

ECONOMIC AND SOCIAL HISTORY OF THE WORLD WAR

**State Control
of Industry in Russia
During the War**

BY

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**STATE CONTROL OF INDUSTRY IN RUSSIA
DURING THE WAR**

**ECONOMIC AND SOCIAL HISTORY
OF THE WORLD WAR**

JAMES T. SHOTWELL, LL.D., *General Editor.*

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MICHAEL T. FLORINSKY, M.A., *Associate Editor.*

**STATE CONTROL
OF INDUSTRY IN RUSSIA
DURING THE WAR**

BY

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EDITOR'S PREFACE

IN the autumn of 1914, when the scientific study of the effects of war upon modern life passed suddenly from theory to history, the Division of Economics and History of the Carnegie Endowment for International Peace proposed to adjust the program of its researches to the new and altered problems which the War presented. The existing program, which had been prepared as the result of a conference of economists held at Berne in 1911, and which dealt with the facts then at hand, had just begun to show the quality of its contributions; but for many reasons it could no longer be followed out. A plan was therefore drawn up at the request of the Director of the Division, in which it was proposed, by means of an historical survey, to attempt to measure the economic cost of the War and the displacement which it was causing in the processes of civilization. Such an "Economic and Social History of the World War," it was felt, if undertaken by men of judicial temper and adequate training, might ultimately, by reason of its scientific obligations to truth, furnish data for the forming of sound public opinion, and thus contribute fundamentally towards the aims of an institution dedicated to the cause of international peace.

The need for such an analysis, conceived and executed in the spirit of historical research, was increasingly obvious as the War developed, releasing complex forces of national life not only for the vast process of destruction, but also for the stimulation of new capacities for production. This new economic activity, which under normal conditions of peace might have been a gain to society, and the surprising capacity exhibited by the belligerent nations for enduring long and increasing loss—often while presenting the outward semblance of new prosperity—made necessary a reconsideration of the whole field of war economics. A double obligation was therefore placed upon the Division of Economics and History. It was obliged to concentrate its work upon the problem thus presented, and to study it as a whole; in other words, to apply to it the tests and disciplines of history. Just as the War itself was a single event, though penetrating by seemingly unconnected ways to the remotest parts of the world, so the analysis of it must be developed

according to a plan at once all embracing and yet adjustable to the practical limits of the available data.

During the actual progress of the War, however, the execution of this plan for a scientific and objective study of war economics proved impossible in any large and authoritative way. Incidental studies and surveys of portions of the field could be made and were made under the direction of the Division, but it was impossible to undertake a general history for obvious reasons. In the first place, an authoritative statement of the resources of belligerents bore directly on the conduct of armies in the field. The result was to remove as far as possible from scrutiny those data of the economic life of the countries at war which would ordinarily, in time of peace, be readily available for investigation. In addition to this difficulty of consulting documents, collaborators competent to deal with them were for the most part called into national service in the belligerent countries and so were unavailable for research. The plan for a war history was therefore postponed until conditions should arise which would make possible not only access to essential documents, but also the coöperation of economists, historians, and men of affairs in the nations chiefly concerned, whose joint work would not be misunderstood either in purpose or in content.

Upon the termination of the War, the Endowment once more took up the original plan, and it was found with but slight modification to be applicable to the situation. Work was begun in the summer and autumn of 1918. In the first place a final conference of the Advisory Board of Economists of the Division of Economics and History was held in Paris, which limited itself to planning a series of short preliminary surveys of special fields. Since, however, the purely preliminary character of such studies was further emphasized by the fact that they were directed more especially towards those problems which were then fronting Europe as questions of urgency, it was considered best not to treat them as part of the general survey, but rather as of contemporary value in the period of war settlement. It was clear that not only could no general program be laid down *a priori* by this conference as a whole, but that a new and more highly specialized research organization than that already existing would be needed to undertake the Economic and Social History of the War, one based more upon national grounds in the first instance, and less upon purely international coöperation. Until the facts of

national history could be ascertained, it would be impossible to proceed with comparative analysis; and the different national histories were themselves of almost baffling intricacy and variety. Consequently the former European Committee of Research was dissolved, and in its place it was decided to erect an Editorial Board in each of the larger countries and to nominate special editors in the smaller ones, who should concentrate, for the present at least, upon their own economic and social war history.

The nomination of these boards by the General Editor was the first step taken in every country where the work has begun. And if any justification were needed for the plan of the Endowment, it at once may be found in the lists of those, distinguished in scholarship or in public affairs, who have accepted the responsibility of editorship. This responsibility is by no means light, involving as it does the adaptation of the general editorial plan to the varying demands of national circumstances or methods of work; and the measure of success attained is due to the generous and earnest coöperation of those in charge in each country.

Once the editorial organization was established there could be little doubt as to the first step which should be taken in each instance towards the actual preparation of the history. Without documents there can be no history. The essential records of the War, local as well as central, have therefore to be preserved and to be made available for research in so far as is compatible with public interest. But this archival task is a very great one, belonging of right to the Governments and other owners of historical sources and not to the historian or economist who proposes to use them. It is an obligation of ownership; for all such documents are public trust. The collaborators on this section of the war history, therefore, working within their own field as researchers, could only survey the situation as they found it and report their findings in the forms of guides or manuals; and perhaps, by stimulating a comparison of methods, help to further the adoption of those found to be most practical. In every country, therefore, this was the point of departure for actual work; although special monographs have not been written in every instance.

The first stage of the work upon the War History, dealing with little more than the externals of archives, seemed for a while to exhaust the possibilities of research, and had the plan of the history

been limited to research based upon official document, little more could have been done, for once documents have been labeled "secret" few government officials can be found with sufficient courage or initiative to break open the seal. Thus vast masses of source material essential for the historian were effectively placed beyond his reach, although much of it was quite harmless from any point of view. While war conditions thus continued to hamper research, and were likely to do so for many years to come, some alternative had to be found.

Fortunately such an alternative was at hand in the narrative, amply supported by documentary evidence, of those who had played some part in the conduct of affairs during the War, or who, as close observers in privileged positions, were able to record from first or at least second-hand knowledge the economic history of different phases of the Great War, and of its effect upon society. Thus a series of monographs was planned consisting for the most part of unofficial yet authoritative statements, descriptive or historical, which may best be described as about halfway between memoirs and blue-books. These monographs make up the main body of the work assigned so far. They are not limited to contemporary war-time studies; for the economic history of the War must deal with a longer period than that of the actual fighting. It must cover the years of "deflation" as well, at least sufficiently to secure some fairer measure of the economic displacement than is possible in purely contemporary judgments.

With this phase of the work, the editorial problems assumed a new aspect. The series of monographs had to be planned primarily with regard to the availability of contributors, rather than of source material as in the case of most histories; for the contributors themselves controlled the sources. This in turn involved a new attitude towards those two ideals which historians have sought to emphasize, consistency and objectivity. In order to bring out the chief contribution of each writer it was impossible to keep within narrowly logical outlines; facts would have to be repeated in different settings and seen from different angles, and sections included which do not lie within the strict limits of history; and absolute objectivity could not be obtained in every part. Under the stress of controversy or apology, partial views would here and there find their expression.

But these views are in some instances an intrinsic part of the history itself, contemporary measurements of facts as significant as the facts with which they deal. Moreover, the work as a whole is planned to furnish its own corrective; and where it does not, others will.

In addition to the monographic treatment of source material, a number of studies by specialists are already in preparation, dealing with technical or limited subjects, historical or statistical. These monographs also partake to some extent of the nature of first-hand material, registering as they do the data of history close enough to the source to permit verification in ways impossible later. But they also belong to that constructive process by which history passes from analysis to synthesis. The process is a long and difficult one, however, and work upon it has only just begun. To quote an apt characterization; in the first stages of a history like this, one is only "picking cotton." The tangled threads of events have still to be woven into the pattern of history; and for this creative and constructive work different plans and organizations may be needed.

In a work which is the product of so complex and varied coöperation as this, it is impossible to indicate in any but a most general way the apportionment of responsibility of editors and authors for the contents of the different monographs. For the plan of the History as a whole and its effective execution the General Editor is responsible; but the arrangement of the detailed programs of study has been largely the work of the different Editorial Boards and divisional Editors, who have also read the manuscripts prepared under their direction. The acceptance of a monograph in this series, however, does not commit the editors to the opinions or conclusions of the authors. Like other editors, they are asked to vouch for the scientific merit, the appropriateness, and usefulness of the volumes admitted to the series; but the authors are naturally free to make their individual contributions in their own way. In like manner the publication of the monographs does not commit the Endowment to agreement with any specific conclusions which may be expressed therein. The responsibility of the Endowment is to History itself—an obligation not to avoid but to secure and preserve variant narratives and points of view, insofar as they are essential for the understanding of the War as a whole.



In the case of Russia civil war and revolution followed so closely upon the World War that it is almost impossible for history to measure with any degree of accuracy the effects of the World War itself upon the economic and social life of the country. Those effects were so distorted by the forces let loose in the post-war years and so confused with the disturbances of the revolutionary era that the attempt to isolate the phenomena of the War from the data of civil war and to analyze the former according to the plan followed in the other national series of this collection has been a task of unparalleled difficulty. Over and above the intricacies of the problem and its illusive character, the authors of the Russian monographs have had to work under the most discouraging circumstances and with inadequate implements of research. For those who know the scarcity of the documentary material available, it will be a matter of no little surprise to find, in the pages of this Russian Series, narratives and substantiating data which measure up so well in comparison with those prepared by the collaborators in other countries. The achievement of the Russian Division of the History is, all things considered, the most remarkable section of the entire collection. This is due, in the first place, to the fact that the authors, all of them exiles who live in foreign lands, have not only brought to this task the scientific disciplines of their own special fields but also an expert knowledge drawn from personal experience which in several instances reached to the highest offices of State.

While these volumes in the Russian History constitute so very considerable an achievement, they cannot in the very nature of the case cover with adequate statistical or other specific data many of the problems with which they deal. No one is more conscious of their shortcomings in this regard than the authors themselves. Nevertheless, with inadequate material and under hampering circumstances they have prepared a body of text and a record which, if admittedly incomplete as history, contains at least one element that would otherwise be lost for the future understanding of this great crisis in human affairs, an element which no other generation working from Russian archives could ever supply. We have here the mature comment upon events by contemporaries capable of passing judgment and appraising values, so that over and above the survey of phenomena there is presented a perspective and an organization of

EDITOR'S PREFACE

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material which will be a contribution to history hardly less important than the substance of the monographs.

The Russian Series was in the first instance planned by one of the most distinguished of Russian scholars who had long been a resident of England, Sir Paul Vinogradoff, Corpus Professor of Jurisprudence at the University of Oxford. To the planning of the Series Sir Paul gave much time and thought. His untimely death in December 1925 prevented him from seeing its fruition or from assuming the editorial responsibility for the texts. Nevertheless, the Series as a whole remains substantially as he had planned it.

J. T. S.

AUTHOR'S FOREWORD

STATE control of industry in Russia during the War was realized mainly through the regulation of the market, that is to say, through the regulation of commerce. The control of the market was the most effective method at the State's command for the regulation of industry. On the other hand, the State regulation of industry had a direct influence on the regulation of the market. Measures such as the control of prices, and the distribution of raw material, of fuel, and of finished articles were primarily measures of a commercial nature, but they had an influence on production, on its increase or decrease, extending their action to the whole of industry, whether working for military defense, or for the needs of the civil population. The present work, consequently, deals with both these aspects, closely interconnected as they were, of the economic policy of the Government during the War.

In describing the economic policy of the Government, however, we have not found it possible to dwell on every branch of the home market. We have examined only those that were closely connected with the work of defense, and in which, for this reason, the regulation of the market was more indissolubly connected with the regulation of production.

Moreover, the Government's policy in respect to the trade in food-stuffs is connected with its general policy of food supply, which forms the subject of a special monograph in this series, and therefore does not fall within the scope of the present work. In the same way, the labor policy of the Government is dwelt on here only insofar as it was directly connected with problems of industrial control. The question as a whole will be the subject of two special studies in this series, dealing respectively with labor supply, and with the Government's policy in respect of wages during the War.

In studying the Government's policy of industrial and commercial control we distinguish two periods: before and after the Revolution. Many of the measures put into practice during the latter period were only the realization of decisions adopted in the former, or the logical consequence of pre-revolutionary measures. But the general political conditions, the ideas that presided over the Gov-

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APPENDICES

APPENDIX I

DECREE dated 16th February 1916, prohibiting the sale of Donetz fuel by the present holders otherwise than by special permission.

For the purpose of maintaining the supply of Donetz mineral fuel to consumers, under paragraphs 8 and 13 of Art. 10 of the Law, sanctioned by H. M. on 17th August 1915, constituting the Special Fuel Council for the Discussion and Coördination of measures relating to the supply of fuel to railroads, and to governmental and public institutions and undertakings working for national defense, I hereby order as follows:

I. No private person, nor any undertaking, whether public or private, using Donetz mineral fuel, shall sell, deliver, or in any way alienate the said fuel, either in kind or by bill of lading, either as a whole or in part, to any other such undertaking or to any person whatsoever, without in each case obtaining a special permit for the said purpose from the regional commissioner of the Chairman of the aforesaid Council.

This prohibition does not extend to:

- (a) the retail sale of fuel to private persons from public and private depots;
- (b) the transfer of fuel from one railroad company to another;
- (c) the sale, gift, or other delivery of fuel to consumers conveyed direct from the pits by draught animals.

II. Anyone found guilty of contravening the provisions of this Decree shall under Art. 19 of the Law of 17th August 1915 be liable to confinement in a prison or fortress for a term not exceeding three months, or to a fine not exceeding 3,000 rubles; if the offense is premeditated, the person found guilty shall be liable to imprisonment for a term not less than one year and four months and not

exceeding two years, with forfeiture under Art. 50 of the Penal Code of special rights and privileges (Art. 30, IV, Suppl. 1912).

Signed:

PRINCE SHAKHOVSKOY,

Chairman of the Special Council for the Discussion and Coördination of measures relating to the supply of fuel to the railroads and to governmental and public institutions and undertakings working for the National Defense.

(Ukazatel Pravitelstvennikh Rasporyazheni, 1916, No. 9.)

APPENDIX II

DECREE of 16th February 1916 relating to the requisition of the Donetz mineral fuel.

In pursuance of paragraphs 5 and 8 of Art. 10 of the Law, sanctioned by H. M. on 17th August 1915, constituting the Special Council for the Discussion and Coördination of measures relating to the supply of fuel to railroads, and to governmental and public institutions and undertakings, working for national defense, the following regulations supplementary to the Decree of 23rd October 1915, for the requisition and transfer of solid mineral fuel left unclaimed at the Russian railway stations are hereby prescribed:

1. Where fuel has remained unclaimed for the prescribed term, the railway officials concerned shall immediately inform by telegraph the Commissioner appointed by the Chairman of the Special Fuel Council of the region.¹

2. The said commissioners appointed by the Chairman of the Special Fuel Council shall thereupon be empowered to requisition such fuel.

3. The fuel thus requisitioned is at the disposal of the Commissioner, who shall take immediate steps for its transfer to such consumers as are entitled to purchase hard mineral fuel, as belonging to

¹ The Regional Commissioners have their residence in the following towns:

- (a) In Voronezh—for the provinces of Astrakhan, Voronezh, Penza, Saratov, and Tambov.
- (b) In Kiev—for the provinces of Vilna, Vitebsk, Volhynia, Grodno, Kiev, Kovno, Minsk, Mogilev, Podolia, and Chernigov.
- (c) In Moscow—for the provinces of Archangel, Vladimir, Vologda, Kostroma, Kaluga, Moscow, Nizhni-Novgorod.
- (d) In Odessa—for the provinces of Bessarabia and Kherson.
- (e) In Perm—for the provinces of Vyatka, Perm, Tobolsk, Tomsk, Irkutsk, and Yenisei, for the districts of Troitsk and Chelyabinsk of the Orenburg province, the district of Kustanai of the Turgai province, for the territory of Akmolia and all the territories of Eastern Siberia.
- (f) In Petrograd—for the provinces of the Grand Duchy of Finland and the provinces of Kurland, Livonia, Estland, Novgorod, Olonetz, Pskov, and Petrograd.
- (g) In Rostov-on-Don—for the territory of the Don Cossacks and all the provinces and territories of the Caucasus.

one of the first four categories of purchasers; the purchaser will guarantee payment for it, together with the cost of transport and all overhead costs incurred, by a deposit of 600 rubles for each thousand puds. If the consignee is a State institution or a railroad, this guarantee is not required.

4. The Commissioner appointed by the Chairman of the Special Fuel Council determines the quality of the fuel, according to information received, or, if possible, by examination or test.

5. Prices for the Donetz fuel to be sold to consumers in virtue of the present decree are fixed as follows:

	<i>Copecks the pud</i>
(a) Poor coal, giving a large residue of ash	11
(b) Flaming coal, noncaking	13
(c) Caking coal	15
(d) Sifted coal	17
(e) Anthracite 1st quality	26
(f) Anthracite 2nd quality	24
(g) Anthracite 3rd quality	16
(h) Anthracite 4th quality	9
(i) Anthracite ordinary	17
(j) Anthracite ordinary 2nd quality	16

If the coal to be sold does not come under any of the above grades, the price is fixed by a valuation committee according to the provisions of the Regulations, sanctioned by H. M. on 17th August 1915, constituting the Special Fuel Council.

6. To the above prices are added the cost of transport, according to the commercial tariff, from the station of dispatch to that of destination, and other supplementary expenses, according to the tariff bill, including the charge for the storage of the coal from the time of the purchaser's notifying his consent to the purchase of the requisitioned fuel.

7. Payment for the requisitioned coal purchased by persons or institutions is to be made to the Commissioner, preferably immediately on delivery, but in any case not later than a month from the date of purchase.

8. A consignee who has failed to remove the purchased coal within the specified term receives from the Commissioner appointed by the Chairman of the Special Fuel Council the value of the coal as determined by Art. 5. but with a deduction of 5 copecks per pud, and a

further deduction for the storage of the coal from the date of its arrival at the station of destination to the date when a new purchaser agrees to buy it.

9. If the coal was to be paid for on delivery, the original consignee receives the value as provided by Art. 8, but with a deduction for all expenses and liabilities arising out of the transfer after requisition to another purchaser.

10. The difference between the sum received from the sale of the fuel and that repaid to the original consignee is credited by the Commissioner appointed by the Chairman of the Special Fuel Council to the Treasury, after deduction of the cost of transport and supplementary expenses, and also the sum to be paid on delivery,² which sums are paid into the cash office of the railway for which the fuel is intended, not later than a month from the day of delivery of the fuel.

(Signed) YARKOVSKY,
For the Chief of the Office of the Special Council.

A. VERNANDER,
Secretary.

(Ukazatel Pravitelstvennikh Rasporyazheni, 1916, No. 10.)

² Cf. Articles 3 and 9.

APPENDIX III

DECREE of 7th March 1916 relating to the Inspectorate attached to the Commissioner appointed by the Chairman of the Special Council for supplying Donetz fuel to consumers throughout the Empire.

Art. 1. In pursuance of Art. 10, Paragraph 8, of the Law sanctioned by H. M., constituting the Special Council for the Discussion and Coördination of measures relating to fuel supply to railroads and to governmental and public institutions and undertakings working for national defense, an inspectorate attached to the Commissioner appointed by the Chairman of the said Fuel Council, is established during the existence of the said Council, for the purpose of ascertaining on the spot the actual condition and requirements of the coal-mining industry, and the fuel supply of mining and metallurgical undertakings, as well as of carrying out orders, given by the Chairman of the said Council and of supervising the execution of the rules and instructions issued by him.

Art. 2. The provisions of this Decree apply to all mining and metallurgical undertakings of the mining area of south and south-eastern Russia.

Art. 3. It is the duty of the Inspectorate:

(1) to ascertain the stocks of fuel in all mining and metallurgical undertakings and the amount of fuel liable to be delivered according to contracts to other undertakings or private persons, or to be required for their own needs; in case of necessity and with the permission of the Commissioner of the Chairman, data concerning the said contracts may be obtained direct from the trade books and documents;

(2) to examine and take over, in conformity with the Regulations of 6th November 1915, such stocks of fuel as are to be purchased by the State, and supervise their preservation according to these rules;

(3) to ascertain the commercial stability of the undertakings from which the State purchases fuel according to the Regulations of 6th November 1915;

(4) to ascertain the quality of the fuel produced or extracted by the undertakings;

(5) to ascertain and verify in the case of each undertaking, whether producing or extracting fuel, the following data to be submitted by it:

(a) the estimated production;

(b) the consumption of fuel in the production of coke and briquettes and for the use of the mines, as well as for the needs of industrial concerns attached to the mines;

(c) the average quantities of fuel consigned by the undertaking; the above data being subdivided according to quality and nature of fuel;

(6) to ascertain the requirements of the mining and metallurgical undertakings.

Art. 4. The Chairman of the Special Fuel Council may also entrust the Inspectorate with the execution of other duties. (Art. 1.)

Art. 5. The Inspectorate is attached to the Commissioner appointed by the Chairman of the Special Council for supplying Donetz mineral fuel to consumers throughout the Empire, and consists of a Chief Inspector, his assistant, regional inspectors, their assistants, and engineer-controllers.

Art. 6. The Chief Inspector and his assistant are appointed by the Chairman of the Special Fuel Council.

Art. 7. The regional mining-engineers of the mining areas of south and southeastern Russia and their assistants are to perform the duties of regional inspectors and their assistants, a number of engineer-controllers being appointed at the disposal of the said regional inspectors. The necessary sums are issued from the funds of the Special Fuel Council to cover the salaries, traveling, and office expenses of the Inspectorate, as well as the additional remuneration of regional inspectors and their assistants.

Art. 8. Regional mining-engineers and their assistants are appointed, and are discharged from the fulfilment of the duties of regional inspectors and assistants, by the Commission of the Special Fuel Council in consultation with the respective chiefs of the Mining Boards.

Art. 9. Engineer-controllers are appointed and dismissed by the Commissioner of the Special Fuel Council upon the presentation of the Chief Inspector.

Art. 10. The Chief Inspector receives the necessary directions and

orders from the Commissioner or the Chairman of the Special Fuel Council. The regional inspectors and their assistants, in the performance of their duties as inspectors, act under the directions of the Chief Inspector.

Art. 11. In important questions concerning the Inspectorate, the Commissioner of the Special Fuel Council imparts to the Chiefs of Mining Boards such information as they may require.

Art. 12. After the regional inspectors have assumed office, a scheme for the distribution of the duties of the Inspectorate amongst them, their assistants, and the engineer-controllers will be drafted for the entire mining area. These schemes are sanctioned by the Commissioner of the Special Fuel Council with the assent of the Chiefs of the respective Mining Boards.

Art. 13. The organization of the office work of the regional inspectorate is entrusted to the regional inspector and his assistants.

Art. 14. Officials belonging to the Inspectorate receive from the Commissioner of the Special Fuel Council, for their identification, special certificates, signed and sealed, to be exhibited to the administrations of the undertakings inspected. (Art. 2.)

Art. 15. The managers, directors, and all officials of undertakings that extract and produce fuel are required to grant immediate access to their premises to officials belonging to the Inspectorate, to enable them to examine the undertakings and collect samples of the fuel extracted or produced from the mining and loading depots, as well as from railroad trucks loaded for dispatch. These officials are to be given every possible assistance and are to be shown, on request, the trade books and documents mentioned in Art. 1, Par. 3, of this Decree; they are to be given every necessary information bearing on the business of the undertaking.

Art. 16. These regulations are published for general information and enter into force from the day of their promulgation.

Art. 17. Any person found guilty of contravening or failing to comply with the demands of the members of the Inspectorate as prescribed in Art. 15 of this Decree, is responsible under Art. 19 of the Law of 17th August 1915 constituting the Special Council for the discussion and coördination of measures relating to the supply of fuel to railroads and to governmental and public institutions and undertakings working for national defense.

Art. 18. Complaints against the acts of members of the Inspectorate are brought before the Commissioner appointed by the Chairman of the Special Fuel Council, and complaints regarding the decisions of the latter to the Chairman of the Special Council for the supply of fuel.

(Ukazatel Pravitelstvennikh Rasporyazheni, 1916, No. 13.)

APPENDIX IV

DECREE of the Chairman of the Special Council for discussion and coördination of measures relating to the supply of fuel to railways and to governmental and public institutions and undertakings, working for national defense. Dated 8th August 1916.

In pursuance of Art. 10, Par. 8, of the Law sanctioned by H. M. on 17th August 1915, constituting the Special Council for the discussion and coördination of measures relating to the supply of fuel to railroads and to governmental institutions and undertakings working for national defense, I hereby prescribe for the guidance of all concerned the following regulations with a view to preventing the yielding of an excessive residue of ash by Donetz coal, conveyed by rail.

1. Mine-owners and owners of coal depots at the stations of the Donetz Basin from which coal is consigned are prohibited from loading and dispatching by rail, without special permit from the Chief Commissioner appointed by the Chairman of the Special Fuel Council, yielding ash in excess of 20 per cent.

Remark. When through no fault of theirs the mine-owners and owners of the above-mentioned depots are unable to sort the coal, so as to attain the 20 per cent standard, they are to inform the Chief Commissioner of the Special Fuel Council.

2. Mine-owners and owners of the depots mentioned in Art. 1 are required to comply with the demands of members of the Inspectorate and to assist them in every way in carrying out tests of the quality of the coal and in collecting samples, such members of the Inspectorate being entrusted with the execution of the present Decree according to rules issued for this purpose by the Chairman of the Special Fuel Council.

3. Any person found guilty of contravening the demands of the members of the Inspectorate, made in conformity with the provisions of Art. 2 hereof, are responsible under Art. 19 of the Law of 17th August 1915 constituting the Special Fuel Council.

(Signed) V. PRILEZHAEV,

For the Chairman of the Special Fuel Council.

(*Ukazatel Pravitelstvonnikh Rasporyazheni*, 1916, No. 36.)

APPENDIX V

REGULATIONS concerning the State Trade Monopoly of Donetz mineral fuel, issued by the Provisional Government on 16th July 1917.

1. In pursuance of the Amendment to the Law of 17th August 1915, constituting the Special Fuel Council, confirmed on 22nd November 1915, the trade in hard mineral fuel of the Donetz Basin is declared to be the exclusive right of the State.

2. The conclusion of any direct contract between the producers and traders on the one hand and the consumers on the other for the disposal or transfer of hard mineral fuel from the Donetz Basin is prohibited.

3. The effect of any contract for the delivery of hard mineral fuel from the Donetz Basin, in respect of any quantity not yet delivered, is terminated from the day on which the present regulations come into force.

Remark. The effect of this article does not extend to agreements having the character of leases.

4. Advance payments, earnest-money, or deposits paid by the purchasers to the owners of mines, coke ovens, or briquette works in accordance with contract, are repayable, in so far as not the property of the said owners, within a month from the termination of the validity of the contract.

In case of the inability of the owners of the fuel-extracting or fuel-producing undertakings to return on the above conditions advance payments, earnest-money, or deposits to the purchasers, the obligation of repaying these advances, earnest-money, or deposits may on the same conditions be taken over by the State. Thereby the advance payments, earnest-money or deposits, due to the purchaser may be set off against the sums due by him to the State for fuel.

State expenditure occasioned by such transaction, is recovered by deductions from the payments due by the State on account of fuel supplied to the owners of undertakings extracting or producing fuel.

5. The stamp duty and the tax on deeds, paid upon the canceled

agreements, is repayable to the respective parties by the Treasury according to the date of the cancellation of the agreement.

The above stipulation does not apply where the mineral fuel to be delivered has been already handed over to the purchaser, or forwarded, or has already reached the place of destination.

6. Securities received by purchasers from contractors as guarantee for the delivery of fuel are returned by the purchasers to the contractors within a period of three months.

7. All fuel which at the date of the coming into force of the present Decree is stored at mining and loading depots, and all fuel which shall be extracted and produced in the Donetz Basin, in coal and anthracite mines, briquette works, and coke ovens, after the coming into force of the present Decree, with the exceptions indicated in Article 8, is placed at the disposal of the State, represented by the Chief Commissioner of the Special Fuel Council residing in Kharkov.

8. Are exempted from the effect of this Decree within the limits defined in Article 9:

(a) Fuel used by mine-owners for the working of mines, workshops, and engines, and for the needs of dwelling houses attached to the mines, as well as fuel delivered free or at a reduced price, according to lease agreements, to the owners of the leased mines.

(b) Fuel delivered to consumers direct from the pits by draught animals or by water.

(c) Coal intended for conversion into coke or briquettes in coke ovens or briquette factories belonging to the mine-owners.

Remark. The State will not take over coal intended to be converted into coke or briquettes, in ovens and factories belonging to other persons, to the order of mine-owners, provided that the ultimate product is to remain at the disposal of the mine-owners who gave the order.

(d) Coke produced by metallurgical works in ovens belonging to the works, from coal received from the State according to the present Decree and used for the needs of the works.

9. In all the cases enumerated in Article 8 the Chief Commissioner is entitled to fix the limits of domestic consumption of fuel (including coke according to the stipulation of Art. 8, Par. *d*), of the delivery of fuel to the owners of leased mines free or at reduced prices, of conversion into coke and briquettes, and of delivery by draught animals and by water.

These limits will be determined by a committee presided over by the Chief Commissioner.

10. Fuel taken over by the State is distributed among consumers by the Chief Commissioner and regional commissioners of the Special Fuel Council in conformity with the "Rules for the distribution of hard mineral fuel of the Donetz Basin amongst consumers."

11. In conformity with the plan of distribution of fuel among consumers drafted by competent bodies, the Chief Commissioner issues to undertakings extracting or producing fuel orders for the forwarding of fuel of a stated quality and amount to given addresses and at fixed prices.

The system of issuing orders is primarily determined by an instruction delivered to the Chief Commissioner; the scheme for the issue of orders to the mines does not enter into force until it has been examined by a Conference presided over by the Chief Commissioner. In conformity with the orders issued, the Kharkov Metallurgical Committee prepares from time to time lists of wagons supplied for loading, and schemes for the transport of fuel from the Donetz Basin for definite periods of time.

12. The Chief Commissioner takes over the fuel from the undertakings which extract and produce it, in conformity with the rules contained in Appendix I to this Decree. The transport of fuel to the loading depots and its loading into wagons is carried out by the above undertakings. Special rules may be settled by agreement between the Chairman of the Special Fuel Council and the heads of the respective Departments or boards for the taking over of fuel supplied to government departments or institutions.

13. Small pits may deliver their fuel to the State through the medium of persons or societies engaged in the stocking and transport of Donetz mineral fuel, and possessing for this purpose depots, owned or leased by them, at transport bases.

The owners of such depots must be registered by the Chief Commissioner and are subject to the same rules as the pits delivering direct, as regards the delivery of fuel to the State, payment, and other matters.

The form of registration is determined by the Chief Commissioner.

14. The Chairman of the Special Fuel Council fixes the prices, on the basis of which accounts are settled between the consumers and the State for fuel delivered to the former, in accordance with the

schedule for various kinds of fuel approved by the Chairman and based on the cost of production; the methods for calculating the latter are given in Article 28.

15. At the settlement of accounts between the State and the owners of mines, coke ovens, and briquette works for the fuel delivered, an equal percentage is retained from the sale price upon each pud of fuel to cover the expenditure incurred by the State in respect of its monopoly of the trade in Donetz fuel, including the expenditure on additional payments above the average price made to businesses operating under particularly difficult technical conditions of production (Art. 19 of the Regulations). This rebate must not exceed 3 per cent of the fixed sale prices. In the event of the formation of a reserve fund out of such rebates, such reserve fund is to be placed at the disposal of the Minister for Commerce and Industry for the purpose of financing the mining industry.

16. The settlement of accounts between the Chief Commissioner and the owners of businesses extracting and producing fuel on the one hand, and the consumers of fuel and the Chief Commissioner on the other, is effected according to special rules for the settlement of accounts.

17. As an exception from the rules referred to in Articles 12 and 16, the Chief Commissioner is authorized to enter into agreements with individual owners of mines, coke ovens, and briquette factories, and with individual consumers of fuel, concerning the method of delivery, terms of payment for the fuel delivered or received in advance on account of the orders given, or the receipt of payment in advance or earnest-money from the consumers, as well as concerning the delivery by the pits of fuel of special qualities not included in the scale of categories of fuel, and the payment of premiums for such special qualities. In these cases the premiums are added to the sale prices on the delivery of coal to the consumers.

Advance payments to pits may be made by the Chief Commissioner only in the form of a percentage and to an extent not exceeding 50 per cent of the value of the delivery, as determined for the following month according to the order.

The interest upon the advance payments is fixed by the Chairman of the Special Fuel Council. The consumers may be required to make advance payments, the amount of which is determined by the Chief Commissioner.

18. Conditions for the settlement of accounts with the Chief Commissioner, for fuel delivered to State departments and institutions, may be determined by special agreements between the Minister for Commerce and Industry, the Minister of Finance, the State Controller, and the heads of the respective departments and supplying boards.

19. The Chief Commissioner is empowered to grant additional payments above the prices estimated according to Art. 15, to such undertakings as have been placed in particularly difficult conditions of production. The additional payments are made out of the sums retained under the provisions of Art. 15.

20. The lists of undertakings to which the Chief Commissioner intends to grant the additional payments provided for by Art. 19, showing the amount of the proposed additions, are to be examined and confirmed by a committee constituted under the Chief Commissioner, and consisting of seven members elected by the coal and anthracite-owners, and one member elected by the Regional Council of Workmen's Deputies. The Permanent Council of the Congress of Mine-Owners of South Russia is entrusted with the organization of elections of the above persons.

Lists of undertakings entitled to additional payments are examined every half-year.

If the Chief Commissioner disagrees with the decisions of the Committee, the question is brought before the Chairman of the Special Fuel Council.

21. The conditions of settlement of accounts with the pits for fuel extracted, but not removed for various reasons, such as the absence of the Chief Commissioner's orders, or nonarrival of wagons due upon orders issued, as also the conditions of the storage and control of such fuel by the pits, are to be determined by special rules.

22. Owners of mining undertakings are bound to communicate to the Chief Commissioner all data concerning the extraction or production, the quality and kinds of fuel, its consumption and cost price, as well as all information that may be required by the Chief Commissioner for compliance with the present Decree.

All data are to be reported in a form established by the Chief Commissioner and at dates appointed by him.

In order to check the data communicated to him, the Chief Commissioner may examine the businesses and all their accounts, as well

as trade books and other documents bearing upon the information to be checked, subject to the strict maintenance of the commercial secrecy of the business.

23. An Arbitration Commission, consisting of a Chairman, appointed by the Minister of Justice, one member elected by the Special Fuel Council from among the consumers of the Donetz Basin and a second member, elected by the Permanent Council of the Congress of the Mine-Owners of South Russia, is constituted in Khar'kov in virtue of the Amendment, confirmed by the Provisional Government, to the Law of 17th August 1915 constituting the Special Fuel Council; this Commission is charged with the settlement of disputes which may arise in the carrying out of these regulations between the producers of fuel and the Chief Commissioner and between the consumers of fuel and the Chief Commissioner.

The Chairman and members have each a deputy, appointed and elected by the same body. The Chairman and the members of the Arbitration Commission, as well as their deputies, receive salaries from the Government, the amount of which for the Chairman and his deputy are fixed by the Minister for Commerce and Industry.

24. Complaints by consumers and producers against the acts of the Chief Commissioner are lodged with the Arbitration Commission within a period of three months.

25. The Arbitration Commission is also required to settle disputes which may arise in connection with the provision of Articles 3, 4, and 6 concerning the termination of the effect of contracts concluded previous to the issue of this Decree.

26. Local Arbitration Commissions consisting of five persons, namely, a chairman, the regional inspector belonging to the Inspectorate attached to the Chief Commissioner, two persons elected by the exporters of the region, one representative of the local railways, and one representative elected by the South Russian Society for the Inspection of Steam Boilers, are established for the settlement of local disputes which may occur when fuel is delivered by the pits.

The area of activity, number, and competence of local Arbitration Commissions, as well as the order of procedure and amount of the subsidies granted to them by the Government, are determined by the Chairman of the Special Fuel Council.

Appeals against the decisions of Regional Arbitration Commis-

sions may be lodged within a fortnight with the general Arbitration Commission (Art. 23).

Remark. In cases concerning delivery of coke, the representative of the railways on the Commission is replaced by a representative of the metallurgical industry, elected by the metallurgical section of the Permanent Council of the Congress of Mine-Owners of South Russia.

27. A Conference on questions concerning the trade monopoly of the Donetz fuel is established under the chairmanship of the Chief Commissioner and consists of:

(1) The Chairman of the Kharkov Mining Committee.

(2) One representative respectively for: the State railways, the railway companies, the Admiralty, the Central War Industries Committee, the All-Russian Zemstvos and Town Unions, the Regional Council of Workmen's Deputies, all the shipping companies of the Black and Azov seas, the Dnieper, the Don, and North Donetz.

(3) Six persons, elected by the Permanent Council of the Congress of Mine-Owners of South Russia, amongst whom must be one representative of the metallurgical industry.

In addition to these the Chief Commissioner may invite individual experts with a consultative voice to the meetings of the Conference.

The Conference examines all questions submitted by the Chief Commissioner concerning the trade monopoly of the Donetz fuel, as well as those raised by individual members; in addition the Conference:

(1) fixes the limits referred to in Art. 9;

(2) sanctions the general scheme for the issue of orders for the delivery of fuel in conformity with Art. 10.

Differences of opinion between the Chief Commissioner and the Conference upon questions dealing with the fixation of the said limits and the sanctioning of the general scheme for the issue of orders, are settled by the Chairman of the Special Fuel Council.

28. In order to ascertain the elements of the cost price of the extraction and production of fuel and to draw up sale prices, a Committee is constituted in Kharkov, under the chairmanship of a person appointed by the Chairman of the Special Council, and consisting of one member elected by the Council of the Ekaterinoslav Mining Institute, one member elected by the Kharkov Branch of the Engineering Society, one member appointed by the Chief Commis-

sioner for the supply of metals and fuel, and three members elected by the Permanent Council of the Congress of the Mine-Owners of South Russia.

29. The Inspectorate of the Donetz Basin, acting under special Regulations, is charged with the general supervision over the production and loading of fuel, the collection of necessary information, and the carrying out of instructions of the Chief Commissioner.

The staff of the Inspectorate, if necessary, is reinforced by a staff of controllers.

30. The establishment and duties of the department of the Chief Commissioner for the monopoly are determined by an Instruction issued by the Minister for Commerce and Industry.

31. Anyone found guilty of contravening or failing to comply with the provisions of Art. 2 of these Regulations, or of failing to submit to the Chief Commissioner information demanded by him in virtue of Art. 22 of this Decree, or refusing to allow the inspection of his business and its trade books and documents, is to be held accountable under Art. 19 of the Law of 17th August 1915 constituting the Special Fuel Council.

32. The order and date of the coming into force of the present Regulations are determined by the Minister for Commerce and Industry and published for general information.

33. Notice of the withdrawal of the present Regulations will be published in the authorized manner six months in advance.

(Ukazatel Pravitelstvennikh Rasporyazheni, 1917, No. 44.)

APPENDIX VI

REGULATIONS of 17th December 1915 relating to the Committees for the control of the Cotton and Wool Industries.

On 17th December 1915 His Majesty the Emperor, in conformity with the Regulations made by the Council of Ministers sanctioned by him on 7th July 1915¹ as to the adoption of certain measures for regulating the supply of the cotton mills and cloth factories with raw materials (*Sobranie Uzakoneni*, Art. 1594), has decreed in accordance with Art. 87 of the Fundamental Laws as follows:

I. Art. 2 of the said Regulations shall read as follows:

2. The Committees, mentioned in the previous Article 1, are authorized to:

(a) determine the maximum prices at which cotton and wool, cotton and wool yarn, and cotton and wool fabrics, may be sold;

(b) ascertain the output of the undertakings and their stocks of raw materials and manufactured goods, as well as the possibility of increasing their output and adapting the works for the manufacture of goods of the kind required by the Departments of War and of the Navy;

(c) ascertain the amount of goods required by the Departments of War and of the Navy which each undertaking may produce;

(d) determine the order in which the orders given by the Departments of War and of the Navy shall be executed;

(e) ascertain the prices to be fixed for such orders;

(f) distribute the stocks of cotton and wool amongst the factories, taking into consideration in the first place the orders to meet the needs of the army and navy;

(g) order the compulsory sale of cotton and wool, and cotton and woolen yarn, to factories executing orders for the Departments of War and of the Navy, at prices established in conformity with Art. 5; and also purchase, where necessary, cotton and wool, so that all

¹ For the full text of these Regulations, see S. N. Tretiakov, *The Textile Industry in Russia during the War*, in this series of the *Economic and Social History of the World War*.

consignments, being addressed to the appropriate committee, may be distributed by the latter amongst the factories;

(h) consider questions relating to the requisition of cotton, wool, and woollen yarn, and cotton and woollen fabrics, and the sequestration of those cotton mills and wool factories the owners of which evade or refuse to comply with the orders received upon certain conditions and for a determined amount for the Departments of War and of the Navy, and submit proposals for carrying on such sequestered undertakings;

(i) supervise the execution of the Regulations relating to the sale of cotton, wool, yarn, and the corresponding fabrics at prices not exceeding the maximum prices, as well as the execution of orders received by the undertakings from the Departments of War and of the Navy;

(j) delegate, on special request, their representatives to sit upon Regional Committees and other institutions dealing with the transport of goods by rail, so that these representatives may have a consultative voice on such committees and institutions;

(k) acquire rights of property, including the right of ownership of real estate, conclude agreements, sue and defend in courts of law; and

(l) fix a special tax upon cotton and wool, payable by both sellers and purchasers, at a rate calculated to defray the expenses incurred by the Committees in the performance of the duties imposed on them by these Regulations.

Further details regarding the duties, powers, and composition of the Committees are determined by their Statutes, confirmed by the Minister of Commerce and Industry in consultation with the Minister of War, whereby these heads of Departments establish the dates at which the Committees are to enter on their duties.

II. The said Regulations shall be supplemented by Articles 3 and 4 as follows:

3. The decisions of the Committees as to matters mentioned in Art. 2, Par. *d*, are confirmed by the Minister of War, and those mentioned in paragraphs *c* and *e*, by the Minister of Commerce and Industry, if no objection was raised by representatives of departments when these questions were examined by the Committees. If, however, objections were raised, the question is settled by agree-

ment between the Minister and the head of the Department concerned.

4. The Committee for the control of the woolen industry, established in conformity with Art. 1 is authorized, in addition to the powers enumerated in Art. 2, to require wool-washing works to wash in the first place the wool belonging to purveyors of the Departments of War and of the Navy, and to establish the order in which wool shall be washed by the works.

III. Articles 3 and 4 of the said Regulations shall be replaced by Art. 5 as follows:

5. The Minister of Commerce and Industry is empowered:

(a) to fix the prices at which the sale of cotton and wool, cotton and woolen yarn, and cotton and woolen fabrics, is permitted;

(b) to order special and general requisitions of cotton, wool, yarn, and corresponding fabrics;

(c) to sequester cotton and wool factories, and determine the method of carrying on the sequestered undertakings;

(d) to demand directly, or through the aforesaid (Art. 1) Committees, from private persons, societies, or banks trading in cotton or wool, as well as from those owning cotton mills or wool factories, information as to stocks and amount of consumption of cotton, wool, cotton and woolen yarn, and cotton and wool fabrics; and also information concerning the output and activity of the cotton and wool factories; and to check this information by demanding trade books and other documents dealing with the matter.

(e) to declare null and void any contract, which, on comparison with the established maximum prices, is found to be inadmissible.

IV. Articles 5 and 6 of the said Regulations shall be replaced by Articles 6 and 7 as follows:

6. Persons and societies having, previous to the issue of this Regulation, undertaken the obligation of supplying cotton and wool, if unable to meet their liabilities, are exempt from any responsibility arising out of their being required to satisfy demands based on the present Regulations.

7. Any person found guilty of concealing stocks of cotton or wool, or of failing to give information, or giving wrong information, when information is demanded in accordance with the provisions of Art. 5, Par. *d*, is liable to imprisonment for a term not exceeding one

year and four months. Any person found guilty of contravening orders issued in pursuance of these Regulations and any person conspiring to evade these Regulations, is liable to the same punishment.

Cases arising under this Article are tried by the Regional Courts of Law.

(Ukazatel Pravitelstvennikh Rasporyazheni, 1916, No. 2.)

APPENDIX VII

REGULATIONS of 17th October 1916 concerning the Committees for the control of the Cotton and Wool Industries.

By resolution of the Council of Ministers sanctioned by H. M. on 17th October 1916, in virtue of Art. 87 of the Fundamental Laws (*Svod Zakonov*, vol. I, part I, ed. 1906), amending the Regulations of the Council of Ministers sanctioned by H. M. on 7th July and 17th December 1915 relating to certain measures for the improvement of the supply of raw materials to cotton mills and wool factories (*Sobranie Uzakoneni*, 1915, Art. 1594) and to amendments to the same (*Sobranie Uzakoneni*, 1916, Art. 4), it has been enacted as follows:

I. 1. The Special Committee for the Cotton and Wool Industries are authorized:

(a) to distribute amongst traders in textiles, for further sale to private consumers, such stocks of cotton and wool fabrics as are not required by the appropriate authorities for the needs of the army and navy;

(b) to organize a compulsory sale of the said stocks of fabrics on the open market at prices fixed in accordance with the Regulations relating to the supply of raw materials to cotton mills and wool factories;

(c) to establish the order in which cotton and woollen fabrics shall be sold wholesale and retail to private purchasers, and to prohibit the sale of yarn, fabrics, and manufactured goods to particular categories of persons.

2. The decisions of the Committees in the matters enumerated in Art. 1 are confirmed by the Minister of Commerce and Industry.

3. All persons and companies that have contracted, previous to the issue of the present Regulations to deliver cotton or woollen goods, if unable to execute their contracts in consequence of being required to comply with demands under Art. 1 of these Regulations, are released from any responsibility.

4. The Minister of Commerce and Industry in consultation with the Minister of Finance may:

(a) prohibit the grant of credits by credit institutions, firms, and

private persons, secured on cotton and woolen fabrics or on trade documents for such goods;

(b) declare invalid transactions by which credits are granted on the above-mentioned goods or consignments of such goods, which would be incompatible with the fixed maximum prices or with the decisions of the Committee as to the supply of fabrics to private purchasers.

5. The Minister of Commerce and Industry may organize branches of the Committees. The composition of these branches, method of election, and appointment of their members, their duties, the areas in which they shall operate, and their relation to the Committees, as well as other details of their functions, are determined by the Minister of Commerce and Industry after examination of these questions in the committees concerned.

6. A special tax may be levied on raw materials, semimanufactured and manufactured textile goods. The amount of this tax and method of levying it are determined by the Minister of Commerce and Industry upon the recommendation of the Committee.

7. Any person found guilty of:

(a) concealing stocks of cotton or wool fabrics in order to evade the instructions as to the distribution of such stocks amongst traders, their compulsory sale to private purchasers, or as to the order in which the wholesale or retail sale of fabrics to private purchasers shall be effected, or

(b) contravening the Decree prohibiting the grant of credits secured on cotton or woolen fabrics or trade documents for such goods;

is liable to imprisonment for a term from two months to one year and four months.

Persons charged with the offenses enumerated in this Article are tried by the Regional Courts of Law.

II. The Minister of Commerce and Industry may, in development of the provisions of Section I of the present Regulations, relating to the supply of raw materials to cotton mills and wool factories, issue ordinances regulating the cotton and wool industry and trade.

(Ukazatel Pravitelstvennikh Rasporyazheni, 1916, No. 44.)

APPENDIX VIII

ORDINANCE of 15th November 1915 relating to the registration of stocks of wool.

In virtue of Art. 2, Paragraph *b*, and Art. 4, Paragraph *a*, of the Regulations of the Council of Ministers relating to certain measures designed to facilitate the supply of raw materials to cotton mills and wool factories, confirmed by H. M. on 7th July 1915 (*Sobranie Uzakoneni i Rasporiyazheni Pravitelstva*, 1915, Art. 1594), I hereby make the following Ordinance supplementary to the Ordinance of 14th September 1915:

I. Owners of merino and *tzigei*¹ wool, excepting those mentioned in Section III, and owners of wool-washing factories, are required, upon the issue of this Ordinance, to inform the Fine Cloth Section of the Committee for the Wool Industry (Moscow, Novaya Ploshchad 6) of all stocks of unwashed and washed merino and *tzigei* wool which, previous to the issue of this Ordinance, had not been sold to purveyors to the War Department.

II. Owners of categories of wool mentioned in Section I, who have disposed of their wool previous to the issue of this Ordinance, are required, on the demand of the Fine Cloth Section, to inform this Section of the date of the sale, the name of the purchaser, and the address to which the goods have been forwarded.

III. Owners of worsted and carded wool-spinning mills, and of all other wool-working mills, which are not entirely engaged in executing orders for the War Department and which have stocks of merino or *tzigei* wool of home production, are required to inform the Fine Cloth Section of their stocks of the said sorts of wool on the demand of the said Section.

IV. Owners of merino or *tzigei* wool unsold to purveyors to the War Department, with the exception of such as are mentioned in Section III, are required to forward their wool of the said categories to wool-washing factories not later than 1st January 1916. Wool which has not been forwarded by the above date to a wool-washing

¹ A local breed of sheep producing wool inferior to that of the merino, but fit for manufacturing worsted yarns. (Translator's note.)

factory is distributed by order of the Fine Cloth Section amongst factories executing orders for the army and navy, at prices not exceeding the maximum prices.

V. In cases of shortage of wool at factories working for the army and navy, the Fine Cloth Section of the Committee for the Wool Industry may distribute among these factories stocks of merino or *tzigei* wool belonging to the owners of mills mentioned in Section III.

Any person found guilty of contravening or failing to comply with the provisions of this Ordinance, is liable to imprisonment for a maximum period of one year and four months, in conformity with Art. 6 of the Regulations of the Council of Ministers, confirmed by H. M. on 7th July 1915.

(Signed)

PRINCE SHAKHOVSKOY,
Minister of Commerce and Industry.

(Ukazatel Pravitelstvonnikh Rasporyazheni, 1915, No. 46.)

APPENDIX IX

ORDINANCE of 4th April 1916 concerning trade in wool.

In virtue of the Regulations concerning the supply of raw materials to cotton mills and wool factories, confirmed by H. M. on 7th July 1915 (*Sobranie Uzakoneni i Rasporyazheni Pravitelstva*, 1915, Art. 1594), as modified and amended by the Regulations of the Council of Ministers relating to certain modifications and amendments of the same Regulations (*Sobranie Uzakoneni i Rasporyazheni Pravitelstva*, 1916, Art. 4), I hereby order as follows:

I. The right to purchase coarse wool is granted to the owners of cloth factories, wool-spinning mills, and other wool-working mills, working solely for the needs of national defense, as well as to private persons and firms purchasing wool on commission on behalf of the owners of such undertakings.

Remark. Owners of wool-working mills not working, or only partially working for national defense, may purchase wool only on a written permit issued specially for each purchase by the Committee for the Wool Industry.

II. Owners of the wool-working mills referred to in Section I may commission persons and firms engaged in the wool trade, and owners of factories and firms concerned in the wool industry, to purchase on their behalf the wool needed by them, informing them of the quantity of wool to be purchased, the area where purchase is to be effected, and the amount of commission to be paid, which commission may not exceed 60 copecks per pud of wool purchased.

Except in the case of wool purchased as above, the purchase of wool is authorized only direct from sheep-breeders and in small quantities not exceeding 200 puds.

III. When selling wool, sellers are not required to demand from private purchasers or firms proof of their right to purchase wool according to this ordinance.

IV. A stock of wool on 1st April not exceeding a half-year's consumption of the wool-working mills referred to in Section I is to be considered as the normal stock of wool for such mills, working solely for national defense. In addition to this stock, every such mill may

acquire up to 1st April of the following year a quantity of wool amounting to 125 per cent of its yearly consumption.

V. Private persons and firms engaged in the wool trade may acquire, in addition to the amount of wool which they have been commissioned to buy under the terms of Section II, a quantity of wool not exceeding 25 per cent of the quantity purchased on commission; provided that the traders in wool are required to declare the amount of these additional purchases to the Committee for the Wool Industry not later than 1st October, with a view to the distribution, if necessary, of this surplus among the undertakings referred to in Section I. The stipulation contained in Section II as regards the commission payable must be taken into consideration by the Committee at the time of the distribution.

When no answer is received from the Committee for the Wool Industry to the declaration made under this Section of the additional stock purchased, within a month from the day of the reception of such declaration by the Committee, the trader may dispose of the wool at his discretion.

VI. Manufacturers and traders are required to inform the Committee for the Wool Industry of their total stocks of coarse wool available on 1st April, within one month from the date of issue of this ordinance.

VII. All manufacturers producing Russian cloth are required to submit to the Committee for the Wool Industry within one month from the issue of this ordinance an estimate of the quantity of wool required by them in order to fulfil their contracts for the delivery of cloths over a period of a year, dating from 1st April of the current year.

VIII. The present Ordinance does not apply to wool imported from Mongolia, China, Persia, and Transcaucasia (the *tushin* and *donma* wool), nor to goat's wool and camel's hair.

IX. Any person acting in contravention of or failing to comply with the provisions of the present ordinance, or conspiring to evade it, is liable to imprisonment for a term not exceeding one year and four months, in conformity with Art. 7 of the Regulations for the Supply of raw materials to cotton mills and wool factories.

(Signed) PRINCE SHAKHOVSKOY,
Minister of Commerce and Industry.

(*Ukazatel Pravitelstvennikh Rasporyazheni*, 1916, No. 16.)

APPENDIX X

ORDINANCE of the Minister of Commerce and Industry, dated 29th April 1916, concerning the registration and distribution of wool.

In exercise of the powers conferred upon me by the Regulations, sanctioned by H. M. on 7th July 1915 relating to the supply of raw materials to cotton mills and wool factories, as amended by the Regulations of the Council of Ministers sanctioned by H. M. on 17th December 1915 (*Sobranie Uzakoneni i Rasporiazheni Pravitelstva*, 1915, Art. 1594, and 1916, Art. 4), I hereby order as follows:

I. All merino, *tzigei*,¹ and half-breed wools of the 1916 season are to be used for the manufacture of army cloth.

II. The following maximum prices are established for the period from 1st May 1916 to 1st May 1917 for the sale and purchase of the different grades of wool, subject to their having been washed in the best steam-washing factories, these prices to include the cost of washing and all other expenses connected with the transport and reception of wool:

Per pud f.o.b. washing factory; weight according to the original invoice:

	<i>Rubles</i>
Merino wool of normal quality	85.
<i>Tzigei</i> wool: (a) of Bessarabian origin of normal quality	63.
(b) of other regions	56.

Remark 1. The price of merino wool stipulated in this (II) Section is fixed subject to its being free from burrs and being pure merino without any admixture of any other grades of wool. If burrs are present in the wool, a reduction is made in the price as follows: 2 rubles per pud of washed wool containing a small quantity of burrs, and up to 5 rubles per pud of washed wool where burrs are numerous.

Remark 2. When impure wool is purchased, locks, remnants, and breeches are taken into account as follows: locks and remnants of the first grade—two puds are taken as equivalent to one, remnants of

¹ See p. 299, n. 1.

the second grade and small breeches—three puds as equivalent to one pud.

Remark 3. Prices of such grades of wool as are not mentioned in Section II are fixed by the Arbitration Commission, as stipulated in Section IX of this ordinance, in conformity with the maximum prices established in Section II.

III. The right to purchase wool in virtue of Section I belongs exclusively to manufacturers supplying cloths to the army, or to persons and firms commissioned by them. The right of purchase is attested by permits bearing the signature of the Chairman of the Fine Cloth Section of the Committee for the Wool Industry.

Remark. Sheep-breeders possessing stocks of wool not exceeding 500 puds may dispose of this wool to buyers other than those mentioned in the present (Section III), subject to the latter being provided by the Fine Cloth Section with special permits for purchasing wool. Such permits are granted to persons upon the recommendation of three sheep-breeders possessing each a stock of wool not under 1,000 puds. The signatures of these persons must be duly certified. The above-mentioned buyers are required to supply information to the Committee for the Wool Industry regarding the amount of wool purchased by them, and as to the wool-washing factory to which the wool purchased has been consigned. This wool is at the disposal of the Committee for the Wool Industry, which settles payment for it according to the amount of washed wool.

IV. In the case of each manufacturer supplying the State, the amount of the raw wool that he is entitled to purchase is determined by his share in the supply of military cloth from 1st July 1916 to 1st January 1917 and according to a scale fixed by the Administration of the Army Supply Department. The stocks of merino and *tzigei* wool in European and Asiatic Russia subject to a preliminary distribution are estimated at 1,020,000 puds, of which total 800,000 puds are intended for the manufacturers of military cloth, 200,000 puds for the wool-spinning mills working for national defense, and 20,000 puds for manufacturers of semi-wool goods. If the actual stocks of wool exceed 1,020,000 puds, the surplus is sent to washing factories and is distributed by the Fine Cloth Section among manufacturers supplying military cloth, in proportion to contracts received, wool-spinning mills have no share in this surplus.

V. Any sheep-breeder, disagreeing with a purchaser as to the price offered him for unwashed wool, or the maximum price for clean wool, may send his wool to be washed to one of the wool-washing factories controlled by the Army Supply Department, having previously notified the Fine Cloth Section of his intention, and be paid according to the scale of fixed prices, subject to any alterations, which may have been introduced by the Arbitration Commission. This right is retained by sheep-breeders until 15th August 1916, after which date the wool which has not been freely surrendered to the washeries, nor registered for washing, is liable to compulsory expropriation; in consequence of which, on settlement for it, five rubles are withheld on each pud in favor of the Committee for the Wool Industry as a tax, as provided for in Art. 2, Par. *m*, Law of 7th July 1915 (*Sobranie Uzakoneni*, Art. 1594). Wool, handed over to washing factories, under compulsory expropriation is distributed amongst manufacturers by the Fine Cloth Section, but is washed after the completion of all registered washings.

Remark. By order of the Fine Cloth Section stocks of unwashed wool under 500 puds may for washing purposes be amalgamated in the wool-washing factories, so as to form larger stocks, not exceeding, however, 2,000 puds; in that event payment to the owners is effected upon the basis of the average yield of washed wool from these stocks of unwashed wool.

VI. The cost of the washing of wool is fixed according to the Order of 20th April 1916.

VII. The price of wool, as established by Section II, includes the commissions of private dealers and firms purchasing wool on behalf of manufacturers supplying the State. The amount of this commission is not to exceed 5 per cent of the fixed price provided the risk of miscalculation in the estimate of the yield of the wool after washing is entirely borne by the said persons and firms, who are bound to deliver the wool bought by them to their principals at the fixed price, subject to such modifications as may be introduced by the Arbitration Commission.

VIII. The risk referred to in Section VII of miscalculation in the estimate of the yield of wool after washing is likewise borne by manufacturers purchasing wool on their own account, and by wool-spinning mills, subject to the following conditions: any lot of unwashed wool not less than five hundred puds, concerning the overpayment

for which in its unwashed state by this category of buyers there shall be lodged with the Fine Cloth Section a declaration duly signed by three persons belonging to the group of manufacturers supplying the State, members of the Fine Cloth Section or persons and firms entrusted by the above manufacturers with the right to purchase wool, is liable to be washed at one of the washeries controlled by the Army Supply Department at the choice of the Fine Cloth Section. If this test washing confirms the overpayment for the unwashed wool, the purchaser pays 50 per cent of the established excess of the cost of the washed wool over the maximum price (subject to such modifications as may have been introduced by the Commission for Arbitration), to the Committee for the Wool Industry, by way of a tax, as provided for by Art. 2, Par. *m*, Law of 7th July 1915 (*Sobranie Uzakoneni*, Art. 1594). If the protest proves to have been groundless, each of the persons who has signed it pays to the said Committee for the test washing one ruble for each pud of washed wool, on account of the above-mentioned tax.

IX. All disputes, arising between sellers and purchasers as to the quality of the washed wool supplied, are settled by the Arbitration Commission attached to the Fine Cloth Section.

The Arbitration Commission is presided over by the Chief Factory Inspector of the Moscow province, and consists of two representatives of the wool traders, elected by the Moscow Exchange Committee, two manufacturers, elected by the Association of Cloth Manufacturers, and four sheep-breeders, elected according to rules laid down by the Minister of Agriculture.

X. All contracts, even provisional, concluded for the delivery of wool for the season of 1916 are declared null and void, and it is prohibited to renew agreements concluded after 31st December 1915 between the same persons (even by proxy). In the case of contracts concluded previous to 31st December 1915, if no new agreement is concluded by mutual consent, the purchaser is entitled to the return of any money paid in advance.

XI. All sheep-breeders and manufacturers and purchasers of wool are required to communicate to the Committee for the Wool Industry on its demand, within ten days from the receipt of the said demand, information concerning agreements concluded by them for the purchase and sale of wool.

Any person found guilty of contravening the provisions of the present Ordinance is liable to imprisonment for a term not exceeding one year and four months, in conformity with Art. 7 of the Regulations for the supply of raw materials to cotton mills and wool factories.

(Torgovo-Promishlennaya Gazeta, 8th May 1916.)

APPENDIX XI

ORDINANCE dated 29th July 1916, relating to the sale of textiles to private purchasers.

In pursuance of the Regulations sanctioned by H. M. on 7th July 1915, relating to the supply of raw materials to cotton mills and wool factories, as amended by the Regulations of the Council of Ministers, sanctioned by H. M. on 17th December 1915 (*Sobranie Uzakoneni i Rasporiyazheni*, 1915, Art. 1594, and 1916, Art. 4), I hereby direct as follows:

I. The wholesale trade in coarse cotton fabrics to private purchasers is prohibited, exception to this regulation being made in favor of such persons and undertakings as:

(a) independently in their own factories apply a finishing process to fabrics;

(b) apply a finishing process to the coarse fabrics in factories not owned by them, provided these persons or undertakings were engaged upon this work in the same area before the 1st August 1914;

(c) employ coarse fabrics for technical purposes; or,

(d) carry on a retail sale in these coarse fabrics in their own permanent trading establishments, if such trade was carried on before the 1st August 1914.

II. The wholesale trade in separate lots of finished fabrics to private purchasers is prohibited, exception to this regulation being made for such persons and undertakings as:

(a) independently trade in the said finished fabrics in their own permanent trading establishments, if they traded in the same area before the 1st August 1914; or,

(b) trade in finished fabrics through coöperative, municipal, or factory stores.

III. Any person found guilty of contravening the provisions of the present Ordinance or of conspiring to evade this Ordinance, is liable to imprisonment for a term not exceeding one year and four months in virtue of Art. 7 of the Regulations for the supply of raw materials to cotton mills and wool factories.

(Signed)

PRINCE SHAKOVSKOY,
Minister of Commerce and Industry.

(*Ukazatel Pravitelstvennikh Rasporiyazheni*, 1916, No. 33.)

APPENDIX XII

ORDINANCE of 2nd December 1916, of the Minister of Commerce and Industry, relating to the centralization of dealings in cotton.

I. The following regulations relate to the supply to cotton mills of Russian cotton of the season of 1916, and to the conclusion and execution of contracts for the sale and purchase of the said cotton:

(1) Private persons, associations, or institutions concerned in the trade in pure cotton fabrics, or as middlemen in this trade, and owners (managers or directors) of cotton mills, purchasing cotton or cotton fiber, are required:

(a) to give the Committee for the control of the supply of raw materials to cotton mills (Moscow, Varvorskaya Place, Dyelovoy Dvor, No. 5), information as to their stocks of fiber of the 1916 season, and

(b) to sell the given stocks exclusively to persons and firms indicated by the Committee and at prices not above those fixed by the Ordinance of the Minister of Commerce and Industry of 20th November 1916.

(2) The above-mentioned contracts for the sale of cotton fiber stored in the manufacturing areas, and contracts for the transport, forwarding, or delivery of fiber from the cotton-growing areas to the manufacturing centers, may be concluded only in conformity with special orders for each case from the Committee for the control of the supply of raw materials to cotton mills, whereby the parties to the contract are required to observe the rules laid down in Section I, Articles 3 to 11 of the present Ordinance.

(3) All contracts for the transport, forwarding, or delivery of fiber, to the manufacturing centers are to be concluded at the exchange price of the date of the railway bill of lading, and the seller may demand from the purchaser, unless otherwise stipulated in the contract, the payment of 75 per cent of the amount of the purchase price upon the handing over of the duplicate of the bill of lading, and 25 per cent upon the delivery of the goods to the purchaser. Interest at the rate of 6½ per cent per annum in favor of the seller is calculated upon the sum remaining due by the purchaser, exclu-

sive of the amount of the freight and of the war tax (if these have been paid by the purchaser) from the date of the bill of lading to the day of final settlement (the eighth day after the delivery of goods).

(4) Where Russian cotton of the 1916 season is sold on the spot, in central Asia and the Caucasus, the exchange price of the day of delivery of the cotton is taken as basis of payment, and the purchaser is entitled to interest, ranging from 8 to 12 per cent per annum on all advances, deposits, and other sums paid by him to the seller under the contract, from the day of the payment to the day of the final settlement.

(5) Where stocks of Russian cotton of the 1916 season are sold in the manufacturing area, the exchange price adopted is in accordance with the rules of the Cotton Committee of the Moscow Exchange, whereby the purchaser pays to the seller interest for 75 days upon the price of cotton f.o.b. the manufacturing center at 6½ per cent per annum as indemnity for the loss of interest during the period of transport of the cotton.

(6) Where Russian cotton of the 1916 season is purchased f.o.b. the manufacturing area with prepayment of an advance, the purchaser is entitled to interest at 5½-12 per cent per annum upon the sum advanced from the day of the payment to that of the quotation of the exchange price.

(7) In the case of contracts concluded in the manufacturing area, but for delivery on the spot, *i.e.*, in central Asia or the Caucasus, only the sale f.o.b. railroad is permitted, with a charge not exceeding 5 copecks per pud, supplementary to the maximum prices of cotton on the spot.

(8) No addition to the maximum prices of cotton, as established by the Ordinance of 20th November 1916, is permitted for special qualities of the fiber (strength, length, special trade-marks, etc.).

(9) In the case of purchases of Russian cotton of the 1916 season f.o.b. the manufacturing area, no commission above the maximum price established for the given manufacturing area is permitted.

(10) In case of purchases of Russian cotton of the 1916 season on the spot, in central Asia or the Caucasus, the manufacturer, cotton dealer, or other purchaser is permitted to pay the middlemen,

charged with the purchase, a commission in addition to the maximum price for the given area not exceeding 1 per cent, including the Del Credere Commission and all other costs, with the exception of 5 copecks per pud for broker's fee.

(11) Other details regarding the manner of settlement of accounts, insertion of conditions in the contract, their execution, the order of reception and delivery of goods, etc., are determined by the Committee for the control of the supply of raw materials to cotton mills.

II. Any person found guilty of contravening or failing to comply with the provisions of the present Ordinance, or conspiring to evade this Ordinance is liable, in virtue of Art. 7 of the rules relating to the supply of raw materials to cotton mills and wool factories, to imprisonment for a term not exceeding one year and four months.

(Torgovo-Promishlennaya Gazeta, 8th December 1916.)

APPENDIX XIII

DECREE of the Government, dated 7th July 1916, relating to the registration and distribution of rawhides and leather goods.

1. For the purpose of coördinating measures regarding the utilization of rawhides and finished leather goods for the needs of the army, the general control over their registration and distribution is concentrated in the Committee for the Leather Industry.

2. All owners of rawhides and skins, including leather manufacturers, and persons holding rawhides and skins in pledge, or in custody, are required immediately after the publication of the present Decree to supply the Committee for the Leather Industry with information as to the actual stocks of raw material held and its categories. The above-mentioned stocks of raw material may be disposed of without any special permit from the Committee at prices not exceeding those established by the Minister of Commerce and Industry; wholesale traders and leather manufacturers will give monthly information to the Committee of the amount of raw material sold by traders and purchased by manufacturers during the said period, stating the category of material, as well as the persons from whom it was purchased (in the returns of the manufacturers) or to whom it was sold (in the returns of traders).

3. With regard to public slaughterhouses in European Russia, with the exception of those of the Ministry of Agriculture and of the Army Supply Department, which remain under the direct control of the Committee for the Leather Industry, the exclusive right of purchase and collection of rawhides of cattle, calf skins excepted, and of horses, colt skins excepted, and of their distribution amongst the tanneries, is entrusted to the All-Russian Union of Zemstvos, which distributes the hides in accordance with instructions received from the Committee for the Leather Industry.

Remark 1. The contracts of the War Department for the collection of rawhides at the front—for the northern front with the All-Russian Association of Tanners, for the other fronts with the All-Russian Union of Zemstvos—remain in force, whereby the distribution of rawhides collected at the fronts is carried out according to instructions of the Committee for the Leather Industry.

Remark 2. The term "calf skins" shall mean skins weighing not over 11 puds per hundred of dry, unsalted skins. "Colt skin" shall mean skins weighing not over 12 puds (4 cwt.) per hundred of dry, unsalted skins.

4. The All-Russian Union of Zemstvos is required to take all measures necessary for the preservation of the purchased and collected rawhides, as well as for their registration.

5. All leather manufacturers producing tanned or dressed leather goods are required as long as the War lasts or until the repeal of the present Decree, to manufacture only such kinds of leather goods as are demanded by the army, and to an amount corresponding to the maximum output of their respective factories.

Remark. Leather manufacturers whose factories, owing to their technical equipment, are unable to manufacture such leather goods as are required for the army, or whose mixed technical equipment is adapted to the output of various classes of goods, may continue to produce goods other than for army needs, but subject to a special permit of the Committee for the Leather Industry and provided that such manufacture be not detrimental to the production of army goods.

6. Leather manufacturers are required to take over from the Committee for the Leather Industry or the All-Russian Union of Zemstvos, according to the orders received by them, raw materials for manufacturing goods at prices not exceeding those fixed by the Minister of Commerce and Industry for each category separately.

7. The Committee for the Leather Industry and the All-Russian Union of Zemstvos may in case of necessity sell rawhides to the leather manufacturers instead of merely issuing rawhides to them to be dressed.

8. Leather manufacturers who have received rawhides for dressing are required to deliver them as dressed leather to the institutions from which they had received them within the following periods:

Soft goods within	5 months
Hard goods within	8 months
Dressed (tawed) goods within	2 months

reckoned from the date of the delivery of the rawhides to the tannery.

Remark. The delivery of hides for dressing, and the reception of

finished goods, are carried out according to rules laid down by the Committee for the Leather Industry.

9. Rawhides not taken over and removed by the consignee within a week from the date of their arrival by rail must be requisitioned and transferred to the Committee for the Leather Industry.

10. All hides and skins tanned and dressed in the factories in the Russian Empire are registered by the Committee for the Leather Industry, which distributes them amongst the firms and organizations working for national defense.

Remark. Stocks of calf and colt skins, not exceeding 5 Russian pounds (4.5 English pounds), skibers, dressed camel and pig skins, kid skins, colored morocco, lacquered leather, tawed glove-leather, and chamois-leather, as well as strips and cuttings of all kinds of leather not exceeding two square vershok (6 sq. inches) stored in factories at the day of issue of the present Decree, may be temporarily sold to private purchasers pending alteration of this Decree.

11. All private trade in tanned or dressed hides or skins, whether of whole skins or parts of skins, or of skins cut to a certain pattern, with the exception of the categories listed in the Remark to Art. 10, is prohibited from the date of the publication of this Decree.

12. All owners and holders in pledge or trust of tanned or dressed hides and skins, whether whole or parts, or cut to pattern, with the exception of the categories enumerated in the Remark to Art. 10, are required within a month from the date of publication of this Decree to furnish the Committee for the Leather Industry (51, Ekateringofsky, Petrograd) with exact information about their actual stock of leather material according to categories.

On receipt of this information the Committee for the Leather Industry at the earliest opportunity:

(a) will either distribute the goods amongst the firms and organizations working for national defense;

(b) or give the owners a permit to sell the goods to firms and organizations working for national defense, or to private traders;

(c) or take possession of the goods, paying to the former owner, pending the final taking over, 50 per cent of the value of the goods at fixed prices, and in the absence of such prices at catalogue prices (of the firm) or at local market prices.

Remark. (1) The term "actual stock" covers all leather goods stored in trading houses, workshops, stores (leased, owned, or municipal), deposited as security in banks, stored at railway stations, wharves, in ships, and in transit by ordinary methods of transport. (2) The taking over of goods is carried out by order of the Committee through its delegates or through special local commissions. Goods not accepted by the Committee are returned to the owners and the money paid for them is accounted as payment for goods definitely accepted.

The valuation of goods is made by the Committee's special valuation Commission.

13. Any person found guilty of contravening the provisions of Articles 2, 5, 6, 10, 11, and 12 of this Decree is liable to a penalty in conformity with Art. 6 of the Law of 19th October 1915.

14. Leather goods concerning which no declaration has been made to the Committee for the Leather Industry within a month are, if discovered, liable to requisition at 50 per cent of the fixed prices.

15. Payment for leather goods delivered in conformity with Articles 12 and 14 should not exceed fixed prices.

16. Finished leather goods and tanning materials which have not been claimed at the railway station to which they were consigned within a fortnight from the date of their arrival are liable to be requisitioned and handed over to the Committee for the Leather Industry. Station masters are required to inform the Committee for the Leather Industry by telegram of such goods.

17. The transport of finished leather goods is carried out only upon personal bills of lading issued in accordance with orders given by the Committee for the Leather Industry.

18. In order to regulate purchases of tanning materials and chemicals, the All-Russian Association of Tanners is given the exclusive right to purchase them. The purchase of these materials and their distribution amongst factories working for national defense is carried out according to instructions of the Committee for the Leather Industry.

19. Special Regional Commissions are established to carry out and supervise the execution of orders and measures of the Committee for the Leather Industry.

The composition of these Commissions and their competence are determined by Regulations sanctioned by the Chairman of the Special Council for Defense in consultation with the Minister of Commerce and Industry.

20. From the date of entering into force of the present Decree all orders of local authorities regarding the transport and utilization of raw leather and finished leather goods are canceled.

The original bears the inscription:

Confirmed. 6th July 1916.

(Signed)

GENERAL SHUVAEV,
Minister of War.

PRINCE SHAKHOVSKOY,
Minister of Commerce and Industry.

APPENDIX XIV

DECREE relating to the Regional Leather Commissions.

1. With a view to the successful discharge by the Committee for the Leather Industry of the duties entrusted to it, and to permit of a closer supervision of the execution of the plans devised by the Committee, special Regional Leather Commissions are established in the principal centers of the leather industry, dealing respectively with certain areas, as follows:

(1) the Petrograd Commission: provinces of Petrograd, Esthonia, Livonia, Olonetz, Novgorod, Pskov, Vitebsk, and Mogiley;

(2) the Moscow Commission: provinces of Moscow, Vladimir, Ryazan Tula, Orel, Kaluga, Smolensk, Tver, Yaroslav, Kostroma, Vologda, and Archangel;

(3) the Nizhni-Novgorod Commission: province of Nizhni-Novgorod;

(4) the Kazan Commission: provinces of Kazan and Simbirsk;

(5) the Vyatka Commission: province of Vyatka;

(6) the Kiev Commission: provinces of Kiev, Podolia, Volhynia, Minsk, Chernigov, and Poltava;

(7) the Kharkov Commission: provinces of Kharkov, Kursk, and Voronezh;

(8) the Odessa Commission: provinces of Kherson, Ekaterinoslav, Bessarabia, and Taurida;

(9) the Rostov-on-Don Commission: territories of Don and Kuban, provinces of Stavropol, and Astrakhan;

(10) the Saratov Commission: provinces of Saratov, Samara, Penza, and Tambov;

(11) the Perm Commission: provinces of Perm, Ufa, Orenburg, and territories of Ural and Turgai;

(12) the Tiflis Commission: provinces of Tiflis, Baku, Elizabetpol, Erivan, the Black Sea province, and the territories of Terek, Daghestan, and Kars;

(13) the Western Siberia Commission;

(14) the Eastern Siberia Commission.

Remark. If necessary, the Committee for the Leather Industry may decide to transfer particular provinces from the jurisdiction

of one of the above-mentioned Regional Commissions to that of another.

2. The Committee for the Leather Industry may submit proposals for the establishment of commissions in other places than those enumerated in Art. 1, when, owing to circumstances, the Committee deems it necessary.

3. The Committee for the Leather Industry may also open its own trade establishments (stores, workshops, etc.) in all parts of the Russian Empire, including the zone of the front.

4. Each of the Leather Commissions enumerated in Art. 1 of this Decree is presided over by a chairman, appointed by the Chairman of the Committee for the Leather Industry, and is composed of representatives of the local Labor Inspectorate, the Supply Department of the Ministry of Agriculture, the All-Russian Unions of Zemstvos and Municipalities, the War Industries Committee, the local control committee for the manufacturing of army footwear and equipment, a representative of the All-Russian Society of Tanners, a representative of the leather industry, and a representative of the leather trade.

Remark 1. Representatives of institutions and public organizations are appointed by those bodies respectively; the representatives of the leather industry and leather trade are chosen by the Chairman of the Commission.

Remark 2. In case of the absence of a member of a Commission, a deputy is appointed or elected in his place.

5. Each Commission elects one of its members as Assistant Chairman to replace the latter when required.

6. The Committee for the Leather Industry for the whole Russian Empire and the Regional Commissions on behalf of the Committee for their respective areas are empowered:

(1) to inspect all leather factories, works, stores, and workshops, examine their books and documents, and take copies or extracts of documents as required;

(2) to appoint their agents to factories for the registration of their respective output and the reception of the manufactured leather goods.

7. The Regional Commissions are especially concerned with: the registration of the output of leather factories of their respective

areas, the distribution of the manufactured leather goods among local organizations and workshops, the supply of the army in conformity with directions given by the Committee for the Leather Industry, the organization of the supply of hides and tanning and other materials to leather factories, the preliminary discussion and report to the Committee for the Leather Industry on questions relating to requisitions, the supervision of the employment of leather goods and of their sale at prices not exceeding the maximum prices, and the general supervision over the respective areas to secure that all decisions as regards the leather industry are carried out.

8. Further details regarding the competence and limits of power of the Commissions will be determined by the Committee for the Leather Industry.

9. The Chairman of each Regional Commission becomes *ex officio* a member of the nearest Regional Industrial Council.

10. The Chairman of a Commission may convene special conferences under his chairmanship in any locality situated in the area of the Commission to deal with questions within the competence of the Commission, such conferences to be chiefly composed of persons enumerated in Art. 4 of the present Decree.

11. The meetings of a Commission are convened by decision of the Chairman or on the request of not less than three members of the Commission.

12. The questions to be discussed are submitted to the examination of the Commission by decision of the Chairman, or on the request of not less than three members, or by instruction of the Committee for the Leather Industry.

13. Questions are decided by a simple majority of votes. The Chairman has a casting vote.

14. When the Chairman disagrees with the decision of the Commission, he is authorized to submit the question with his report thereon to the decision of the Committee for the Leather Industry.

15. A secretary and a staff of officials are placed at the direct disposal of the Chairman.

16. The necessary expenditure of the Commissions on the salaries of the personnel and on traveling expenses are defrayed by the Committee for the Leather Industry.

(*Ukazatel Pravitelstvennikh Rasporjyazheni*, 1916, No. 31.)

APPENDIX XV

REGULATIONS relating to the Committee for the Control of the Leather Industry, dated 19th October 1916.

In virtue of the decision of the Council of Ministers sanctioned by H. M. on 19th October 1916 in accordance with Art. 87, of the Fundamental Laws (*Svod Zakonov*, vol. I, part I, ed. 1906), amending the Regulations relating to certain measures for the supply of raw materials to leather factories and undertakings manufacturing leather goods, sanctioned by H. M. on 19th October 1915 (*Sobranie Uzakoneni*, Art. 2311), it has been enacted as follows:

1. The coördination of measures for the utilization of raw materials, leather goods, tanning, and other materials, required by the leather industry, is concentrated in the Committee for the Leather Industry.

2. The Chairman of the Committee for the Leather Industry is selected and appointed by the Minister of Commerce and Industry. The Committee consists of:

(a) members of the Departments of Commerce and Industry, War (Army Supply Department, Artillery, and Technical Sections), Navy, and Agriculture;

(b) representatives of public organizations by election or by invitation of the Committee, in both cases with the sanction of the Minister of Commerce and Industry;

(c) representatives of the trade and industry elected by their respective organizations, designated by the Minister of Commerce and Industry; and

(d) representatives of separate undertakings by invitation of the Minister of Commerce and Industry.

Moreover, private persons whose participation in the Committee is deemed useful may be either elected by the said committee subject to the sanction of the Minister of Commerce and Industry, or appointed by him.

3. The Committee for the Leather Industry is empowered:

(a) to determine the scales of maximum prices at which dressed and undressed hides and skins, leather goods, and tanning, and other materials, required by the leather industry, may be sold;

(b) to distribute the stocks of raw materials, leather goods, tanning, and other materials, required by the leather industry, in conformity with the needs of the army and navy, and in case of necessity and at the demand of the Department for War allot the said goods to the exclusive needs of the said Departments;

(c) to purchase raw materials, leather goods, and other materials, required by the factories, so that these goods shall be consigned to the Committee, which is to distribute them amongst factories and undertakings;

(d) to supervise the execution of the Regulations as to the sale of the above-mentioned goods and materials (Par. a) at prices not exceeding the maximum prices;

(e) to inspect the leather factories, tanneries, workshops, and stores, demanding all necessary books and documents and taking copies or extracts of documents required; to appoint agents to the factories for the registration of their output, and when the requisition of the above-mentioned (Par. a) goods is under consideration, to place a preliminary embargo upon such goods as are intended for requisition;

(f) to establish Regional Leather Commissions and depots in various places of the Empire;

(g) to acquire rights of property including the right of ownership and other rights to real estate, enter into agreements, and sue and be sued in Courts of Law; and

(h) to establish in conformity with rules confirmed by the Minister of Commerce and Industry, subject to limits fixed by him, a special tax to be imposed on behalf of the Treasury upon the sellers and purchasers of leather goods.

Further details relating to the competence, powers, and composition of the Committee and its institutions and to the procedure to be followed in expending credits granted to the Committee and in accounting for the expenditure are determined by Regulations concerning the Committee sanctioned by the Minister of Commerce and Industry in consultation with the Minister of War, whereby these Heads of Departments decide as to the number of Regional Leather Commissions which are to be established, and the places and areas in which they shall operate.

4. Credits necessary for the administrative expenses of the Com-

mittee for the Leather Industry and its institutions are placed at the disposal of the Minister of Commerce and Industry from the cash balance of the Treasury, as extraordinary extra-budget credits, by virtue of Art. 18 of the Regulation as to the examination of the State Budget and the expenditure of extra-budgetary credits by the Treasury (*Svod Zakonov*, vol. I, part 2, ed. 1906), and in conformity with the Regulations of the Council of Ministers sanctioned by H. M. on 17th January 1915 as to the manner of granting extraordinary credits to the Civil Departments for war-time requirements.

5. Credits required by the Committee for the Leather Industry in connection with the purchase, manufacture, and resale of raw materials, leather goods, and other materials needed by the leather industry, are appointed and granted in the manner provided in the previous article.

6. At the winding up of the Committee for the Leather Industry, the cash balance of credits granted for the operations of the Committee, together with the accrued profit if any, and any sums granted for the administrative expenses of the Committee and its institutions which have not been expended, are returned to the Treasury.

7. The Minister of Commerce and Industry is responsible for fixing prices at which leather goods, and tanning and other materials required by the leather industry may be sold. Similarly the Minister of Commerce and Industry is to decide on general and special requisitions of leather goods, and tanning, and other materials required by the leather industry.

8. The Minister of Commerce and Industry in consultation with the Minister of War may:

(a) issue ordinances concerning the registration and utilization of raw materials, dressed hides and skins and tanning materials, and the regulations of the leather trade and industry;

(b) sanction regulations concerning the carrying out of general and special requisitions stipulated in Article 7.

9. The Minister of Commerce and Industry in addition to the powers given him by Articles 7 and 8 is empowered personally or through the Committee for the Leather Industry:

(a) to demand information as to stocks and consumption of raw

materials, leather goods, and tanning and other materials required by the leather industry, from persons, societies, or banks trading in the above goods or possessing leather factories or undertakings manufacturing boots and shoes and other manufactured goods;

(b) to check this information by demanding the production of trade books and other necessary documents; and

(c) to declare null and void such contracts as had been concluded previous to the fixation of the maximum prices (Art. 7) and which had proved to be inadmissible in view of these prices.

10. Persons and associations that have assumed obligations to supply raw materials and leather goods, and tanning and other materials required by the leather industry, are free from any responsibility if unable to discharge these obligations in consequence of being required to meet demands based upon this Regulation.

11. Any person found guilty of concealing stocks of raw materials, leather goods, and tanning and other materials needed by the leather industry; of refusing to supply information demanded in virtue of Art. 9, Par. *a*, of supplying false information or refusing to produce trade books and other documents connected with the business (Art. 9, Par. *b*); or of contravening the Ordinances issued by the Ministers of Commerce and Industry and War in consultation (Art. 8); is liable to imprisonment for a term not exceeding one year and four months. Any person contravening ordinances requiring raw materials, leather goods, and tanning and other materials necessary to the leather industry to be sold at prices not exceeding those fixed in conformity with Article 7, or found guilty of conspiring to evade the execution of ordinances as to the maximum prices for the above-mentioned raw materials and goods, is liable to the same penalty.

Cases arising in connection with this article are tried by the Regional Courts of Law.

(Ukazatel Pravitelstvonnikh Rasporyazheni, 1916, No. 44.)

APPENDIX XVI

DECREE of the Minister of Commerce and Industry, dated 2nd April 1917, relating to the supply of raw materials to leather factories.

1. All owners of rawhides and skins of various categories (cattle, horse, and camel hides), as well as persons holding them in pledge or trust, are required to supply information as to the hides and skins held by them, within a month from the date of their receipt, to persons and institutions appointed for each locality by special notification of the Regional Committee, and to deliver such hides and skins at maximum prices at the first demand of these persons and institutions.

2. All rawhides and skins imported into European Russia and Siberia are to be consigned in accordance with orders of the Central Committee in the name of the respective Regional Committee with the exception of raw materials purchased previous to 1st April 1917 by the All-Russian Association of Tanners. These latter raw materials are to be sent in the name of the Association direct to individual manufacturers in European Russia with the knowledge of the Central Committee and on condition that the Association shall inform the Regional Committees of all such consignments.

3. The collection, preservation, storage, consignment, and registration of rawhides and skins of the above categories are to be effected:

(a) at slaughter and salting establishments of the Ministry of Agriculture—by the Administration of such establishments;

(b) on the Northern front—by the All-Russian Association of Tanners;

(c) on all other fronts—by the All-Russian Union of Zemstvos;

(d) in the Caucasus—by the Leather Section of the Caucasian Regional Administration of the Army Supply Department.

The distribution of the stocks of leather amongst the Regional Committees is carried out by orders of the Central Leather Committee.

4. Owners are to convey hides and skins belonging to them to the collecting centers. In case of failure to comply with this obligation

the local Committee may transport such goods at the expense of their owners.

5. Leather factories are required to take over raw materials for tanning or dressing from the Regional Committees at the maximum prices, when no mutual agreement has been reached. The manufacturers are responsible for the preservation of the raw material sold or handed over to them for tanning or dressing, as well as for the quality of the work.

6. Leather manufacturers who have bought or received rawhides and skins for tanning or dressing are required to deliver them within the following periods:

Soft goods within	5 months
Hard goods within	8 months
Dressed (tawed) goods within	2 months

7. Leather manufacturers may obtain raw materials for tanning or dressing only from their Regional Committees.

8. All hides and skins dressed within the country, as well as hides and skins imported from abroad, are registered and distributed by the Central Committee among the organizations and institutions supplying the army, the industry, and the public.

9. On the first and not later than the tenth day of each month all tanners are required to supply the Regional Committees, in a form drawn up by the Central Committee, with data as to the raw materials and dressed leather received and used.

10. All owners and holders of hides and skins dressed in Russia or imported from abroad, as well as persons holding them in pledge, all organizations, factories, and workshops which have received such goods for the purpose of manufacture, and all State depots, are required to supply the Regional Committees not later than the tenth day of each month with exact data as to their actual stocks of leather goods.

11. Goods belonging to private persons and institutions concerning which no data are forthcoming, are liable to requisition at prices 25 per cent below those fixed by the Valuation Commission and not exceeding the maximum prices.

12. The transport of any leather goods may be effected only on personal bills of lading and with special permits of the Regional Committee.

13. All hides and skins sent to the respective regions are addressed to the Regional Committee with the exception of the goods shipped by the All-Russian Association of Tanners.

The consignment of hides and skins from the region is carried out only upon orders delivered by the Regional Committee.

14. A tax in addition to the maximum price may be imposed upon the purchaser on the delivery of goods in order to cover cost of administration.

(Torgovo-Promishlennaya Gazeta, 8th April 1917.)

APPENDIX XVII

DECREE of the Provisional Government, dated 21st April 1917, relating to the monopoly of leather.

1. All hides and skins of cattle, horses, and camels, whether raw or dressed, available at present in the country, as well as those which may hereafter be procured in European and Asiatic Russia and on the army fronts, are handed over to the State.

2. Measures for the utilization of leather for the needs of the army, of industry, and of the public are carried out through the Central and Regional Committees appointed to deal with leather.

3. The Central Committee is composed of 4 groups:

(1) 7 representatives of public organizations;

(2) 7 representatives of Government Departments;

(3) 7 representatives of the leather, footwear, and saddleries industries and trade;

(4) 7 representatives of the Regional Committees.

4. The Central Committee shall:

(a) draft a scheme for the distribution of raw materials among provinces and regions and for the supply of dressed hides and skins to the army and to the industry working for national defense.

(b) determine the maximum prices for leather goods, for tanning and other materials required by the leather industry, and for manufactured leather goods;

(c) ascertain the needs of the leather industry and find means to satisfy them;

(d) permit and promote the import of raw and dressed hides and skins, footwear, and saddlery from foreign countries;

(e) acquire property;

(f) coördinate and control the activity of Regional Committees.

5. A Regional Committee is established in every province and territory.

6. The Regional Committees are entrusted with:

(a) the organization of the collection of raw materials in a particular region, and their distribution according to the scheme established by the Central Committee;

(b) the supervision of the carrying out of regulations relating to the sale of leather goods and materials;

(c) the inspection and control of the tanneries, leather factories, workshops, stores, and undertakings;

(d) the distribution of dressed leather goods;

(e) the registration of the actual stocks of raw materials and manufactured goods;

(f) the timely supply of leather and leather goods to industrial undertakings;

(g) the sequestration and requisition of hides and skins in case of necessity.

7. The funds required to meet the expenditure for the purchase of rawhides and skins and for the general administrative expenses of the Committee are defrayed by the Treasury.

(Ukazatel Pravitelstvennikh Rasporyazheni, 1917, No. 16.)

APPENDIX XVIII

DECREE relating to the Committee for the control of the Paper Industry, dated 20th April 1916.

1. The Committee for the Paper Industry and Trade is constituted under the chairmanship of a person appointed by the Minister of Commerce and Industry. Its members are:

(a) officials of the Ministry of Commerce and Industry and of the Ministry of Transport, as well as of other Departments in accordance with special agreements upon the subject between the Heads of these Departments and the Minister of Commerce and Industry; and

(b) representatives of corresponding branches of this industry and trade elected by their respective organizations, as well as representatives of publishing firms and establishments.

2. Persons from whom useful information may be obtained may also be invited by the Chairman to the meetings of the Committee.

3. The Committee is empowered:

(a) to ascertain the maximum prices at which the sale of raw materials and semi-manufactured and manufactured paper goods may be authorized;

(b) to ascertain the output of the paper mills and their stocks of raw materials and semi-manufactured and manufactured goods, as well as the possibility of increasing their output and adapting them for the manufacture of paper needed by the State;

(c) to ascertain the amount of paper goods that each concern is able to manufacture;

(d) to determine the order in which State and private orders shall be executed;

(e) to determine the prices to be fixed for such orders;

(f) to distribute stocks of raw materials and semi-manufactured goods among undertakings, taking account of the orders given by the Government;

(g) to decree a compulsory sale of raw materials and semi-manufactured goods to factories and mills executing Government orders at fixed prices; and to purchase in case of necessity raw materials

and semi-manufactured goods, arranging that all consignments of goods shall be addressed to the Committee which is to distribute them amongst the mills;

(h) to discuss the requisition of raw materials, semi-manufactured and manufactured goods where owners evade or refuse to carry out the orders of the Government on the terms or to the extent required, and to submit schemes for carrying on such sequestered undertakings;

(i) to supervise the execution of schemes for the sale of raw materials and semi-manufactured and manufactured paper goods at prices not exceeding the fixed maximum prices as well as the execution of orders received from the Government;

(j) to appoint representatives to the Regional Committees;

(k) to acquire rights of property, including that of ownership and other rights to real estate, to sue and be sued in Courts of Law;

(l) to impose a special tax, paid by the sellers and purchasers, upon raw materials and manufactured goods in conformity with rules sanctioned by the Minister of Commerce and Industry and subject to limitations determined by him; which tax is intended to meet the expenses incurred by the Committee in the fulfilment of its present duties.

In conformity with the powers given to the Committee, the Minister of Commerce and Industry may:

fix prices at which raw materials and semi-manufactured and manufactured goods are to be sold; decide partial and general requisitions of raw materials and semi-manufactured goods and sequester in agreement with the Chairman of the Special Council for Defense undertakings for the manufacture of semi-manufactured and manufactured paper goods, determining the method of carrying on the sequestered undertakings; demand from private persons, societies, or banks information as to stocks and the amount of raw materials, semi-manufactured and manufactured paper goods consumed, as well as various data, check these data from trade books and other documents demanded from the undertakings, and declare null and void contracts which are incompatible with the established maximum prices.

Persons and societies who have, previous to the constitution of the Committee for the Paper Industry and Trade, undertaken obli-

gations as to the supply of raw materials and semi-manufactured paper goods, are relieved from any responsibility in case of inability to carry out their contracts in consequence of having to comply with demands based on the present Decree.

Chapter 14, Section 8, of the Criminal Code, is amended by a new, fifth sub-Section, approved by the Council of Ministers, dealing with infringements of the Decrees concerning certain measures for the improvement of the paper trade and industry, as follows:

Manufacturers or traders, commissioners and managers, owners and directors of undertakings, to which the Decree relating to certain measures for the improvement of the paper industry extends, found guilty of:

(1) concealing raw materials or semi-manufactured paper goods with the purpose of evading their obligations as to the distribution of their stocks amongst various undertakings, the sale of such stocks to mills and factories, the execution of government orders, or the requisition of raw materials or semi-manufactured or manufactured goods;

(2) failing to supply information or supplying incorrect information; or

(3) selling raw materials or semi-manufactured or manufactured paper goods at prices exceeding those fixed by the Minister of Commerce and Industry or concluding agreements based upon such prices in evasion of the present Decree;

are liable to imprisonment for a term from two months to one year and four months.

Cases dealing with transgressions of the provisions of this Decree are tried by the Regional Courts of Law.

(Torgovo-Promishlennaya Gazeta, 20th April 1916.)

APPENDIX XIX

DECREE of the Minister of Commerce and Industry of 27th July 1916.

In virtue of the decision of the Council of Ministers sanctioned by H. M. on 2nd May 1916 as to certain measures for the regulation of the paper industry and trade (*Sobranie Uzakoneni i Rasporyazheni Pravitelstva*, 1916, Art. 962), I order as follows:

I. The owners of paper mills, wood-pulp and cellulose mills, factories and undertakings manufacturing or consuming paper for their own needs, printing houses, lithographic establishments, bookbinders, publishers of periodical and nonperiodical publications, and firms and persons engaged in the paper trade, are required to supply upon demand to the Committee for the Paper Industry (Petrograd, Nevsky Prospect, 15), not later than on the 30th day of each month succeeding the month of account, information as to prices, turnover, and balance in hand of paper, cardboard, wood-pulp, and cellulose.

II. The information stipulated in Section I shall be communicated to the Committee on registration forms drawn up by the Committee.

III. The provisions of Sections I and II extend to all undertakings with an average monthly consumption of paper or other produce liable to registration of not less than 500 puds.

IV. Anyone found guilty of contravening or failing to comply with this Decree is liable to imprisonment for a term not exceeding one year and four months in conformity with Section IV of the Decision of the Council of Ministers sanctioned by H. M. on 2nd May 1916 relating to certain measures for the regulation of the paper industry and trade.

(*Torgovo-Promishlennaya Gazeta*, 30th July 1916.)

AVERAGE MONTHLY PRICES OF COMMODITIES,¹ 1914-1916

(In copecks per pud)

	January	February	March	April	May	June	July	August	September	October	November	December
Coal												
<i>Kharkov</i>												
1914	12.5	12.3	11.9	11.8	11.8	11.8	11.8	12.9	14.	14.	13.5	13.5
1915	13.5	13.5	15.5	15.5	15.5	15.5	15.5	19.	16.	16.	16.	16.
1916	14.5	14.5	14.5	14.5	14.5	16.	16.	19.5	18.5	19.3	19.3	19.8
Anthracite												
<i>Kharkov</i>												
1914	17.	17.5	16.	16.5	16.5	16.5	...	...	...	...	...	...
1915	...	...	...	...	22.	23.	32.	26.	42.	28.	29.	33.
1916	...	...	...	...	26.	26.	28.	28.	28.	29.	...	...
Coke												
<i>Kharkov</i>												
1914	26.	25.5	...	25.	24.	22.	...	...	52.	...	...	...
1915	...	...	...	...	27.	...	27.	30.	...	37.5	34.5	37.5
1916	37.	34.	34.	33.	34.	36.	34.	35.	40.	42.	43.	...
Crude oil												
<i>Baku</i>												
1914	36.	39.	39.	36.	34.	43.	40.	42.	35.	25.	...	31.
1915	28.	35.	41.	43.	41.	46.	43.	43.	44.	46.	47.	47.
1916	57.	49.	43.	43.	47.	43.	43.	43.	43.	...	...	47.
<i>Moscow</i>												
1914	63.	63.	63.	63.	58.	61.	62.	62.	62.	61.	60.	64.
1915	64.	74.	74.	43.	...	33.	100.	107.	119.	120.	120.	123.
1916	123.	...	92.	92.	92.	92.	92.	92.	92.	92.	92.	92.

¹ The prices quoted in this table are those officially registered on the open market. For certain commodities the prices ruling on two of the principal markets are given.

APPENDIX XX (Continued)

	January	February	March	April	May	June	July	August	September	October	November	December
Petroleum												
<i>Baku</i>												
1914	47.	48.	50.	47.	51.	59.	62.	59.	47.	35.	35.	40.
1915	36.	39.	51.	46.	45.	50.	52.	51.	45.	43.	53.	54.
1916	...	...	...	...	52.	58.	61.	97.	105.	...	112.	123.
<i>Moscow</i>												
1914	143.	140.	140.	140.	140.	145.	153.	168.	159.	148.	140.	185.
1915	190.	191.	193.	196.	198.	201.	203.	203.	203.	203.	208.	213.
1916	213.	213.	213.	228.	228.	235.	243.	250.	253.	268.	283.	283.
Wrought iron												
<i>Kharkov</i>												
1914	154.	156.	156.	156.	156.	156.	156.	156.	156.	161.	161.	161.
1915	161.	161.	173.	173.	173.	173.	188.	188.	188.	188.	188.	220.
1916	220.	243.	255.	255.	255.	255.	270.	270.	270.	270.	270.	270.
<i>Petrograd</i>												
1914	158.	158.	158.	158.	158.	158.	158.	158.	158.	158.	168.	168.
1915	168.	171.	181.	181.	181.	188.	188.	188.	188.	192.	207.	230.
1916	238.	260.	260.	260.	263.	254.	276.	310.	310.	...	...	...
Cast-iron												
<i>Petrograd</i>												
1914	98.	98.	98.	99.	95.	94.	94.	96.	94.	92.	96.	98.
1915	98.	100.	102.	102.	109.	110.	110.	180.	180.	180.	128.	125.
1916	131.	140.	145.	145.	125.	125.	125.	...	...	168.	168.	176.
<i>Kharkov</i>												
1914	65.	66.	66.	66.	66.	66.	66.	66.	66.	97.	97.	97.
1915	67.	68.	68.	68.	79.	79.	79.	79.	79.	79.	79.	79.
1916	79.	...	...	93.	104.	115.	145.	145.	145.	180.	180.	180.

APPENDIX XXI

OUTPUT AND TRANSPORT OF MINERAL FUEL FROM THE DONETZ BASIN FOR THE PERIOD 1914-1917

(In millions of puds)

	OUTPUT				TRANSPORT			
	1914	1915	1916	1917	1914	1915	1916	1917
January	178.6	140.2	150.	154.1	128.3	117.	112.2	109.3
February	160.	137.	149.	143.4	119.8	94.2	106.6	89.8
March	170.	111.4	104.2	150.	123.5	100.7	119.7	102.9
April	110.	137.2	95.	121.	85.3	120.	109.6	105.7
May	151.	135.2	140.	127.5	113.3	121.1	121.7	90.1
June	150.1	129.4	147.2	127.	117.3	110.3	119.3	99.
July	111.	121.5	144.	119.	68.5	104.6	123.5	96.9
August	99.2	116.9	137.	110.	88.3	88.1	119.2	80.
September	133.	138.4	149.	...	105.8	74.8	112.4	...
October	135.	155.8	157.	...	105.5	80.7	104.9	...
November	157.1	158.8	171.	...	97.6	83.3	106.7	...
December	144.4	145.4	147.	...	111.8	101.5	105.3	...

APPENDIX XXII

NUMBER OF WORKMEN IN THE COAL MINES AND MONTHLY OUTPUT PER WORKMAN

	<i>Number of workmen</i>			<i>Average output per head</i>		
	<i>1915</i>	<i>1916</i>	<i>1917</i>	<i>1915</i>	<i>1916</i>	<i>1917</i>
	<i>(in thousands)</i>			<i>(in puds)</i>		
January	178.	208.	291.3	787.6	711.2	529.
February	175.	219.	291.6	782.9	680.4	491.8
March	155.	220.	288.8	718.7	473.6	528.5
April	179.	217.	285.9	766.5	437.8	423.2
May	175.	220.	276.	772.6	636.4	462.
June	165.	222.	278.	784.2	663.1	456.8
July	162.2	232.	274.	749.1	620.6	434.
August	165.	242.	268.	708.5	566.1	410.
September	190.	247.	...	728.4	603.2	...
October	206.	259.	...	756.3	606.2	...
November	209.1	270.	...	757.1	633.3	...
December	207.9	288.	...	699.4	510.4	...

APPENDIX XXIII

MONTHLY OUTPUT OF CRUDE OIL IN THE FOUR BAKU AREAS FOR THE PERIOD 1913-1917

	<i>(In millions of puds)</i>				
	<i>1913</i>	<i>1914</i>	<i>1915</i>	<i>1916</i>	<i>1917</i>
January	35.	35.5	31.1	27.3	33.3
February	31.5	31.2	28.1	25.3	28.7
March	34.3	33.8	31.2	27.1	31.5
April	34.2	31.1	28.	26.6	32.
May	35.	29.7	29.2	35.3	32.2
June	33.3	7.	28.7	29.9	..
July	29.8	15.9	30.5	25.1	..
August	26.	30.6	27.9	26.	..
September	30.1	31.3	27.	27.4	..
October	33.3	30.6	26.9	27.5	..
November	32.1	29.	26.3	24.9	..
December	35.2	30.3	27.9	26.	..

APPENDIX XXIV

MONTHLY SUPPLY OF COTTON TO RUSSIAN MARKETS IN 1913-1914 AND 1914-1915

1913-1914

	<i>Russian Cotton</i>		<i>Foreign Cotton</i>		<i>Total Supply</i>	
	<i>Thousands of puds</i>	<i>Percentage of the average supply for 5 years</i>	<i>Thousands of puds</i>	<i>Percentage of the average supply for 5 years</i>	<i>Thousands of puds</i>	<i>Percentage of the average supply for 5 years</i>
July	62	0.2	1,128	4.5	1,190	4.7
August	40	0.1	895	3.7	935	3.8
September	562	2.2	660	2.6	1,222	4.8
October	2,233	8.8	985	3.9	3,218	12.7
November	2,278	9.0	1,192	4.7	3,470	13.7
December	2,655	10.5	1,234	4.9	3,889	15.4
January	2,164	8.6	1,760	6.9	3,924	15.5
February	1,609	6.4	1,510	5.9	3,119	12.3
March	1,884	5.5	1,300	5.1	2,684	10.6
April	728	2.9	1,403	5.5	2,131	8.4
May	878	1.5	1,285	5.1	1,663	6.6
June	118	0.5	1,290	5.1	1,408	5.6
Total	14,211	56.2	14,642	57.9	28,853	114.1

1914-1915

	<i>Russian Cotton</i>		<i>Foreign Cotton</i>		<i>Total Supply</i>	
	<i>Thousands of puds</i>	<i>Percentage of the average supply for 5 years</i>	<i>Thousands of puds</i>	<i>Percentage of the average supply for 5 years</i>	<i>Thousands of puds</i>	<i>Percentage of the average supply for 5 years</i>
July	70	0.2	575	2.4	645	2.6
August	25	0.1	357	1.4	382	1.5
September	824	3.3	563	2.2	1,387	5.5
October	1,647	6.5	177	0.7	1,824	7.2
November	3,882	13.4	144	0.5	3,526	13.9
December	3,481	13.8	239	0.9	3,720	14.7
January	2,898	11.5	309	1.2	3,207	12.7
February	1,921	7.6	412	1.6	2,333	9.2
March	1,067	4.2	347	1.4	1,414	5.6
April	641	2.5	680	2.7	1,321	5.2
May	416	1.6	962	3.9	1,378	5.5
June	443	1.7	1,077	4.3	1,520	6.
Total	16,815	66.4	5,842	23.2	22,657	89.6

In addition to the above in July 1915—5,968 tons (373,000 puds) of Russian and 18,528 tons (1,158,000 puds) of foreign cotton reached the Russian markets; in August 1915—3,600 tons (230,000 puds) of Russian and 20,617 tons (1,237,000 puds) of foreign cotton.

Thus down to 1st September 1915 the supplies totaled 410,480 tons (25,655,000 puds) or 101.4 per cent of the average supply for the preceding period of five years. Of this total 278,688 tons (17,418,000 puds) or 68.7 per cent were Russian cotton and 131,792 tons (8,237,000 puds) or 32.7 per cent foreign cotton.

APPENDIX XXV

FLUCTUATION IN THE AVERAGE MONTHLY WAGES OF A WORKMAN IN RUSSIA DURING THE PERIOD 1913-1916

<i>Branches of industry</i>	1913	<i>Wages in paper rubles</i>		1916
		1914	1915	
1. Industries connected with the working of stone	20.	19.5	20.5	30.2
2. Mining	22.1	21.2	22.	42.2
3. Metallurgical	29.7	31.8	41.6	67.7
4. Engineering	37.2	40.6	56.8	82.4
5. Timber and plywood	24.	28.3	33.2	48.7
6. Cotton manufacturing	17.2	17.4	22.9	33.6
7. Wool manufacturing	15.8	15.7	19.4	28.7
8. Silk manufacturing	20.2	16.3	21.1	29.2
9. Linen manufacturing	..	15.7	20.2	28.4
10. Mixed textiles	22.8	22.2	39.5	48.8
11. Paper	17.5	18.1	24.1	30.
12. Printing, engraving, etc.	42.7	43.1	47.6	66.8
13. Chemical	26.1	32.7	35.6	64.1
14. Food	17.6	17.9	21.4	35.2
15. Leather	22.4	26.5	34.2	49.3
Average wage	21.7	23.	31.6	50.1

<i>Branches of industry</i>	1913	<i>Wages in terms of merchandise rubles calculated on the basis of the index-number of prices</i>		
		1914	1915	1916
1. Industries connected with the working of stone	20.	19.8	15.8	14.9
2. Mining	22.1	21.	16.9	20.8
3. Metallurgical	29.7	31.5	32.	31.9
4. Engineering	37.2	40.2	43.6	40.6
5. Timber and plywood	24.	28.	25.5	24.
6. Cotton manufacturing	17.2	17.2	17.6	16.6
7. Wool manufacturing	15.8	15.5	14.9	14.1
8. Silk manufacturing	20.2	16.1	16.2	14.4
9. Linen manufacturing	..	15.5	15.5	14.
10. Mixed textiles	22.8	21.9	30.4	24.
11. Paper	17.5	18.	18.5	14.8
12. Printing, engraving, etc.	42.7	42.6	36.6	32.9
13. Chemical	26.1	32.4	27.4	31.5
14. Food	17.6	17.7	16.5	17.3
15. Leather	22.4	26.2	26.3	24.3
Average wage	21.7	22.8	24.3	24.7

APPENDIX XXV (Continued)

<i>Branches of industry</i>	<i>Index-number of wages based on</i>					
	<i>paper rubles.</i>		<i>merchandise rubles</i>			
	<i>1914</i>	<i>1915</i>	<i>(1913 = 100)</i> <i>1916</i>	<i>1914</i>	<i>1915</i>	<i>1916</i>
1. Industries connected with the working of stone	97	102	151	96	79	74
2. Mining	100	104	190	95	76	94
3. Metallurgical	107	140	218	106	107	107
4. Engineering	109	152	221	108	117	109
5. Timber and plywood	117	138	202	116	106	100
6. Cotton manufacturing	101	133	195	100	102	96
7. Wool manufacturing	99	122	180	98	94	89
8. Silk manufacturing	80	104	144	79	80	71
9. Linen manufacturing	100	122	180	100	100	90
10. Mixed textiles	97	173	214	96	133	105
11. Paper	103	137	171	102	105	84
12. Printing, engraving, etc.	100	111	156	98	85	77
13. Chemical	125	136	245	124	104	120
14. Food	101	121	200	100	93	98
15. Leather	118	152	220	116	117	108
Average wage	106	145	230	105	111	113

APPENDIX XXVI

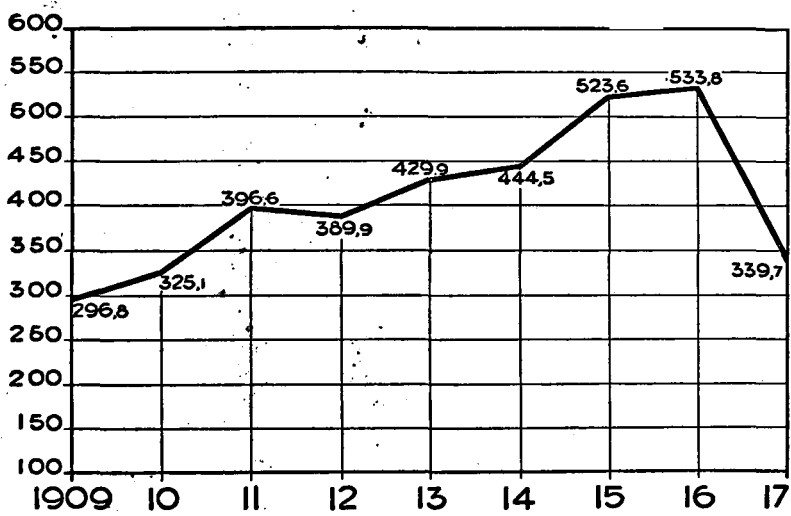
CHANGES IN THE COMPOSITION OF THE WORKING CLASS ACCORDING TO AGE AND SEX IN 1913-1917 (AS PERCENTAGES OF THE TOTAL FOR EACH GROUP) IN THE PRIVATE INDUSTRIES OF RUSSIA

Branches of industry	1913				1914				1915				1st January 1917			
	Children	Adolescents	Women	Men	Children	Adolescents	Women	Men	Children	Adolescents	Women	Men	Children	Adolescents	Women	Men
1. Cotton industries	1.8	9.	50.5	39.2	1.3	9.4	52.4	36.9	1.8	10.7	56.6	30.9	2.4	11.1	61.1	25.4
2. Wool industries	2.2	9.5	35.3	53.	2.1	10.2	37.4	50.3	3.1	11.6	40.6	44.7	4.5	12.7	41.8	41.
3. Silk industries	3.	11.3	55.2	30.5	2.6	11.4	56.3	29.7	4.1	13.6	65.7	16.6	5.	15.5	56.	28.5
4. Linen industries	4.	12.1	45.9	38.	4.7	13.	47.	35.3	5.1	14.8	49.9	30.2	5.8	15.3	52.5	26.4
5. Mixed textile industries	0.4	8.1	52.5	39.	0.6	7.2	57.9	34.3	1.4	7.5	64.7	26.4	2.1	9.	67.8	21.1
6. Paper industries	1.5	9.	26.6	62.9	1.6	8.6	27.5	62.3	1.4	11.6	30.2	56.8	5.8	16.5	29.5	48.2
7. Printing	4.7	17.3	8.1	69.9	5.1	17.9	8.4	68.6	6.4	20.1	10.8	62.7	..	..	..	..
8. Sawmills and plywood factories	0.5	7.3	4.6	37.6	0.5	8.1	5.7	85.7	0.9	11.	9.2	78.9	1.6	11.3	16.2	70.9
9. Iron and steel works	0.5	8.3	6.8	84.4	0.6	8.8	7.3	83.3	0.9	10.8	12.4	75.9	1.1	10.6	14.3	72.
10. Engineering industry	0.1	9.3	1.1	89.5	0.2	8.9	1.5	89.4	0.5	9.5	6.2	88.8				
11. Glass, china, and ceramic industries	5.7	9.7	18.6	71.	5.2	11.1	13.8	69.9	8.5	13.1	18.9	59.5	..	..	..	..
12. Manufacture of animal products	0.8	7.9	14.3	77.	0.5	8.6	16.2	74.7	0.9	9.7	22.8	66.6	1.8	10.5	26.2	61.5
13. Flour mills	0.1	6.	5.6	88.3	0.08	7.1	3.2	89.6	0.4	9.7	4.8	85.1	0.9	11.9	29.3	57.9
14. Sugar industry	0.1	7.1	14.8	78.	0.2	8.3	13.8	77.7	0.8	10.9	19.8	68.5				
15. Chemical industry	0.6	2.	2.8	94.6	0.2	2.1	3.2	94.5	0.3	4.3	9.	86.4	2.4	12.	32.5	53.1
16. Gunpowder and explosives	0.5	2.8	30.1	66.6	0.8	2.9	22.5	73.8	0.5	2.2	30.1	66.2	..	..	..	..

APPENDIX XXVII

Area under cotton in Turkestan in 1909-1917 in millions of deciatines

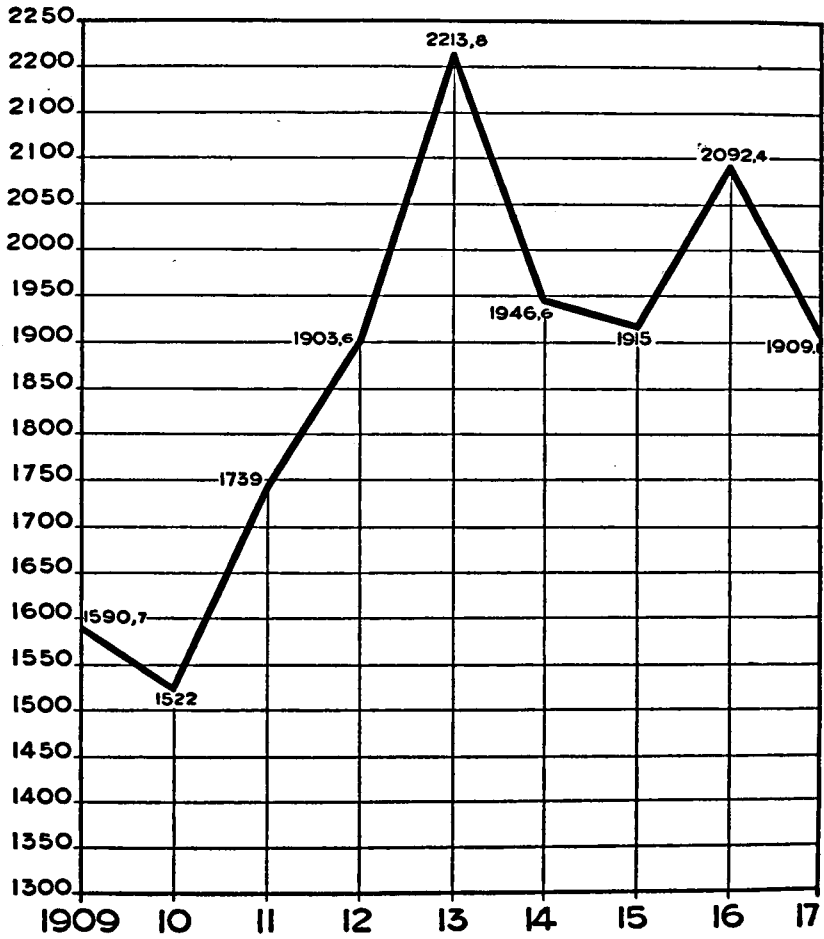
Diagram I



APPENDIX XXVIII

Output of coal in Russia in 1909-1917 in millions of puds

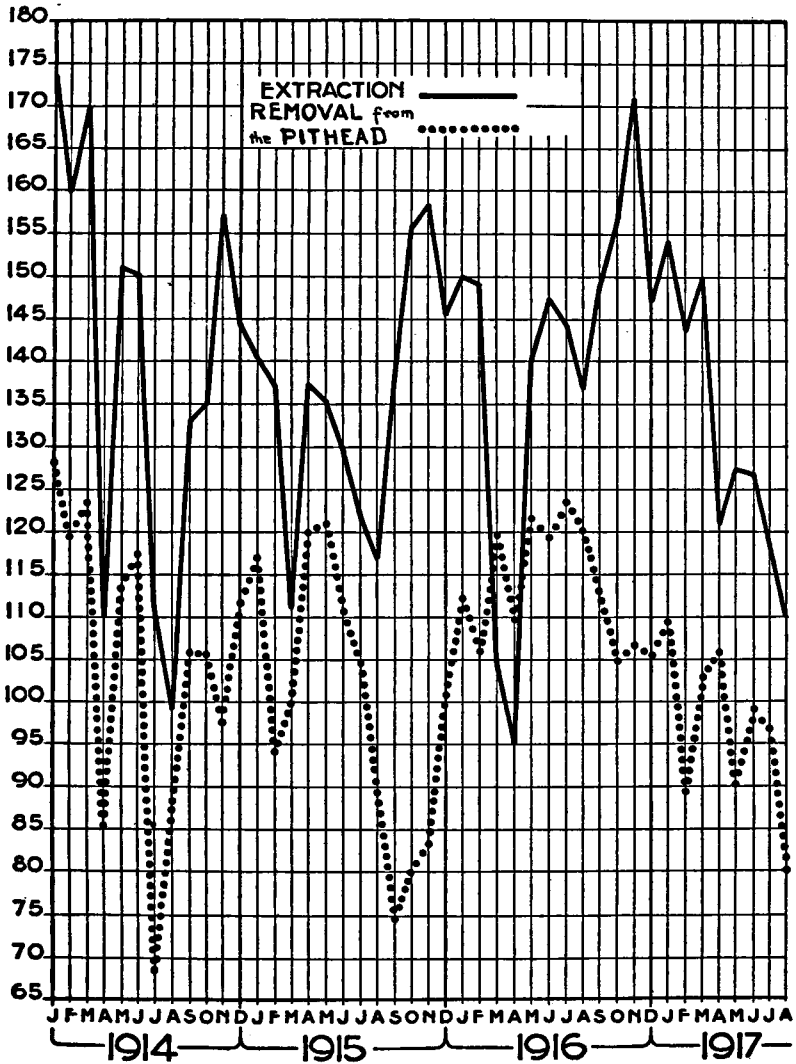
Diagram II



APPENDIX XXIX

Output and removal from the pithead of coal from the Donetz Basin in 1914-1917 in millions of puds

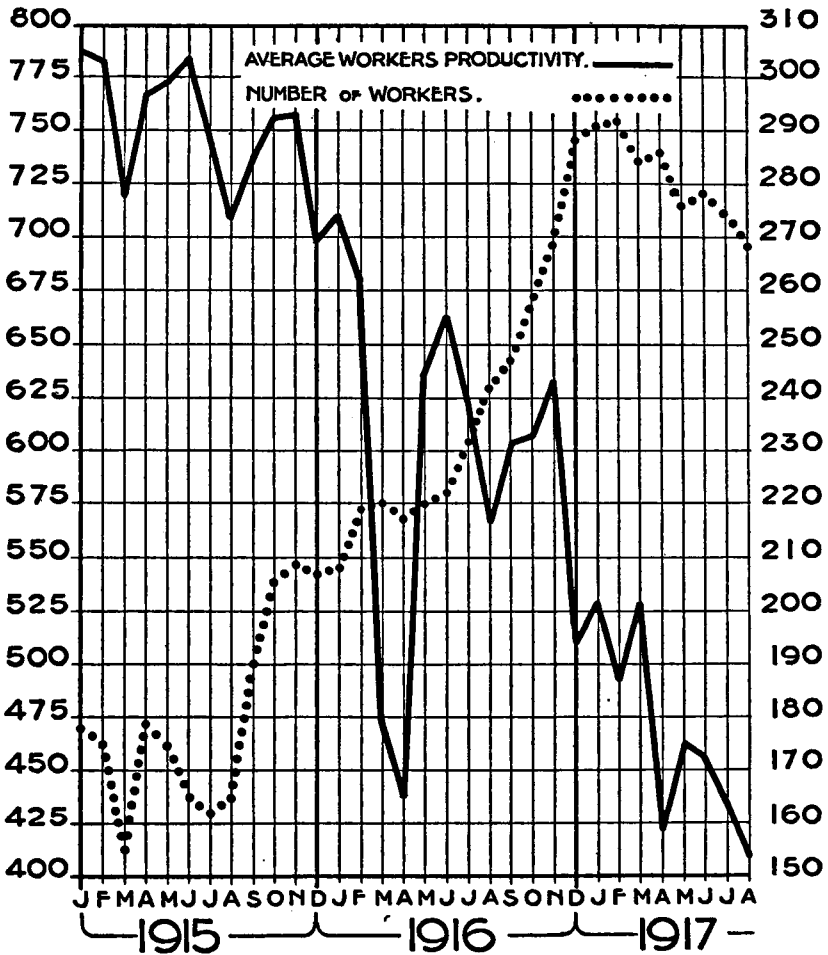
Diagram III



APPENDIX XXX

Average number (in thousands) of workers employed and average monthly output per head (in puds) in the mines of the Donetz Basin in 1915-1917

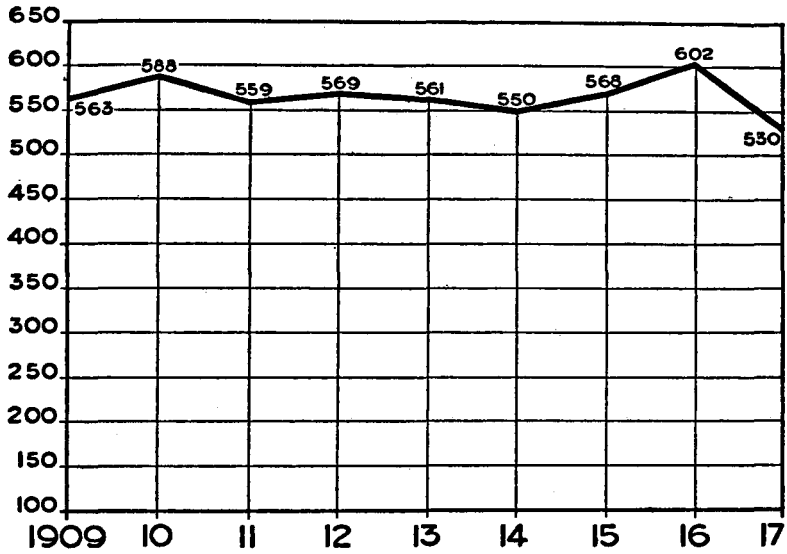
Diagram IV



APPENDIX XXXI

Output of petroleum in Russia in 1909-1917 in millions of puds

Diagram V



APPENDIX XXXII

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in millions of puds

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Economic and Social History of the World War

Under the General Editorship of

JAMES T. SHOTWELL

*Director of the Division of Economics and History
of the Carnegie Endowment*

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