shop, not itself subject to Section 100, may render the whole house unfit. Sanitary plumbing in every relation is particularly insisted upon. In short, the criterion for granting a licence to a tenement house is that the articles scheduled “may be manufactured there under clean and healthful conditions.” In addition to the usual forms of uncleanness on walls, floors, &c., and around plumbing, “an excessive amount of soiled bedding or clothing, stale food, rubbish, garbage, slops or offal in a room” may be construed as rendering a room unclean.

Dealing with the distinction between shops and living-rooms, the Instructions lay down the rule that workrooms used for either sleeping, family washing or cooking, are to be regarded as living rooms and not classed as shops, even though constructed for that purpose, and no outside workers may be allowed therein. But a living apartment that is used exclusively as a shop, there being no cooking, washing or sleeping therein, is to be regarded as an "unconnected shop," and outside workers are allowed therein; as a workshop, however, it must strictly conform to all the requirements of the Factory Laws.

The term "family" has been defined as meaning "a group of persons living together in one household," so that it may include *bona fide* domestic servants and lodgers.

There is no specific prohibition of overcrowding, and the only rule as to the same is contained in the clause requiring 500 cubic feet of air space for every worker in an apartment. Rooms are, however, required in addition to be well ventilated, in addition to being well lighted, and it rests with the Factory Inspector to determine whether these conditions exist.

As to the execution of the law the Instructions state: "Until all arrearages are disposed of and the law be in full force the Inspectors should waste no time over technical violations . . . and in enforcing compliance and abating violations the low-grade tenements should be dealt with before any material time be devoted to the better class of tenements, commonly called apartment houses. And, all other conditions being equal, finishing work should be dealt with more summarily than custom work, and living apartments and upstair shops than lower-storey shops."

Between the coming into operation of the amended law on October 1st, 1904, and September 30th, 1906, 7,791 applications for licences (disregarding 25 duplicates) were received in the whole of the State, of which 5,819 were granted, 1,525 were refused, 187 were cancelled by the applicants, and 240 were undetermined at the date of the Return. During the same period, 103 licences were cancelled at the request of the applicants and four were revoked on account of unlawful conditions, so that at September 30th, 1906, there remained 5,712 licensed premises. Of this number, 5,261 were in Greater New York, and 451 in other parts of the State. It has been found that about 25 per cent. of the applications for licences are refused on first investigation, but many are subsequently granted.

Regarding the small number of licences revoked during the year (four) the Department of Labour observes: "This number will doubtless increase just as soon as the Bureau can undertake systematic periodical inspections of licensed houses. For, while the administration of the law has produced remarkable improvement in the houses affected by its provisions, it is obviously true that the number of revocations of licences is disproportionately low. When we begin the periodic inspection (of licensed houses, which should by law be visited at least once every six months) we shall, where necessary, by the process of elimination or revocation of licences force upward the standard of sanitation in the houses against which we proceed. When this can be done the real purpose of the legislation will be accomplished."

No exact statistics exist as to the proportion of home workers registered under the law of the State of New York, but the number is estimated at from 85 to 90 per cent.

It is reported that no special difficulties have been encountered in compelling the licensing of premises in which home industries are carried on. Nor does it appear that irregularity occurs in the transfer of licences, owing to the fact that a building is licensed as a whole, and that an employer is required to ascertain before giving out work that the homes of his workers are actually licensed.

The effects of the operation of the law are stated as follows by one of the Factory Inspectors of the State: "A tendency towards sanitary homes, prevention of disease, elimination of overcrowding, and a physical and moral improvement in the lives of the workers."

The Labour Law of this State provides an alternative method of regulating the conditions under which home-work is performed, viz., by treating a home worker in a tenement house as the proprietor of a "tenant factory," in which case he becomes responsible for the sanitary and cleanly condition of the premises he employs.

The following is a copy of the licence used in the State of New York:—

Application No.....	Licence. State of New York.	Licence No.....
Department of Labour-Bureau of Factory Inspection.		

To whom it may concern:

This licence is granted under the provisions of Chapter 415, Laws of 1897, as amended. It permits the use of premises known as.....for manufacturing, altering, repairing or finishing purposes as provided by said law.

This licence must be framed and posted in a conspicuous place in the public hallway on the entrance floor of the building to which it relates. It will continue in force so long as the premises throughout are kept in a clean and sanitary condition, and so long as all other provisions of law relating thereto are fully complied with.

Albany.....(date)

(Signed) ..... Commissioner of Labour.  
" ..... First Deputy do.

**THE LAW OF WISCONSIN.**

The law of Wisconsin likewise applies to the whole State, but there are, in fact, no tenement house workers in the small towns or rural districts.

The responsibility for licensing rests both with the employer and the worker, and licences are granted in respect of individual workrooms. Both the rooms in which work is done and the workers are licensed by the same document, the licence specifying the kind of work, the number of hours licensed, the dimensions of each room, and their situation in the block, with the maximum number of persons who may be employed.

In his application for a licence a worker must state, on a form provided, the owner or agent of the building, the kind of work done, the method of payment (whether by day, week, piece or contract) and the name and address of his employer.

An employer may only give work to duly licensed persons, and he must keep a list of all tenement workers in his employment.

Before a licence is granted the Commissioner of Labour or a Factory Inspector must satisfy himself by inspection of the home that articles can be manufactured therein under clean and healthy conditions. It is found that about 10 per cent. of the applications received have to be placed on probation, and that on the whole 5 per cent. are refused. About 70 per cent. of the home workers are now believed to be registered.

The law is reported to work successfully. The transfer of licences is said to be impossible owing to the ample data for identification insisted on, *e.g.*, a red number at the upper corner, the name of holder, street number, and description of rooms licensed. At the same time it is found that many employers engage workers without telling them that they need to be licensed, and the workers are too ignorant to know of this liability; lists of home-workers also change so greatly in short periods that it is difficult to keep up with new lists; and, moreover, "workers change homes frequently, so new licences must be issued when we find them again."

The verdict of one of the Factory Inspectors charged with the working of the law in Milwaukee is as follows:—

"The results are good when an Inspector is kept constantly on the field. When employers and workers know that the Inspector is on the field enforcement is easy. Leave the field and employers neglect to compel workers to be licensed before giving them work. Success is a return of constant vigilance."

The form of licence used in Wisconsin is as follows:—

Licence.	No.....
State of Wisconsin.	
Bureau of Labour & Industrial Statistics.	
To whom it may concern.	
The premises herein described having been inspected by an officer of this Bureau licence is issued under the provisions of (name and date of law) to..... permitting the use of rooms in the.....building located at No.....Street, in the City of.....for the purpose of manufacturing.....No. rooms licensed.....located on.....floor, dimensions of each room.....x.....cub. ft. (space for four rooms). Total cubic feet air space.....Maximum No. of persons who may be therein employed.....	
(This licence must be posted in a conspicuous place in the rooms or apartments to which it relates as provided by law and remains in force only while the premises continue in a healthy and proper condition and all the provisions of the factory laws relating thereto are complied with).	
Given under the authority vested in me this.....day of.....190...	
	(Signed).....
	Commissioner of Labour & Industrial Statistics.
Issued by .....	Inspector.

**BELGIUM.**

In Belgium there is no general regulation of Home Industry, but the home workers have the benefit of the law of August 16th, 1887, forbidding the truck system and the payment of wages on licensed premises. "Family workshops" only come under the Factory Act of December 13th, 1889, when steam or motor power is used.

**SWITZERLAND.**

In Switzerland the home workers do not come under the Federal factory legislation, and no special laws exist on the subject. The cantons have power to legislate separately, but little has been done.

Prior to 1905 several cantons prohibited factory workers from taking work home with them, but in that year the prohibition was incorporated in an amendment to the Federal Factory Law.

## APPENDIX No. 5.

PAPER handed in by The *Chairman*.

DOCUMENTS CONCERNING SWISS LEGISLATION ON THE SUBJECT OF HOME WORK—PROCURED THROUGH THE FOREIGN OFFICE, FROM H.M. MINISTER AT BERNE, FOR THE USE OF THE SELECT COMMITTEE.

Copy.  
No. 56.  
(36848).

Berne,  
November 5th, 1907.

SIR :—

With reference to your despatch No. 20 Commercial of the 13th September, instructing me to obtain all available information respecting Home-workers and Sweated Labour in Switzerland, I have the honour to enclose copy of a Note which I have received from the Federal Government in reply to my inquiries on the subject.

In Switzerland, President Müller remarks, Home-work is not subject to any special regulations.

The only Federal regulation bearing at all on the subject, in an indirect and purely negative manner, is contained in Article 2 of the law of 1st April, 1905, relating to Saturday labour in manufactories.

By Article 1 of this law it is decreed that in Industrial Establishments, subject to the factory law, the hours of labour on Saturday shall not exceed nine hours, including the time occupied in cleaning up, nor must they in any case be prolonged after 5 o'clock in the afternoon.

By Article 2 to which attention is drawn, it is forbidden, by giving work to be done at home, to evade the limitation of the hours of work fixed by Article 11 of the factory law and the preceding Article of this law quoted above.

The Note continues to state that although there are no further Federal regulations on the subject, several Cantons have special laws for the protection of labour, but none of them contain any other regulation on the subject than the prohibition to give work to be done at home beyond the legal hours of work.

Although the language of the Note is sufficiently explicit, I thought it desirable to communicate with His Majesty's Consular Officers at Geneva, Lausanne, and Zürich. In forwarding the laws and regulations relating to masters and workmen generally, in the Canton of Geneva, Sir George Philippo states that in that Canton there are no laws or regulations relating to Sweated Labour and Out-workers.

Consul Galland forwards from Lausanne certain Federal laws, one being that of the 1st April already referred to, as also the police regulations for the Commune of Lausanne, which do not appear to touch the subject.

Sir Henry Angst, whose Consular district embraces thirteen Cantons, reports that there are no laws in any of the Cantons dealing with the question of Home-workers. Private investigations have been made by some trades unions on the subject, but no official reports have been published.

The Secretary of the Union of Swiss Workpeople, who is a member of the Cantonal Council of Zürich, states that he endeavoured to obtain some regulation prohibiting the combined use of rooms as work rooms and bed rooms, but unsuccessfully, on the ground that the conditions in Switzerland were not so serious as to require legislation.

He adds that there are laws in force for the protection of labour, and a book on the subject has been compiled, entitled "Arbeits-gesetzgebung in der Schweiz," but that it contains no special regulations dealing with Sweated Labour and Home-workers.

Although therefore there is no direct legislation respecting Home Industries, the question is exciting considerable interest in industrial circles, as is shown by an extract from an article on the condition of Home Industries in Switzerland, published in the Encyclopedia, to which President Müller has called my attention in his note of the 28th September, and also in an Abstract of a paper† \* \* \* \*, which are enclosed herewith. The question is considered to be one of great difficulty which should be approached with caution.

I have, &c.;

(Signed) G. F. BONHAM.

Sir Edward Grey, Bart., M.P., &c., &c., &c.

Berne,  
28 Septembre, 1907.

MONSIEUR LE MINISTRE :—

Par Note du 19 courant, Votre Excellence a bien voulu nous demander des renseignements sur les lois et ordonnances existant en Suisse touchant le travail à domicile. En réponse à cette demande, Nous avons l'honneur de faire savoir à Votre Excellence que, dans le domaine fédéral, seule la loi ci-incluse concernant

† See p. 3 *infra*.

le travail du Samedi dans les fabriques, du 1 Avril 1905, contient une disposition, encore que toute négative, sur le travail à domicile (Article 2); il n'existe pas d'autres dispositions fédérales sur la matière. En revanche, divers cantons possèdent des lois particulières pour la protection du travail (lois industrielles); mais toutes sur l'objet en question, ne contiennent d'autre prescription que celle-ci, savoir qu'il est défendu de donner aux ouvriers du travail à faire à domicile en dehors des heures légales du travail. En Suisse, le travail à domicile n'est pas soumis à une réglementation légale positive et particulière.

Peut être l'Article "Hausindustrie" dans le Handwörterbuch der Schweiz-Volkswirtschaft de N. Reichesberg 11<sup>e</sup> volume 2<sup>e</sup> moitié, page 951, présenterait-il aussi quelque intérêt pour la Légation.

Veillez agréer, &c.,

Signé au nom du Conseil Fédéral Suisse.

Le Président de la Confédération,  
(Signé) MÜLLER.

Le Chancelier de la Confédération,  
(Signé) RINGIER.

Son Excellence, Sir George Bonham, &c., &c., &c.

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SUMMARY of an Article by A. PFLEGHART, Solicitor, of Zürich, on "Some of the Conditions of Home Industries in Switzerland," published in the latest Swiss Encyclopedia.

The origin of contract work in Switzerland dates from the days of pedlars, who both found a sale for the industries of the hamlets and villages they visited, and introduced new ones—such as the silk and ribbon industries brought in from France and Italy by refugees in times of trouble. In these days it is generally members of export firms or large warehouses who give out work, thus making use of the working capacities of the population of the surrounding neighbourhood, either to keep up their reserve stores or to execute orders.

Home-work is conducted on two systems—the Wage and the Sale system. In the former the "Verleger" (Contractor) provides the looms, tools—raw or half-finished materials. On the Sale system the worker provides his own materials, and makes a contract either to sell to one firm or more, at his own price. On the Wage system there is no regular tariff of wages, except in the hat, stocking-clock, silk-purse, men's clothing, shoemaking, and some branches of the watch-making trade. As a rule they vary according to the different branches of industry, the age and skill of the worker, whose gains are also affected by deductions for bad work, spoilt materials, &c. The "Verleger," or Contractor, is now generally represented by a middleman, called the "Fergger" (French "facteur"), who acts for the Contractor and is paid either by a percentage on the work given out, or by a fixed salary. He makes conditions with his clients, according to the state of the markets, which, roughly speaking, as far as can be judged in the absence of statistics, seem to be fairly equitable.

It is very different when the Home-worker falls into the hands of the Jobber (piece-work giver), who is apt to degenerate into the Sweater. Though not to the same extent as in other countries, it is admitted that Sweating does exist in Switzerland—particularly in the case of slop work in large towns.

Sometimes when cottages are overcrowded one or more workers, not necessarily pursuing the same industry, will combine to hire a workshop, which they divide up into sections provided with the necessary machinery or implements of their trade, where they can work undisturbed.

The Geneva watchmakers and their families are in some instances provided by their employers rent free with small "ateliers" attached to the factories, where, providing their own tools, they carry out piece work for the Contractors, without being subject to factory rules or regulations.

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HOME INDUSTRIES MOST SUCCESSFUL AS A SUPPLEMENTARY SOURCE OF INCOME.

The strength of the position of Home Industries in Switzerland is, that they seldom form the only source of income of the families employed. Even when it is the principal source, the women, children and old people of the household carry it on, while the men cultivate the land, with the help of the whole family in the fine season of the year. This is universally the system where any of the more important Home Industries—such as weaving, embroidery, straw-plaiting, &c., are still found to be in a really flourishing condition. The proceeds of Contract work (Verlagsarbeit) form the staple income of the household for the greater part of the year, and enable many a peasant, who could not live on the produce of a small holding, to remain on the paternal soil and maintain himself and his belongings in a position of independence. In other Alpine districts affected by the stream of tourists, the Lodging and Hotel industry is supplemented by the men, when within reach of large towns or villages, working in factories, and the women carrying on some form of Home-work which does not interfere with their management of the house. The Contract work not being their only source of income, the persons engaged on it can afford to accept low wages in times of depression, or even to be without work for a time, while in the case of slop-work or even the better paid work of parts of watchmaking, as given out to workers in large towns, want is very apt to knock at the door during slack times.

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ADVANTAGES OF HOME LABOUR TO THE CAPITALIST.

It is admitted by the same authority that a number of Home Industries have been already absorbed by large factories, or are in process of being so.

Where this is the case it is usually due to advance in technical skill at the factories, combined with the introduction of new and often very costly machinery, resulting as a necessary consequence in the cheapening of the article produced.

In spite, however, of the advantages of greater technical skill, and the superiority of factory work in many other ways, as in the division of labour, and the possibilities of constant supervision, the producer will be inclined to maintain Home Industries as having their own special advantages over factory work, and the superior organisation which it can command.

The Home or so-called Contract work system enables the capitalist to save all the expenses of putting up machinery, rent and amortisation of buildings, arrangements for heating and lighting, which the Home worker provides on his own account. That he can obtain the work at a cheaper rate has already been shown. The Home-workers provide the capitalist, so to speak, with a valuable reserve army, which is not restrained by growing trades-unionism or laws for the protection of labour from putting forth its whole energies in his service, and which in times of business depression can be easily disbanded.

Unlike the factory master, the Contractor for Home-work need not fear a loss of capital contingent on unfavourable years, and his responsibilities for unemployed workers are diminished by the fact of Home Industry not being their only means of livelihood.

ABSTRACT of Paper read by WERNER KREBS, Swiss Secretary of Commerce, Berne, at \* \* \* Basle, June 29th, 1907, on "Home Labour in Switzerland."

After reading a resolution passed at the Fourth Meeting of the International Union for the Protection of Labour, at Geneva, in September, 1906, to the effect that the conditions under which Home Labour is carried on in Switzerland are sufficiently unsatisfactory to justify interference on the part of the State, Mr. Krebs says that Switzerland, as a section of the International Union, is bound to give attention to its resolutions, and as far as possible to give them effect, especially :—

- (a) To examine the social conditions of Home-workers.
- (b) To inquire into the industrial conditions of Home-work in the export trade, especially as regards production and competition with other nations.
- (c) To endeavour to obtain legislation for the protection of Home-workers, and proper methods of carrying out such legislation.

The Swiss section considers that it can best advance this work by petitioning the Bundesrath to institute a comprehensive inquiry into the conditions of Home Labour. At present they could obtain no information with regard to Switzerland, because there was no legislation on the subject.

Is this, it may be asked, because the conditions of Home Labour are so extraordinarily favourable and above suspicion that no necessity exists for the legal protection of the Home-worker ?

Although there are no statistics there is much literature on the subject, and it is quite evident that the regulations which apply to factories would be out of place with regard to Home Industries, but in zeal for the one the other has been too much neglected.

The one point made clear is that every branch of Home Industry varies greatly in its methods of working and the social condition of the workers, and would have to be legislated for accordingly. Dr. Schuler, a great authority on social politics, estimates the Swiss Home Industries as follows :—

Silk Industry	-	-	-	-	employing	32,000	workers
Watchmaking	-	-	-	-	"	30,000	"
†Embroidery Industry	-	-	-	-	"	26,000	"
Strawplaiting	-	-	-	-	"	20,000	"
Slop-work	-	-	-	-	"	8,000	"
Cotton Industry	-	-	-	-	"	7,130	"
Embroidery (hand)	-	-	-	-	"	2,400	"
Linen Weaving	-	-	-	-	"	1,600	"
Shoemaking	-	-	-	-	"	1,500	"
Wood-carving	-	-	-	-	"	1,300	"
Musical Box making	-	-	-	-	"	1,000	"
Match-making Industry	-	-	-	-	"	700	"
Tobacco Industry	-	-	-	-	"	700	"
Miscellaneous	-	-	-	-	"	1,000	"

The total estimate of workers is thus placed at about 133,000, and it is not too high ; this number would be about 4 per cent. of the whole population, and 54 per cent. of the number of factory workers under Government control. The watchmaking industry, as well as silk weaving, is giving way to factory production, and is on the decline as a Home Industry, while embroidery is on the increase.

Home Industry has many friends and patrons, and the tendency of the benevolent is to develop new branches as means of subsistence to the population of isolated and unproductive valleys.

It has doubtless many advantages over factory work, particularly for the trader and merchant (cheaper production, saving of capital, easier adaptation to the world's markets), and for the worker, greater freedom and independence and change of occupation, as, for instance, when it is supplementary to the working of a small holding, and assists the maintenance of family life in common.

These advantages may weigh in favour of certain Home Industries ; in others they can hardly be reckoned with, as against the disadvantages of lower wages, longer hours, faulty mechanism, unhealthy work shops, more frequent want of work in times of commercial depression, as well as absence of the State protection which the factory enjoys. It is women and children who are mostly employed in Home Industries, and it is for them that protection is most needed, but the difficulty of extending the Factory Act to these cases is so great that no one would attempt it.

† Embroidering silk cloaks for stockings by hand looms



This is why the resolution passed at the meeting in Geneva says nothing of regulating hours of labour, nothing of the protection of women and children.

A resolution regarding night work for the young is the utmost the meeting ventures to suggest.

The first step to be taken is that the employers of labour, whether the Contractor giving out work direct to the worker, i.e., "Verleger" as he is called in German, on his own account, or on behalf of some large firm, or any middle man that he may depute to act for him, should be compelled, as in other countries, to keep a register of the men and women workers in his employ, to be laid before the proper authorities on their demand, and if possible to obtain some control of wages.

The subject is fraught with difficulty, as legislation prejudicial to the maintenance of Home Industries would be generally admitted to be a national calamity.

Legislation would certainly have to deal with the following questions :—

- I.—Definition of the general conditions of labour and the system of registration.
- II.—Healthy conditions of light, ventilation, &c.; use of materials injurious to the health; protection against accidents.
- III.—Wages, mode of payment; the prohibition of the "truck" system; insurance against illness and accident.
- IV.—Hours of work; prohibition of Sunday and night work, and certain age restrictions on the employment of children.

This would be the general programme to be modified according to the needs of the industry in question.

Exhibitions from time to time are useful means of gaining knowledge of the development of Home Industries, but nothing but an adequate official inquiry, comprising, as is the system in England, verbal and often contradictory evidence, as well as written reports by experts, can be of real service.

A commission of experts appointed by the Federal Council, including representatives of the contractors and middlemen, as well as the workers, should be entrusted with the conduct of the inquiry on these lines, and draw up a document which should be placed in the hands of the authorities.

In the words of Dr. Schuler, in which, says the speaker, we are in full agreement, "A number of the most eager partisans of the extension of the principle of the protection of labour have arrived at the conviction that Home Industry as a whole must not be interfered with. They only demand restrictions in certain branches of industry where Home-work has special disadvantages."

## APPENDIX No. 6.

Paper handed in by the *Chairman*.

MEMORANDUM, SUPPLIED BY THE BOARD OF TRADE, UPON PROPOSED LEGISLATION  
IN AUSTRIA RELATING TO HOME-WORKERS.

A Bill to regulate the conditions of work in the tailoring, white goods (linen) and boot trades has recently been drafted by the Austrian Ministry of Commerce, and has been referred to the Provincial Councils for their opinions.

Although the Bill is of a very partial character, power is reserved by the Government to extend any or all of its provisions to other trades by administrative decree. The provisions of the Bill are intended to apply particularly to dependent workers, whether employed by principals or middlemen, but a class of workers known as "piece-masters," who are independent workers, is also included. It is required that both principals and middlemen shall keep registers of the home-workers and "piece-masters" they directly employ, and "piece-masters" must also keep registers of their home-workers; in such registers must be entered, besides the names, dates of birth, and addresses of the workers, the kind of work done and the date at which employment begins and ends. Principals must keep registers in respect to the middlemen who work for them. Three copies of such registers must periodically be supplied to the Department of Industry, and they must also be shown to the Trade Inspectors and the authorities charged with the execution of the law whenever required.

Persons who have not completed their 18th year may not be employed as home-workers, unless they are members of a home-worker's family, in which case they may be employed occasionally, in times of emergency; but children who have not completed their 12th year may not be employed under any circumstances. A home-worker may not employ persons not belonging to his household, even as apprentices.

Principals and middlemen are required to exhibit in the rooms in which the work is given out to, or received from, piece-masters or home-workers, conspicuous notices summarising the provisions of the law, the hours of giving out and returning work, the nature and rates of wages, and the nature and amount of any deductions therefrom which can be made.

Principals or middlemen must supply to each home-worker employed a wages book, the form of which will be decided by the Minister of Commerce. It will record details as to all work given out and returned, the wages paid, and the deductions made. Workers are required to show their wages books to the local Factory Inspector on demand.

Where the home-workers are employed directly by principals or middlemen who belong to certain Industrial Guilds which have established trade agreements, these agreements are to apply to the home-workers, unless special agreements are arranged. To secure the maintenance of these agreements, and to deal with disputes arising under them, there is to be in each Guild a committee, consisting of a president appointed by the local supervising authority, three representatives of the employers, and three representatives of the workpeople. Special agreements may be made in regard to home-work by any Guild of which principals or piece-masters are members in large numbers. Local employers who are not members of the Guild, and their workpeople, may become parties to such agreements; and if a majority of the employers, with a majority of the workpeople outside the Guild, do so accede, the agreement becomes binding upon *all* local employers and workpeople. Such agreements, and subsequent changes, need the approval of the local administrative authority, which will take the opinion of the Chamber of Trade or Commerce concerned.

Home-workers are forbidden to do work for direct sale. They are also forbidden to take apprentices.

The conditions of employment of home-workers and their workrooms and living rooms are subject to supervision by the local Trade Inspector, who can require the abatement of conditions injurious to the health of the workers or the public. It will be the duty of the police authorities to enforce remedial measures, which, in the event of the prevalence of infectious or contagious disease, may include the closing of tenements in which home-work is carried on, and even the suspension of home-work.

The Minister of Commerce also reserves power to prohibit certain kinds of home-work altogether after hearing the opinions of Chambers of Commerce and Industry and the Industrial Guilds concerned.

A further provision extends the sickness insurance law to home-workers of the classes coming under the Bill, and not already subject to the law as industrial workpeople.

The Bill does not propose minimum rates of wages, though the question of the standardisation of wages is raised by a model industrial law published in February, 1907.

Home-workers of certain classes will be affected by an administrative decree which the Minister of Commerce proposes to issue, regulating the terms under which State contracts will henceforth be granted. Under this decree, contractors who either possess already or undertake to set up workshops of their own for carrying out such contracts, will have priority over those who give the work out to home-workers.

## APPENDIX No. 7.

Paper handed in by the *Chairman*.

MEMORANDUM, RECEIVED THROUGH THE BOARD OF TRADE, GIVING INFORMATION  
RESPECTING THE CONDITIONS OF HOME-WORKERS IN HUNGARY, MAY 11, 1908.  
—(SUPPLIED BY THE HUNGARIAN MINISTRY OF COMMERCE.)

Apart from the provisions of Article XIII. of the Law of 1891 respecting Sunday rest for Industrial labour, whereby industrial workmen throughout Hungary are obliged to rest on Sundays, the feast of St. Stephen and National holidays, legislation has only recently been directed towards Home-workers.

Article XIX. of the Law of 1907 respecting the insurance for sickness or accident of persons employed in industries and trades renders insurance compulsory for workmen engaged in their own workshop or dwellings on work provided by other persons and paid by them even in cases where the workmen themselves provide the raw material and the accessories. Half the premium is paid by the employers.

The following provisions are included in the recent Bill regulating industry and the protection of persons employed in industries and trades:—

(1) The provisions regulating the conditions of labour for factory hands and workmen<sup>a</sup> are applicable also to Home-workers as laid down in the following terms:

(2) "Employers must apply, with regard to workmen not engaged on their employers' premises, but in their own home or workshop, specific information, including an account of the place in which the work is carried on, besides a register of workmen and wages.

"An employer must produce this information, together with the registers of work in his keeping, for the inspection of the industrial authorities whenever desired."

(3) An employer must allow his employees or their representatives an opportunity of controlling the rates according to which the result, quantity and quality of work not paid by time and wages are calculated.

"The Minister of Commerce may issue regulations for estimating the value of the work for purposes of wages, applying the rates, and collating the data necessary for calculating wages and keeping the registers for entering wages, attention being paid to the special circumstances of separate industries and trades and the workmen employed on them. He may further provide for the execution of these regulations and impose penalties in case of infringement."

(4) "An employer must erect and maintain his workshops or premises, the machinery in the workshop on the premises, his tools, apparatus, and whole establishment in such a state that the health and safety of his workmen in every part of the workshop or premises is assured."

In connection with the provisions governing protection of labour, the contractor, at whose expense the work is being done, is in the case of Home-workers to be considered as the employer, and therefore the obligations with regard to protection of labour which devolve on an employer in the case of regular industrial workmen extend also to the contractor who employs Home-workers.

(5) "The jurisdiction of industrial inspectors extends in general to all business, workshops, contracts or premises, which fall within the scope of this law."

"The Minister of Commerce can regulate by administrative decree according to need those industrial premises which are to be subjected to a regular inspection by the industrial authorities, and may further determine the periods within which such inspection is to be carried out officially."

Only in the rarest cases are the contractors employing Home-workers subsidised by the State, and only then, if it is a question of employing the population of a district where the agricultural employment is not a sufficient support and there is no factory work, and the population is accordingly deprived for the greater part of the year of the means of subsistence. Government support is therefore limited to those cases where Home Work in spite of its numerous drawbacks is beneficial to the population by keeping them from want and preventing them in the end from emigrating.

In such cases, however, the contractor is always obliged, as a condition of the contract, to keep an exact register of the names and wages of his workmen, together with a central register in which a separate sheet is reserved for every workman to be closed at the end of each year. He must further provide all his workmen with books of wages in which he must accurately enter the wages paid, the advance either in cash or in materials, and any deductions that may be made, so that they tally with the data in the business books, and he must pay the wages every time in cash. It is customary to fix the minimum wage that a workman may receive.

The exact fulfilment of all these conditions is under the control of the industrial inspector; only when the latter has certified that the conditions have been duly carried out, is the annual subsidy assigned.

# INDEX

AND

## DIGEST OF EVIDENCE

TAKEN BEFORE THE

SELECT COMMITTEE

ON

# HOME WORK.

SESSION 1908.

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*Ordered, by The House of Commons to be printed, 22nd July, 1908.*

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LONDON:

PRINTED FOR HIS MAJESTY'S STATIONERY OFFICE,  
By VACHER AND SONS, WESTMINSTER HOUSE, GREAT SMITH STREET, S.W.

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1908.

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# I N D E X .

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*N.B.—The number after the name of each Witness refers to the answer in the Evidence.*

## A

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*Wages*: Wages Board in Victoria has fixed piece rates for tailors and shirtmakers, and has stated that in the dressmaking trade a worker must earn at least 4d. per hour, 3665-3669, 3674, 3812, 3814, 3885-3887, 3913-3916—Complaints are more easily made in Australia and New Zealand than in England, 3670-3763—Rates can be successfully fixed if foreign labour were shut out, 3675, 3678, 3688, 3689, 3850, 3851, 3903-3901, though where collusion exists between employer and worker more difficulties arise, 3686, 3687—Raising of time-rates is often fatal to the inefficient, 3694-3698, 3797, and may multiply improvers and apprentices, 3713-3717, 3728-3732, 3780-3782, 3793-3795—Labelling failed to check illegal rates, 3718, 3719—Warehousemen not being legally liable, pay below fixed rate, 3720-3727, 3804-3808, 3852-3856—Low prices for manufactured articles do not necessarily imply low wages, 3744-3749—In New Zealand the minimum wage for young persons is found very satisfactory, 3751-3765, 3778, 3779.

*Home-workers*: They are few in Victoria and New Zealand, 3658, 3767—Competent female labour is scarce, 3684, 3685, 3857-3859, and there is no child-labour, 3892, 3893—Victorian home-workers are unorganised, 3691, 3692, and system of independent home-workers might cause attempts at evasion, 3699-3706—Action of Wages Boards, machinery and sectionising in factories are fatal to home-worker, 3741-3743, 3809-3812.

*Sweating*: Employer may pay low rate, yet not be a "sweater," 3707-3712—In Australia, Wages Boards destroy sweating, 3798-3801, 3815, 3816, 3911, 3912; as did the law prohibiting sub-contracting in some trades in New Zealand, 3848, 3849, 3882-3884.

*Licences*: Number issued to allow working at lower rates, 3879-3881. Only '04 of these were women, 3862. There is no licensing of home-workers' premises in Australia, 3888-3891.

*Machinery*: Decline in use of machinery in furniture factories in Australia, 3802.

*Remedial Measures*: Witness objects to a Wages Board with decisions legally binding, 3783, 3784, 3844, 3912, preferring Board to make recommendations, find out rates paid, and endeavour to stop sweating, 3785, 3786, 3817, 3841-3847, 3894.

## B

**BABY-LINEN TRADE.** Generally, *Home-workers*, 1842 *et seq.*, 1906 *et seq.*

See also *Wages*. *Wages Boards*.

**BALL-MAKING TRADE.** Generally, *Home-workers*, 2003 *et seq.*

See also *Macarthur*, 2231.

**BAMFORD, MISS.** See *Home-workers (Witnesses)*.

**BELGIUM.** See *Legislation, Foreign*.

**BERLIN CHAMBER OF COMMERCE.** Report on Home-work in Berlin (1906), Appendix 3.

**BIRMINGHAM.** See *Children, Employment of*; *Hook and Eye Trade*.

**BLOUSE-MAKING TRADE.** Generally, *Home-workers* 1788 *et seq.*, 1963 *et seq.*

See also *Wages*; *Wages Boards*.

**BOARD OF TRADE.** Determination of adequate standard wages, *Fugeman*, 3476-3483, 3495, 3567, 3568.

**BOOT TRADE.** *Fugeman*, 3537, 3544, 3560, 3573.

See also *Post Office Clothing Contracts*.

**BOX-MAKING TRADE.** Generally, *Douglas*, 1; *Watts*, 2271.

See also *Shann*, 569; *Lawson*, 3054; *Children, Employment of*; *Factory Work*; *Machinery*; *Materials*; *Middleman*; *Night Work*; *Sweating*; *Wages*; *Wages Boards*.

**BRIDGETT, MR. WILLIAM.** (*Digest of his Evidence*.)

Is Chairman of W. Bridgett and Sons, Ltd., Lace Manufacturers and Finishers, Nottingham, Member of Nottingham Chamber of Commerce and Nottingham Finishers' Association, 1519-1524, and has made special investigations about Home-work, 1548, 1619.

*Home-workers*: There are about seven thousand women employed in lace-finishing in Nottingham, 1527, 1528, 1591, 1623, and in the majority of cases their living conditions are

## Index—continued.

*Bridgett, Mr. William*—continued.

- satisfactory, 1531-1537, 1620-1623—The small amount of child labour is light and voluntary, 1538—Factory and home-workers receive, and cost the same, 1707-1712, if put into factories result would be disastrous to trade, 1569-1576, 1600, 1601.
- Wages*: Minimum piece-work tariff was fixed in 1907 and is paid by the majority of Nottingham employers, it was widely published for the benefit of home-workers and to stop sweating, 1553-1564, 1602-1607, 1632, 1639-1643, 1713-1729, 1742, 1743, and about ninety per cent. of the home-workers work under it, 1635-1638, 1744, 1745, their earnings varying from 1½d. to 5d. per hour, 1566, 1651-1653, 1673-1676, 1746, 1747, though owing to the seasonal and variable nature of the trade, no estimate of yearly earnings can be made, 1567, 1568, 1579-1588, 1690-1701—The limit can be fixed between tariff and non-tariff goods, 1629-1631, though for the latter and for new patterns there is no dissatisfaction, 1598, 1599, 1630, 1745.
- Middlewomen*: They are absolutely necessary in the lace trade for distributing and returning work, 1529, 1530, 1539-1542, 1569, 1570, 1645-1648, 1764—They are paid by employers at the fixed rates and deduct twenty to twenty-five per cent. commission the employers having no guarantee that the actual workers receive a fair wage, 1543-1552, 1626, 1627, 1649, 1650, 1654-1658, 1748-1759—In Witness' opinion Home-workers could be represented on Wages Boards by middlewomen, 1681-1684.
- Wages Board*: Nottingham manufacturers consider this unnecessary, 1730-1739, though it might benefit employers, 1610-1612—Wages for new patterns, &c., could not be fixed, 1593-1597, 1613, and friction might arise from disclosure of trade secrets, 1624, 1677-1680, 1685, while foreign competition prevents raising of wages, 1661-1664, 1668—Witness does not see how a minimum wage to workers can be assured, 1761-1763.
- Licensing*: Witness thinks these proposals would probably benefit both the trade and the workers, 1535, 1686-1695, 1702-1705.
- Export and Import Trade*: The chief foreign competition is with France, 1665-1667.

*BROPHY, MRS.* See *Home-workers (Witnesses)*.*BUCKNER, MR. NATHAN.* (*Digest of his Evidence.*)

- As a Skilled Factory Machinist and ex-Secretary of the Government Workers' Branch, represents contract workers on Government and Municipal Clothing, 2497-2501, 2545, 2562, 2623, 2676, 2680.
- Wages*: Contractors for municipal work, which often involves obligatory rates, reduce expenses by paying smaller wages on other work, while there is usually no "Current Rate" for Government work, 2534-2543, 2548-2558, 2567, 2570-2572, 2574-2576, 2579, 2598, 2600, 2636-2644, 2700-2703—There is constant wage-reduction owing to competition, sub-contracting and lack of organisation among women by whom men are being ousted from factories, 2505-2533, 2547, 2573, 2585-2589, 2603, 2624-2635, 2660, 2664-2667.
- Wages Boards*: Witness strongly recommends Wages Boards, if representative of masters and men with an independent Chairman, as likely to check competition between middlemen and indoor hands, enforce a minimum wage for home-workers and others, &c., 2544, 2559, 2563, 2564, 2577, 2578, 2586, 2590-2595, 2645-2659.
- East End Tailoring Trade*: About ten large firms in London employ thousands of hands on Government tailoring work, 2698, 2699, and are too busy to employ out work only, 2604-2612—Machinists' training, 2615-2622.
- Home-work*: There is no home-work under London County Council, but it is increasing in ordinary commercial work, 2601, 2602, 2613, 2614, 2653.
- Machinery*: Improvement in machinery would not reduce earnings, 2667-2675.
- Foreign Competition*: No foreign competition, to Witness' knowledge, in contract or Government work, 2661-2663.

## C

- CHILDREN, EMPLOYMENT OF*: Extent, *Smith*, 1083-1088; *Bridgett*, 1538; *Watts*, 2374, 2375; *Lawson*, 3061, 3062; *Aves*, 3892, 3893.
- Methods of Prevention, &c., *Douglas*, 32, 35, 36, 39-42, 126-131, 136-142; *Walker*, 739, 828-830; *Newey*, 3204; *Dilke*, 4042.
- See also Report, 50.

*CHRISTIAN SOCIAL UNION*, *Appleton*, 3383.*CHURCH WORKERS.* See *Sweating*.*CLARION GUILD AND HANDICRAFTS EXHIBITION.* *Cohen*, 1406-1412, 1460, 1461.*CLOTHING TRADE.* Generally, *Smith*, 932.

- See also *Baby-linen Trade*; *Blouse Trade*; *Boot Trade*; *Corset-making Trade*; *Costume Trade*; *Glove Trade*; *Headgear Trade*; *Mantle Trade*; *Shirt Trade*; *Tailoring Trade*; *Underlinen Trade*. Also *Children, Employment of*; *Factory Workers*; *Foreign Competition*; *Middlemen*; *Post Office Clothing Contracts*; *Wages*; *Wages Boards*.

Cohen,

## Index—continued.

**COHEN, MR. MORRIS.** (*Digest of his Evidence.*)

Is a Wholesale Mantle and Costume Maker in Bishopsgate, 1367, 1432-1434, 1471-1475  
 —In Witness' factory half the workers are British and large majority Jews, 1435, 1476—There is a trade union both for men and women, but it does not much benefit workers, 1436-1441, 1477, 1478, 1514-1518.

*Prices Paid and Wages Earned in this Trade*: Witness contradicts Miss Tuckwell's statements, 1369, 1370, and gives usual rates paid, profit on which would be fifty per cent. divided between the wholesaler and retailer, 1371-1391, 1413, 1487-1492, 1505-1508  
 —Costumes are made by sectionised labour in a workshop, rates paid varying from 2s. to 7s. per day, 1392-1400—Witness challenged the statement made on costumes shown at the Clarion Guilds and Crafts Exhibition, and no satisfactory reply has been received, 1406-1412, 1460, 1461.

*Home-workers*: They are chiefly Englishwomen in north and south of London only who do very low class work for small wages, 1404, 1405, 1446-1452—In East End the out-work is done by tailors having workshops for their hands, 1401-1403, 1442-1444.

*Wages Boards*: Witness has no objection to these, though he doubts their practicability, 1414-1424, 1470—They should protect, both the middleman proper, who is a worker, and the "sub-contractor" or distributor, 1425-1431, 1453-1459, 1462-1469, 1479-1486.

*Export and Import Trade*: Difficulty of raising prices owing to German competition, 1470, 1503, 1504—Import is much greater than export trade, but the English-made goods are just able to hold their own, 1509-1512.

**COLE, MRS.** See *Home-workers (Witnesses)*.

**CONCILIATION BOARDS.** See *Arbitration Boards*.

**CONGESTED DISTRICTS BOARD OF IRELAND,** Walker, 694.

**COOPER, MISS.** See *Home-workers (Witnesses)*.

**CORSET MAKING TRADE.** Generally, *Home-workers*, 2827, 2881.

**COSTUME MAKING TRADE.** Generally, *Cohen*, 1367; *Holden*, 3589.  
 See also *Sectionised Labour; Tailoring Trade*.

**COUNTRY DISTRICTS.** See *Wages Boards*.

## D

**DISTRIBUTING AGENTS.** See *Middlemen*.

**DILKE, RT. HON. SIR CHARLES.** (*Digest of his Evidence.*)

Represents the promoters of the Bill, and describes its purpose, 3920-3922—In 1908 Witness' Bill was first drafted, 3923-3925, and in 1906 the Guildhall Conference decided that it should apply only to certain trades, 3926-3928.

*Wages Boards*: Witness desires experimental Wages Board for the tailoring and lingerie trades, 3929, 3921, 3989, in which sweating has been so prevalent as to cause agitation in England, America, the Colonies and Europe, 3989-3993, 4007, 4008, 4009, 4070—In these trades there should be a system of Wages Boards connected by a co-ordination Board, 3935, 3936, 3949-3957, 3970, 3994—Proper representation of Home-workers would be difficult, 3937, 3940, 3963, but their expenses could be met by the rates, 3960-3962, 3965—Factories would be disregarded in practice, 3932, 3943—Sweating could be removed by substituting piece-work rates for the lowest rates, 3933, 3934, 3945-3947, 4054—A Wages Board would not allow the raising of wages so as to injure prices, 3953, 3958, 3959, 4015-4018, 4029, 4030, 4034, 4048, 4070-4073—A revelation of trade secrets on the Board might be obviated by general rates being fixed, 3966-3969—Witness would not abolish competition between different districts by fixing a uniform wage, 3955-3988, 4003, 4005, 4026, 4027.

*Licensing*: Witness favours the licensing of workers, &c., as well as the sanitation proposals, 3974-3977, 4038-4043—American licensing, 4060.

*Export and Import Trade*: Wages Boards do not necessitate fiscal protection, 3978-3982, which does not affect the Paris lingerie trade, &c., 4045, 4046—Witness contrasts the latter with the English hand lace trade, 4047, 4051.

*Employment of Children*: The Local Authorities can at present prohibit this, 4042.

*Factories*: Witness objects to married women working in factories, 4000, 4004, 4005.

**DOMESTIC WORKSHOPS**: Increasing number of, *Levi*, 1244-1246, 1267, 1357.

Necessity for Licensing, *Levi*, 1274.

Discussion on distinction between Domestic (Middlemen's) Workshops and Home Workers, *Levi*, 1195-1198, 1243, 1264, 1267, 1354-1356, 1366.

See also *Report*, 5.

**DONEGAL HAND WORKERS.** See *Irish Home Industries*.

Douglas,



**DOUGLAS, MR. DOUGLAS SHOLTO.** (*Digest of his Evidence*).

Is a Manufacturer of Cardboard Boxes, 1, 2—, a Borough Councillor, School Manager, &c., in Shoreditch, 115.

*Box-making*: This trade comprises three hundred factories in the East End, 11, 112, 210, 240, 261, 266–269, and full employment is only obtainable for half the year, 4, 189, 190, 207–209—The profits from home and factory work are practically identical, 4, 106–110, 191–193.

*Home-workers*: They are principally unskilled married women, 5, 91, 204–206, whose general condition is bad, 218, 219, and although good workers can earn good wages, 72, 89–91, 218, 219, their laziness, &c., often prevents this, 123, 124, 204—There are no middle-women, prices being arranged between employers and workers, 66, 72, 132–135; the former should be compelled to remove boxes nightly, 23, 26, 27, 47–49, 86–88, 224, which would stop night work and the extensive employment of children, 39–42, 126, 127, 130, 137–142—The workers could fetch materials, 47, 119, 179–182, 231, 232—Licensing would be beneficial, 184, 189, and employers should register approved conditions of work and names of home-workers, 43, 59, 60, 188, 222.

*Wages*: Piece rates only are paid, 73, and payments vary with districts, employers, and workers, 10–12, 77, 82, 102, 155, 156, 163—Foreign competition has lately lowered wages, 195–197, 211–214, 262–265, 270–272, which vary in factory from 3s. to 4s. a day, 5–9, 15–18, 66–71, 92, 116–119, and a minimum wage might be fixed, 170–178—Employers should supply all materials to home-workers, 13, 14, 50–58, 68, 93, 94, 120–122, 153, 183, and this would not reduce wages, 154–158—By regular weekly payment the “express” night work would be stopped, 61–64, 233.

*Wages Boards*: Witness is opposed to this as not being practicable, 84, 159, 200, 230, owing to difficulty of raising rates, 65, 72–75, 95, 125, 145–147, 166–169, 227–229, 243–245, and of securing effective representation, 104, 198, 199, 201, 237–242—If Boards were established they should operate over wide areas, 82, 83, 103, 160–165, and although more practicable in London than elsewhere, 247, their establishment here would increase country competition, &c., 215–217, 246, 248, 251–258—National Boards of Supervision and Appeal Boards would not probably stop this, 247, 249, 250, 259, 260—A strong trades union, which is quite practicable, would benefit employers, &c., 76, 105, 234–239.

*Licensing*: These proposals are preferable to Wages Boards, 19, 20, 28–31, 85, 128, 131, 136, 148—A certificate should be granted for a sufficient reason for taking home-work in fairly sanitary quarters, 21, 24, 25, 28, 44–46, 184–186—Age-limit should be the same as factories, 32–38—This system would cause extended inspection, 143, 144, 223, 224, but would not raise rents, 149–152—“Sweating” can only be destroyed by the abolition of home-work for which legislation is inadequate, 33, 96–101, 220, 221.

**E**

**EDUCATION.** See *Sanitation*.

**EXPORT TRADE.** Extent in Linen Trade, *Morrish*, 4184–4189.

Reasons for increase in linen trade, *Walker*, 727, 728, 792–797, 863–868, 914, 915.

Constitutes basis of Irish Home Industries, *Walker*, 791, 842, 843.

Comprises the worst paid Industries, *Holmes*, 339, 340.

**F**

**FACTORY WORKERS.** Equality in profits for Factory and Home-workers, *Douglas*, 191–193.

Infant Mortality caused by, *Lawson*, 3058, 3059.

Relative employment of Factory and Home Workers, *Douglas*, 4, 106–110.

See also *Home Workers*; *Machinery*.

**FAIR WAGES CLAUSE.** Protection not afforded to Unskilled and Unorganised Trades.

*Fugeman*, 3462, 3468–3470, 3485, 3498, 3499.

Failure of, *Buchner*, 2553–2558, 2565–2569, 2636, 2698–2701.

See also *Wages Boards*.

**FEMALE LABOUR.** Scarcity of competent workers, *Aves*, 3684, 3685, 3857–3859.

See also *Wages (Decline)*.

**FILE CUTTING TRADE.** Generally, *Home-workers*, 2806.

See also *Vynne*, 2745.

**FOREIGN COMPETITION.** No effect on English Trade, *Smith*, 1101–1104, 1109–1114; *Levi*, 1282, 1283, 1337; *Cohen*, 1509, 1510; *Watts*, 2387–2390, 2393–2396, 2435, 2436, 2449–2452, 2461–2463, 2466–2477.

Suggested remedy by Tariff Reform, *Walker*, 753, 754, 758, 760, 768, 812–817, 858, 870–872, 878–884, 890–894, 924, 930, 931; *Newey*, 3185, 3186, 3194, 3195, 3279–3283, 3297–3299, 3300–3306.

Superiority:

Index—*continued.**Foreign Competition—continued.*

Superiority of Foreign Goods, *Walker*, 715, 720, 722-725, 769-773, 804, 839, 875-877, 894.  
Cause of reduction in English Trade, *Walker*, 715-729, 732, 798, 800-803; *Bridgett*, 1667.  
See also *Wages*.

**FRANCE.** See *Legislation, Foreign.*

**FUGEMAN, MR. F. W.** (*Digest of his Evidence.*)

Is Representative of the Post Office and Inspector under the Postmaster-General of the working of Clothing Contracts, 3447-3449, 3451-3456, 3533, 3534, 3581—This inspection has been beneficial in improving rates in many cases, 3457-3459, 3503-3514, 3547-3558, 3582, 3587, although sweating does exist in the factories, 3588—Where organisation is absent, the Fair Wages Clause and Wages Boards have failed to do good, 3546.

*Post Office Clothing Contracts*: These are allotted by open competition, 3543, 3544, 3578, by competition from selected firms, and by direct preference, 3579, 3580; although the London contracts cover the highest prices, the piece-rates are lower, 3576, 3577—Deliveries against contracts are spread over the year to ensure continuous employment, 3448, 3501, 3504, 3540, 3541—Sub-letting is forbidden, 3465—There are about eight thousand workers employed on these contracts, 3448, 3484, 3485, 3544.

*Wages*: Witness hands in Contract Clauses insisting on confirmation to current rates, which, however, only apply to skilled and organised labour, 3462, 3468-3470, 3485, 3498, 3499—The standards are now arrived at by comparison of various factories, 3470, 3584; Mr. Buxton is supporting the Board of Trade in determining an adequate standard by an analysis of the best Contractors, 3476-3483, 3495, 3567, 3568—Witness notices a tendency to reduce rates, 3450, 3486-3488, 3535, 3536, and gives reasons:—(1) increased competition stimulated by the late war, 3489, 3490; (2) increasing excess of female labour, especially in London, 3490-3492, 3526, 3527, 3528, 3531, 3532, 3569-3571; (3) the extensive division of labour, resulting in unskilled work, 3493, 3494, 3523-3525, fostered by improvement in machinery, 3461, and shortness of work, &c., 3459, 3460, 3529, 3530—Government work is not generally sufficient to occupy factories and insist on adequate wages, 3471-3475, 3565, 3566—"Pocket-money" and inefficient workers are most common, 3513-3522, 3545, 3576, 3577.

*Home-work*: This is forbidden in clothing and head-gear trades, but exists in the boot trade in Nottingham, 3463, 3464, 3496, 3497, 3544, 3559, 3560, 3585, 3586, where the Trade Union protects the Home-workers, 3537-3539, 3561-3564, 3572-3575.

## G

**GERMANY.** See *Legislation, Foreign.*

**GLOVE TRADE.** Generally, *Vynne*, 2708-2744, 2749-2780.

See also *Wages*; *Wages Boards*.

**GOVERNMENT CONTRACTS.** *Buckner*, 2500 *et seq.*

See also *Wages*.

## H

**HART AND LEVY, LTD.** Represented, *Smith*, 932.

Alluded to, *Buckner*, 2680.

**HEAD-GEAR TRADE.** *Fugeman*, 3463, 3484, 3498, 3567.

**HOLDEN, MISS IDA.** (*Digest of her Evidence.*)

Is a Home-worker connected with the Women's Labour League, 3589, 3590—She has made costumes similar to the one shown at the Bishopsgate Institute, 3591, 3592, and has been paid 1s. 3d. or 1s. 4d. each for them, 3593-3601—By working about eighty-four hours a week, Witness can earn thirteen or fourteen shillings, 3614, 3615, 3621, 3622, 3630-3634—The costumes are sold at 12s. 11d. and 16s. 11d. each, 3616, 3617—Witness has never heard of anyone obtaining the prices mentioned by Mr. *Cohen*, 3609-3613.

*Middleman*: Witness has always worked for a middleman, in order to obtain a sufficiently small quantity of work; she apparently does not think middleman's profit could be avoided by co-operation among the home-workers, 3602-3608, 3618-3620, 3624-3629.

**HOLMES, MR. THOMAS.** (*Digest of his Evidence.*)

Is a Police Court Missionary and a member of the Home-workers Aid Association, with ten years' experience among London home-workers, 274-276, 319, 322, 349.

*Home-workers*: Witness considers them a respectable class of people whose work is usually their sole source of livelihood, 278, 319, 332-334, 348, 350—Sometimes they are prosperous, 320, 321, but Witness gives particulars of a bad case in costume-making, 282-286, 289-299, though he admits that prices at which costumes are sold do not show excessive profit, 287, 288, 325-328, 352-356.

*Wages*:

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*Holmes, Mr. Thomas*—continued.

*Wages* : In some trades these have not altered, 281, 299, 342, but in most they are going down, 342–347, though not owing to machinery, 279–281, nor does the middlewoman affect wages, 335–338—The export trade comprises the worst paid industries, 339, 340—The Particulars Clause is not always enforced, 329–331.

*Wages Boards* : Witness is in favour of these, which he thinks are practicable and would raise wages, but not affect employment, 300–304, 311–318—Any additional cost of goods must be borne by consumer, 323, 324–328, 354.

*Licensing* : Witness does not think license inspection is sufficient, thorough sanitary inspection being necessary ; he mentions the classes of work done under sanitary and insanitary conditions, 305–310.

Factory Work is generally no cheaper or quicker than home-work, 281, 294—Witness gives hours of work and states that cost of power machinery is paid by workers, 292, 295.

**HOME-WORKERS.** National Home-workers' League, *Vynne*, 2706 ; *Lawson*, 3049. Women's Trade Union League, *Macarthur*, 1770.

*Employment* : Numerically. In United Kingdom, *Douglas*, 204 ; *Shann*, 555–558, 560, 564, 629, 647, 648, 657, 658, 660, 677, 685, 686 ; *Smith*, 1117, 1118 ; *Levi*, 1199–1202, 1248–1260, 1315–1317, 1353, 1363–1365 ; *Bridgett*, 1527, 1528, 1591, 1623 ; *Watts*, 2356–2364, 2478, 2479 ; *Buckner*, 2603–2613, 2653–2655 ; *Lawson*, 3063 ; *Newey*, 3136, 3229 ; *Fugeman*, 3464, 3496, 3497, 3537–3539, 3544, 3559–3564, 3572–3575, 3585, 3586 ; *Morrish*, 4220, 4221, 4256.

In Australasia, *Aves*, 3658, 3767.

In Foreign Countries, *Newey*, 3274–3277.

Range of, *Walker*, 695–709 ; *Watts*, 2391, 2392 ; *Buckner*, 2601, 2602 ; *Morrish*, 4082, 4095, 4096, 4100–4102, 4200–4202, 4208–4210.

Reasons for, *Douglas*, 72, 89–91, 123, 124, 204, 218, 219 ; *Smith*, 1092–1095, 1148 ; *Cohen*, 1404, 1447 ; *Watts*, 2276–2279, 2294–2297, 2306, 2307, 2431, 2435 ; *Vynne*, 2721–2730, 2735–2739 ; *Dilke*, 4003, 4005.

Reasons against, *Smith*, 1053 ; *Levi*, 1211, 1229–1231, 1249, 1250, 1274 ; *Bridgett*, 1569–1576, 1600, 1601.

See also *Report*, 5.

*Conditions* : Satisfactory, *Bridgett*, 1531–1537, 1620–1623 ; *Vynne*, 2710, 2711, 2716–2720, 2753–2756 ; *Lawson*, 3063, 3073 ; *Morrish*, 4144, 4252–4255.

Unsatisfactory, *Douglas*, 218, 219 ; *Shann*, 558–568, 630–649, 678, 679, 687 ; *Appleton*, 3382, 3383, 3396.

See also *Report*, 6–9.

Private ameliorative measures, &c., *Douglas*, 5960 ; *Macarthur*, 2231–2235.

“Independent” Home-workers in Australia, *Aves*, 3699–3706.

See also *Report*, 12–19, 29, 54 ; also *Berlin Chamber of Commerce* ; *Children, Employment of* ; *Domestic Workshops* ; *Factory Workers* ; *Legislation, Foreign* ; *Licensing* ; *Machinery* ; *Middlemen* ; *Night Work* ; *Organisation* ; *Sweating* ; *Wages* ; *Wages Boards*.

**HOME-WORKERS (Witnesses).** (*Digest of the Evidence of seven anonymous Home-workers.*)

Witnesses are Home-workers, two of whom and one factory hand are engaged in making baby-linen, 1842, 1851, 1857, 1874–1890, 1901, 1902, 1906, 1916–1918, 1963, 1964, 1968, 1970, 1987, 1988, 1997, earning wages from 10s. to 13s. per week for home-work, and 13s. 6d. per week for factory work, 1858, 1859, 1899, 1900, 1919–1926, 1934–1936, 1939–1945, 1948–1955, 1967, 1971–1975, 1985, 1986, 1989–1994, 2130, 2168, 2169, 2195, 2196, and make valuable comparisons in displaying examples of their work, 1879–1882, 1922, 1926, 1989–1991, 2170, 2213—The other Witnesses represent respectively:—the blouse-making trade, with wages of 9s. to 11s. per week for 12 hours' work daily, 1788, 1792–1796, 1804–1810, 1818, 1819, 1829, 1832–1841 ; racquet-ball covering, with wages up to 4s. 6d. per week for 10 hours daily, 2009–2026, 2030–2035, 2102–2111 ; shirt-making at 10s. per week for 15 or 16 hours daily, 2039, 2048–2056, 2080–2083, 2114–2116 ; and shirt-finishing at about 5s. per week for 18 hours daily, 2084–2101—Most of the Witnesses have families dependent on them, 1790, 1791, 1799–1803, 1843–1856, 1908–1914, 1937, 1938, 1946, 1947, 1950, 1966, 2003–2008, 2027, 2028, 2032, 2036–2047, 2207–2210—The evidence points to a general decline in wages within the past few years, 1830, 1831, 1891–1897, 1903–1905, 1961, 1962, 1998–2002, 2112, 2121–2126, 2162–2164—Several Witnesses complain of the waste of time waiting at the factory for work, only one Witness receiving her work through a middlewoman, 2175–2182—Opinions are divided as to whether work is more pleasant, efficient, and lucrative in a factory or outside, 1877, 1878, 1927–1933, 1956–1960, 2057–2071, 2116–2119, 2127–2130, 2203, 2204, 2211–2215—The price at which the article is sold is usually unknown to the workers, 2131–2144, 2161—Deductions are sometimes made for spoiled work, and in estimating wages, the cost of materials and carriage must be considered, 1811–1815, 1820–1828, 1860–1873, 1976–1984, 2180–2185—Witnesses do not always know beforehand

## Index—continued.

*Home-workers (Witnesses)*—continued.

beforehand at what rate they will be paid, and are in favour of any measures to remedy sweating, such as a minimum wage, an Office for information about employment, licensing, and Wages Boards, so long as fairness and humanity are ensured, 2145-2153, 2157-2160, 2172-2175, 2187-2194, 2197-2201, 2205, 2206, 2216-2221.

**HOME-WORKERS.** (*Witnesses*) (*Digest of the Evidence of Miss Cooper, Miss Bamford, Mrs. Brophy, Mrs. Mitchell, Mrs. King, Mrs. Cole, Mrs. Somerset.*)

The Witnesses were employed on Home-work at ladies' underlinen, 2782-2788, 2932-2941; paper-bag making, 2793-2796, 2802, 2900-2906, 2921; file-cutting, 2806-2810, 2813, 2962, 2963, 3034-3038; tailoring, 2847-2859; artificial flower mounting, 2860-2874; and corset-making, 2832-2840, 2842, 2843, 2881-2894, 2948-2953.

They work at home for family and household reasons, 2797-2799, 2877-2880, 2895-2899, 2914-2918, 2986-2989, and because of the ill-effects of factory work, 2810, 2827-2831, 2841, 2844, 2845, 2944-2947.

They are practically all prejudiced against legislative interference or Wages Boards, which they think would tend perhaps to equalise skilled and unskilled rates, 2789, 2800-2805, 2822-2826, 2904-2910, 2925, 2927, 2931, 2942, 2954-2961, 2965-2968, 2975, 2993, 2994, 3001, 3002, 3009-3012, 3019, 3020, 3039, 3042-3047, though some agree that a minimum rate could not affect the highly skilled workers, 2790, 2791, 2908, 2909, 2919, 2923, 2968-2978, 2990-2992, 2999, 3000.

**HOOK AND EYE TRADE.** *Shann*, 557 *et seq.*; *Lawson*, 3053, 3062; *Newey*, 3134.

See also *Children, Employment of*; *Wages*.

**HOWARTH, MR. E. G.** (*Digest of his Evidence.*)

Is the author of a book on social conditions in West Ham, materials being obtained direct from home-workers, &c., 358-365.

*Wages*: These vary considerably for the same work, 516, 517, and have lately decreased, 513, owing to increasing machinery, 514, 515, and tendency of workers to cut prices, 445-449, 543-545—Equal wages in factories do not necessarily mean small profits, 383-385, 389, 390—Particulars given of a home-worker earning 8d. per day of 18 hours, 427-432, 436-439, 499, 548, 550.

*Home-workers*: More supervision on the part of the Medical Officers would improve the efficiency of the present registration, 365-372, 461, 462, 474, 476, 518-520, 534-536—The status of workers varies, the poorest being the least efficient, 373-379, 410-416, 443, 444, 454-456, 542.

*Wages Boards*: Witness prefers these to Licensing, 480, 521, 522, and advocates their trial, 391-393, 481, 487, 492-498, 523, 524—They should only fix prices, 459, 460, 506, 507, they would thereby standardise wages, 394-401, 496, 500, 501, reduce middlemen, and improve factory home-workers' condition, 403-409, 433-435, 453, 457, 546, 547, although competition with factories would prevent an artificial standard of wages, 387, 388, 393, 402, 471-481, 488, which would destroy home-workers, 422-426, 502, 505, 525-531, 539-541—The difficulty arises in the organisation of home-workers, 477-479.

*Licensing*: The present system has improved sanitation, 508-512—Witness considers registration essential, 466, 467, 470, 473, leaving sanitary questions to Local Authorities, 463-468, 477, 532, although licensing would drive many into factories and leave the rest unemployed, 489, 490, 533, 537, 538.

## I

**INFANT MORTALITY.** See *Factory Work*.**INSPECTION.** Beneficial effects of Post Office Inspection, *Fugeman*, 3457-3459, 3503-3514, 3547-3558, 3582, 3587.

Increased inspection desirable, *Smith*, 936, 937, 939, 1038, 1078, 1079, 1090; *Dilke*, 3976. See also *Licensing*; *Sanitation*.

**INTERNATIONAL (WAGES) CONFERENCE.** See *Wages Boards*.**IRISH HOME INDUSTRIES.**

*Industries represented*: Crochet, *Walker*, 732 *et seq.*  
Embroidery and Drawn Work, *Walker*, 696 *et seq.*  
Hosiery, *Walker*, 699 *et seq.*  
Lace, *Walker*, 696 *et seq.*  
Spinning, *Walker*, 710 *et seq.*  
Generally, *Walker*, 694.

See also *Export Trade*; *Wages*; *Wages Boards*.

**IRISH LINEN TRADE.** See *Linen Trade*.

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## J

**JEWISH LABOUR.** *Levi*, 1169 *et seq.*

**JOHNSON, JOHN, AND WATTS, LTD.** See *Watts*.

## K

**KING, MRS.** See *Home-workers (Witnesses)*.

## L

**LABELLING.** Failure of regulations to check undesirable competition, *Aves*, 3718, 3719.

**LACE TRADE.** Nottingham Lace Finishers' Association, *Bridgett*, 1523.

Generally, *Lawson*, 3049; *Appleton*, 3334.

See also *Home-workers*; *Irish Home Industries*; *Sweating*; *Wages*; *Wages Boards*.

**LAWSON, MISS EDITH.** (*Digest of her Evidence.*)

As Honorary Secretary of the National Home-workers' League, Witness chose the London Home-workers who appeared before the Committee, and has studied conditions in the tailoring trade at Leeds, in the hook and eye trade at Birmingham, in lace-making at Nottingham, and in artificial flower and cardboard box making in London, 3049-3054, 3064, 3067-3069, 3077, 3099, 3116, 3117—She wishes to express Home-workers' views, 3055.

*Wages Boards*: Witness agrees with the Home-workers and objects to Wages Boards, because only the most efficient workers would be employed in England, and factories would be started abroad, 3066, 3070, 3071, 3075-3079, 3083-3098, 3105, 3126-3131.

*Home-Work*: Infant mortality is increased by married women working in factories, but Witness is not in favour of legislation to stop this, 3058, 3059—Child labour only exists in the hook and eye trade in Birmingham, 3061, 3062—Home-workers' houses are particularly clean, 3060, 3063—In London very few poor Home-workers, many earn 20s. weekly, 3063, 3077, and none wish home-work abolished, 3073.

*Wages*: No different rate of payment for home and factory work, though some prefer bad pay to a factory, 3056, 3057—8s. a week is a poor wage, but not necessarily sweating, 3118-3123—Witness would welcome the raising of Home-workers' wages, but Nottingham minimum tariff is not successful, 3124, 3125.

*Sweating*: Witness found few cases of this, and thinks its prevalence exaggerated, 3080-3082, 3100-3104—Small earnings often keep workers out of workhouse, 3106-3110, and factory workers often earn less than Home-workers, 3101, 3113.

*Home-workers introduced by Witness*: See *Home-workers (Bamford, Brophy, Cole, Cooper, King, Mitchell, Somerset)*.

**LEGISLATION, FOREIGN.** Methods of regulating Home-work, Appendix 4-7.

**LEGISLATIVE COUNCIL (AUSTRALIAN) COMMITTEE ON SWEATING.** See *Sweating*; *Wages Boards (Australasian)*.

**LEICESTER.** See *Clothing Trade*; *Glove Trade*.

**LEVI, MR. ABRAHAM.** (*Digest of his Evidence.*)

Is President of the Master Tailors' Improvement Association, 1166, 1318-1322, which is composed of middlemen, 1169, 1295, 1319—He contradicts Mr. Daly as to a deterioration, due to the "Jewish element," in the tailoring trade, 1167-1169, 1212-1215, 1232-1235, 1247, and asserts that Miss Squire's evidence is not substantiable, 1228.

*Tailoring Trade*: Witness illustrates the high wages paid to Jews (principally) in middlemen's workshops for cheap work, 1174-1185, 1193-1206, 1209, 1210, 1216-1219, 1286-1289, 1296, 1297, 1304, 1334-1336, and better-class work, 1170-1173, 1220-1227, 1298, 1299, 1308, 1309—, these rates are often better than those of factories, 1229, 1255, and have lately improved, 1284, 1285, 1327—The trade is half-yearly, for about 55 hours a week, 1186-1191, 1279, 1280, 1328-1330, 1338-1343—Reduction in hours would be an advantage, 1241, but workers are scarce in busy seasons, 1311-1314, though there is no night-work, 1192, or sweating, 1206, 1207, 1242—The machinery is only used for cheap export work, 1344-1352—Foreign competition has affected the shops, but not Witness' trade, 1282, 1283, 1337, though prices are finely cut, 1300-1303, 1305-1307—Witness contradicts the statement of Mr. Evans that only 6s. is paid for coat-making in the West End, 1358-1362—Examples of prices paid to middlemen, 1178, 1257, 1271, 1331-1333.

*Middlemen*: These are manufacturing contractors dealing with the shops, 1251-1254, and not mere distributors, 1261-1263, 1265, 1266, 1268-1270.

*Home-workers*: Witness distinguishes between the Home-workers of middlemen's workshops and the single Home-workers, 1195-1198, 1243, 1264, 1267, 1354-1356, 1366—, the latter are a great evil, 1229, 1230, 1274, and compete largely with the middlemen, 1211, 1231, 1249, 1250—Few only are Jews, 1199, 1200-1202, 1248-1256, 1258-1260, 1315-1317, 1353, 1363-1365—There is a tendency for the workshops to close down in favour of domestic workshops, 1244-1246, 1267, 1357.

*Wages*

## Index—continued.

*Levi, Mr. Abraham*—continued.

*Wages Boards*: Jews would welcome a proper Board, 1236, 1239, 1240, but Witness objects to proposed methods, 1236, 1237, and suggests that in each district an independent gentleman should arbitrate, 1237, 1238, 1275-1278—No need to fix minimum wages, 1272, 1273—Domestic workshops should be licensed, 1274—Wages Boards would raise wages and shorten hours, 1290-1293—A former Wages Board fell through owing to lack of organisation among the workers, 1323-1326.

**LICENSING.** Of Home-workers desirable, *Douglas*, 19, 20, 28-31, 34, 37, 38, 85, 128, 136, 148, 184, 189; *Howarth*, 466, 467, 470, 473, 489, 490, 533, 537, 538; *Smith*, 936, 937, 939; *Bridgett*, 1686-1688; *Home-workers*, 2219; *Dilke*, 3974-3976.

Considered inadvisable or unimportant, *Holmes*, 305; *Shann*, 617-620; *Walker*, 704-708, 755, 757, 832, 838, 854; *Watts*, 2445-2447.

Suggested licensing of employers, *Smith*, 948, 1033, 1034, 1036, 1037, 1039, 1080.

Should apply to middlemen, *Smith*, 1052.

Administration of, *Douglas*, 44-46, 144, 223, 224; *Howarth*, 465; *Smith*, 1035-1039; *Dilke*, 3977.

Proposed registration of Home-workers by employers to prevent transference of licences, *Douglas*, 43, 188.

See also *Report*, 28, 30, 31, 54. Also *Child Labour*; *Domestic Workshops*; *Inspection*; *Wages Boards*.

**LINEN TRADE.** Generally, *Morrish*, 4075.

See also *Export Trade*; *Wages*; *Wages Boards*.

**LONDON CHAMBER OF COMMERCE.** *Morrish*, 4078.

## M

**MACARTHUR, MISS MARY R.** (*Digest of her Evidence.*)

As Secretary of the Women's Trade Union League, Witness brought seven Home-workers to give evidence, who, with one exception, are non-unionists, 1770-1784, 2253, 2254.

*Home-workers*: Witness gives some particulars of the Home-workers whose evidence the Committee has heard, 2222-2231, 2240, 2241—Improvements in home-work conditions of racquet-ball making are being attempted, 2231-2235—It is almost impossible to organise London Home-workers, 2245-2248.

*Middlewomen*: If middlewomen prove indispensable, it would be desirable to provide that their profits should be at a fixed rate, so that workers get full minimum wage, 2236-2239, 2242-2244, 2255-2270.

*Wages Boards*: Although under a minimum wage the earnings would depend on skill, the less skilled workers would benefit, 2249-2252.

**MACHINERY.** Increasing use of, *Newey*, 3147-3149, 3160, 3161, 3217, 3220, 3221, 3246-3251, 3274, 3310-3317.

Limited or declining use of, *Douglas*, 3, 273; *Walker*, 812, 813; *Smith*, 1134-1138; *Levi*, 1344-1352; *Watts*, 2302-2305, 2406, 2457-2460, 2464, 2465; *Aves*, 3802.

Superior to handwork, *Walker*, 715, 720, 722-725, 769-773, 875-877; *Newey*, 3153, 3154.

Does not lessen cost of production, *Newey*, 3150, 3151, 3278.

See also *Report*, 36. Also *Home-workers*; *Wages*; *Wages Boards*.

**MANTLE MAKERS.** Generally, *Cohen*, 1367.

**MATERIALS.** Should be provided to Home-workers by employers, *Douglas*, 13, 14, 56-58, 68, 93, 94, 153, 183; *Watts*, 2298-2301, 2317, 2402-2405.

Suggested restriction in use of, *Douglas*, 50, 55, 120-122.

**MELBOURNE.** See *Wages Boards (Australasian)*.

**MERCHANDISE MARKS ACT.** See *Wages*.

**MIDDLEMEN—MIDDLEWOMEN.** Employment of, *Smith*, 1050; *Levi*, 1261-1263, 1265-1270; *Cohen*, 1401-1403, 1442-1444; *Home-workers*, 2175-2178.

Not necessary or not employed, *Douglas*, 132-135; *Holmes*, 335-338; *Smith*, 1120, 1121; *Watts*, 2386.

Abolition considered undesirable, *Walker*, 822-824; *Bridgett*, 1529, 1530, 1539-1542; *Macarthur*, 2242-2244, 2255-2270; *Newey*, 3137-3140; *Holden*, 3602-3608, 3618-3620, 3624-3629; *Morrish*, 4093, 4094, 4176, 4214-4216, 4244, 4247-4250, 4293, 4294.

See also *Domestic Workshops*; *Home-workers*; *Sweating*; *Wages*; *Wages Boards*.

**MINIMUM RATE.** Feasible for factory work, *Douglas*, 170-178.

Impossibility of fixing, *Smith*, 938, 957-970, 979-981, 983-993, 997-999, 1003-1009, 1042, 1059-1062, 1079, 1129-1131, 1151, 1157-1165; *Bridgett*, 1761-1763.

Futility of Nottingham Home-work Tariff, *Lawson*, 3124, 3125.

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*Minimum Rate*—continued.

Highly-skilled workers not affected, *Home-workers*, 2790, 2791, 2908, 2909, 2919, 2923, 2968-2978, 2990-2992, 2999, 3000.

See also *Report*, 35, 36, 38-55; *Appendix*, 1, 2. Also *Wages; Wages Boards (Minimum, Rate)*.

**MITCHELL, MRS.** See *Home-workers (Witnesses)*.

**MORRISH, MR. GUY P.** (*Digest of his Evidence.*)

Is a member of the firm of Welch Margetson and Co., manufacturing shirts and collars in Bermondsey and Londonderry, 4075-4077, 4080, 4082, is Vice-President of the London Chamber of Commerce and Convener of Shirt and Collar Makers' Committee of Derry Merchants, 4078, 4079.

*Home-workers*: About twenty-five thousand of these are employed, 4220, 4221, 4256, and their wages are less than in factory, 4093, 4096, 4103, 4271, 4274—They are farmers' wives in the country and work with their families, 4082, 4095, 4096, 4100-4102, 4200-4202, 4208-4210, and a family of five can earn 39s. per week, 4097-4099, 4242, 4243—Work is sent out by factories to distributing agents, 4093, 4094, 4176, 4249, 4250, 4294, who are not really middlemen since a marked price is paid to worker, 4176, 4216-4219, 4244, 4247, 4248, 4293—Collar-workers in Derry are paid the same piece rates at home as in factory, 4105-4111, 4211, 4212—Condition of Home-workers in country is superior to that in the town, 4144, 4252-4255.

*Wages Boards*: Witness objects to interference between capital and labour, 4116, 4260, 4288, 4291—Many difficulties would arise from the question of representation, 4125, 4218, 4232, 4233, and the difficulty of fixing minimum rate for all processes, &c., 4120-4122, 4129, 4157-4164, 4179, 4181, 4228, 4229, 4280, 4500, and he foresees difficulties arising from varying wages, &c., in different districts, 4140-4146, 4178, 4230, 4231, 4261-4263—Witness objects also to the term "Trade Council" in the case of a single trade and to the proposals as to the election of Chairmen, &c., 4149-4154—If prices were raised throughout the United Kingdom export trade might be injured, 4234, 4235, 4257.

*Sweating*: No good employers wish this, 4116-4119, 4165, 4172, 4190, 4191, 4222, and Witness knows little of such trade, 4190-4195, 4265—He objects to the title "Sweated Industry Act," 4163, 4168, 4169, 4197-4199, 4207—The cheapest class of work is naturally done by the very poorly-paid labour, and if that were abolished the industries would die, 4135-4139.

*Export and Import Trade*: Witness does a large export trade to Europe and South America despite tariffs, 4184-4189—Shirts imported to England from Belgium are made up by sweated industry in London, 4134, 4139.

*Derry Linen Trade*: General scope of this trade, 4083, 4236—Particulars of wages paid by Witness' firm, 4080, 4086-4092, 4174, 4182, 4183, 4203-4206, 4238, 4239, 4266, 4267, 4271-4285.

*Remedial Measures*: Witness suggests Arbitration or Conciliation Boards enforcing their decision by pressure from trade unions, 4122-4128.

**MUNICIPAL CLOTHING CONTRACTS.** See *Buckner*, 2500 *et seq.*; *Clothing Trade*.

## N

**NEWY, MR. J. G.** (*Digest of his Evidence.*)

Is a member of a Birmingham hook and eye firm and gives evidence about home-work in carding, &c., 3134, 3135.

*Wages*: Are similar throughout Birmingham, foreign competition, not machinery, having so reduced them, that they can only be supplementary, 3159, 3169-3174, 3187-3191, 3205-3209, 3212-3216, 3252-3254, 3292, 3293, 3316, 3318-3324—Home-work and factory rates compared, 3141-3146, 3152, 3162-3167.

*Wages Boards*: Witness approves of Wages Boards, if Protection were ensured, and of a universal minimum wage for factories, and another for home-work, his objections being the difficulty of finding home-work representatives and of showing novelties on the Board, 3175, 3185, 3186, 3192, 3194-3203, 3222-3224, 3243-3245, 3261-3263, 3300-3309, 3326.

*Home-work*: There are five hundred Home-workers under Witness' firm, work being usually taken and returned by the women themselves, 3136, 3229, and if home-work decreased many would be thrown on the rates, 3230-3233—There are no deductions, 3260—The hours of work, 3168, 3210, 3211, 3234-3237.

*Sweating*: Witness denies that he or Americans pay sweated prices, 3273, 3294-3296, and gives particulars of a concocted sweating case, 3210, 3211, 3226-3228.

*Export and Import Trade*: All Witness' output is subject to foreign competition, so that, to make minimum wage useful, Protection is necessary, 3176-3184, 3191, 3238-3240, 3255, 3256, 3264-3272, 3275-3285, 3297-3299, 3325, 3330, 3331—Witness sells much cheap stuff in Canada and Australia, 3327-3329, 3332, 3333.

*Machinery*:

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*Newey, Mr. J. G.*—continued.

*Machinery*: Witness' firm alone in England uses machinery for this work, forty per cent. of output being so done with slightly increased cost but greater efficiency, 3147-3156, 3160, 3161, 3217, 3220, 3221, 3246-3251, 3274, 3310-3317.

*Hook and Eye Carding Trade*: Chiefly established at Birmingham, is seasonal and increasing even with foreign competition, 3193, 3225, 3241, 3242, 3257-3259, 3286-3291.

*Middlewomen*: These are numerous, and take a commission of 1d. on every pack, but most Home-workers deal direct with the masters, 3137-3140.

*Child-labour*: This is prevalent in factory and home-work, 3162, 3204, 3218, 3219.

**NIGHT WORK.** Possible prevention of "express" system by nightly removal of home-work by employers, *Douglas*, 48, 49, 63, 64, 126, 127, 233.

Impossibility of this, *Watts*, 2318, 2319, 2397-2401, 2459.

Possible prevention by weekly payments for home-work, *Douglas*, 61-64, 233.

See also *Report*, 54. Also *Children, Employment of*.

**NOTTINGHAM.** Chamber of Commerce, *Bridgett*, 1522.

See also *Home-workers; Lace Trade; Wages Boards*.

## O

**ORGANISATION.** Difficulty or lack of, among Home-workers, *Smith*, 1089; *Macarthur*, 2245-2248; *Buckner*, 2506, 2507, 2525, 2526, 2573; *Appleton*, 3383, 3385, 3387, 3390-3398, 3406-3408, 3436-3440; *Aves*, 3691, 3692.

Trade Unions desirable, *Douglas*, 76, 105, 234-236, 238, 239.

Small benefit to workers, *Cohen*, 1436-1441, 1477.

See also *Fair Wages Clause; Female Labour; Home-workers; Licensing; Wages; Wages Boards*.

## P

**PAPER BAG MAKING TRADE.** Generally, *Home-workers*, 2793 *et seq.*

**PARTICULARS CLAUSE.** Lapse of, *Holmes*, 329-331.

"**POCKET-MONEY**" WORKERS. See *Wages*.

**POST OFFICE CLOTHING CONTRACTS.** Generally, *Fugeman*, 3447.

See also *Inspection; Sweating; Wages; Wages Boards*.

## R

**REGISTRATION.** Objections to present system, *Dilke*, 4039, 4041.

Suggestions towards perfecting, *Howarth*, 474-476.

See also *Licensing; Middlemen*.

## S

**SANITATION.** Satisfactory, amongst Home-workers, *Watts*, 2382-2384; *Lawson*, 3060, 3063.

Unsatisfactory, *Holmes*, 306-309.

Improvement in, *Douglas*, 19-21, 149; *Holmes*, 305-310; *Howarth*, 365-372, 461-468, 476, 477, 508-512, 518-520, 534-536; *Bridgett*, 1535, 1686-1695, 1702; *Dilke*, 3974, 4003, 4038-4041.

Suggested dependence of licences on, *Douglas*, 21, 22, 24, 25, 184, 186.

See also *Report*, 54. Also *Home-workers; Licensing; Wages Boards*.

**SCOTTISH COUNCIL FOR WOMEN'S TRADES.** Legislation suggested by, *Vynne*, 2731.

**SEASONAL TRADES.**

*Instances*: Baby-linen Trade, *Home-workers*, 1955.

Blouse-making Trade, *Smith*, 1106.

Box-making Trade, *Douglas*, 4, 189, 190, 207-209.

Clothing Trade (Leicester), *Smith*, 1106.

Hook and Eye Trade, *Newey*, 3257-3259.

Lace Finishing Trade, *Bridgett*, 1567, 1568, 1579-1588, 1690-1701.

Tailoring Trade, *Levi*, 1186-1191, 1279, 1280, 1328-1330, 1338-1343.

**SECTIONISED LABOUR.** In Costume-making Trade, *Cohen*, 1392-1395.

See also *Wages*.

**SHANN, MR. GEORGE, M.A., F.R.E.S.** (*Digest of his Evidence.*)

Represents the National Anti-Sweating League, 551, and was the Organiser, &c., for the Exhibition of Sweated Industries, 554, 612, 640—He has studied conditions in Glasgow and Birmingham, his evidence dealing chiefly with the latter, 551-556, 634, 635, 680-684.



*Shann, Mr. George, M.A., F.R.E.S.*—continued.

*Hook and Eye Carding* : About ten thousand women Home-workers are employed in this in Birmingham, 560, 564, 657, 658, 677, 685, 686, although they work 40-60 hours a week, 561, 562, 567, it is impossible to earn a living wage, even when children are employed, 558-568, 630, 631, 643-649, 678, 679, 687—This trade is being introduced into factories and machinery used, 557, 558, 629, 647, 648, which will eventually oust Home-workers, 555-558, 648, 660—Foreign competition and apathy of workers are causes of wage reductions, 650-656.

*Box-making* : Comparison between machine and hand-work in Birmingham, 569-577, 581, 582, 589, 594, 666, although nearly twice as many working hours at home as in factory, earnings of latter are four times as great as former, 578-587, 591, 599, 601, 603-607, although Witness admits that the figures given are inaccurate, 587, 590, 594-600, 602—The low wages paid to men compel women to take in home-work, 564, 602-606, 608-611—The statistics in "Daily News" Sweated Industries Exhibition were guaranteed by experts, 613-615—The profits to employers are not great on home-work.

*Wages Boards* : Witness is strongly in favour of these, 620-664, which would, however, stop home-work almost entirely, 623, 670-675, which is extremely desirable, 632, 642, 661-665, 676, 692, 693, although factory rates should be raised, 624-628.

*Licensing* : Although Witness does not think this is of much importance, it should not be difficult if inspection be in the hands of local authorities, 717-720.

*Mantle Making* : Witness is unaware that his statistics in regard to this have been challenged, 641.

*SHIRT AND COLLAR-MAKERS' COMMITTEE, LONDONDERRY.* *Morrish*, 4079.

*SHOREDITCH.* See *Douglas*.

*SMITH, MR. ALFRED.* (*Digest of his Evidence.*)

Represents Hart and Levy, Ltd., Clothing Manufacturers, Leicester, 932-935.

*Leicester Clothing Trade* : The firm chiefly employs factory workers, 1091, 1115, 1146—There are middlemen in the trade, 1050—In certain classes the trade is perennial, 1106—Foreign competition has not affected their trade, 1101, 1102-1104, 1109-1114, but there is a cheap class of imports from Ireland, 1029-1032—Many Home-workers employ children, 1083-1088.

*Machinery* : Some Home-workers use machines, and in factories there is some power machinery, 1134-1138—Classes of work are largely determined by the amount of machine work necessary, 971, 1062, 1063, 1139-1141, and thus at the probable minimum of Wages Boards average workers could still earn a fair living on cheaper classes, 971-977, 982—There is always a decrease in wages where there is competition between hand and machine work, 1064, 1065.

*Home-workers* : Witness considers well-regulated Home-workers desirable, 1053, those in Leicester number about one hundred and fifty : 1117, 1118, and are a highly respectable class, 1147, 1154, 1155, earning 12s. to 16s. weekly, 1057, 1116, 1153, 1156, although rates for home-work are usually lower than factory-work and profits greater, 1092-1095, 1148—They are unorganised, 1089—"Pocket-money" and supplementary wage-earners are rare, 1105, 1149, 1150.

*Middlemen* : They augment sweating, 1049, 1051, and are dispensable, 1120, 1121.

*Wages* : Rates vary owing to localisation of different classes of work, &c., 1142-1145, and have slightly increased in the last five years, 1100—Wages are based on piece-work, 1058, but middlemen often employ half-day labour, 1152.

*Remedial Measures* : Witness suggests licensing and registration, increased inspection and Central and District Wages Boards, 936, 937, 939, 1038, which would supersede trade unions, 1078, 1079, 1090—Each employer should obtain a licence to employ home-work, 948, 1033, 1034, 1036, 1037, 1039, 1080, which, together with a schedule of the wages, and a return of his Home-workers and Middlemen, 948, 1044-1047, 1052, 1081, 1082, should be approved by the Board, 940-943, 946-956, 1045, 1047, who should have power to cancel licences, 945, 948, 1035, 1039, 1040—Middlemen should register their Home-workers and wages, 1052, 1124, 1125, and Home-workers should complain direct to District Boards, 944, 1041, 1043, 1048, 1077, 1122, 1123, 1126-1128—Intimidation would not be practised under this system, 1072-1075—Witness insists on the impossibility of fixing minimum wages, 938, 957-959, 979-981, 993, 997-999, 1003-1009, 1042, 1060, 1062, 1079, 1129-1131, 1162, 1163—The stability of a trade in any district would be dependent on the judgment of the Board, 1010-1018, 1022, 1024, 1025, 1066, 1070, 1107, 1108, as is exemplified in the Leicester hosiery trade, 1019-1021, 1026-1028 ; —wages there are above normal, and the tailoring trades permanency is due to their superior work, 1067-1069, 1071—Wages are now successfully arranged between employers and workers, 994-996, 1000, 1001, 1119, 1132, 1133, but a fixed rate would reduce to minimum all superior classes, 960-970, 983-992, 1059, 1061, 1151, 1157-1165—There is a great difference between fixing and controlling wages, 1023, 1055, 1056

—*Witness*

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*Smith, Mr. Alfred*—continued.

—Witness has not considered the question of nomination of Boards, 1076, but considers adequate representation of Home-workers possible, 1096-1099.

**SOMERSET, MRS.** See *Home-workers (Witnesses)*.

"**SPECIAL BOARDS.**" See *Wages Boards (Australasian)*.

**SUB-LETTING.** Prohibition of, *Fugeman*, 3465.  
See also *Report*, 55. Also *Sweating*; *Wages*.

**SWEATED INDUSTRY BILL.** Should only be applicable to certified cases of sweating, *Morrish*, 4163, 4168, 4169, 4197-4199, 4207.  
Promotion of, *Dilke*, 3920, 3929 *et seq.*

**SWEATING.**

*Extent*: Non-existent or of rare occurrence, *Walker*, 820, 821, 841-853, 885-889, 919-923; *Levi*, 1192, 1206, 1207, 1242; *Watts*, 2334-2338, 2345, 2346, 2365-2373, 2407; *Lawson*, 3080-3082, 3100-3104; *Newey*, 3210, 3211, 3226-3228, 3273, 3294-3296; *Morrish*, 4116-4118, 4165-4172, 4190, 4191, 4222.

Instances of, *Holmes*, 282-286, 289-299; *Howarth*, 427-432, 436-439, 499, 548, 550; *Morrish*, 4192-4195.

Augmented by middlemen, *Smith*, 1049, 1051.

Favoured by local conditions, *Vynne*, 2708, 2709.

Combined municipal and commercial work resulting in sweating, *Buckner*, 2542, 2548, 2570-2572, 2597, 2598.

Importation of sweated goods, *Morrish*, 4134-4139.

Payment of low rates not necessarily sweating, *Aves*, 3707-3712.

See also *Report*, 2-4.

*Regulation*: Inability of Fair Wages Clause and Wages Boards to remedy sweating, *Fugeman*, 3546, 3588.

Agitation originated by Church workers, *Dilke*, 4001, 4002.

Suggested abolition of low-class work, *Morrish*, 4135-4139.

Abolition of home-work necessary to obviate sweating, *Douglas*, 33, 96-101, 114, 129, 220, 221.

Reduced by Wages Boards and prohibition of Sub-contracting, *Aves*, 3848, 3849, 3882-3884.

Pernicious effects of Sweated Industries Exhibitions, *Vynne*, 2729, 2733, 2757.

"Daily News" Sweated Industries Exhibition, *Shann*, 554.

Report and Recommendations of Select Committee of Legislative Council on working of Wages Boards in Australia, *Aves*, 3733, 3743.

See also *Middlemen*; *Wages*; *Wages Boards*; *Wages Boards (Australasian)*.

**SWITZERLAND.** See *Legislation, Foreign*.

## T

**TAILORING TRADE.** Amalgamated Society of Tailors, *Buckner*, 2497.

Master Tailors' Improvement Association, *Levi*, 1318.

Generally, *Smith*, 932; *Levi*, 1166; *Buckner*, 2497; *Home-workers*, 2846.

See also *Vynne*, 2708 *et seq.*; *Sweating*; *Wages*; *Wages Boards*.

**TRADE UNIONS.** See *Organisation*.

**TRUCK PAYMENTS.** Rare occurrence, *Walker*, 825-827.

See also *Report*, 50, 54. Also *Wages Boards (Australasian)*.

## U

**UNDERLINEN TRADE.** Generally, *Home-workers*, 2782.

**UNITED STATES OF AMERICA.** See *Legislation, Foreign*.

**UNSKILLED LABOUR.** See *Fair Wages Clause*; *Wages*.

## V

**VOLUNTARY BOARDS.** See *Wages Boards*.

**VYNNE, MISS.** (*Digest of her Evidence.*)

Represents the National Home-workers' League, which has three thousand members, and whose object is the protection of Home-workers, 2704-2707, 2745-2751.

*Home-workers*: The average general condition of Home-workers is satisfactory, 2753-2756, and the Report of the Chief Sanitary Inspector of Glasgow also shows the sanitary condition of the homes is good, 2716-2720—The majority of Home-workers depend actually on their work for their livelihood, 2714, 2715—They work at home for family and

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*Vynne, Miss*—continued.

and household reasons (the low rate of infant mortality in Yeovil being largely due to this), 2721-2728, because of the disadvantages of factory life for girls, 2729, and when they are too infirm to leave home, 2730.

*Sweating*: This exists independently of home-work, only where local conditions favour it, 2708-2709.

*Wages Boards*: Home-workers are much against legislation, which they find decreases amount of work given out, especially to more unskilled workers, 2707, 2729, 2732, 2733, 2759, 2765, 2772, 2774, this effect is also produced by the Sweated Industries Exhibitions, where only worst classes are shown, 2729, 2733, 2757—The Bill promoted by the Scottish Council on Women's Trades is least objected to, 2730.

*Glove Trade*: This is very prosperous and fairly paid in Yeovil district, 2710, 2711, 2740, 2741, where the low wages of agricultural labourers necessitate their wives taking home-work, 2735-2739—In Leicester the woollen glove trade is unskilled work done by the old and infirm, 2711-2713.

## W

## WAGES.

*Examples*: Baby Linen Trade, *Home-workers*, 1858, 1879, 1883-1886, 1893-1897, 1905, 1921-1926, 1940, 1951.

Ballmaking Trade, *Home-workers*, 2009-2026, 2030-2035, 2102-2111.

Blousemaking Trade, *Smith*, 1057; *Home-workers*, 1788, 1792-1796, 1804-1810, 1818, 1819, 1829, 1832-1841, 1986, 1989-1994.

Boxmaking Trade, *Douglas*, 5-9, 15-18, 66-71, 92, 116-119; *Shann*, 569-611, 625; *Watts*, 2280, 2289-2291.

Costume-making Trade, *Cohen*, 1371-1391, 1413, 1447-1450, 1487-1492, 1505-1508; *Holden*, 3593-3602, 3631.

Hook and Eye Trade, *Shann*, 557-568, 648, 649; *Newey*, 3165-3175, 3212-3214, 3227-3234.

Irish Home Industries, *Walker*, 710, 715, 717, 736, 744, 820, 848, 850, 852.

Lace Trade, *Bridgett*, 1566-1568, 1652-1664; *Appleton*, 3413.

Linen Trade, *Morrish*, 4080, 4086-4099, 4174, 4182, 4183, 4203-4206, 4226, 4238, 4239, 4242, 4243, 4267, 4271-4285.

Middlemen, *Levi*, 1178-1257, 1271, 1331-1333; *Bridgett*, 1649, 1650, 1753-1760; *Macarthur*, 2256; *Newey*, 3138.

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Tailoring Trade, *Smith*, 960, 963-966, 971-991, 1057, 1059, 1153-1157; *Levi*, 1178-1190, 1222-1227, 1358, 1359; *Buckner*, 2531, 2544-2559, 2567, 2579, 2681-2697; *Holden*, 3591-3601, 3614, 3615, 3621; 3622, 3630-3634.

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"Pocket-money" and Inefficient Workers, *Douglas*, 5, 77-82, 91, 205, 206; *Howarth*, 373-379, 410-416, 443, 444-449, 454-456, 542; *Shann*, 564, 602-606, 608-611; *Appleton*, 3441-3444; *Newey*, 3157-3159, 3169, 3205-3210, 3318-3324; *Fugeman*, 3493, 3494, 3513-3522, 3545, 3576, 3577.

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**WAGES BOARDS.**

- Formation*: Composition and methods in Australasia, *Aves*, 3635-3656, 3733-3743, 3789-3792, 3866-3874.  
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**WAGES BOARDS (AUSTRALASIAN).** *Aves*, 3635 *et seq.*

See also *Report*, 20-27, 52.

**WALKER, MR. W. J. D.** (*Digest of his Evidence.*)

Is Industrial Adviser and Inspector to the Congested Districts Board of Ireland, which assists about three thousand people, 694, 696, 740-743, 916.

*Irish*

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- Wages Boards :** Witness strongly objects to these as being likely to destroy the industries, injure those who would not enter factories, and become futile owing to the constantly-changing patterns and the open competition, 709, 710, 727, 730, 733, 735, 759-764, 768, 840, 841, 855-857, 859, 860, 874, 925, 926, 928—In certain cases of foreign competition Witness despairs of improving the conditions, 753, 754, 758—Tariff Reform might be the best remedy, and a minimum wage might be admissible in trades required for Home consumption only, 760, 768, 812-817, 858, 870-872, 878-884, 890-894, 924, 930, 931.
- Licensing :** Witness shows how the proposed standard of sanitation would be disastrous, and compares English and Irish home-work conditions, 704-708, 755, 757, 832, 838, 854.
- Wages :** Witness gives factory and home-work rates, 736-738, 847, 909, 910, which depend on the American demand, 736.
- Sweating :** There is none of this in the lace trade, but the factory competition cuts rates down, 820, 821, 841-853, 885-889, 919-923.
- Child-labour :** The Education Acts should be enforced, meals provided at school, and the Factory Acts revised, &c., 739, 828-830, 873.
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- Wages :** Wages paid by Witness' firm to home and factory workers, piece-work rates being the same for both, 2280-2293, 2313-2315, 2344, 2376, 2377, 2380, 2381, 2454-2456, 2489-2496—Home-work wages have improved slightly, 2308-2312, and workers always know what payment they are to receive, 2481.
- Home-work :** This almost originated in Witness' firm, 2356-2361, 2478, 2479, and the proportion of work thus done is about stationary in trades generally, 2362-2364—It is profitable to masters, enabling them to meet booms in business, 2276-2279, 2294-2297, 2306, 2307, 2431, 2432—Impracticable to collect work from workers, because of their unpunctuality, 2397-2401, although since the work is small it need not cumber their homes, 2318, 2319, 2459—Deductions are rare, 2433, 2434.
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- Machinery :** Some machinery used, but many boxes can only be hand-m. 2302, 2405, 2406, 2457-2460, 2464, 2465.
- Sweating :** Witness objects to box-making being classed as a "sweated industry," 2334-2338, 2345, 2346, 2365-2373, 2407.
- Materials :** Masters provide materials, glue, &c., directly or indirectly, 2298-2301, 2317, 2402-2405.
- Child-labour :** Witness knows no child-labour under age of fourteen, 2374, 2375.
- Inspection :** Masters have to report to sanitary inspectors once or twice a year, though they make no inspection, 2382-2384.
- Middlemen :** There are none in this trade, 2386.
- Licensing :** Witness is indifferent with regard to this, 2445-2447.
- WELCH, MARGETSON AND CO. Morrish, 4075.**

## Y

**YEOVIL.** See *Glove Trade.*