

FILE NAME: Packings and Gaskets (PAG)

DATE: 1932 July

DOC#: PAG031

DOCUMENT DESCRIPTION: Memo on Silicosis & Asbestosis

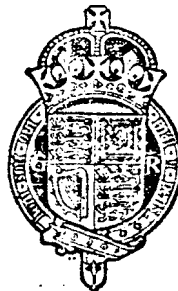
HOME OFFICE

July, 1932

MEMORANDUM ON THE
INDUSTRIAL DISEASES OF
SILICOSIS AND ASBESTOSIS

HD 7764 67 1932

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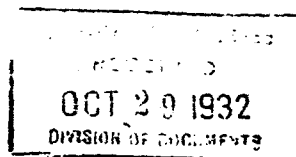
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1.—Introduction.

The disease of the lungs now known as silicosis was recorded in this country in very early times as a trade disease of those who worked on certain kinds of stone. It occurred among masons working with sandstone, and was called "stone phthisis"; in later times it was found in those employed in grinding metals on sandstone wheels, and was called "grinders' asthma." It appeared too in potters, who worked with ground flint, and was called "potters' asthma," and amongst miners in lead, gold mines, it was known as "miners' phthisis." All these indicate the same disease, silicosis, which may be accompanied by tuberculosis. It has been found to occur in many industrial processes, all of which have one characteristic in common—the exposure of the workers to the inhalation of silica dust.

The incidence of silicosis continues to be serious and widespread as is shown by the following figures of cases in which compensation has been paid under the special Schemes made under section 4 of the Workmen's Compensation Act, 1925. During the last 10 years there have been 80 cases, including 30 deaths, among men employed in granite mines and silica brick works; 17 cases, including 25 deaths, in the getting and manipulation of sand at quarries or on premises worked in conjunction therewith; 10 cases, including 87 deaths, in the pottery industry; 81 cases, including 32 deaths, in the metal industries, including metal casting and sandblasting; and 91 cases, including 20 deaths, in coal mines.

The object of this Memorandum is to set out briefly what the disease is, how and where it is produced, the means which have been taken to prevent it, the provision made for compensation, and the arrangements for the medical examination and certification of workmen.

Within recent years it has been found that asbestos dust produces a fibrosis of the lungs (known as asbestosis) which resembles silicosis in many ways. A note on this disease is included.

2.—The origin and development of Silicosis.

Silicosis is produced by the action of minute particles of a kind of dust which have been inhaled in the act of breathing. These particles make their way into the deepest recesses of the lungs, where some of them remain and produce a slow inflammatory process which eventually destroys the lungs.

This dust is *silica* (dioxide of silicon, SiO_2), the main constituent of many rocks such as quartz, sandstone, flint and chert. In order to produce silicosis the dust must be in the form of minute particles so small as to be invisible to the eye, except that in a beam of sunlight they may appear as a cloud, like smoke. This dust is produced when any of these rocks are broken, crushed, ground, or cut with a chisel or drill, or when any ground silica is maintained in the dry state, unless special means are taken to suppress it.

These minute particles of silica float in the air and when inhaled, pass through the bronchial tubes to the finest branches which end in the expanded balloon-like air sacs which constitute the respiratory tissue of the lungs. Many of the dust particles are caught on the moist lining of the bronchial tubes, and these are readily removed with the mucous secretion by the action of the muscular wall of the tubes and the special mechanism of their lining membrane; but those particles which find their way to the inner surface of the air sacs which constitute the actual tissue of the lungs cannot be removed in this way. They are attacked by living cells from the lung tissue, which surround the particles and convey them either outward to the opening of the bronchial tubes, or, passing through the walls of the air sacs, move along the drainage channels and spaces of the lung. If the quantity of dust is small the cells will be able to deal with it successfully, but if it be excessive they will be unable to remove it and the dust laden cells will accumulate giving rise to an inflammatory process. Once this process has commenced nothing can stop its progress, and it proceeds, more or less slowly, producing a kind of scar tissue (fibrosis) which ultimately replaces the lung substance, at first in small spots or nodules which may become joined up to form larger areas. The extent of lung tissue involved will depend on the concentration of silica dust in the atmosphere and the period of time over which exposure has taken place.

When silica dust is inhaled, even in injurious amount, it produces no immediate effects, because it does not irritate the nose or throat. Sooner or later, however, the effects begin to be felt. When the fibrosis of the lung has advanced to a certain extent shortness of breath appears and increases, it may be to such a degree as to render the worker incapable of continuing at work. Moreover, a person in such a condition is much more liable to serious chest trouble from infections such as common colds, influenza and tuberculosis than one with healthy lungs, and at any time in the course of its development silicosis may become complicated by one or other of these infections.

It is possible to determine the concentration of particles of dust in the atmosphere of any workplace by means of instruments of several kinds. Samples of the dust can be collected and the particles counted and measured by microscopic examination. Such examinations of the atmosphere have been made in many industrial processes and it has been found that the concentration of dust varies within wide limits of less than 100 particles to more than 10,000 particles in a cubic centimetre of air. When it is remembered that a man during ordinary quiet breathing inhales 500 cubic centimetres of air with each breath and breathes 16 times a minute, it will be seen that the number of particles which can reach the lungs during a working day will be enormous.

It has not yet been possible to determine for all industries the limit within which a concentration of dust may be considered safe.

Attempts have been made to determine the limit for special industries carried on under uniform conditions, as in the United States granite industry, the South Africa gold mining industry, and tunnelling in sandstone in Sydney, Australia. While such standards are of value in estimating the relative efficiency of methods of dust suppression within a single industry, it would not be possible to apply any of these standards as a criterion of purity in which it would be safe to work under different conditions and in different industries.

Research is going on under the direction of a Committee appointed by the Medical Research Council with a view to extending the knowledge and understanding of silicosis and other industrial diseases due to dust inhalation, particularly in regard to the concentration of dust capable of causing injury, the conditions of exposure to dust which influence the progress of the disease, the mode of action of silica on the lung tissues, and the influence of infections on the course of the disease.

3.—Industries and processes in which silicosis occurs.

Silica is widely distributed in nature and occurs as the chief constituent of many rocks such as quartz, quartzite, gneiss, granite, sandstone, chert, flint, in the natural quartzose sands, and many of the igneous rocks, including granite. The chief areas where sedimentary silica rocks are found are Yorkshire, Lancashire, Northumberland and Durham, Derbyshire, Cheshire, and North Wales, South Wales, Somerset, and Gloucestershire, and parts of Scotland, including Angus, Ayrshire, Dumfriesshire, Fifeshire, Lanark, Midlothian, Morayshire and Stirling. Granite and other igneous rocks are found principally in Cornwall and Devon, parts of Leicestershire and North Wales, the Lake District, and in the West and North of Scotland.

Certain natural deposits of silica occur as the remains of animal and vegetable life, the best known of these deposits being perhaps kieselguhr.

All processes which involve the manipulation of any of the materials in the dry state in such a way that the silica is broken up into minute particles and inhaled, are liable to give rise to silicosis. Chief among these are:—

- mining or quarrying of quartz, quartzite, gneiss, sandstone, gritstone or chert;

- drilling and blasting in these rocks;

- breaking, crushing and grinding of such rocks, or of dry quartzose sand or dry deposits or dry residues of silica, and the manipulation of the crushed or ground material in the dry state;

- mason's work on sandstone or granite;

- manufacture of gneiss or silica bricks and other refractory materials;

- breaking, crushing or grinding of flint, and processes in the

- pottery industry involving the use of powdered flint;

grinding of metals by means of grindstones composed of natural or artificial sandstone;
 fettling of steel castings; and
 sandblasting if done by means of compressed air with use of quartzose sand or crushed silica rock or flint.

4.—Means of Prevention.

The most important means for prevention include (i) suppression of dust; (ii) ventilation; (iii) other methods of preventing the inhalation of dust; (iv) medical examinations.

(i) *Suppression of dust* includes all measures which prevent the dust from being produced. It is sometimes successfully accomplished by the use of water, but to be effective the supply of water must be sufficient to keep all surfaces of the material wet during the whole process. In some cases, as in grinding of metals, effectual dust suppression is only attained by the complete immersion of the metal being ground.

(ii) *Exhaust Ventilation*.—One of the most widely applied means of prevention is by localised exhaust ventilation which to be effective should be applied at or as near as possible to the point of origin of the dust and so arranged with reference to the air inlets and general ventilation of the room as to prevent the dust from entering the atmosphere of the workplace. Where the dust is produced over a large surface, as in crushing machinery, conveyors, or mechanical sieves, it is usually necessary to enclose the machine as completely as possible and to apply exhaust draught to the inside of the housing, sufficient to maintain a slight negative pressure and prevent escape of dust from apertures. In the case of silica dust, where the particles are so minute, considerable care and experience are required in designing the dust collecting plant. It is also necessary to prevent the dust from the exhaust plant entering the atmosphere where any persons are working and for this reason systems of localised exhaust ventilation must be provided with dust collecting appliances.

The percussive drills worked by compressed air, which are largely used at mines and quarries and produce large quantities of fine dust, can now be provided with a "dust trap" which gives the workmen efficient protection. A considerable number of these dust traps are now in use. The principle in these drills has been adapted to pneumatic tools for stone dressing by a device the working of which is demonstrated at the Home Office Industrial Museum.*

In the Home Office Industrial Museum there are also exhibited a series of photographs of the chief processes in the pottery, metal grinding, and refractories industries, and the protective measures required, as well as specimens of the

* At Horseferry Road, Westminster, S.W.1. Open on every week-day; 10 a.m. to 1 p.m., and 2 to 4 p.m. Admission free.

materials giving rise to silica dust, microphotographs and counts of the dust content of the atmosphere of the places, and X-ray photographs of the lungs of workers by silicosis due to work in these industries.

(iii) *Other preventive measures.*—Wearing a respirator apparatus consisting of a helmet or closely fitting hood provided with an air supply drawn through a tube from a source affords protection for workmen employed in processes carried on occasionally only or for short periods and is obligatory for sandblasting under the Grinding of Metals (Miscellaneous Industries) Regulations.

Respirators can never be regarded as a substitute for exhaust ventilation but for processes which are outside the scope of mechanical ventilation an efficient respirator is desirable. The only respirators with a filtering medium of fibre or other material which are at present available, afford insufficient protection against fine dusts, but investigations are being made by the Department of Scientific and Industrial Research into the efficiency of various types of respirators. Considerable progress has been made and it is hoped that before long a respirator possessing the necessary properties will be produced.

The effectual separation of dusty processes, so as to prevent workers employed in non-dusty processes from unnecessary exposure to dust, should be adopted wherever practicable and is required, for example, in racing grindstones under the Grinding of Cutlery and Edge Tools Regulations.

The success or failure of preventive measures depends not only on the satisfactory design and installation of the ventilation system, but to an even greater extent on the proper maintenance of the apparatus or plant providing it. In this connection there devolves a responsibility on the workman as well as on the management, and the various codes of regulations which have been issued (see below) make it obligatory on the workmen employed to make full and proper use of the appliances provided and to report forthwith to the management any defect in the same.

Regulations to safeguard the workman against the inhalation of silica dust are now in force for the grinding of metals, the cleaning of castings,* the manufacture of cutlery and tools,† handling, moving, breaking, crushing, grinding and of refractory material, and the manufacture of bricks,‡ and certain processes in the manufacture of pottery.

For the detailed requirements regarding each industry or process, reference should be made to the particular code of Regulations.

* The Grinding of Metals (Miscellaneous Industries) Regulations (S.R. & O. 1925, No. 904).

† The Grinding of Cutlery and Edge Tools Regulations, 1925 (S.R. & O. 1925, No. 1089).

‡ The Refractory Materials Regulations, 1931 (S.R. & O. 1931, No. 1089).

§ The Pottery (Silicosis) Regulations, 1932 (S.R. & O. 1932, No. 3).

broadly they consist of the effective enclosure of the apparatus with provision of efficient localised exhaust ventilation, and an approved system of mechanical general ventilation, the provision of a steam or water spray, the segregation of the dusty processes; and general measures for securing greater cleanliness of the premises and appliances.

In factories and workshops to which special Regulations do not apply the powers given in section 74 of the Factory and Workshop Act to require the provision of localised exhaust ventilation or other mechanical means for removing dust for any process in which dust is generated to an injurious extent can be, and generally are, exercised to prevent exposure to silica dust.

Section 78 of the Coal Mines Act, 1911, requires generally that mechanical drills used for drilling in highly siliceous rocks shall be provided and used with an efficient means to prevent the escape of dust into the air.

Under the same Act general Regulations* have been made for ganister mines, and under the Metalliferous Mines and Quarries Acts, special rules have been established in tin mines and in many quarries where ganister, sandstone and other silica rocks are worked.

(iv) *Initial and periodic medical examinations.*—In certain industries or processes it is now required that workers shall be examined medically before they are engaged, and shall also be medically examined at intervals during their employment.† The object of the initial examination is to prevent workmen whose respiratory physique is defective and who, if not more liable to contract silicosis, run much greater danger if silicosis develops, from entering the industry. The periodic medical examinations which are carried out at the works should be of great value as a preventive measure. They enable cases of silicosis to be detected at an early stage, and if the workman is then excluded from, or voluntarily gives up, further employment in the dusty processes, the development of the disease may be arrested. They also enable persons found to be suffering from pulmonary tuberculosis, who not only expose themselves to additional risk by remaining in the dusty industries but are also a possible source of infection to their fellow workers, to be eliminated; and they provide cumulative evidence as to the changes in the workman's condition which is of the greatest assistance in diagnosis when the question arises of certification for purposes of compensation. Further, they indicate where the conditions are still giving rise to the disease,

* S.R. & O. 1920, No. 873.

† See the Silicosis and Asbestosis (Medical Arrangements) Scheme, 1931, paragraphs 12 and 13. The industries and processes to which these requirements apply are the Refractories and Sandstone Industries and certain processes in the Pottery Industry.

and may thus be of material assistance in enabling the necessary precautions to be taken.

5.—Provision for compensation.

Compensation in cases where death or disablement is caused by silicosis or silicosis accompanied by tuberculosis contracted during employment is now payable in all the industries where a serious risk of the disease exists. Owing to the nature of the disease a special compensation procedure different from the ordinary provisions of the Workmen's Compensation Acts has had to be devised. Special Compensation Schemes have been made by the Home Office under the powers given by Parliament for the purpose, a list of which, and the processes to which they apply, is given in Appendix II. Before making any claim to compensation or applying to the Medical Board for a Certificate (see below) a careful study should be made of the Compensation Schemes, and particularly of the processes specified in paragraph 2 of the Schemes.

6.—Medical Arrangements for examination and certification of cases.*

Any workman desiring to make a claim to compensation must obtain a certificate from the Medical Board appointed by the Local Office unless his employer agrees that he is liable to pay compensation without such certificate.

This Medical Board, consisting of a Chief Medical Officer and eight Medical Officers, is divided up into four "panels" of two Medical Officers each, with centres at Bristol, Newcastle-on-Tyne, Sheffield and Stoke-on-Trent. The Chief Medical Officer is stationed at Sheffield. A list of the panels and the areas assigned to each is given in Appendix III to this Memorandum.

The remuneration and expenses of the Medical Board are paid out of a general Medical Expenses Fund, which is maintained by fees payable by the employers and workers or their dependants. These fees, and the directions as to when and how they are paid, are set out in Appendix IV.

The Medical Expenses Fund is administered by five Trustees consisting of two employers' and two workers' representatives and one official representative. The present address of the Secretary of the Fund is the Home Office, Whitehall, London S.W.1.

Certificates of disablement.—A workman desiring to obtain a certificate of the Medical Board is advised in his own interests to consult, in the first instance, his Approved Society, who will arrange for him to be examined by the Regional Medical Officer appointed under the National Health Insurance Acts. This examination

* These arrangements are based on the recommendations of a Dopar Committee appointed to advise as to the medical arrangements which should be made for the diagnosis of silicosis. The Report of the Committee was published by H.M. Stationery Office in 1929. Price 6d.

be free of cost to the workman. If the Regional Medical Officer is satisfied that there is reasonable cause for suspecting the existence of silicosis he will certify accordingly. On production of this certificate the workman will be entitled to examination by the Medical Board at a reduced fee. He should send the certificate, together with the prescribed fee, either to the chief officer of the Medical Board, or to the senior member of the panel for his area (see Appendix III) stating the Compensation Scheme under which the claim is made, the name and address of the works of the employer who last employed him in a process included in the Scheme, the nature and duration of the employment and the date when he left the employment. The Medical Board will then fix a time and place for the examination and will notify the workman accordingly.

There is no appeal from the Medical Board's decision, and hence it is important that all material information and especially the employment history should be given to the Medical Board.

If the workman fails to obtain the certificate from the Regional Medical Officer he may still decide to proceed with his application for examination by the Medical Board, but in that case he will be required to deposit the full cost of the examination, part of which will, however, be refunded to him if the Medical Board issue a certificate.

Before issuing any certificate the Medical Board send a notice to the employer, or, where a Compensation Fund has been established under the Scheme, to the Fund, and consider any statement made or submitted to them in writing by or on behalf of the employer or the Fund within ten days of the date of the notice.

Except in cases of death—see below—the Medical Board are not required to issue a certificate unless the workman is found to be suffering from silicosis or silicosis accompanied by tuberculosis but an intimation of the result of the examination is sent to the workman in every case.

If a workman who is subject to initial or periodic medical examination is, as the result of such examination, excluded from employment on account of silicosis or silicosis accompanied by tuberculosis, he is given a certificate (for which no fee is payable), entitling him to claim compensation in accordance with the provisions of the appropriate Compensation Scheme.

Certificates of death.—In cases of death from silicosis, compensation can only be claimed on a certificate given by the Medical Board. Save in exceptional cases where the deceased workman was entitled to weekly payments under a Compensation Scheme during life and the Medical Board are satisfied that a post mortem examination is unnecessary, this certificate will only be given after a post mortem examination. It is important, therefore, that when it is desired to claim compensation for the death of a workman, application should be made without delay to the Medical Board, who will

arrange for the post mortem examination. The application should be accompanied by the fee prescribed by the Regulations as to the nature and duration of the deceased's employment. In cases where inquests are held, H.M. have been invited to consult with the Medical Board as to arrangements for the post mortem examination, and the Board an opportunity either of making or of being represented at the examination.

Disposal of certificate.—If, as in the Refractories and Industries, a Joint Committee, representing both employers and workers has been appointed for the settlement of claims, the Medical Board will forward the certificate to the Secretary of the Committee, who will communicate with the workman or his dependants, as the case may be, in regard to the claim.

In cases arising in other industries the certificate will be sent to the workman or his dependants who should then apply for claim to compensation direct to the employer. Under the provisions for these industries compensation is recoverable from the employer who last employed the workman in one or more of the processes included in the Scheme, and the procedure for recovering compensation is similar to the same as that laid down in the Act for recovering compensation for accidents or scheduled diseases.*

7.—Asbestosis.

Asbestosis is a disease of the lungs produced as a result of the inhalation of asbestos dust usually over a period of several years. It is characterised by a special type of fibrosis of the lungs which resembles silicosis in its general features of causation and development, but differs from it in some of its clinical and pathological manifestations.

The disease occurs in workers in occupations associated with the production of asbestos dust in a fine state of division: for example, in the preparatory processes of crushing, disintegrating and grinding of the crude asbestos; in blowing, mixing and carding of asbestos in spinning yarn and weaving cloth and other asbestos materials; and in the making of insulating mattresses or sections composed wholly or partly of asbestos.

The characteristics of the dust which gives rise to the disease differ in some ways from the silica particles which cause silicosis. In the case of asbestos, owing to the fibrous character of the mineral, the free particles are usually extremely thin and long fibres.

The change produced in the lungs is a gradually progressive fibrosis which spreads throughout the lungs. The non-uniform distribution of the fibrosis, so characteristic of silicosis, is a prominent feature in asbestosis. Tuberculosis may co-exist with asbestosis, but apparently does not supervene so frequently as in silicosis.

* See Home Office Memorandum on the Workmen's Compensation Act, 1925-1931. H.M. Stationery Office, price 3d.

Once the fibrous tissue change is established in the lungs, the disease becomes progressive. The first prominent symptom is usually shortness of breath and it remains the most prominent one throughout. Bronchitis, bronchiectasis and broncho-pneumonia are complications frequently met with.

Industries and processes in which asbestosis occurs.—Processes involving exposure to asbestos dust which are known to give rise to asbestosis or in which the conditions are such as to be liable to produce the disease, are the breaking, crushing, disintegrating, opening and grinding of asbestos and the mixing or sieving of asbestos or any admixture of asbestos, the manufacture of asbestos textiles, the making of insulating slabs or sections and the making or repairing of insulating mattresses composed wholly or partly of asbestos, and the sawing, grinding and turning in the dry state of articles composed wholly or partly of asbestos such as motor car brake and clutch linings, electric conductors and packings and jointings.

Means of prevention.—As in the case of silicosis, suppression or control of the dust is the chief means of preventing the disease. The principal methods of effecting this (now obligatory under the Asbestos Industry Regulations²) are the substitution of wet methods for dry, effective enclosure of dust-producing machines, substitution of enclosed mechanical methods for hand conveyance and for dusty hand work generally, and application of exhaust draught at dust-producing points.

As in the silica industries, initial and periodic medical examinations may be of great value as a means of preventing or arresting the development of asbestosis; and they have now been made obligatory† for workmen employed in the processes of breaking, crushing, disintegrating, opening or grinding of asbestos, and the mixing or sieving of asbestos or any admixture of asbestos, and in the making of asbestos textiles and insulating mattresses.

Provision for Compensation.—Compensation is payable in cases of death or disablement caused by asbestosis or asbestosis accompanied by tuberculosis under a special Scheme. This Scheme applies to workmen employed in the processes, a list of which is given in Appendix II, at any time on or after 1st May, 1931. The compensation is recoverable from the last employer who employed the workman in the processes and the procedure for recovering compensation is substantially the same as that laid down in the Act for recovering compensation for accidents or scheduled diseases.

Medical arrangements for examination and certification of cases.—The medical arrangements for the examination and certification of cases are identical with those described in the earlier pages of this Memorandum for silicosis.

* S.R. & O. 1931, No. 1140.

† Silicosis and Asbestosis (Medical Arrangements) Scheme, 1931, paras. 12 and 13 (S.R. & O. 1931, No. 341).

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