

## REPORT.

(16.)

REPORT of A. H. Blackeby, the Commissioner appointed to enquire into and Report on the System of Laws regulating labor in the State of Massachusetts.

To His Excellency the Governor in Council.

### *Courtesies shown.*

In reporting to the Government upon the system of laws regulating labor in the State of Massachusetts, your Commissioner desires, at the outset, to return his sincere thanks to those gentlemen who so courteously assisted him in his labors, and who, by reason of their intimate knowledge of the laws, were enabled to render much valuable assistance, and impart a large amount of information which would otherwise have been unattainable. Particular reference is made to Hon. Carrol D. Wright, Chief of the Bureau of Statistics of Labor, Captain Rufus R. Wade, Chief Inspector of Factories, and to his well informed and affable staff of assistant inspectors.

### *Law not long in operation.*

Although some of the laws governing labor have been on the Statute-books of the State for a considerable period of time, it is only since the year 1879 that any systematic and organized method of enforcing those laws has been in operation. In such a short time it has been impossible to accomplish to the full all the expectations of the promoters of those laws. But when the period of their enforcement is taken into account the amount of good which has already been realized is a hopeful augury of what may confidently be anticipated by the time that the laws shall have had a reasonable season in which to develop their usefulness as promoters of the physical, mental and moral welfare of that portion of the citizens of the State who are earning their bread amidst the noise of machinery in the factory and the workshop.

### *System working smoothly.*

So far as the system of inspection is concerned the laws are working smoothly and satisfactorily both to the employers of labor and to the artizan classes. Some defects in the law itself have been discovered and rectified, while others still require the attention of the Legislature. But as a whole, the law was undoubtedly wisely framed, and is being efficiently enforced.

### *Education of Children.*

Perhaps in its results to the State the most important part of the law is that which relates to the education of children. The sections bearing on that subject read as follows:—

"Section 1.—No child under ten years of age shall be employed in any manufacturing, mechanical, or mercantile establishment in this commonwealth; and any parent or guardian who permits such employment shall for such offence forfeit not less than twenty nor more than fifty dollars, for the use of the Public Schools of the city or town.

"Section 2.—No child under fourteen years of age shall be so employed, except during the vacations of the Public Schools, unless during the year next preceding such employment he has for at least twenty weeks attended some public or private

day school, under teachers approved under section two of chapter forty-seven, by the School Committee of the place where such school is kept, which time may be divided, so far as the arrangements of school terms will allow, into two terms, each of ten consecutive weeks; nor shall such employment continue, unless such child in each and every year attends school as herein provided; and no child shall be so employed who does not present a certificate, made by or under the direction of said School Committee, of his compliance with the requirements of this section, provided that a regular attendance, during the continuance of such employment, in any school known as a half time day school, may be accepted by said School Committee as a substitute for the attendance herein required.

"Section 3.—Every owner, superintendent, or overseer of any such establishment shall require and keep on file, a certificate of the age and place of birth of every child under sixteen years of age employed therein, so long as such child is so employed, which certificate shall also state—in the case of a child under fourteen years—the amount of his school attendance during the year next preceding such employment. Said certificate shall be signed by a member of the school committee of the place where such attendance has been had, or by some one authorized by such Committee; and the form of said certificate shall be furnished by the Secretary of the Board of Education, and shall be approved by the Attorney-General.

"Section 4.—Every owner, superintendent or overseer of any such establishment who employs or permits to be employed, any child, in violation of either of the two preceding sections, and every parent or guardian who permits such employment, shall forfeit not less than twenty, nor more than fifty dollars, for the use of the Public Schools of such city or town.

"Section 7.—Every owner, superintendent or overseer in any such establishment, who employs or permits to be employed therein, a child under fourteen years of age, who cannot read and write, while the Public Schools in the city or town where such child lives are in session, and every parent or guardian who permits such employment, shall, for every such offence, forfeit not less than twenty, nor more than fifty dollars, for the use of the Public Schools of such city or town."

The immediate result of the enforcement of this portion of the law was a great reduction in the number of children between the ages of ten and fourteen who were previously employed in the factories. Chief Inspector Wade says, in his report for 1881:

*Number of Young Children decreased.*

"During the official visits to the manufacturing establishments in the Commonwealth since my last annual report I have observed that there has been a large decrease in the number of children employed under fourteen years of age. Many of our manufacturers prefer to employ only juveniles of such age as are not required to furnish certificates of school attendance.

"If no other result followed, the improved condition of our factory children furnishes gratifying evidence of the wisdom of this law and the necessity of its faithful enforcement. By careful estimate I am enabled to state that fifty per cent of children between the ages of ten and fourteen years found in our manufacturing establishments, are now receiving an education that will improve their prospects for obtaining a livelihood, and better fit them for the duties of citizenship."

*Employers favor this portion of Law.*

Employers generally are in favor of the educational portion of the law. Under its workings they are rapidly obtaining a more intelligent, and consequently a more remunerative class of operatives; while the benefit which must accrue to the state when this generation shall have become heads of families must be incalculable. Bearing upon this point Chief Wade has stated in one of his reports:

"It is the deliberate opinion of many mill agents and superintendents, whose opportunities for observation are of course exceptional, that the State is fully justified

in interfering in behalf of the educational interests of factory children upon the ground of public policy. It is seen that educated labor is the most productive. When operatives bring to their tasks trained minds as well as skilled hands, better results may reasonably be expected."

And in the annual report for 1881 of the Superintendent of Schools for the city of Lowell, this sentence is found:—

*Law being complied with.*

"All the manufactories, machine shops, stores, and all places where we supposed children were employed, have been visited at different times during the year and found to be generally complying with the requirements of the laws, those in authority deeming the education of children as necessary for future prosperity. A great many of the overseers have expressed the wish that the statutes be amended, so that 'no children under 16 years of age could be employed unless they were able to read and write.' They cannot be employed under 14 years of age now, unless they are able to read and write, but a large majority of the children, between 14 and 16 years who receive certificates from us, are not."

*Employers want educated labor.*

In one of the largest and best conducted mills visited, the Willimantic Linen Co., of Connecticut, your Commissioner found notices posted bearing date August 1st, 1832, informing the employees that after the 1st of July, 1833, no person would be retained in the employment of the company who could not read and write, and, as a means of enabling the hands to comply with this notice, night schools were opened in one of the Company's buildings, and a teacher engaged at the expense of the firm. A large number of the employees have taken advantage of this free tuition, and will doubtless be in a position to comply with the new rule when the time for carrying it into effect shall have arrived. So anxious are the mill owners to see this section of the law carried out in its entirety, that the overseers of each room are given to understand that they will be held strictly responsible for every child under school age in their charge, and that should the law be violated, the amount of fine imposed will be deducted from their (the overseer's wages.) It is perhaps needless to say that, under these circumstances, the cases where the law is wilfully violated by overseers are not numerous. The form of certificate which the overseers are compelled to have for every child under the school age, reads as follows:—

*School Certificate as prescribed by the law.*

"THIS CERTIFIES, that \_\_\_\_\_ born in \_\_\_\_\_ 18  
is \_\_\_\_\_ years \_\_\_\_\_ months old and has attended school in  
\_\_\_\_\_ weeks, during the year next preceding this date, and has attended school twenty  
weeks since \_\_\_\_\_ 18

Teacher.

"\* Approved,

" Duly authorized by the School Committee.

"\* This blank to be signed by a member or the Secretary of the School Committee.

If the child is fourteen years of age, or over, only the age and birth place need be stated, but if under fourteen the whole certificate must be filled out.

*School law well enforced.*

So well is the school law now enforced that a thorough search amongst a great many small children in a large number of mills resulted in the fact that your Com-

missioner was unable to find a single case in which the law was being violated by the mill authorities, though there are still quite a number of children between the ages of fourteen and sixteen who are totally illiterate, these being in nearly every case the children of parents who have but recently taken up their abode in the State. The only way in which an evasion of the law can now be accomplished is by the parents falsifying with reference to the age of the child; this is undoubtedly done in some cases where the parents are idle or dissolute.

It will be observed that the law requires a school attendance of twenty consecutive weeks from every child under the age of fourteen years, except in the cases of children who are attending a half-time day school.

#### *Half-time system.*

So far as could be learned there is only one mill in the State which has availed itself of this provision in the law, and is educating its children by means of the half-time system. Believing that a comparison of the merits of the two systems would be of considerable interest, your Commissioner visited this mill, which is situated in a small village some miles from Lowell. Unfortunately upon the day chosen for the visit the proprietor was away from home, but the manager was quite willing to give his opinion of the system, and his views were stated to be identical with those of the proprietor.

#### *Manager in favor of half-time method.*

There were some fifteen children under the school age employed, and the school was presided over by a lady teacher. The manager's views were that the children who attended school on the half-time plan were much better workers than those who went for the twenty consecutive weeks, and were continuously employed at the mill during the rest of the year. The system, so far as the mill was concerned, had proved to be entirely satisfactory.

#### *Teacher opposed to it.*

On interviewing the school teacher, the lady was found to disapprove of the half-time method as being entirely unfitted to a common school. These fifteen children were disarranging her classes and causing considerable confusion in the ordinary routine of the school room. The result to the children was not what could be desired. They did not learn nearly as fast as those children who came for twenty weeks continuously. The children who came to school in the afternoon were said to be so thoroughly fatigued that they were unfitted for any mental exertion. There was also another objection raised by the teacher against the half-time system "being adopted in a democratic country." The children who attend school continuously are prone to look down upon the "half-timers," as an inferior class, and social distinctions are thus created amongst children who are scarcely old enough to comprehend the meaning of the words. This same objection was also raised by the school superintendent at Fall River where the system had been tried on a small scale. By some this objection might be considered as merely a sentimental one, but to those poor little toilers at the spinning frame, whose lot is already sufficiently hard, it is a terribly real grievance, and many a sore little heart is carried into the mill caused by some real or fancied slight met with on the previous day at the hands of its school companions.

#### *Better for child physically.*

The one good point about the half-time system is, that it benefits the child physically. Having to breathe the close, super heated air of the factory but five or five and a-half hours instead of ten or eleven hours results in producing a much stouter and ruddier physique; but notwithstanding this benefit the only way in which the half-time method of schooling can be successfully carried on is to have special

schools or special classes in the ordinary schools, for the mill children and, situated as widely apart as are our mills and factories; this would be, in most cases, impracticable.

*Twenty weeks consecutive schooling the best.*

On the whole, it must be conceded that the system of attending school for a certain specified period is the mode best adopted to the requirements and circumstances of our people, and the one from which the best results may be looked for. The agent of one of the largest mills visited, and who is also President of the New England Manufacturers' Association, received his education in this way, and is to-day one of the most successful mill managers in New England.

*Young children found in mills.*

It must occur to every one whose business takes them within the walls of a large textile manufactory, that children are employed at too tender an age, and notwithstanding its admirable school laws, the mills in Massachusetts are no exception to this rule. It is true that in that State no children are found below the age of ten years, but to many children placing them in the factory at the age of ten means a diseased frame and a premature death. Their little bodies are not fitted to stand the close confinement of a mill room for ten or eleven hours per day, and so far as the Dominion is concerned, there are very few cases where it is necessary to have the children at work at so young an age. While employment is as plentiful and wages as high as is at present the case in Canada, there are but few parents who cannot afford to provide for their children until they reach the age of twelve years. Where parents are idle, dissolute or avaricious the State has a right to interfere to protect the offspring, and that right is now exercised in most civilized countries.

*System recommended.*

The object aimed at by laws of this kind is the ensuring to every child such an amount of education as will enable it to become a useful and patriotic citizen. Having had an opportunity of studying the laws of Massachusetts, and having also enjoyed facilities for ascertaining the views of the manufacturers and artisans of Canada, your Commissioner would suggest that the best means for obtaining that desirable result would be to prohibit the employment of children under twelve years of age, and that if at that age the child could pass a certain prescribed examination (say the standard of the Third Reader now used in Ontario schools), it might then be employed for the full sixty hours per week; but if the child were unable to pass such an examination, it might then be kept at school for twenty consecutive weeks in each year until it had either reached the age of fifteen years or had acquired the requisite amount of knowledge. By this method manufacturers would be put to less trouble than under either the Massachusetts or English systems, parents would be anxious to have their children educated up to that point, and there would be secured to the child at least the rudiments of a common school education. At the age of twelve the child will be much better developed physically, and will, in most cases, be able to pass the required examination without any further attendance at school.

*Exceptional cases.*

Cases will doubtless arise in Canada, as they have arisen in Massachusetts, where a too strict enforcement of the school law would result in a family circle being broken up and the members thereof becoming inmates of a poor house. Such cases are extremely rare, but, nevertheless, they should receive attention. One of the Inspectors related an incident, which will serve to illustrate this point:—A little girl was found at work without a proper certificate; on making enquiries, it was ascertained that the mother was a widow, having two other children who were attending school.

The mother was out working every day, but without the assistance of this little girl's wages, the entire family must have gone to the poor-house. In view of these circumstances, the Inspector felt that it would be wrong to turn the child out of the mill, and accordingly the violation of the law was passed over. Although the humanity of the Inspector's action could not be questioned, yet an officer, who deliberately allows a breach of the law, which he is specially appointed to see carried out, impairs his usefulness, and it would be much better to have some provision in the law itself to meet cases of this kind.

*How dealt with.*

The Secretary of the Boston Public School Board, as well as a number of other gentlemen, whose views upon this point were ascertained, were of opinion that some provision in their law, to meet such cases, was imperatively needed, although the permits would have to be carefully guarded, so that no undeserving cases might take advantage of the exceptions, and to that end it would be advisable to have the power to issue such permits vested in a higher official than the Inspector.

*Keep register of children.*

A number of mills in Massachusetts have voluntarily adopted the system of keeping a register of all the children under the school age employed by them. This is compulsory in England, and as it tends very greatly to facilitate the work of the Inspectors, it should certainly be embodied in any new law which may be framed upon this subject.

*Evil effects of School Law being sectional.*

Before leaving this branch of the law, it may be as well to say that the evil effects of the Massachusetts law being of a sectional nature was clearly demonstrated at Fall River, a city which is partly in Massachusetts and partly in Rhode Island. In the latter State, although there is a law requiring children to attend school for a certain period in each year, yet as there are no officials appointed to enforce it, the law remains upon the Statute-book a dead letter. In consequence of this, a mill just across the State border in Rhode Island, which was visited by your Commissioner, was found to contain six children under the age of ten who could neither read or write, and it was further ascertained from the overseer that in many cases children had been given employment at this mill who had been turned out of factories on the Massachusetts side in consequence of the twenty weeks school regulations.

*Hours of labor.*

The law with reference to the hours of labor was, as the Chief Inspector has stated in one of his reports "the outcome of a long and somewhat bitter agitation. Happily it is now conceded by those who were arrayed in opposition upon this subject that the policy of the State in regard to the employment of labor is established, and that results have shown the wisdom of such legislation. The operatives are more contented, obtain better wages, and are more valuable members of society; the interests of the operatives and manufacturers are more nearly in accord, and there is much less antagonism than formerly."

*Law with reference to.*

The clauses which relate to this subject read as follows:—

"Section 4.—No minor under eighteen years of age and no woman shall be employed in laboring in any manufacturing establishment, more than ten hours in any one day, except when it is necessary to make repairs to prevent the interruption of the ordinary running of the machinery, or when a different apportionment of the hours of labor is made for the sole purpose of making a shorter day's work for one day of the week; and in no case shall the hours of labor exceed sixty in a week...."

*Must post Notices.*

Every employer shall post in a conspicuous place in every room where such persons are employed, a printed notice stating the number of hours work required of them on each day of the week; and the employment of any such person for a longer time in any day than that so stated shall be deemed a violation of this section, unless it appears that such employment is to make up for time lost on some previous day of the same week in consequence of the stopping of machinery upon which such person was employed, or dependent for employment.

*Penalties for violation.*

"Section 5.—Whoever, either for himself, or as superintendent, overseer, or other agent of another, employs or has in his employment, any person in violation of the provisions of the preceding section, and every parent or guardian who permits any minor to be so employed, shall be punished by a fine of not less than fifty nor more than one hundred dollars for each offence. Said penalty shall extend to corporations. A certificate of the age of a minor made by him and by his parent or guardian at the time of his employment in a manufacturing establishment shall be conclusive evidence of his age upon any trial for a violation of the preceding section."

*Difficult to enforce.*

This part of the law has been found more difficult to enforce than that portion which refers to the schooling of children. Although a fair majority of employers are in favor of working but ten hours per day, and would not, even if the law permitted them to do so, revert to the longer hours, there is considerable dissatisfaction existing by reason of the fact that the law applies only to the State of Massachusetts. It is considered that while factories in New Hampshire, Maine, Connecticut, Rhode Island and Vermont are allowed to work as long as the proprietors deem advisable, this restriction should not have been placed upon the industries of Massachusetts. The objections seems to be well taken, and efforts are at present being made by the labor organizations to have a ten hour law carried through the Legislatures of the other New England States. Most of the manufacturers spoken with were willing to concede that ten hours of faithful work each day is as much as should be required of mill operatives, and they further stated that were the law a National, instead of a State one, they would be entirely satisfied.

*No Loss in Production.*

Taking the mills as a whole there has been little or no loss in the output since the shorter hours of labor came into operation. The works in Massachusetts were competing with trade rivals just across the State border, whose hours of labor were sixty-six per week, and in order to get the same production as their neighbors, the machinery was made to work much more rapidly. Looms which had formerly been run at the rate of one hundred and thirty picks per minute were speeded up to one hundred and seventy picks, and in this way very little diminution in the output was observed. Mr. Carroll D. Wright in his work on "Uniform Hours of Labor" has proved that in most mills where a proper system of management prevails, as good results can be procured in ten hours as was formerly the case when eleven hours per day was the ordinary running time. In commenting upon the figures bearing upon this subject which he has collected throughout the New England States, Mr. Wright says:

*As Much Work Done in Massachusetts in Ten as in Other States in Eleven Hours.*

"It is apparent that Massachusetts with ten hours produces as much per man or per loom, or per spindle, equal grades being considered, as other States with eleven

and more hours; and also that wages here rule as high if not higher than in the States where the mills run longer time.

*Voluntarily adopted ten hour system.*

Some mills have voluntarily adopted ten hours and have achieved the result of accomplishing as much in that time as formerly in eleven. Such is the case with a large cotton mill employing several hundred operatives, and standing in the midst of eleven hour mills. As a result, with some changes of machinery, with careful management, and with the stricter discipline which can be maintained under shorter hours, the superintendent finds his products so nearly what they were before, that the directors are satisfied; and, after a trial of a year and a half, the experiment has become an established success.

One large cotton mill reduced time for four months a few years ago, and found by their looks that from two to four tenths of an hour was gained. Had the experiment been continued for a year, an even greater gain might have been expected, as that period of time might fairly be required for the vital condition of the operatives to rise from the eleven to the ten hour level, and so for them to make the full gain of which they were capable.

Another case is that of a woolen mill in an eleven hour State, which has been running but ten hour a day for ten years. It has been under the same management during the whole time, and its whole product comes in direct competition with eleven and eleven and a half hour mills. Yet in the judgment of the manager, who is also one of the largest owners, the product has been as great and the profits as large as if the mill had been run eleven hours.

*Rate of pay not Diminished.*

In both the above cases the rate of pay which the operatives receive is just as large as in eleven hour mills. The theory on which such facts, and others equally significant which we have yet to give, may be explained, and correctly, we think, is, that there is only so much work in a person, and that all the work there is in the great body of the operatives can be got out of them in ten hours, and no more for any considerable period can be got out of them in eleven; for no mill has yet been built in which the machinery is more than the man.

*Testimony as to benefit of ten hours.*

But perhaps the most emphatic testimony is that of a carpet mill employing about twelve hundred persons. This mill, which has been running but ten hours for several years, and has during this period tried the experiment of running over-time, gives the following result. The manager said: "I believe with proper management and supervision, the same help will produce as many goods, and of superior quality, in ten hours as they will in eleven. I judge so from the fact that during certain seasons, being pushed for goods, we have run up to nine o'clock; and for the first month the production was increased materially. After this, however, the help would grow listless, and the production would fall off, and the quality of the goods deteriorate."

"That is one of the largest and most perfectly equipped and thoroughly managed mills, having tried the experiment of running more than ten hours, finds that, although paying extra for the over-time, while during the first month adequate returns can be obtained, yet by the third month the whole production of the ten hour day and over-time together cannot be made to be more than it was before the over-time began, 'as the books will show.' The reason is, the flesh and blood of the operatives have only so much work in them, and it was all got out in ten hours, and no more could be got out in twelve; and what was got extra in the first month was taken right out of the life of the operatives."



*Another instance of same.*

A case which tended to corroborate the above came under the notice of your commissioner at the works of the Willimantic Thread Company. This corporation had been working eleven hours per day up till 1879 when it was decided to reduce the hours of labor to sixty per week. A close record of the output was kept for the first six months, at the expiration of which time it was ascertained that there was a loss in production of some fifteen hundred pounds of cotton, equivalent to half a day's work, and even this small reduction was attributed as much to other and accidental causes as to the smaller number of working hours. The sixty hours has been continued ever since, although the mills around are nearly all working sixty-six. One of the results has been that the finest class of operatives in New England may be found at the works of this company. The slovenly, untidy factory hands who are to be met with in other mills, not so well conducted, are conspicuously absent from this factory and in their places may be seen as intelligent, cleanly, and neat looking a body of operatives, both male and female as could be found behind the counter of many a first class city store. The President of this company says: "Skill in management and thoroughness in discipline are more important than the eleventh hour in the product of a mill; and thorough discipline is much more attainable under ten than under eleven hours; for men and women are flesh and blood, and they cannot be held up to such steady work during eleven hours as during ten; and overseers are flesh and blood, and cannot hold them up."

*No reduction in rate of pay.*

In Massachusetts the reduction to ten hours has not been followed by a corresponding reduction in the rates of pay. The answers to inquiries made by your commissioner go to show that factory operatives of the same class earn fully as much wages in this State as they do in the eleven hour mills in the State of Connecticut. Whether this is owing to the speeding up of the machinery, or to the improved physical conditions of the workers, or to both causes combined is a difficult matter to determine, but the fact is there and it is of deep significance to all who study the welfare of the industrial classes.

*Massachusetts has not Suffered by Ten Hour Law.*

Although the sectional character of the ten hour law is a decided bar to its usefulness, yet the Massachusetts industries have certainly not suffered by its operations. As proof of this it may be mentioned that out of 8,806,417 spindles, and 129,229 operatives engaged in the cotton trade in the New England States, 4,461,290 spindles, and 62,794 operatives are to be found within the borders of the old Bay State.

*Views of Operatives.*

As to the views of the operatives, it may be said that all of the more intelligent portion speak of the ten hour law as the greatest boon ever conferred upon factory workers. In Canada all workshops in which men form the principal portion of the workers, such as foundries, planing mills, carriage works, &c., the hours of labor are invariably sixty per week, and it is principally in the textile factories, where a majority of the employees are women and children, that longer hours are the rule. The weakest and most dependent portion of our population are compelled to labor in the confinement of a close factory room for from four to ten hours per week longer than a stout healthy mechanic is required to work in a machine shop.

*What use is made of Additional Time.*

It is urged by some employers that the operatives would not make a good use of the additional time, but this idea is certainly not founded on fact, if the Massachusetts

mills may be taken as a guide, and in addition it is almost an insult to the known desire of our people for improvement. In not a few of the more extensive works in Massachusetts may be found large and well stocked libraries, reading rooms supplied with all the leading newspapers and magazines, and rooms in which drawing classes are held. These means of elevating and improving the character, these stores of knowledge are being largely used by the operatives and with the very best results.

#### *Good Class of Operatives.*

The class of people who are now found in most of the larger and better appointed factories are much abler workers, and are naturally more contented as a class than was formerly the case. In one large paper-box factory visited your Commissioner was shown young women working at the bench who were graduates of High and Normal Schools, and others who had formerly taught school. The manager on being asked how this class of help compared with the illiterate workers said they were the best operatives in the factory; they were neater in their dress, more skillful at their work, showed more taste in making up the better styles of boxes, never thought of disturbances or strikes, and were the most profitable class of employees he could get. These are some of the good results which the reduction in the hours of labor have produced in Massachusetts.

#### *Law Requires some Amendment,*

But the law itself is by no means a perfect one. As has been before stated, all the the larger mills are endeavoring to carry out the law in good faith, but some smaller ones have found means of violating the spirit, if not the letter of the Act. The first section says: "No minor under eighteen years of age, and no woman shall be employed in laboring, &c." The last two words have been taken advantage of in some cases to keep women in the mills, and it has been a difficult task for the Inspector to prove that they were engaged "in laboring." The words are entirely superfluous, and should never have been placed there to cause confusion when the section was complete without their introduction. The English Act is very definite upon this point; it reads:

#### *English Law.*

"If a person is found in a factory, except at meal times, or while the machinery of the factory is stopped, or for the sole purpose of bringing food to the persons employed in the factory between the hours of four and five in the afternoon, such person shall, until the contrary is proved, be deemed, for the purpose of this Act, to have been then employed in the factory; provided, that yards, play-grounds, and places open to the public view, school-rooms, waiting-rooms and other rooms belonging to the factory in which no machinery is used, or manufacturing process carried on, shall not be taken to be any part of the factory or workshop to which the provisions of this Act with respect to the affixing of notices apply."

#### *How the Law may be Violated.*

Again, there can be no doubt as to the meaning of the Massachusetts Legislature when it enacted that "a different apportionment of the hours of labor may be made for the sole purpose of making a shorter day's work for one day of the week." It was intended to allow for a short day on Saturday, but it has been interpreted by some firms in a different manner. It is claimed that so long as one day in the week is made shorter to each woman and minor in their employ, that is all that the law calls for. Accordingly they run their works sixty-six hours per week, although claiming that no person, who comes within the purview of the law, works more than sixty. It is arranged in this way:—A card is posted up in each room on which is

written the name of every woman and minor in that room. Behind the names is placed the number of hours for each half-day in the week, thus:—

Name.	Monday.		Tuesday.		Wednesday.		Thursday.		Friday.		Saturday.		Total.
	m.	a.	m.	a.	m.	a.	m.	a.	m.	a.	m.	a.	
Mary White.....		5	5½	5½	5½	5½	5½	5½	5½	5½	5½	5½	60
Jane Jones.....	5		5½	5½	5½	5½	5½	5½	5½	5½	5½	5½	60
John Smith.....	5½	5½		5	5½	5½	5½	5½	5½	5½	5½	5½	60
Annie Brown.....	5½	5			5½	5½	5½	5½	5½	5½	5½	5½	60
Mary Robinson.....	5½	5½	5½	5		5	5½	5½	5½	5½	5½	5½	60
William Oliver.....	5½	5½	5½	5			5	5½	5½	5½	5½	5½	60
Sarah Black.....	5½	5½	5½	5	5½	5½		5	5½	5½	5½	5½	60
Elizabeth Walker.....	5½	5½	5½	5	5½	5½	5		5½	5½	5½	5½	60
Richard Dennis.....	5½	5½	5½	5	5½	5½	5		5	5	5	5	60
Ellen Sloan.....	5½	5½	5½	5	5½	5½	5	5½	5		5	5	60
Geo. Johnson.....	5	5	5	5	5	5	5	5	5	5	5	5	60
Eva Green.....	5	5	5	5	5	5	5	5	5				60

*Inspector Dyson on this System.*

Referring to this system, Inspector Dyson writes:—

"I have in my district a great many small mills that run sixty-six hours per week, and claim to send their women and minors out six hours per week; some of them do, but I occasionally find a superintendent who fails to do it. In such cases it is almost impossible to obtain sufficient evidence to warrant the making of complaints, as the employees are generally well pleased to make the extra time. I have, by repeatedly visiting these places, been able to enforce a substantial compliance with the law."

*Should be amended so as to read last day of week.*

This evasion might readily be put a stop to by altering the clause so as to make it read, "for the sole purpose of making a shorter days' work for the last day of the week." As it is at present, where this system of working is in operation, it is almost an impossibility for the Inspector to tell whether the law is being violated or not. The hours of work for the factory should be posted up in some conspicuous place in each room, and if any female or minor, is found in the workshops before or after those hours, it should be *prima facie* evidence that the law is violated.

*English Act too Complex.*

With these defects remedied, the law at present in force in Massachusetts would be much more suitable for our people and their ways of living than the English Factory Act, which is so complex in its nature that factory owners and managers would have considerable difficulty in finding sufficient time to master it in all its details.

*Provision Required for Overtime.*

It will be necessary to make some provision for over time, as there are trades which, at a certain season of the year, are compelled by the exigencies of their business to work more than sixty hours per week. In making this provision, your Commissioner would suggest that such license to work overtime be given only after application shall have been made to the Inspector, the application to state why the extra work is necessary, and that the overtime be limited to not more than two

months in any one year. The provision in the Bill which was introduced into the Senate last year by the Hon. Senator Aikins governing this subject, (Clause 3, Section 14) and which limited the overtime to two weeks in any one month, would not meet the case of confectionery establishments which require to work longer time for at least six weeks before the Christmas season, and in addition the clause as it reads in that Act is liable to abuse in this way: Take the case of a factory which is at present working sixty-three hours per week. Under the provisions of that clause it could be arranged to work sixty hours per week for the first two weeks and sixty-six hours per week for the next two weeks, so that the hours of labor in a month would still remain as they were before the passage of the Act. Much more might be written with reference to the hours of labor, but it is necessary in this report to deal with other subjects.

#### *Unprotected Machinery.*

The next few sections of the Massachusetts State Law are designed for the purpose of guarding against accidents by unprotected machinery, improperly constructed elevators, etc., and read as follows:

"Section 13. The belting, shafting, gearing and drums of all factories, when so placed as to be in the opinion of the inspectors mentioned in section nine of chapter one hundred and three, dangerous to persons employed therein while engaged in their ordinary duties, shall be as far as practicable securely guarded.

No machinery other than steam-engines in a factory shall be cleaned while running, if objected to in writing by one of said inspectors. All factories shall be well ventilated and kept clean.

#### *Elevators must be protected.*

Section 14.—The openings of all hoistways, hatchways, elevators, and well-holes upon every floor of a factory or mercantile or public building shall be protected by good and sufficient trap-doors, or self-closing hatches and safety-catches, or such other safe-guards as said inspectors direct; and all due diligence shall be used to keep such trap-doors closed at all times, except when in actual use by the occupant of the building having the use and control of the same. All elevator cabs or cars, whether used for freight or passengers, shall be provided with some suitable mechanical device to be approved by the said Inspectors, whereby the cab or car will be securely held in the event of accident to the shipper-rope or hoisting machinery, or from any similar cause."

This latter clause originally read:

"Section 2. In any manufacturing establishment in which there shall exist or be placed any hoistway, hatchway, elevator or well-hole, the openings thereof through and upon each floor shall be provided with and protected by good and sufficient trap-doors, or self-closing hatches and safety-catches, or such other safe-guards as the inspectors hereinafter mentioned shall direct; and all due diligence shall be used to keep such trap-doors closed at all times, except when in actual use by the occupant or occupants of the building having the use and control of the same."

#### *Accidents Occur by Breaking of Hoisting Rope.*

But as it was found that a large number of accidents occurred by reason of the breaking of the rope, or of something going wrong with the hoisting machinery, the section was amended at the session of the Legislature in 1882, so as to provide against accidents of this kind.

#### *Accidents.*

Scarcely a week passes over that the papers do not contain an account of some accident by machinery or elevators that might have been avoided had proper precautions been taken. It is not that manufacturers and owners of elevators are more

reckless of human life than other classes of the community, but each individual seems to fancy that he at least is perfectly safe from accidents of this kind. His machinery has been running for a number of years without anything having happened to disturb his tranquility and he is thereby lulled into a sense of security, but by and by a rude awakening is reached, the unexpected and unprovided against accident has occurred; a valuable workman has been maimed for life by means of an unprotected shaft or gearing; or a young lad has been cut off in an instant by falling through the elevator opening. Then all is changed, apathy gives place to regret, and precautions are at once taken to guard against similar accidents in future; but how much better it would have been if these safety devices had been erected before a skilled mechanic was turned into a helpless cripple, or the light of some household had been dimmed by the loss of a loved and loving son. Accidents will occur which no human ingenuity or foresight could have provided against, but, on the other hand, many are maimed and many lives are sacrificed simply because proper precautions, shown by the occurrence of accidents to be necessary, are not taken.

*Manufacturers glad to avail themselves of these Safety Devices.*

Manufacturers in Massachussets are glad to adopt any means which commend themselves as being a possible remedy against the loss of life or limb, and it is certain that were their attention called to the matter Canadian employers of labor would not be less humane. On this point extracts are given from the reports of the State Inspectors. Chief Wade says, in 1882:—

“What seems to be demanded, and in fact is required, for the highest attainable degree of safety, is a contrivance, simple in construction, sure in action, and that may be instantaneously applied. It must be strong, automatic, and ready for service at an instant's warning. If the shipper rope slips or breaks, or the hoisting machinery becomes disarranged or ineffective from any cause, the person in charge of the car or cab, ought to be able to stop it at once without shock or jar.

“That such legislation is imperatively required for the safety of thousands daily is evident upon slight reflection. Scarcely a new store, factory, shop or public building of any considerable size is erected, but it is supplied with one or more passenger and freight elevators, buildings for business purposes in the cities and large towns especially are constructed of much greater height than formerly, and the upper floors are practically inaccessible unless by means of elevators.

“The legislation requiring machinery to be securely guarded has prevented many accidents to employees. Experience in the work of inspection shows that owners and others using machinery are disposed to use every safeguard necessary to prevent accidents. With the support thus given us our report of results has been of the most satisfactory nature.”

*Inspector White.*

In 1881 Inspector White reported:

“Great progress has also been made in the matter of protecting operatives from accidents in elevators. When less than two years ago in obedience to instructions, I gave the first order for an automatic device in front of elevator openings, I was obliged to explain to the parties how such a bar or gate could be operated. Now there are a dozen or more different inventions in use and constant improvements are being made.

“There are still hundreds of elevators in operation in which the devices for preventing the fall of the car, in case of the breaking of the hoisting rope or giving way of the machinery, would prove insufficient, and the law requiring such appliances should be made more stringent.”

In 1882 the same officer says:—

“I have the honor to report a very general compliance with the orders given by me during the past year. A large portion of my time, all that could be spared from other duties, has been devoted to the inspection of elevators, and the necessity for such inspection has been clearly shown by the condition in which the elevators were found at the time of inspection.

Of those inspected by me to date, forty-five per cent. were found to have no safety device, or to have such devices out of order and consequently of no use. Every facility has been afforded me by the occupants of factories for testing their elevators, and no objection made to providing the safety devices required by law. I have also given a large number of orders for devices to prevent persons from falling into the elevator wells, and the recent invention of cheap and simple devices for that purpose has made it easy for the parties to comply with such orders."

*Inspector Buxton.*

Inspector Buxton, in 1881, reports:—"The laws relating to protection of elevators, hatchways, machinery, etc., and the construction of suitable fire-escapes, have met with but little opposition. Cases were found where the protection afforded was insufficient; better was ordered, and the orders complied with. Constant watchfulness, however, is needed. Regarding the protection of elevator openings, it would seem that something besides a self-closing door is needed for entire safety. The practice in many places is to rely on swinging doors, with a spring to close them; but experience proves how easy it is to mistake them for a door to some other room or stairway, to open them carelessly and to be precipitated down the well or opening. One death resulted from this cause in this district the past summer. At least a self-closing bar of suitable strength, and striking against a shoulder or dropping into a proper slot, should be placed between the well and the door where swinging doors are used, and, where found necessary, such safeguards have been ordered."

In 1882 this officer says—

"The law requiring belting, shafting, gearing, etc., to be properly protected has been universally complied with, and but few suggestions have been found necessary.

"The law relating to protection of elevator openings, and requiring some mechanical device to prevent the fall of the car in case of accident to the hoisting-rope or machinery, has been brought prominently into notice by your recent order requiring safety-devices on all elevators to be practically tested. Many of the attachments which seemed perfectly safe, and were confidently believed by the proprietors to be so, were found worthless. In many cases the defects were slight, but sufficient to render the device useless. Judging from the results of my recent experience with elevators, it would seem that a constant watchfulness on the part of all using them is necessary. Several agents of manufacturing establishments have issued orders that hereafter all elevators in their mills be examined monthly, as an additional precaution against accidents, and which might with profit be universally adopted."

*Inspector Barker.*

Inspector Barker in 1882 reported:

I find most of the elevators provided with the pawl and ratchet safety device, which, with one exception, have worked satisfactorily when tested; the elevator openings were not provided with suitable protection except in a very few cases; I have ordered automatic gates or bars in all cases where not already provided, and most of the orders have been complied with."

It will be seen from the extracts given that although there was much work to be done on the passage of this portion of the Act the inspectors have accomplished a great deal and have been cheerfully assisted in their work by the owners of mills and factories, who willingly comply with the reasonable requests of the officers.

*Present at tests.*

Your commissioner was present upon two occasions with Inspector White when that officer was testing the automatic device for stopping the elevator car in case of the hoisting-rope breaking and on both occasions the test was entirely satisfactory; on the rope being cut the downward passage of the car was stopped by the automatic device before it had fallen six inches.

*New inventions brought out.*

This section of the law has been the means of bringing out a large number of inventions designed to prevent accidents in elevators, most of which are cheap, simple and effective in their operations.

*Difficulty in carrying out provisions of law.*

So far but one difficulty has arisen in the carrying out of section 14, and that is caused by the Legislature having neglected to define who was responsible for the erection of these devices, the owner of the building or the occupant of the premises. A few cases have occurred where some little trouble has resulted from this neglect, but doubtless this defect in the law will soon be remedied. There can be but little doubt that the operations of this section will result in a large diminution in the number of accidents which have annually occurred for want of these very necessary safety devices.

*Mill Races should be Fenced.*

A point which has not been taken up in the Massachusetts Act, but which is embodied in the English law, is one well deserving the attention of the Government. Many drowning accidents have occurred by reason of mill races and canals not being properly fenced in. Legislation is as much needed upon this subject as upon other matters which have been taken cognizance of by the law.

*Inspectors should be Notified when Accident Occurs.*

There is also in the English Act a clause the need of which is greatly felt by the inspecting officers of Massachusetts. It reads as follows:—

“Clause 31. When there occurs in a factory or a workshop any accident which either—

- (a). Causes loss of life to a person employed in the factory or in the workshop, or
- (b). Causes bodily injury to a person employed in the factory or the workshop, and is produced either by machinery moved by steam, water, or other mechanical power, or through a vat, pan, or other structure filled with hot liquid or molten metal or other substance, or by explosion, or by escape of gas, steam, or metal, and is of such a nature as to prevent the person injured by it from returning to his work in the factory or workshop within forty-eight hours of the occurrence of the accident, written notice of the accident shall forthwith be sent to the inspector of the district, stating the residence of the person killed or injured, or the place to which he may have been removed, and if any such notice is not sent the occupier of the factory or workshop shall be liable to a fine not exceeding five pounds.”

Where this is done inspectors have an opportunity of studying the causes which led to the accident and in many cases it is quite possible that precautions may be taken whereby similar accidents might in future be prevented.

*Law with Reference to Fire-escapes.*

On the question of fire-escapes the Massachusetts Legislature has enacted the following law:

“Section 15. All factories and manufacturing establishments, three or more stories in height, in which forty or more persons are employed, unless supplied with a sufficient number of tower stairways, shall be provided with sufficient fire escapes, properly constructed upon the outside thereof, and connected with the interior by doors or windows with suitable landings at every storey above the first, including the attic, if the same is occupied for workrooms. Such fire escapes shall be kept in good repair, and free from obstructions. Fire escapes existing on the first day of July 1877, need not be changed in consequence of the provisions of this section, unless such change is necessary for the protection of life. \* \* \* \*

Section 16. Every room above the second story in factories or workshops in which five or more operatives are employed shall, except as provided in the following section, be provided with more than one way of egress by stairways on the inside or outside of the building, and such stairways shall be, as nearly as may be practicable, at opposite ends of the room. Stairways on the outside of the building shall have suitable railed landings at each story above the first, and shall connect with each story of the building by doors or windows opening outwardly; and such doors, windows and landings shall be kept at all times clear of obstruction.

Section 17. A factory or workshop which before the 15th day of April, 1880, had proper fire escapes, in accordance with section 15, need not conform to the provisions of the preceding section, unless since such fire escapes were constructed there have been such changes in the building or in the number of persons employed therein as to make it in the opinion of the inspectors necessary for the protection of life.

Section 18. Said inspectors may accept such other provision for escape in case of fire, instead of those required in section 16, as may seem to them to be ample for the purpose; but women or children shall not be employed above the second storey, in a room from which there is only one way of egress.

Section 19. All the main doors, both inside and outside in factories, shall open outwardly, when the inspectors of factories in writing so direct. Each storey shall be amply supplied with means for extinguishing fire.

Section 20. All churches, school-rooms, hotels, halls, theatres, and other buildings used for public assemblies, shall have means of egress approved by said inspectors, and all doors to the main entrances in such buildings shall swing outwardly, if said inspectors in writing so direct. No portable seats shall be allowed in the aisles or passage-ways of any such building during any service or entertainment held therein.

Every building three or more stories in height, in whole or in part, used, occupied, leased, or rented, or designed to be used, occupied, leased, or rented for a tenement to be occupied by more than four families, or a lodging house, shall be provided with a sufficient means of escape in case of fire, to be approved by the inspector of factories and public buildings.

Section 21. "No explosive or inflammable compound shall be used in any factory in such place or manner as to obstruct or render hazardous the egress of operatives in case of fire."

Section 22 imposes a fine of not less than fifty nor more than five hundred dollars for a violation of the foregoing provisions.

*All public buildings included in the scope of this law.*

It will be observed that these sections of the Act are made to apply to other than manufacturing establishments. Public buildings of all descriptions are brought within the scope of the law, and in view of the appalling calamities which have recently taken place largely owing to the want of these means of speedy exit from hotels and theatres, the law would seem to have been enacted none too soon. The time of your commissioner was so fully occupied in looking over the factories that no opportunities were obtained to test the manner in which the law is carried out with reference to these public buildings.

*Mills well provided with fire escapes.*

The newer mills, together with a majority of the old ones are certainly well protected from accident by fire. On some of the larger mills there were observed as many as five outside iron stairways. But while the means of escape in case of fire are so fully provided in most of the mills there are still some which have no way of reaching the ground from the outside save by vertical iron ladders.



*Vertical Ladders Condemned.*

It has been asserted by many who have given this matter their attention that this means of escape is of no practical use where women and children are concerned. On the point of fire escapes considerable latitude might be left to the officers appointed to administer the law, seeing that some buildings have better means of escape, even without any outside stairways, than others would have were they provided with half a dozen. But it may with safety be said that where outside means of reaching the ground are necessary there is nothing gained by putting up vertical ladders. On many of these it is impossible for men to descend with safety and they would consequently be of no use whatever to women and children. Appended here are some extracts from the reports of Massachusetts inspectors bearing on this subject. From report of Inspector Buxton:—

*Report of Officers on this point.*

“The law relating to fire-escapes and means of egress from buildings, as it now stands, and since a penalty was provided for non-compliance, is proving effective, and no trouble is met in enforcing it. The manufacturers and the public generally see that a good stairway, with landings on each story, and with suitable railings, is of some value and will be of some use in case of fire, while the vertical ladders would prove nearly worthless as a means of escape for women and children, and the money expended on them virtually thrown away.”

*Inspector White.*

From report of Inspector White:

“Among the first buildings inspected by me after my appointment was a shoe factory in Lynn, which was provided with a vertical iron ladder as a fire-escape. I told the owners I did not consider it good for anything as a means of escape for women and children, although it perhaps answered the law under which it was erected, and had been accepted by an inspector. Since the law of 1880, requiring stairways as a means of egress, was passed, this firm has erected a new building for their own use, six stories in height. By your orders they were told that no fire-escape would be accepted by this department not in accordance with the above-mentioned law, and they accordingly put up outside stairways instead of ladders. Shortly after they moved into the building a fire caught in the basement, in the daytime, and spread with such rapidity as to obstruct the only inside stairway. I was not present at the fire, but one of the firm told me that the operatives, including two hundred women, employed on the fourth floor, came down on the outside stairways in perfect safety. When asked if he thought the women could have escaped on the old vertical ladder, he said, emphatically, that they could not have done so. The first time a quick-working fire occurs in a factory where women and children are employed, and provided with only vertical ladders for fire-escapes, we will have a repetition of the Philadelphia horror in this State.”

*Inspector Barker.*

From Report of Inspector Barker in 1881:

“I found that the shoe factories employ a large number of women who are generally at work in the third and fourth stories, with, in most cases, but one stairway out. Some of these factories have a vertical ladder fire-escape, and some of these without a platform, which I do not consider of any practical use. I think but few, if any, women would attempt to go down them; many have told me they would not dare do so.”

*Inspector Dyson.*

From Report of Inspector Dyson :

"In my opinion there should not be a manufactory in the State where women and children are employed above the second story, but what should have either tower stairways at the extreme ends of the building, or properly constructed fire escapes, built in accordance with the Act of 1880, that is, a balcony and stairway, suitably railed, from each story. It is but a few weeks ago that the cotton mill at Adamsville, in the town of Attleborough, was burned during the working hours. The fire caught in the upper story, and although supplied with all the modern improvements for putting out fire, was burned to the ground. The superintendent and another man were obliged to jump from the fourth story, and were killed. This mill had vertical ladders; but had there been a proper fire escape, there is no doubt two valuable lives would have been saved."

Another Inspector reports:

"Many fire-escapes consist of mere vertical ladders, with a small landing at each story; such escapes, in my opinion, would prove nearly worthless for women and children. Nothing short of strong stairways, with substantial iron railings, would avail for the safety of such employees."

*Officers Unanimous on this Subject.*

From the opinions expressed by these officers, who are of one mind upon the subject, it would seem that what is required, in all mills where outside means of escape are necessary, is a substantial iron stairway with a proper railing. These stairs will be more expensive than ladders, but humanity has not yet reached a point where a small expenditure can be placed in the scale to balance the jeopardising of valuable lives.

*Good Results from Operations of Law.*

But by far the best result as yet obtained under the State law is that builders and architects are now giving more study to this question and many of the newer mills are so built that outside iron stairways are not necessary. The factory itself is so constructed that it is an absolute impossibility for any one in the building to have all means of egress cut off in case of a conflagration. Iron stairways are useful means of exit to have where proper precautions have not been taken at the erection of the structure, but it is much to be preferred that the means of escape should form a part of the building itself.

*Time for Noon-day Meal.*

The State law is silent as to the time which should be allowed operatives for the noonday meal, but, with very few exceptions, the rules of the factories allow one hour and this is undoubtedly a wise regulation.

The laws of Massachusetts does not require manufacturers to provide dining rooms for their operatives, or to turn them out of the factory during the meal hour. In cases where the air of a room is vitiated by reason of the manufacturing process carried on therein, it might be proper to give inspectors the power to prohibit meals from being eaten in these rooms; but in ordinary businesses it would be much better for the operatives themselves if no such provision were embodied in any Canadian Act. Good reasons for this recommendation could be urged, but it is not considered advisable to embody those reasons in this Report.

*Ventilation.*

It is provided that "All factories shall be well ventilated and kept clean." So far as the cleanliness is concerned, there is very little ground for complaint, but cer-

tainly improvement in the matter of ventilation would be a great boon to the operatives in most factories. This subject receives but little, if any, more attention in Massachusetts than it does in Canada. In not more than two of the mills visited was there any satisfactory system of ventilation.

*Inspectors should have greater powers.*

One grave defect in the Massachusetts law is that the inspecting officers are not endowed with sufficient powers. In this respect the English Act is much preferable. To accomplish the work with which they are entrusted, it is a vital necessity that officers should have the power to examine persons found in a mill, with reference to any cause of complaint that may have reached them. On this point the English Act reads:—

“ Clause 68. An inspector under this Act shall, for the purpose of the execution of this Act, have power to do all or any of the following things, namely:

“(Section 6.) To examine either alone or in the presence of any other person, as he thinks fit, with respect to matters under this Act, every person whom he finds in a factory or workshop; or such a school as aforesaid, or whom he has reasonable cause to believe to be or to have been within the preceding two months employed in a factory or workshop, and to require such person to be so examined, and to sign a declaration of the truth of the matters respecting which he is so examined.”

The State law does not confer this power upon inspectors, and an operative in a Massachusetts mill can bluntly refuse to answer questions put by an inspector; and in not a few cases this has been done. Of course under these circumstances it is utterly impossible, in many cases, to be certain that the law is not being violated.

*French Canadians in New England.*

Your commissioner was greatly impressed with the number of Lower Canadians who are to be met with in the mill districts of the Eastern States. In some factory cities there are as many as eleven thousand of our French speaking fellow countrymen. They all seek employment in the mills and were there sufficient employment of this kind in the Dominion it is certain that many of these would gladly come back, as they invariably cherish a wish to return to their own land at some future time. So far as wages are concerned they are very little better off in New England than they would be in Canada. The earnings of the operatives of the mills at Montreal and Cornwall compare favorably with those of the workers in New England factories. Managers of some factories visited, stated that since the impetus which had been given to the textile factories by the changed tariff, a number of French Canadians had availed themselves of opportunities of work which had been offered them from the Dominion, and had returned to their native land. Even leaving out the natural love of home, this is scarcely to be wondered at when the prices which have to be paid for the necessaries of life in the New England States are taken into consideration. The prices quoted for the undermentioned goods were current in Lawrence, a representative eastern city, during the month of January.

*Prices of some necessaries of Life.*

Beef, best cuts, per pound.....	\$0 28
“ common cuts “ .....	0 22
Butter.....	0 42
Eggs, fresh, per dozen.....	0 42
“ limed, “ .....	0 32
Milk, per quart.....	0 7
Potatoes, per bushel.....	1 00
Bread, loaf of 1½ pounds.....	0 8
Coal, anthracite, per ton.....	7 50
Wood, soft, per cord.....	\$7.00 to \$8 00
Flour, same grade as used here, per barrel.....	\$7 00

Houses for mechanics rent for from \$10.00 to \$25.00 per month. These prices are, in most of the articles mentioned, nearly fifty per cent over the rates for which they could be procured in Canada. It may also be mentioned that owing to the high price of butter oleomargarine, which retails at twenty-five cents per pound, is used very extensively on the tables of the working classes.

#### *Tenement House System.*

One evil which has not as yet developed itself to any extent in Canada, but which is found to prevail in most of the factory districts of New England, is the tenement house system. Rows of houses are built by the mill corporations, in which are huddled together, without regard to comfort, health, or the requirements of decency, hundreds of human beings. Some of these tenements are kept in a good state of repair, and the drains, etc., are well looked after, but in far too many cases the reverse of this is seen. Houses which are entirely unfitted for human habitations, having ill-lighted, unventilated, damp rooms, are crowded with mill operatives, four and even six families occupying one tenement. The closet accommodation is miserably insufficient, and is often found to be in a horrible state of uncleanness. The evil effects of this system are but too apparent. Children brought up under such conditions are usually of enfeebled constitution, and exhibit a low state of morals. From this great evil Canadian mill towns are fortunately free. Here homes are the rule and tenement houses the exception. Lovers of their country will trust that this state of things may always prevail.

#### *Conclusion.*

In conclusion it may be said that, while some of the minor details in the working of the Massachusetts Act may have been overlooked, owing to the shortness of time spent in that State, yet it is hoped that, so far as the more important clauses are concerned, what has been recorded in this report may be of some assistance in framing a law which will prove beneficial in its operations to Canadian mill operatives.

The great impetus which has been given to the manufacturing interests of this country since 1879, and the well defined wish of our people, that education should be the basis of national advancement, places upon the Government the grave responsibility of so framing and administering the law, that no class of Canadian citizens shall be placed at a disadvantage.

Fully realizing the desire of the Government for the welfare of the industrial classes, your Commissioner has endeavored to collect and to present such facts as may be of service in the preparation of a measure which shall be calculated to promote the moral and material welfare of that rapidly growing class, who are assisting by their labor and skill to build up the manufacturing interests of this Dominion.

I have the honor to be, your obedient servant,

A. H. BLACKBY.

### SUPPLEMENTARY REPORT.

#### SUMMARY OF THE VARIOUS STATE LAWS REGULATING LABOR IN FACTORIES.

##### *State of Maine.*

No child can be employed in a Cotton or Woolen Factory without having attended school as follows: If under the age of twelve years, four months; if over twelve and under fifteen years, three months of the twelve next preceding such employment. A teacher's sworn certificate of attendance filed with the employer constitutes proof of schooling. A fine of \$100 is imposed for a violation of this law.

No person under the age of sixteen years can be employed more than ten hours per day. The penalty for a violation of this section being \$100.

Factories more than two stories in height, in which work-people are employed above the first story, must be provided with outside fire escapes satisfactory to the municipal authorities.

*State of New Hampshire.*

No child under fifteen years of age can be employed more than ten hours per day without the written consent of a parent or guardian.

No person to be employed more than ten hours per day except in pursuance of an express contract requiring longer time.

No child under ten years of age to be employed by any manufacturing corporation.

Children under sixteen years of age are not to be employed in factories unless they have attended school twelve weeks during the year next preceding such employment, and no child under the said age shall be employed (except during school vacations) who cannot write legibly, and read fluently in the third reader.

No child under fourteen years of age can be employed unless it has attended school six months in the year next preceding such employment.

No child under twelve years of age can be employed unless it has attended the school of its district during the whole time it was in session.

*State of Vermont.*

Children under ten years are not allowed to be employed. Children under fifteen must not be employed more than ten hours per day, and children between the ages of ten and fifteen are not to be employed in any mill or factory unless they have received three months' schooling during the year next preceding such employment.

*State of Rhode Island.*

No child under the age of twelve years can be employed in any manufacturing establishment.

No child under fifteen years of age can be employed unless it has attended school at least three months during the preceding year, and no such child shall be employed for more than nine months in any year.

No child between the ages of twelve and fifteen can be employed more than eleven hours per day, nor before five o'clock in the morning, nor after half-past seven in the evening. Violation of any of these provisions is punishable by a fine of twenty dollars.

Ten hours constitutes a legal day's work unless otherwise agreed by the parties to the contract for same.

Town and City Councils may pass laws requiring fire escapes to be provided on factories in which workmen are employed above the second story.

*State of Connecticut.*

No child under the age of fourteen years can be employed in any business unless such child has attended a day school for sixty days during the preceding year, six weeks of such attendance to be consecutive. School trustees are to visit the manufacturing in their district one or more times in every year in order to see that the law is complied with. Parents and guardians who neglect to send their children to school the legal time render themselves liable to a fine of five dollars for each week's neglect. Employers are required to keep on file a certificate of the child's attendance at school.

No child under the age of fifteen years can be employed for more than ten hours in any one day or fifty-eight in any week under a penalty of fifty dollars.

Each storey above the second must have more than one flight of stairs, or outside fire escapes satisfactory to the fire department of the city or town.

Eight hours constitute a legal day's work unless otherwise agreed upon.

*State of New York.*

Children under the age of fourteen years are not to be employed during school hours, unless they have attended school for a period of fourteen weeks in the year next preceding such employment, and employers must have a certificate of such school attendance.

Eight hours constitute a legal day's work, except for farm and domestic labor. Over-work for extra compensation is permitted.

*State of New Jersey.*

No child under ten years of age can be employed in any factory, and no minor shall be required to work more than ten hours per day or sixty hours per week; the penalty for violation of this law being fifty dollars.

Ten hours per day constitute a legal day's work in all cotton, woollen, silk, paper, glass and flax factories, and in all manufactories of iron and brass.

*State of Pennsylvania.*

Eight hours constitute a legal day's work in the absence of a special contract, except for farm labor and labor employed by the year, month or week. Ten hours constitute a legal day's work in cotton, woollen, silk, paper bag and flax factories. No minor under thirteen can be employed in any such factories under a penalty of fifty dollars.

No child between the ages of thirteen and sixteen years shall be employed for more than nine months in any year; the other three months to be spent at school.

No minor can, by any contract, be employed in any factory for more than sixty hours per week, or an average of ten hours per day. Penalty for a violation of any of these provisions, fifty dollars.

Factories in which employees are at work in third or higher stories must have permanent exterior fire escapes satisfactory to the fire authorities of the city or town.

*State of Maryland*

The law prohibits the employment of children under sixteen years of age in factories, for more than ten hours per day, under a penalty of fifty dollars.

*State of Ohio.*

No child under the age of fourteen years can be employed in mills or mines during school hours, unless it shall have attended school for at least twelve weeks during the year next preceding such employment. Employers must have certificates to that effect. Two weeks' attendance at a half time, or night school, to be considered equivalent to one week at a day school.

Whoever employs a child under fourteen, or a woman, to labor in a mechanical or manufacturing business for more than ten hours per day shall be fined not less than five nor more than fifty dollars.

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1st Session, 5th Parliament, 46 Victoria, 1883.

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REPORT

(16)

Of A. H. Blackeby, the Commissioner appointed to enquire into and Report on the System of Laws regulating labor in the State of Massachusetts.

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*Printed by Order of Parliament.*

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