



# INDUSTRIAL RELATIONS

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## Trade Union Organisations

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**A**MONG features of interest which may be noted in this month's record of the trade union movement is a special trade union congress held in Hungary in December. Its chief purpose was to protest against the restriction of the workers' right of association and assembly, but the holding of the congress in itself is an interesting sign of the resumption of trade union activities in Hungary. The Polish Government has communicated to the International Labour Office reports of a number of trade union congresses held in Poland towards the end of 1921. These show that the work of organisation and consolidation is being pushed forward, with a view to the unification of the labour movement in the different sections of the country. Considering the difficulties of the situation in Poland, a remarkable amount of interest was shown by the trade unions in education. The holding of the second All India Trade Union Congress marks a further stage in the development of the organisation of labour in that country, and is also notable for the interest displayed in it by a number of prominent coal owners. In France the dissension between the two sections of the General Confederation of Labour has entered on another phase with the holding of a national 'minority' congress, which gave rise to a brief resumption of communications between the Executives of the Moscow and Amsterdam Internationals.

### INTERNATIONAL ORGANISATIONS

The **International Transport Workers' Federation** at the beginning of December organised at Antwerp an international conference of seamen's organisations affiliated with it. After receiving reports on the position of seamen in various countries, the conference discussed the relations between the International Transport Workers' Federation and the International Seafarers' Federation<sup>(1)</sup>, and the relations between the different seamen's unions in Great Britain.

This international conference of delegates of seamen's organisations affiliated with the Transport Workers' Federation resolves to support by all means in its power the efforts made by the Amalgamated Marine Workers' Union to establish, in agreement with the National Federation of Transport Workers and the International Transport Workers' Federation, a single organisation for all British seamen<sup>(2)</sup>.

The conference considers that it is inadmissible for any organisation directly or indirectly affiliated with the International Transport Workers' Federation to maintain relations with the National Sailors' and Firemen's Union and with the International Seafarers' Federation.

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<sup>(1)</sup> *International Labour Review*, Vol. IV, No. 2, Nov. 1921, p. 65.

<sup>(2)</sup> *Ibid.* Vol. V, No. 1, Jan. 1922, pp. 71 and 72.

The Executive of the **International Federation of Trade Unions** met at Amsterdam from 28 to 30 December 1921. It was decided, in answer to complaints from Spain, Bulgaria, Roumania, and Esthonia, to institute enquiries into trade union conditions in these countries with a view to subsequent report to the international congress to be held in Rome in April. It was resolved to make the 8-hour day the subject of the May Day manifesto to the workers and of a special report to the Rome Congress. The position of the newly established International Federation of Working Women<sup>(3)</sup> was discussed. It was agreed that the Amsterdam International and its affiliated national organisations should support the women's federation as far as possible until the Rome congress had determined the exact relations between the two federations. Some discussion ensued on the attitude of the International to the League of Nations and the International Labour Office. Finally the Executive gave its approval to co-operation with the League, through the International Labour Office, on the Disarmament Commission. A separate report on the subject was to be made to the next meeting of the Executive.

After reporting on the amount of relief already sent to Russia, in money, foodstuffs, and medicaments, as well as the measures still being taken to collect these, the Executive turned to the discussion of a communication received from the secretary of the Red Trade Union International of Moscow. In his telegram Losovsky said :

Considering that the split in France will only benefit the bourgeoisie, the Executive of the Red Trade Union International proposes to convene a special conference of representatives of the International Federation of Trade Unions, of the majority and minority of the French General Confederation of Labour, and of the Red Trade Union International, in order to avoid the disruption of the French trade unions. . . . . It is desirable that this conference should be convened in the early days of January.

After consultation with the leaders of the French General Confederation of Labour, Mr. Oudegeest had dispatched the following telegram to Moscow :

Events in France merely result of activities Executive Third International. Am glad you now see that these activities only support bourgeoisie. Try to adjourn 'minority' congress C. G. T. France. On this condition I will propose at meeting our Executive 28 December to hold conference beginning January with your delegates only.

As the 'minority' congress was eventually held in France from 20 to 24 December<sup>(4)</sup>, the Executive decided that no good purpose could now be served by replying further to Losovsky's invitation.

An International Association of English-speaking Actors has been formed by the actors' organisations of America, Great Britain, and Australasia, to be joined later, it is said, by that of South Africa. No international governing body has been established, but the national executives propose to work in co-operation in affording international protection to their members.

<sup>(3)</sup> *Ibid.* p. 68.

<sup>(4)</sup> See p. 457 of this *Review*.

## NATIONAL ORGANISATIONS

The National Committee of the **Belgian Trade Union Committee** (*Commission syndicale*), at its meetings on 14 and 21 December, considered questions raised by the recent tramway strike in Brussels. In the resolution finally adopted, the committee pointed out that labour should be so organised as to be able to obtain its demands, which the Brussels tramwaymen had failed to do.

In view of the fact that the present constitution of the Trade Union Committee does not empower it to intervene in disputes in which its affiliated organisations are involved, . . . the National Committee considers that it is imperative to remedy this defect in the constitution of the central body of the Belgian trade union movement. With this object in view, it instructs the Secretariat to examine the whole question of strikes and the method of conducting them, and to submit to a future meeting of the National Committee a scheme indicating the rights and duties of all concerned.

At a meeting of the National Council of the French **Federation of Textile Workers** (*Fédération du Textile*), held in Paris on 19 and 20 December 1921, a vigorous protest was registered against the proposed revision of the Eight Hour Day Act, "a revision which has no other purpose than to lead to ultimate repeal". The Council urged textile workers to refuse to pay the tax on wages, because "the worker's wage, which hardly covers the minimum necessities of existence, cannot be regarded as an income". The Government Bill on social insurance <sup>(5)</sup> was adversely criticised because it omits to provide for unemployment insurance and requires the worker to contribute towards his insurance out of "a wage which is inadequate to the minimum of subsistence".

The holding of a 'Unity' Congress in Paris from 22 to 24 December by the 'minority' unions marks a further and possibly decisive step in the dispute between the two sections of the General Confederation of Labour. The organisers of the congress claim that there were 1,484 unions represented there. After long and heated discussion, in which several divergent trends of thought and policy manifested themselves within the 'minority' party, it was decided to send a deputation to the officials of the Confederation "in the interests of unity". It was asked that the Executive of the Confederation should renounce the policy of exclusion of 'minority' unions and individuals, readmit the excluded unions, and recognise the 'minority' federation of railwaymen, which since June 1921 has existed side by side with the 'majority' federation <sup>(6)</sup>. In return the 'minority' unions were prepared to withdraw their affiliation as unions to the revolutionary trade union committees (*comités syndicalistes révolutionnaires*), leaving their members free to affiliate as individuals if they wished. The reply of the Executive of the Confederation was to the effect that they could not recognise an irregularly constituted assembly such as the 'minority' congress and therefore could neither receive communications nor entertain proposals from it.

The congress thereupon passed a resolution accusing the Executive of the Confederation of wilful misinterpretation of the Lille resolution <sup>(7)</sup>

<sup>(5)</sup> *International Labour Review*, Vol. III, Nos. 1-2, July-Aug. 1921, pp. 179-187 ; Vol. V, No. 1, Jan. 1922, pp. 131-138.

<sup>(6)</sup> *Ibid.* Vol. III, No. 3, Sept. 1921, pp. 47-49.

<sup>(7)</sup> *Ibid.* Vol. IV, No. 1, Oct. 1921, pp. 50-55

in excluding unions on grounds of policy, thereby violating their autonomy; charging them with arbitrary and biased action in the dispute in the Railwaymen's Federation, and criticising their failure to appoint the committee of examination to investigate the management of *Le Peuple* and to establish the women's secretariat, as directed by the Lille congress. The resolution continues:

The Unity Congress, in spite of the deliberate attempts at disruption made by the Confederal leaders, still hopes that unity may be attained within the General Confederation of Labour. It declares, however, that the workers must seize the only chance of unity remaining to them in a special Confederal congress, which should be held in the first half of 1922. At this congress only those organisations will be entitled to representation which were regularly affiliated at the time of the Lille congress. If, on 31 January next, the National Confederal Committee has not decided to convene this congress, the provisional Administrative Committee appointed and authorised by the Unity Congress will be formally empowered to summon the Congress of the General Confederation of Labour in order to dissolve the present Confederal Bureau and Executive Committee and appoint their successors. . . . .

The Congress in conclusion declares the unanimous adherence of all its unions to the principle of trade union unity, in spite of the official attempts at disruption, and to the Charter of Amiens, the foundation of French trade unionism.

The congress decided to refuse to receive the confederal cards and stamps from the official quarters as from 1 January 1922, and to maintain a provisional organisation among the unions represented at the congress which would issue stamps and cards during the transition period until definite action was taken.

On 26 December the Executive of the Confederation issued a statement that the 'minority' congress was entirely irregular, that the figures of unions represented had been falsified, and that none of the delegates were duly appointed representatives. The statement continued:

The Executive Committee is bound to point out that the resolutions published in the press divide the working classes and constitute in fact disruption. . . . It resolves to issue confederal cards and stamps directly to those unions and union minorities which respect union discipline. . . . The Departmental unions and national industrial federations should therefore . . . . take all necessary steps for the maintenance of their organisation and to facilitate the execution of their duties by all members of the Confederation.

The **National Federation of Railwaymen** (*Fédération nationale des travailleurs des chemins de fer*) recognised by the General Confederation of Labour—as distinguished from the 'minority' federation set up after the congress of June 1921 (\*)—held its congress in Paris on 19 and 20 January. It was attended by 202 delegates representing 304 unions. After the discussion on the secretary's report, the congress adopted a resolution declaring "its unshaken loyalty to the General Confederation of Labour and the International Federation of Trade Unions, which alone represent the labour movement. . . . in its daily efforts to realise the claims of the worker and its aspirations towards the establishment of a social system securing the liberation of labour". Certain changes in the rules were approved, one of which entrusts the central council, instead of the unions of the different railway systems,

(\*) *Ibid.* Vol. III, No. 3, Sept. 1921, pp. 47-49.

with the issue of membership stamps, and another allows the central council to call a strike only after taking a referendum of all members in which at least four-fifths of them vote in favour of a strike.

The congress then drafted a programme of the workers' immediate demands, after appointing technical sections to examine the special claims of the different grades of workers. The programme included the reinstatement of workers dismissed owing to the 1920 strike and the withdrawal of discrimination against employees who had resumed work after a strike; respect for union rights; revision of salary scales and conditions of service and the maintenance of various bonuses and allowances which have been discontinued; observance of the 8-hour day; and amendment of the Acts on pensions and the tax on wages. It was decided to co-operate with the General Confederation of Labour in opposing any attempt to hand over state monopolies, including the railways, to private enterprise.

Considerable discussion took place on the subject of the Superior Railway Council set up by the Act of 28 October 1921. In addition to representatives of the management and of the general public, this council is to include 12 representatives of the staff. Eventually a resolution was adopted by a large majority pointing out that the congress did not consider that the council would provide a solution of the difficulties under which the railways were suffering, which would only finally be overcome by nationalisation on the lines laid down by the General Confederation of Labour. The congress was ready, however, to take part in any attempt to safeguard the interests of the workers and the public, even on a body in which the workers were in a minority, and therefore agreed to take part in the election of the 12 representatives of the staff.

The **Hungarian Federation of (Social Democratic) Trade Unions** (*Magyarorszag Szakszervezeti Tanacs*) held a special congress in Budapest on 4 December, attended by 313 delegates representing 42 national organisations. The chairman stated that the Trade Union Council had been impelled to convene this special congress owing to the difficulties in which the workers were involved by the limitation of their freedom of association and the high cost of living. A detailed report on the latter subject was submitted to the congress and a resolution adopted demanding energetic measures by the Government to reduce prices.

The congress then discussed freedom of association and assembly and the right to strike (9). Extracts from the resolution finally adopted are as follows:

The Congress notes with indignation that the campaign in favour of the right of association and assembly and the right to strike and the innumerable petitions addressed to the Government have as yet had no result; further, that the activities of the trade unions in recent years have been crippled by the Orders issued by the Government and by the hostile attitude of the local administrative authorities entrusted with the administration of these Orders. The congress declares that the restriction of freedom of association and assembly and of the right to strike of workers who have become conscious of their rights constitutes a serious violation of the principle of equality before the law, especially as employers and all other classes of society in this country enjoy freedom of organisation while the workers are deprived of the most elementary liberties. . . .

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(9) INTERNATIONAL LABOUR OFFICE: *Trade Union Conditions in Hungary*. Geneva, 1921.

The congress therefore puts forward the following demands in the interests not only of the workers, manual and non-manual, but of civil order and equality before the law.

(1) Guarantee of the workers' right of association and assembly and right to strike as a general right accruing to all. Workers' organisations which have been dissolved, suspended, or otherwise forcibly compelled to suspend their activities to be allowed to resume their work. . . . . Intervention by the authorities to be permissible only if the majority of the members of the association desire such intervention.

(2) Prohibition of the so-called "black list", whereby workers struggling to improve their economic position are driven to starvation or compelled to emigrate.

(3) Abolition of the system of police supervision, compulsory notification, internment, and political prosecutions . . . . . also abolition of the censorship<sup>(10)</sup>.

(4) The Government to take steps to enable central trade union organisations with an approved constitution and rules to found local branches throughout the country. . . . . The provincial authorities to be instructed to allow the same freedom of action to trade unions affiliated to the Trade Union Council as to organisations supported by the government in power.

(5) The Government to instruct the Housing Department to cease to requisition trade union offices . . . . . and to restore premises already requisitioned.

(6) The Government to withdraw immediately the Order placing miners under military control and arbitrarily restricting their freedom of association, assembly, and movement.

A further resolution expressed the indebtedness of the Hungarian trade unions to the International Federation of Trade Unions for its sympathy and support. The congress endorsed the resolutions carried at the London International Trade Union Congress (11) and asked the Trade Union Council, as soon as complete trade union liberty was restored, to make every effort to secure the application of these resolutions in Hungary.

From 8 to 21 December negotiations took place between the Hungarian Government and representatives of the Social Democratic Trade Unions on the questions of the right of association, internment of workers, the amnesty, the acceleration of judicial procedure, social insurance, wages, and other matters. A provisional agreement was arrived at, and on 23 December an Order was issued by the Government stating that :

All kinds of political meetings will be exempt from the prohibition contained in Order 5481/1914 E. M.; paragraph 1, on the restriction of the right of assembly. The organisers of such meetings must, however, previously obtain the approval of the police authorities and in other respects submit to the police regulations contained in paragraph 2.

The **All India Trade Union Congress** held its second annual meeting on 30 November at Jharia in the Bengal mining district. The President, in his opening address, stated that the congress should become economically and politically a national organ of labour. Its economic activities should include mutual insurance, collective bargaining, and agitation for legislation. He advised moderation in its political policy, but definitely stated that trade unions should not follow the

<sup>(10)</sup> The Office of Censorship has now been suppressed by an Order of the Government published in the *Budapesti Közlöny* of 11 December 1921.

<sup>(11)</sup> *International Labour Review*, Vol. I, No. 1, Jan. 1921, pp. 68-78, and *Studies and Reports*, Series A, No. 18.

advice given by some to avoid politics altogether. He emphasised the importance of the claims of labour by stating that it constituted 90 per cent. of the population.

Conditions of labour in the coal mines occupied much of the attention of the congress. Several colliery owners publicly expressed their sympathy with the aims of labour<sup>(12)</sup>. The resolution on the coal mines ran as follows :

The congress deplores the miserable conditions of life and employment of the coal miners of Behar and Bengal, which cry aloud for the following remedial measures : reduction of hours of work, increase in rate of wages, education, housing, compensation for injuries, etc., and authorises the executive committee to confer with the colliery owners and managers in order to adopt effective measures.

A large number of other resolutions were passed, one advocating the establishment of a Ministry of Labour, another the establishment of a joint committee with the coal owners to discuss the improvement of present conditions and the creation of machinery for the settlement of disputes. It was also resolved :

That in case of a strike sanctioned by the Trade Union Congress or its executive, affiliated unions must contribute to maintain the strikers, if the strike extends for a period of more than a month, and for this purpose instructs the executive committee to create a special strike insurance fund.

The congress requested the Workers' Welfare League for India to ascertain how far co-operation between the workers in India and those in Great Britain could help to remedy the present unemployment in Great Britain. The congress also declared in favour of equal pay for women where they do the same work as men. A certain number of political resolutions dealing with the present situation were also passed. At the conclusion of the congress it was stated that a certain number of workmen who had been dismissed from one of the collieries for attending the Trade Union congress had been reinstated, and the President congratulated the congress on its recognition by the coal owners and on the readiness of the latter to co-operate with the workers.

The **Italian Federation of Building Workers** (*Federazione italiana operai edili*) held its fourth congress at Genoa from 21 to 23 December 1921 ; 24 unions, with a total membership of 150,000, were represented. The economic situation and the question of unemployment gave rise to a prolonged debate. The membership of the Federation was stated to have suffered severely from the crisis ; it was said that unemployment in some districts had reached as high a proportion as 70 per cent. Proposals for a general strike were rejected, and a resolution passed urging the Government to open, at the earliest possible moment, the public works for which schemes had already been drawn up. The question of social insurance was also discussed at length and demands were put forward for the reform of factory inspection, of the probiviral courts, and of existing insurance legislation. A report was submitted on the question of emigration, the prospects of the absorption of Italian labour abroad, and international conferences on emigration

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(12) See p. 470 of this Review.

to be held during 1922, one under the auspices of the Italian General Confederation of Labour, the other under those of the International Labour Office <sup>(13)</sup>.

The National Council of the **Italian Confederation of Workers** (*Confederazione italiana dei lavoratori*) met at Genoa on 28 December to receive the annual report on the activities of the organisation. Having approved this, the Council discussed certain amendments in the rules of the organisation. The discussion chiefly centred round the point whether confederation secretaries should have a vote at meetings of the Council or should attend in a purely consultative capacity. The latter view was finally adopted. After consideration of the economic and political crisis as affecting the trade union movement a resolution was passed urging affiliated organisations to maintain their defence of the rights of the workers and pointing out that the headquarters organisations should increase their study of economic conditions with a view to preparing public opinion for the adoption of the necessary measures for dealing with the crisis. It also requested the Government, in view of the banking crisis, to take steps to protect the interests of depositors and to supervise present methods of granting credit.

The **Italian Union of Teachers** (*Sindacato magistrale italiano*) held its third congress at Milan from 5 to 7 January 1922. The congress recognised the need of maintaining close relations between the Union and the General Confederation of Labour, with which it is affiliated. The executive committee was instructed to take steps with a view to an international agreement between teachers in order to co-operate with the labour movement and to bring about a more general realisation of the value of the services rendered by teachers.

The reorganisation of the **General Confederation of Labour** (*Confederazione generale del lavoro*) on strictly industrial lines is beginning to take effect. As from 1 January 1922 non-manual workers in private industrial establishments will be grouped in special sections within the main industrial federations. Non-manual workers in banking and commercial establishments will now be organised in the Federation of Non-Manual Workers in Private Non-Industrial Establishments (*Federazione italiana dipendenti aziende private non industriali*).

A Bill for the registration of trade unions in Italy, first introduced in June 1921, has been examined by a committee of the Chamber of Deputies and will shortly be discussed by the two houses of Parliament. The Bill provides for registration of all associations of industrial and agricultural workers or of employees in private undertakings and public services which aim at the protection of the economic interests of their members. If the Bill becomes law associations registered will be called on, at least six months after their registration, to elect or appoint representatives of the working class in general and of their respective industries in particular on councils of state and all other advisory or deliberative organisations on which the working classes are entitled to representation. The committee of the Chamber of Deputies proposes that the system of registration should also apply to associations of employers "the chief functions of which are the protection of collective interests in questions concerning the relations between labour and capital and the general study of social legislation".

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<sup>(13)</sup> See p. 506 of this Review.



The **General Federation of Japanese Labour** (*Rodo Kumiai Domei Kai*) is steadily progressing in organisation and numbers. Its Osaka Federation, which in the spring of 1921 had a membership of 800, had nearly 10,000 members in October 1921. When the General Federation of Japanese Labour modified its name and constitution <sup>(14)</sup>, the Osaka Federation took the opportunity to reorganise itself upon an industrial basis. It now comprises six large industrial unions. The first general meeting of the Osaka Federation was held on 23 October and attended by about one hundred delegates. The most important step taken was to empower the executive officers of the Federation to call and control strikes in matters affecting the affiliated unions.

The *Kojo Kai*, which is a union of workers in the military arsenals, has decided to extend its organisation to include employees of all government works, who will be organised within the union into sections corresponding to the different industries in which they are engaged.

The **Federation of Polish Trade Unions** (*Zednoczenie Zawodowe Polskie*) held its first congress at Posen from 30 October to 1 November 1921. The Federation is not directly connected with any International Federation, although its miners' union is affiliated to the Miners' International. The delegates present, numbering about 140, represented 700,000 workers in Poland as well as about 56,000 Polish miners and metal workers in Westphalia and the Rhineland. Questions of organisation naturally occupied a prominent place on the agenda. The congress adopted a revised constitution to replace that drawn up while the country was under foreign government. The new rules allow a greater measure of autonomy in organisation and finance to the constituent unions than previously. The proposed fusion with the "Polish Trade Unions" of former Congress Poland was also approved. Discussion of a detailed programme was deferred until a later meeting; the congress merely agreed on general principles and declared that its aim was the transformation of the capitalist system, while remaining loyal to the Polish commonwealth.

The congress of the **Federation of Textile Workers** (*Zwiazek Robotnikow Wloknistego Przemyslu*) discussed its international relations, and decided to affiliate with the International Federation of Textile Workers and to co-operate with the Socialist parties which recognise the Amsterdam International. In a series of demands submitted to the employers in February 1921, the Federation had asked for official recognition of the workers' committees and of the right of the unions to have a voice in the engagement and dismissal of workers. A strike took place in support of these demands, but in the negotiations which followed it in August the workers' claims had been disregarded. The congress fixed a standard rate of strike benefit to be paid in future. It was decided to establish a publications and education department in the Federation.

The congress of **Unions of Workers in the Food Trades** (*Zwiazek Robotnikow Spozywczego Przemyslu*) emphasised the necessity of uniting all workers in the industry in a single organisation, and supported affiliation with the Central Committee of Trade Unions of Poland (*Komisja Centralna Zwiazkow Zawodowych w Polsce*) and with the International Federation of Workers in the Food and Drink Trades.

(14) *International Labour Review*, Vol. V, No. 2, Feb. 1922, p. 271.

A request was addressed to the Minister of Labour for the strict enforcement of the 8-hour Act, the putting into force of the sickness insurance Act, and the establishment of sanitary regulations for bakeries, mills, butchers, and provision shops.

At the congress of the **National Federation of Railwaymen** (*Związek Zawodowy Robotników Kolejowych w Polsce*) the secretary's report showed that the 122 unions in the Federation mustered nearly 87,000 members. The educational department had been particularly active in organising schools for infants, classes for illiterates, continuation schools, libraries, etc. In view of the hostile attitude of the twelve other railway unions owing to the Federation's adherence to the principle of the class war, it was decided to break off all relations with them. A deputation was appointed to present to the Council of Ministers demands for the payment of two months' wages to railwaymen in lieu of food allowances not supplied, the grant of a loan free of interest to the railwaymen's co-operative societies, and the establishment of a code of regulations for the railways.

The **Federation of Printers' Unions** (*Zjednoczenie Polskich Związków Drukarskich*) devoted some time at its fourth congress to the discussion of the present volume of unemployment and the effect on it of the number of apprentices employed in the trade. The Warsaw delegates suggested that unemployment in the capital was increased by the fact that in the provinces as many as five apprentices to one skilled worker were permitted. The committee were instructed to take steps to give effect to the resolution of the preceding congress regarding the abolition of night work, but a resolution in favour of its immediate abolition was rejected as premature.

A congress of **Unions of Municipal Employees** (*Związek Zawodowy Robotników Miejskich*) was convened by the Central Trade Union Committee with the object of organising all such unions into a single federation with headquarters at Warsaw. Eight unions with over 10,000 members in all announced their intention of joining the Federation, and a resolution was passed urging all unions of municipal employees in favour of the class war and all unorganised workers to join the Federation. The congress protested against the "destructive action" of the supporters of the Moscow International.

A congress of Christian trade unions was held on 18 September 1921. These unions have hitherto been affiliated with the Federation of Polish Trade Unions, but at the congress it was decided to form a central committee of Christian trade unions, of which there were then about 200 in Congress Poland and Vilna.

The **Federation of Metal Workers** (*Związek Zawodowy Robotników Metalowego Przemysłu*) met in congress at Cracow from 30 October to 2 November. One resolution passed declared that the Federation supported the principles of the Amsterdam International, while another was in favour of nationalisation along the same lines as those favoured by the International Trade Union Congress in London in 1920 <sup>(15)</sup>.

In the beginning of December 1921 representatives of the **Swedish General Federation of Foremen** (*Sveriges allmänna Verkmästareförening*) and other foremen's unions met at Norrköping and agreed to form a single union of Swedish foremen. This carries a step further the

<sup>(15)</sup> See p. 460, footnote (11).

movement for the amalgamation of foremen's unions throughout Scandinavia, which was considered by a congress held at Copenhagen on 27 and 28 August. This congress decided on various general proposals of organisation and policy to be laid before the organisations of foremen and allied workers in all the Scandinavian countries. It also declared that foremen should preserve an attitude of strict impartiality in all regularly conducted labour disputes, in view of their responsibility to their employers. It is expected that an alliance as proposed at Copenhagen will shortly come into effect.

The **Swiss Federation of Metal Workers and Watch Makers** (*Fédération suisse des ouvriers sur métaux et horlogers*) met in congress at Berne from 16 to 18 December, when over 200 delegates were present. The industrial depression and unemployment were the subject of great discussion. The funds of the Federation were seriously depleted by the payment of unemployment benefit to 17,000 of its members who were out of work. As the Swiss watch-making industry had stocks in hand to the value of 300,000,000 francs, there seemed little prospect of an increase in employment for some time to come. The resolution on the subject protested against the present administration of state unemployment relief, called for the institution of a productive system of unemployment insurance, and urged affiliated unions to do all in their power to protect the workers' interests and their organisations in the present crisis. It was decided to maintain during 1922 the special levy on all members to cover the additional expenditure involved in the payment of unemployment benefits. Another resolution protested against the attempts to lengthen the hours of work and called upon the members to support the Swiss Federation of Trade Unions in any general action which might become necessary in defence of the 8-hour day.

Considerable discussion was aroused by the question of the general policy of the Federation. Certain members were expelled on the ground that they had formed Communist centres within the Federation. The resolution adopted after much discussion stated that the direction of action affecting the whole working class was in the hands of the Swiss Federation of Trade Unions, and that the Metal Workers' Federation was not prepared to consider the idea of revising the constitution of the Swiss Federation. At the same time the resolution emphasised the fact that trade union federations maintained their autonomy within the Swiss Federation, a principle which appeared to be attacked by certain Communist members of the Federation. Finally it was declared that the Swiss Federation of Metal Workers and Watch Makers supports the International Federation of Metal Workers and the Amsterdam International, and that it refuses to support any other trade union International.

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## Employers' Organisations

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THE question of hours of work continues to occupy the attention of employers' associations in the various countries. Great stress is everywhere laid on the impossibility of sustaining international competition between countries where the hours of work vary greatly, while the necessity for the greatest elasticity in the application of the

8-hour day principle, and the impracticability of the 44-hour week, where this is instituted or contemplated, are other aspects of the question which are frequently discussed. In the United States the desirability of setting up industrial courts or boards to arbitrate in disputes affecting the public interest is being urged by large sections of the community. The particular instance cited in this article, in which it is proposed to initiate legislation to set up such a court in New York State, is regarded as a test of the possibility of applying such tribunals to highly industrialised states.

The **New South Wales Chamber of Manufactures** on 21 October sent a deputation to the Premier to ask for the repeal of legislation on the 44-hour week. The president of the Chamber pointed out that the reduction of working hours by four per week meant a reduction of 25½ days per year and an addition to overhead charges of 8½ per cent. He illustrated the effect of shortened hours by stating that, whereas in 1920 investment of new capital was 23 per cent. less in Victoria than in New South Wales, in the first half of 1921 it was 18 per cent. greater. Another member of the deputation said that it was futile to imagine that New South Wales manufacturers could produce as much in 11 months as their competitors in Victoria produced in 12, which was implied in the reduction of hours. The Premier had stated that 125,000 men had benefited by the reduction, which meant a cost to the employers of £3,125,000 a year. The speaker claimed that an immediate reduction of wages by 25 per cent. and the reinstatement of the 48-hour week were essential for the survival of the steel industry in New South Wales. In America the steel mills worked 60 hours a week, and wages had been reduced to 12½d., while at Lithgow they were 24d. American employers, in fact, got the same labour for £1,000 as those in New South Wales got for £2,000. Another speaker dealt with the effect of importation on the Australian steel market and the impetus which increased costs of production would give to this, while a representative of the textile industry said that Australia was the only country in the world which tried to meet post-war conditions by reducing hours and keeping up wages. The American textile trade worked a 52-hour week and those of Germany and Belgium even longer.

The Premier replied that he agreed that Australian development would in a large measure depend on the progress of manufacture, but also looked at the other side of the question. It was terrible that people who took part in the war, believing it would create a better world, should be working 10 or 12 hours a day at reduced wages. He believed that the people of Australia considered a 44-hour day sufficient and that the other States would follow the example of New South Wales. He undertook to consult his colleagues, but could give no promise that their policy would be altered in the near future.

The **Belgian Federation of Employers in the Wood and Furnishing Industries** (*Fédération des industries du bois et de l'ameublement*) held a meeting in Brussels on 18 December 1921, when a resolution concerning the Eight Hour Day Act was passed advocating:

The correction of the defects of the Act by a more equitable application of Section 7, by greater precision in defining trades of a seasonal character, and by effective organisation of means to secure that the workers' leisure hours shall be used for the purpose of increasing industrial efficiency and general culture.

Section 7, referred to in the resolution, defines the limits within which exemptions to the provisions determining the length of the working day can be granted by the Minister, on the report of the labour inspector, as a result of an agreement between employers and workers. The Section provides that exemptions thus authorised shall be valid for a maximum period of three months, and that only two extra hours per day may be worked. The Federation also adopted various other recommendations, of which the following were the most important :

The establishment of a wage scale based on the cost of living index number, the local distribution of workers, and the principle of standardisation of wages between trades.

Maintenance and development of the system of joint committees, whose work should be based on ideals of order, peace, and human solidarity.

The **General Federation of Danish Employers** (*Dansk Arbejdsgiverforening*), as was mentioned in the last number of the *Review* (1), passed a resolution at a general meeting on 13 October authorising the Council of the Federation to secure the modification or abrogation of the general agreement of 17 May 1919 instituting an 8-hour day in Danish industry. Since then lengthy negotiations have been carried on between the employers' federation and the Confederation of Trade Unions (*Samvirkende Fagforbund*). At a joint meeting of the executive committees of the two organisations held on 27 October, and later in a letter dated 19 November 1921, the executive committee of the employers' federation declared that the employers would reconsider their decision to cancel the agreement on working hours, on condition that certain principles for its interpretation were accepted by the Confederation of Trade Unions. The main points of the employers' proposal were as follows :

(1) In markedly seasonal trades where working hours during certain months of the year are less than eight per day on account of climatic or natural conditions, an extension of working hours during the remainder of the year should be allowed to balance this.

(2) In order to make the most effective use of working hours, they should be subject to practical re-arrangement.

(3) Work involving merely supervision, caretaking, or watching, the cleaning of public buildings, and similar work not requiring great physical effort, together with all intermittent work, should be excepted from regulations on the 8-hour day.

(4) Overtime for one hour before and three hours after the normal working day should be paid at 25 per cent., and time in excess of this at 50 per cent., above the regular time rate.

(5) No obstacle should be advanced by workers' organisations to the working of overtime to any extent required, and agreements between organisations should contain no provisions limiting the amount of overtime to be worked.

(6) The central organisations of employers and workers should agree not to prevent employers' and workers' organisations of particular undertakings from agreeing to work hours other than those fixed in the agreement of 17 May 1919, should industrial conditions render it necessary to abandon the latter.

The reply of the Confederation of Trade Unions amounted to a categorical refusal of these proposals. On 15 December the representative council of the employers' federation decided to give formal notice that the agreement of 17 May 1919 would expire on 20 March 1922.

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(1) *International Labour Review*, Vol. V, No. 2, Feb. 1922, pp. 277-278.

A general meeting of the **General Confederation of French Production** (*Confédération générale de la Production française*) was held at Paris on 20 December. After a report submitted by the general secretary on the Eight Hour Day Act, its application abroad, and its effects on French industry and commerce, the meeting unanimously passed the following resolution :

Considering that, when the reduction of hours of work to eight hours was voted by Parliament, it was maintained that this measure would not put France in a position of inferiority, since it was already, or would soon be, introduced in other countries, and that further it would not result in any diminution in production, and consequently would have no perceptible effect on the cost of production ;

Considering that, while the International Labour Conference at Washington passed in November 1919 a Draft Convention on hours of work, yet none of the great industrial states have ratified it ; that certain countries, such as Switzerland, have declared that they will not adopt it ; that Great Britain has stated that she cannot submit the Convention to Parliament for approval unless important amendments to it are made ;

Considering that, in the countries which have actually adopted the 8-hour day, industrial undertakings enjoy in practice substantial concessions ; that notably in Germany workers are usually employed 10 hours a day and sometimes more ; that in Great Britain and the United States the principle of the 8-hour day is chiefly used for fixing the standard wage, and does not prevent the working of overtime for additional pay ; and that France, therefore, by the strict application of the provisions of the Act of April 1919, is placed in a position of disadvantage as compared with all other countries with which she has to compete in international markets ;

Considering further, that in all industries and undertakings where a certain number of hours' attendance is required in order to ensure the working of the service or of the plant, an inevitable corollary to the 8-hour day is an increase in staff of from 30 to 50 per cent., thus withdrawing a large number of workers from the land and from the reconstruction of the devastated areas, and in consequence increasing running expenses ; that in other undertakings the fall in output has been clearly related to the reduction in the hours of work ;

That as a result the 8-hour day has led to an increase in the cost of production of all articles, whether directly, by increasing the expense of the labour used in producing them, or indirectly, by increasing the costs of transport, which are a heavy charge on all raw materials and semi-manufactured or manufactured goods ;

That the Eight Hour Day Act appears to be one of the chief factors in maintaining the high cost of commodities, which within the country is the cause of the high cost of living and of limitation of consumption, and abroad prevents the French export trade from regaining its pre-war volume and thus enabling our exchange to recover ;

That if Parliament desires French industry to survive and hold its own present conditions must be altered without delay ;

In short, that this Act manifestly prevents the intensification of production so constantly urged by the Government ;

The General Confederation of French Production recommends :

That an Act be passed temporarily suspending legislation reducing hours of work to eight per day, together with all regulations or administrative rules for its execution, until the re-establishment of normal economic conditions, and that at the expiration of the period fixed by Parliament there be a re-examination of the conditions under which hours might be reduced.

The meeting considered the administration of the telephone system, and passed a resolution recommending its transfer to private enterprise, putting it, if need be, into the hands of several companies, on conditions to be determined by the Government. These conditions should not

deprive the companies of freedom of action in questions of payment and management of their employees, as were those which had recently obliged the municipality of Paris to take back its transport services from the leasing companies.

A number of **German Chambers of Commerce** have voiced criticisms of the Unemployment Insurance Bill at present under consideration. They hold that non-manual workers should not come within the scope of the Bill, and that the age above which manual workers are insurable should be 18 and not 16. They are also of the opinion that persons who refuse to accept employment without justifiable grounds should be excluded from the benefits of the insurance system not merely for four weeks but permanently; otherwise, it is maintained, the tendency to refuse work is encouraged. The only grounds they would recognise for refusing employment would be that the vacancy in question is the result of a strike or lock-out, and even then only if all means of conciliation provided by collective agreements or by law had previously been exhausted. Persons unemployed as a result of so-called outlaw strikes should not have any claim to unemployment benefit.

It is considered that the amount of benefit should not amount to more than one half of the local wage. The proposal put forward by the German Industrial and Commercial Council (*Industrie- und Handelstag*) that unemployment benefit should not be more than two-thirds of the local wage is thought to be too liberal in this respect. The Chambers of Commerce are further of the opinion that no benefit should be paid to workers on short time, and that in any case a worker should not be considered as being on short time until his hours of work have been reduced to less than 36 per week for more than three weeks. It is recommended that unemployed persons should be obliged to report to the employment exchange daily, and not merely three times a week. There are two reasons for this, one that vacancies are notified from day to day, and the other that, if persons in receipt of benefit are obliged to report daily, it is more difficult for them to defraud the state by obtaining employment elsewhere and continuing at the same time to draw unemployment benefit. In any case unemployed persons should not be allowed to report on three consecutive days in the same week.

In considering the incidence of the contributions towards unemployment insurance, the Chambers of Commerce recommend that two-thirds of the contribution should be paid by the worker and only one-third by the employer, as in the case of health insurance. They are, moreover, opposed to any classification of occupations according to the risk of unemployment, and point out in support of this view that there is no difference between occupations thus considered except in the case of mining, agriculture, and forestry, in which there is no risk of unemployment at all, and of seasonal trades, in which special wage rates on a higher scale are paid. The Chambers of Commerce further recommend that unemployment benefit should be paid only to persons who come within the scope of the unemployment insurance system. Persons who have not worked in an insured occupation, and consequently have not paid insurance contributions, should not be allowed to receive money from insurance funds. Finally, they do not consider it right that penalties should be imposed on the employer only, and point out that these penalties are to a great extent superfluous as they are covered by the general provisions of the penal code.

The British **Metropolitan Grocers', Provision Dealers, and Oilmen's Association** convened a meeting of London members of the grocery and allied trades on 7 December to discuss the decision of the Trade Board to fix hours in the grocery trade at 48 per week. A resolution in the following terms, which the members proposed to present to the Minister of Labour in deputation, was carried.

That this meeting of grocers in the Metropolitan area, held under the auspices of the Metropolitan Grocers' and Provision Dealers' Association, whilst cordially agreeing that workers in the distributive trades should receive fair and reasonable payment, and that the working hours should be kept as low as possible, consistently with the service necessary for the public convenience, respectfully request the Minister of Labour not to confirm the present scales of wages and hours set forth in the proposals of the Grocery Trade Board now before the trade. This meeting is of opinion that the 48-hour week for workers in the grocery and provision trade is quite inadequate for such distributive business, and could not be carried out within such hours. Overtime would therefore be imperative, and this would make the minimum wage such as would impose upon the distributive trades a burden which must be disastrous in a very great number of cases and severely cripple the already overburdened industry. This meeting desires respectfully to point out to the Minister of Labour the fact that Lord Cave's Committee is now taking evidence as to the proposed working of the Grocery and Provision Trade Board and considers that, before the present proposals are confirmed, the Minister of Labour should have an opportunity of considering the evidence and report of Lord Cave's Committee.

In the discussion which took place on the resolution protests were raised against the fact that grocers were required to reduce weekly hours of work at one blow from 56 or 54 to 48, and against the standardisation of conditions for the whole of London instead of their being varied according to district, rich or poor.

At the meeting of the All India Trade Union Congress, held on 30 November at Jharia (2), a deputation of colliery proprietors, members of the **Indian Mining Federation**, apologised for a resolution which had been circulated on 24 November by the Federation without the consent of local members. The circular in question contained two resolutions; one expressed the opinion that the holding of the congress in the present disturbed state of labour and the general political unrest throughout India was likely to lead to serious trouble and that the holding of the proposed meeting anywhere within 200 miles of the coalfields should be prohibited. The second resolution stated that, if the Government would not prohibit the Congress, the Federation demanded full and immediate provision for the protection of the lives and property of European and Indian residents and employers of labour and for the maintenance of law and order. The deputation which apologised to the congress submitted a resolution declaring that:

We the undersigned colliery proprietors in a meeting assembled hereby wholeheartedly sympathise with the All India Trade Union Congress and urge the Indian Mining Federation to withdraw the resolution of 24 November, or, in the alternative, that the members should submit their resignations.

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(2) See p. 460 of this *Review*.



Later the circular of the Indian Mining Federation was brought before the congress; resolutions were passed condemning the circular, warning the mine owners that the attitude disclosed by the circular would give rise to the bitterest class war between employers and employed, and condemning the action alleged to have been taken in certain collieries in dismissing some workmen for attending the conference. The resolution condemning the circular was moved by Seth Ramyush Argarwala, a prominent colliery owner, who stated that he proposed forthwith to discontinue his subscription to the Mining Federation.

The President of the Indian Mining Association, addressing the congress said that, as a representative of the employers of colliery labour, he could state definitely that they were entirely in sympathy with labour. Their desire was to see labour well treated, well housed, well looked after; further they desired to see the standard of colliery labour raised. They were prepared to grant reasonable labour demands. On the other hand they felt justified in asking labour to co-operate with them and give them more coal by working six days a week. He personally proposed that colliery owners should start schools for miners' children, and he advised miners, should any colliery proprietor not give them decent houses to live in, to leave that colliery and go to a better one. The same remarks applied to wages, water supply, and general conditions. The coal owners were entirely in accord with the trade union movement in the coalfields and were prepared to afford every assistance to such an organisation; he believed that disputes and grievances could be easily settled, and a great many causes of misunderstanding which occurred in the past would never arise again.

On 11 October a meeting of more than 40 representatives of **Japanese coal mine owners** assembled at the Japan Industrial Club, Tokio, and unanimously approved the formation of a federation for furthering the development of Japanese coal mining industries and facilitating co-operation among coal mine owners. A board of 36 councillors was elected, 16 representing the Chikuho Mine Owners' Association, 8 from the Hokkaido Mine Owners' Association, 5 from the Joban Coal Mine Owners' Association and 9 from other coal mining districts. Mr. Takichi Aso and Mr. K. Matsumoto were elected president and vice-president respectively. Mr. T. Dan and Mr. K. Kimura, representing the two largest corporations in the federation—the Mitsui and Mitsubishi Companies—agreed to act as advisers to it. Offices will shortly be opened in the Japan Industrial Club.

The **Norwegian Employers' Federation** (*Norsk Arbeidsgiverforening*) has given the requisite three months' notice of the expiration, on 31 March 1922, of the series of agreements resulting from the awards made by the Arbitration Court in June 1920 (3). According to a calculation made in 1920, these agreements at that time affected about 60,000 persons, but owing to trade depression this number might now be estimated at between 35,000 and 45,000. The question of wage reductions will undoubtedly be the central subject in the forthcoming negotiations. Another question which is likely to arouse considerable

interest is the evident intention on the part of the employers to abrogate, at least in part, the concession granted in 1920 of an annual fortnight's holiday on full pay.

The **Swiss Chamber of Commerce** (*Chambre de commerce suisse*), at a meeting held on 10 December, continued a discussion on the economic situation in Switzerland which had been begun at a previous meeting on 18 November. The Chamber came to the conclusion that:

The urgent need for drastic reduction in prices calls for the abolition of all remaining Federal monopolies as soon as possible. This alone will make possible the reduction in wages which is equally indispensable to a restoration of normal conditions.

To save Swiss industry from being permanently crippled in international competition it is essential that the regulation of hours of work in factories should be more elastic and more adaptable to circumstances. The Swiss Chamber of Commerce therefore strongly supports the proposal laid before the Federal Council by the Central Union of Swiss Employers' Associations for the amendment of the Factory Act with this in view.

The **National Founders' Association** of America held its twenty-fifth annual convention at New York on 16 and 17 November. The "open shop" was the foremost topic, but other serious business problems facing the foundrymen of the United States, in common with all manufacturers, were given consideration. The president of the Association stated in his address that a simple explanation of the basic fault of the industrial situation, both before and after the war, was summed up in the two words "politics" and "unionism". The government had violated every fundamental law of economics, taken over private business, and when the war was concluded turned it back again in an indescribable condition. Since the last convention the growth of the "open shop" movement had become notably greater throughout the country and wherever there had been open discussions on the subject communities had risen in revolt and freed themselves from the domination of militant labour unionism. The "open shop", he said, was not an attempt to exploit labour nor was it an attempt to reduce wages; on the contrary, it put into effect the American principle of equality of opportunity and liberty of action to all concerned.

Reviewing the labour situation in the foundry industry for the past year, another member of the convention stated that all the strikes in the shops of 20 members of the Association had been successfully combated, while the plan of the officials of the Moulders' Union to resist any reductions in war-time wage rates or changes in hours or conditions established during the war had completely collapsed as far back as April.

Dealing with the question of industrial relations, he pointed out that two outstanding problems confront every employer as the pendulum of business swings from depression to increased activity. These problems were (1) the finding of workmen with the skill and the will to work the plant to its full capacity, and (2) the demoralising influence of the labour agitators who became active as soon as business improvement was well under way. He emphasised the desirability of making definite plans for the education and training of the extra workers who would later be needed. By this means labour turnover would be largely reduced and a weapon taken from the hands of the labour

agitator. He considered also that too little attention was given to the development of a spirit of loyalty within the company organisation. Labour troubles were largely due to labour agitators teaching a false philosophy and separating the workmen from the management to such an extent that bitterness and hostility were aroused. The labour problem, so-called, was very largely a problem of education, of educating the individual for greater productive effort, thus enabling him to provide for himself and those dependent upon him, and of helping him to a correct understanding of the fundamental economic principles which, in the final analysis, control the well-being of all.

In addition to other business the convention unanimously adopted a resolution to the effect that, as the uninterrupted and efficient working of the railways was essential to the return and maintenance of national prosperity, disputes between the railway companies and their employees threatening a serious interruption of trade should be settled by a public tribunal able to enforce its decisions.

At the Convention of the **United Typothetae of America**, held at Toronto on 21 October, the following resolution relative to the 44-hour week struggle was unanimously adopted.

Whereas there still continues to be misrepresentation as to the position of the United Typothetae of America upon the question of granting a 44-hour week ;

Now, therefore, be it resolved that the Thirty-Fifth Annual Convention of the United Typothetae of America in convention assembled restate unequivocally its disapproval of any reduction in the present working hours, and recommend to its members that they resist any attempt to enforce such a reduction except where such reduction has already been agreed to by contract.

Resolved, that the following clause should be inserted in any agreement pertaining to hours, wages, or shop rules and working conditions that may be entered into with any organisation by any division, sub-division, branch, local association or individual member of the United Typothetae of America :

This agreement in no wise binds the United Typothetae of America, of which we are a constituted part and hold complete autonomy in all matters pertaining to hours, wages, shop rules and working conditions.

The **New York Board of Trade and Transportation** has adopted a resolution authorising the drafting of a Bill for submission to the State legislature aiming to provide peaceful solution by arbitration of industrial disputes affecting the public interest. The Board of Trade and Transportation is composed of representatives of the largest business and commercial interests in the city and was organised nearly 50 years ago "to promote the trade, commerce and manufactures of the United States, especially of the State and City of New York".

The resolution as adopted by the Board is as follows :

Whereas we believe that the most practicable means to secure this end is through a court of justice especially established, and with powers of final adjudication to which, in case of dispute, all parties at interest—employer, employee, and the public—can freely and must resort, such a court as that now established in the State of Kansas and known as the Court of Industrial Relations, which has already in a large degree demonstrated its efficient and beneficent usefulness :

Therefore be it resolved by the New York Board of Trade and Transportation that we endorse the principle of the law creating the Court of Industrial Relations in the State of Kansas and hereby request and authorise

the committee on interests of employers and labour to take steps to have drafted a Bill for a similar law adapted to conditions in the State of New York and to co-operate with other organisations to secure the enactment of the same.

The Merchants' Association has been asked to give its support to the proposed measure, but the secretary of the Committee on Industrial Relations of the Association states that so far no action has been taken.



# PRODUCTION AND PRICES <sup>(1)</sup>

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## Wholesale Prices in Various Countries

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**T**ABLE I is a continuation of the one published under the same heading in previous numbers of the *International Labour Review*. It gives the index numbers of the movements of wholesale prices in the chief countries for each year from 1913 to 1920 and for each month in 1921. As far as possible the index numbers are given as a percentage of prices in 1913.

In order to show the movement of wholesale prices in different countries more clearly the changes during the last six months are shown in table II. The figures therein are the differences between the index number of one month and that of the previous month, and for purposes of comparison the latest available index number, corresponding to the last month for which a change is given, is also shown in the last column but one. The table does not include all the countries in table I, as for some countries no figures are yet available for recent months.

The countries have been arranged in three groups as follows :

(1) Countries in which prices show a tendency to decrease in spite of temporary fluctuations in recent months. This class includes the United Kingdom, the Scandinavian countries, the Netherlands, and Switzerland, in Europe ; the British Dominions and the United States, outside Europe. In the United States, however, price changes are very slight and the level of prices has become for the present stabilised at about 50 per cent. above the level of 1913, with a slight tendency to decrease.

(2) Countries in which prices are still rising at a fairly rapid rate. This class includes Germany and Poland. In Austria also the same phenomenon is taking place, though no index of wholesale prices is available. In these countries there is a close connection between the financial and economic situation of the country, the depreciation of the currency, and the rise in prices. The increase has been the greatest in Poland, prices being at present about 1,200 times the pre-war level.

(3) Countries in which prices have moved somewhat irregularly or which do not show any tendency to fall. This class includes France and Italy in Europe, and Egypt and Japan outside Europe. In all these countries, prices fell during the later months of 1920 and the early months of 1921, but during the latter half of 1921 prices have generally shown a slight tendency to rise though decreases in certain months have occurred.

It will be seen that the great majority of the countries of the world are in the first group, where prices are steadily falling. The extent of the fall may be seen by the figures in table II, the last column

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(<sup>1</sup>) For the sake of convenience and of comparison between the two editions of the *Review*, the French alphabetical order of countries has been adopted in this and the following sections.

### TABLE I. INDEX NUMBERS OF WHOLESALE PRICES

Countries	South Africa	Germany	Australia (Melbourne)	Belgium	Canada	China (Shanghai)	Denmark	Egypt (Cairo)	United States	France	India (Calcutta)	Italy	Japan	Norway	New Zealand	Netherlands	Poland	United Kingdom	Sweden	Switzerland	
Sources	Official	Official (e)(f)	Frankfurter Zeitung (d)(h)	Official (a)	Official (c)	Official (a)	Fiskstaden (d)	Official	Bureau of Labor Statistics (a)	Official (b)	Official (b)(h)	Bachisi (b)(i)	Bank of Tokyo (a)	Otkonomisk Revue (g)(h)	Official (c)	Official	Fiedorowicz	Official (a)(e)	Economist (b)	Statistical (b)	Swedish Statistical (c)
Number of commodities	483	38	77	209	2-2	447	33	24	324	45	75	76	56	92	140	53	—	250	44	45	47
Base period	1910	1913	1910	1914	1880-1889	1919	1913	1913	1913	1901-1910	1901-1914	1901-1905	1900	Dec. 1913	1909-1913	1901-1910	1913	1901-1905	1887-1897	1913-1914	July 1914
Annual average	(*)	(*)	(*)	(*)	(*)	(*)	(*)	(*)	(*)	(*)	(*)	(*)	(*)	(*)	(*)	(*)	(*)	(*)	(*)	(*)	(*)
July 1920	100	400	400	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
Aug.	97	405	406	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
Sept.	107	442	447	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
Oct.	123	453	458	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
Nov.	144	479	484	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
Dec.	153	481	488	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
Jan.	165	495	498	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
Feb.	165	495	498	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
Mar.	166	496	499	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
Apr.	166	496	499	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
May	166	496	499	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
June	166	496	499	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
July	166	496	499	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
Aug.	166	496	499	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
Sept.	166	496	499	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
Oct.	166	496	499	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
Nov.	166	496	499	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
Dec.	166	496	499	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
1921	166	496	499	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
Jan.	168	498	500	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
Feb.	168	498	500	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
Mar.	168	498	500	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
Apr.	168	498	500	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
May	168	498	500	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
June	168	498	500	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
July	168	498	500	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
Aug.	168	498	500	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
Sept.	168	498	500	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
Oct.	168	498	500	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
Nov.	168	498	500	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
Dec.	168	498	500	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
1922	168	498	500	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
Jan.	168	498	500	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
Feb.	168	498	500	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
Mar.	168	498	500	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
Apr.	168	498	500	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
May	168	498	500	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
June	168	498	500	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
July	168	498	500	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
Aug.	168	498	500	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
Sept.	168	498	500	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
Oct.	168	498	500	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
Nov.	168	498	500	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
Dec.	168	498	500	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
1923	168	498	500	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
Jan.	168	498	500	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
Feb.	168	498	500	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
Mar.	168	498	500	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
Apr.	168	498	500	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
May	168	498	500	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
June	168	498	500	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
July	168	498	500	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
Aug.	168	498	500	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
Sept.	168	498	500	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
Oct.	168	498	500	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
Nov.	168	498	500	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
Dec.	168	498	500	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
1924	168	498	500	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
Jan.	168	498	500	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
Feb.	168	498	500	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
Mar.	168	498	500	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
Apr.	168	498	500	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
May	168	498	500	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
June	168	498	500	400	400	400	400	400	100	400	400	400	400	400	400	400	400	400	400	400	400
July	168	498	500	400	400	400	400	40													

Monthly figures relate to (a) the monthly average; (b) the end of the month; (c) the 15th of the month; (d) the 1st of the following month; (e) from 1920 a revised index is used; (f) from 1913 to 1919 18 commodities only; (g) the figures for 1915 to 1920 relate to December in each year; (h) figures for 1913 not being available, 1914 has been taken as base; (i) from 1920 a revised index is used, with 76 commodities. The sign « » signifies « no figures published »; the sign — « figures not available ».

of which gives the general level of prices in each country in 1917 as compared with 1913. Prices in most countries are now lower than at any time since 1917.

TABLE II. FLUCTUATIONS OF INDEX NUMBERS OF WHOLESALE PRICES,  
FROM JULY TO DECEMBER 1921  
(Base : 1913 = 100)

Country	Increase or decrease on preceding month expressed in "points"						Index number	
	July	Aug.	Sept.	Oct.	Nov.	Dec.	Latest avail- able month	Average 1917
<i>Group I</i>								
South Africa <sup>(1)</sup>	- 5	- 4	- 4	- 4	»	»	138	141
Canada	- 3	- 2	- 2	- 3	- 1	»	168	175
Denmark <sup>(2)</sup>	+ 1	-30	-22	-18	+ 2	-10	178	228
Norway <sup>(3)</sup>	+ 6	- 3	-10	- 1	-10	- 7	269	341
Netherlands	- 6	+ 4	0	-11	- 4	0	165	286
United Kingdom:								
Official	- 4	- 4	- 3	- 7	- 8	- 5	171	209
Economist	- 1	+ 1	+ 4	-13	- 4	- 4	162	204
Statist	+ 3	- 4	- 6	-13	- 2	- 4	157	206
Sweden	- 7	-13	-16	- 7	- 1	- 2	172	244
Switzerland <sup>(4)</sup>	- 2	+ 4	+ 3	- 2	- 4	- 2	176	—
United States :								
Bur. Lab. Stat.	0	+ 4	0	- 2	- 1	0	149	176
<i>Group II</i>								
Germany :								
Official	+60	+492	+150	+393	+984	+61	3487	179
Frankfurter Zeitung	+260	+75	+200	+639	+597	»	3283	—
Poland	+1253	+1110	+2232	+2088	»	»	114976	1091
<i>Group III</i>								
Egypt	- 2	+ 2	+10	+12	»	»	188	160
France	+ 5	+ 1	+13	-13	+ 1	- 7	325	262
Italy	+11	+22	+38	+19	- 4	»	595	299
Japan	+ 5	+ 2	+ 8	+12	»	»	214	149

(1) The index number is quarterly; the quarterly fluctuations have been divided by 3 in order to get monthly fluctuations, which are therefore only approximate.

(2) The fluctuations are calculated from index number of the first of month following month in question.

(3) Base : 1914 = 100.

(4) Base : 1914 = 100; fluctuations calculated from index number of first of month following month in question.

#### NOTE TO TABLE I

In certain cases it has not been possible to express the index numbers as percentages of the price level in 1913, owing to no index number for 1913 being available. In these cases the figures are given as percentages of the price level in 1914, except in the case of China, where the earliest base figure is 1919.

Even when calculated for a uniform base period the figures are not, however, strictly comparable, as the methods according to which they are calculated and the scope and accuracy of the data on which they are based vary greatly from one country to another. Besides the lack of comparability arising from the number and nature of the articles taken into account, the importance of the sources from which prices are collected and the kind of average (simple average, weighted average or geometrical mean), a difficulty

arises from the fact that the process of transferring the figures to the common base of 1913 by merely dividing the index number for a given date by the index number of 1913 does not necessarily give a true measure of the change in prices. If the original index numbers are weighted averages of actual prices they can be readily transferred to any desired base. If, however, they are calculated by averaging the relative prices of individual commodities, the index numbers transferred to a new base (in this case 1913) are only approximations, and the results are not the same as those obtained by calculating for each commodity the relative price for the new base, and afterwards taking the weighted average in order to get the new index number. Thus, in the case of certain countries such as Canada, France and Italy, which employ this method, the index numbers are only approximate.

### SOURCES

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BELGIUM	<i>Revue du Travail.</i>
CANADA	<i>Labour Gazette of Canada.</i>
CHINA	<i>The Statist.</i>
DENMARK	Communication from the <i>Finanstidende.</i>
EGYPT	<i>Monthly Bulletin of Statistics</i> of the League of Nations.
UNITED STATES	Communication from the Bureau of Labour Statistics, <i>Federal Reserve Bulletin.</i> <i>Dun's Review.</i>
FRANCE	<i>Bulletin de la Statistique générale de France.</i>
INDIA	<i>Federal Reserve Bulletin.</i>
ITALY	<i>L'Economista.</i>
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POLAND	<i>The Statist.</i>
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## Cost of Living and Retail Prices

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THE year 1921 closed with prices in most countries at a level substantially lower than at the beginning of the year. Commencing with the United States in the spring of 1920, the decline spread during the summer and autumn to most other countries. The cost of living even in Germany fell during the early months of 1921, though a reaction occurred in the autumn months and the cost of living rapidly increased at the end of 1921 not only in Germany but in Austria, Poland and Finland, and to a less extent in Italy. As decrease in the cost



of living first made itself felt in the United States, so the arrest of this decline is making itself first felt in that country. After a rapid fall up to June 1921, retail food prices increased slightly in the summer months, but in the autumn months remained approximately at a constant figure of 50 per cent. above the level of prices in July 1914.

As the index numbers for clothing, rent, lighting and heating are published at quarterly intervals in many countries it is not possible to add anything to the discussion given in the article in the previous number of the *Review*, practically no further figures being available. The index numbers for foodstuffs are, however, in most cases published monthly, and as these form the largest item in the cost of living index number they form a good indication of the movement of the cost of living.

The food index numbers which are given in table II show that prices are still declining in South Africa, Australia, Canada, New Zealand, United Kingdom, Sweden and Switzerland. In the United States and France the fluctuations in recent months have been almost negligible, while in Italy, Austria, Germany, Poland and Finland the index numbers are still rising. A general review of the situation is given by the following table which gives the index number of foodstuffs for the end of December 1920 compared with the end of December 1921 for the chief countries and the percentage change in the 12 months.

Country	December		Percentage decrease
	1920	1921	
South Africa	188	125	34
Germany	1,272	2,088	64 <sup>(2)</sup>
Australia	188	158 <sup>(3)</sup>	16
Belgium	459	438	5
Canada	227	148 <sup>(1)</sup>	35
United States	175	149 <sup>(1)</sup>	15
Finland	1,233	1,286 <sup>(1)</sup>	4 <sup>(2)</sup>
France	450	349	22
Italy (Rome)	375	459 <sup>(1)</sup>	22 <sup>(2)</sup>
Norway	342	268	22
New Zealand	179	150	17
Netherlands	202	154 <sup>(1)</sup>	24
Poland	19,613	75,848 <sup>(1)</sup>	287 <sup>(2)</sup>
United Kingdom	278	185	34
Sweden	286	202	30
Switzerland	230	187	19

(<sup>1</sup>) November 1921. — (<sup>2</sup>) Increase. — (<sup>3</sup>) September 1921.

#### NOTES ON TABLES I TO V

Tables I to V show for certain months from 1914 to 1922 the index numbers of the cost of living in different countries, and the index numbers of the chief groups of expenditure which make up the total, such as food, rent, clothing, heating and lighting. No figures are given for the remaining items, which are generally classified under the term "miscellaneous", as the items included in different countries are too varied to permit of any comparison. In one country, Canada, only one item (starch) is included in addition to the chief groups (food, rent, etc.), while in the United States 44 additional items are included. The number of countries given varies in the different tables according to the information available, the number for which statistics are available as to

TABLE I. COST OF LIVING INDEX NUMBERS  
(Base reduced to July 1914 = 100 as far as possible)

Date	South Africa	Germany		Australia	Austria	Belgium	Bulgaria	Canada	Den- mark	United States	Finland
	(8 towns)	(47 towns)	(Berlin)	(6 towns)	(Vienna)	(61 towns)	(12 towns)	(60 towns)	(100 towns)	(51 towns)	(20 towns)
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)
<i>July</i>											
1914	400	400	400	400	400	400	400	400	400	400	400
1915	403	*	*	408	*	*	*	97	446	405	*
1916	406	*	*	416	*	*	*	402	436	448	*
1917	414	*	*	413	*	*	*	430	455	462	*
1918	418	*	*	418	*	*	*	446	482	474	*
1919	426	*	*	429	*	*	*	455	241	477	*
1920	459	842	4425	453	*	453	*	190	262	217	944
<i>1920</i>											
Aug.	458	795	4069	*	*	463	4889	488	*	*	994
Sept.	458	777	4038	164	*	474	4894	486	*	*	4030
Oct.	461	843	4104	*	*	477	4888	487	*	*	4063
Nov.	461	872	4097	*	*	476	*	485	*	*	4085
Dec.	455	946	4146	460	*	468	*	484	*	200	4103
<i>1921</i>											
Jan.	453	944	4122	*	*	450	4648	475	264	*	4065
Feb.	449	904	4090	*	*	438	4596	468	*	*	4043
Mar.	447	904	4035	458	400	444	4506	465	*	*	4027
Apr.	444	894	976	*	*	399	4564	464	*	*	4008
May	444	880	990	*	*	389	4570	453	*	480	4012
June	436	896	4080	449	9800	384	4666	452	*	*	4054
July	433	963	4125	*	*	379	4642	455	237	*	4439
Aug.	430	4045	4177	*	*	384	4762	458	—	*	4475
Sept.	430	4062	4212	443	*	386	4896	455	—	477	4205
Oct.	428	4146	4340	—	20500	394	2164	452	—	—	4208
Nov.	427	4397	4767	—	—	394	—	452	—	—	4462
Dec.	—	1550	1934	—	59400	393	—	—	—	—	—

TABLE II. FOOD INDEX NUMBERS  
(Base reduced to July 1914 = 100 as far as possible)

Date	South Africa	Germany		Aus- tralia	Austria	Belgium	Canada	Den- mark	United States	Finland	France (a)	
	(9 towns)	(47 towns)	(Berlin)	(6 towns)	(Vienna)	(61 t.)	(60 towns)	(100 towns)	(51 towns)	(20 towns)	(Paris)	(320 t.)
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)
<i>July</i>												
1914	400	400	400	400	400	400	400	400	400	400	400	400
1915	407	*	*	418	*	*	405	428	98	*	420	423
1916	416	*	*	430	*	*	414	446	409	*	429	442
1917	428	*	*	422	*	*	457	466	443	*	483	484
1918	434	*	*	432	*	*	475	487	464	*	206	244
1919	439	*	*	446	*	*	486	242	486	*	264	289
1920	497	4456	4377	479	*	459	227	253	215	982	373	388
<i>1920</i>												
Aug.	496	4049	4337	*	*	496	224	*	203	4089	373	*
Sept.	495	4032	4255	196	*	504	245	*	499	4434	407	388
Oct.	497	4129	4408	*	*	523	243	*	494	4472	420	*
Nov.	496	4184	4388	*	*	513	206	*	489	4206	426	*
Dec.	488	4272	4490	488	*	544	200	*	475	4233	424	450
<i>1921</i>												
Jan.	472	4265	4439	*	*	493	490	276	469	4174	440	*
Feb.	465	4194	4357	*	*	482	478	*	455	4407	382	*
Mar.	460	4488	4346	484	8400	434	472	*	454	4437	348	429
Apr.	456	4174	4235	*	*	447	465	*	449	4407	320	*
May	452	4152	4244	*	*	407	450	*	442	4447	317	*
June	444	4175	4449	468	9600	449	448	*	444	4447	342	363
July	439	4274	4544	*	*	440	454	236	445	4278	306	*
Aug.	434	4399	4592	*	*	427	459	—	452	4324	347	*
Sept.	433	4448	4653	458	*	423	455	—	450	4359	329	350
Oct.	434	4532	4796	—	20700	434	449	—	450	4357	331	*
Nov.	429	4944	2227	—	—	442	448	—	449	4286	326	*
Dec.	425	2088	2541	—	60500	438	—	—	—	—	323	349

(a) For the countries only, the index numbers in tables I and II are entirely distinct.  
The sign \* signifies "no figures published".  
The sign — signifies "figures not available".

TABLE I (cont.). COST OF LIVING INDEX NUMBERS  
(Base reduced to July 1914 = 100 as far as possible)

France (Paris) (a)	India (Bombay)	Italy (Rome) (Milan)		Norway (30 towns)	New Zealand (35 towns) (a)	Nether- lands (Amsterdam) (a)	Poland (Warsaw)	United Kingdom (630 towns)	Sweden (40 towns)	Switzer- land (23 towns)	Date
(13)	(14)	(15)	(16)	(17)	(18)	(19)	(20)	(21)	(22)	(23)	(24)
400	400	400	400	400	400	400	400	400	400	400	July 1914
*	*	99	*	417	407	*	*	425	*	419	1915
*	*	416	*	446	444	*	*	448	439	440	1916
*	*	446	*	490	449	442	*	480	466	480	1917
*	*	497	286	253	427	483	*	203	249	229	1918
238	*	205	280	275	432	495	*	208	257	264	1919
344	489	343	444	302	449	247	*	255	270	253	1920
											1920
*	494	316	449	*	*	*	*	264	*	253	Aug.
363	492	325	470	331	456	223	*	264	281	262	Sept.
*	193	348	489	*	*	*	*	276	*	258	Oct.
*	486	369	544	*	*	*	*	269	*	249	Nov.
370	484	378	535	335	461	*	44173	265	274	243	Dec.
											1921
*	469	374	574	*	*	*	44084	254	*	237	Jan.
*	462	379	566	*	*	*	47024	244	*	234	Feb.
338	460	384	568	304	460	*	47974	233	249	231	Mar.
*	460	444	578	*	*	*	47244	228	*	212	Apr.
*	467	396	578	*	*	*	47909	249	*	210	May
307	473	390	506	302	457	*	20270	249	236	244	June
*	477	387	494	*	*	*	25709	222	*	209	July
*	480	394	504	*	*	*	30407	220	*	206	Aug.
295	485	400	520	296	456	*	39847	210	234	200	Sept.
—	483	445	535	*	—	*	46656	203	*	198	Oct.
—	482	423	544	*	—	*	47628	199	*	192	Nov.
—	479	—	539	283	—	*	—	492	246	489	Dec.

TABLE II (cont.). FOOD INDEX NUMBERS  
(Base reduced to July 1914 = 100 as far as possible)

India (Bombay)	Italy (Rome) (Milan)		Norway (30 towns)	New Zealand (35 towns) (a)	Nether- lands (Amsterdam) (a)	Poland (Warsaw)	United Kingdom (630 towns)	Sweden (40 towns)	Switzer- land (23 towns)	Czecho- slovakia (30 towns)	Date
(14)	(15)	(16)	(17)	(18)	(19)	(20)	(21)	(22)	(23)	(24)	(25)
400	400	400	400	400	400	400	400	400	400	400	July 1914
*	95	*	423	442	444	*	132	*	449	*	1915
*	444	454	453	449	447	*	464	452	444	*	1916
*	437	210	203	427	446	*	204	480	479	*	1917
*	203	321	271	439	475	*	240	258	222	*	1918
*	206	304	290	444	496	*	209	318	250	*	1919
*	348	445	349	467	240	*	262	287	239	*	1920
											1920
190	322	454	333	474	242	*	267	*	239	*	Aug.
193	324	468	336	473	247	*	270	298	248	*	Sept.
193	340	480	340	477	219	*	291	*	246	*	Oct.
485	364	545	342	476	244	*	282	*	235	*	Nov.
478	375	535	342	479	202	49613	278	286	230	*	Dec.
											1921
463	367	571	334	478	493	23440	263	*	224	1643	Jan.
456	376	564	308	475	494	34827	249	*	221	1494	Feb.
454	386	582	299	469	493	32883	238	247	248	1423	Mar.
454	432	598	300	469	487	34744	232	*	244	1450	Apr.
462	424	598	292	468	484	32640	248	*	208	1456	May
469	409	523	290	466	480	35393	220	234	243	1445	June
474	402	506	295	464	480	45655	226	*	207	1446	July
477	417	518	297	463	479	53400	225	*	204	1362	Aug.
483	430	545	290	461	479	60728	210	228	498	1474	Sept.
480	461	564	288	456	468	75474	200	*	196	1549	Oct.
479	459	570	281	452	454	75848	195	*	189	—	Nov.
476	—	567	268	450	—	—	485	202	487	—	Dec.

(a) For these countries only, the index numbers in tables I and II are entirely distinct.  
The sign \* signifies "no figures published".  
The sign — signifies "figures not available".

TABLE III. CLOTHING INDEX NUMBERS  
(Base reduced to July 1914 = 100 as far as possible)

Date	Germany (Berlin)	Austria (Vienna)	Denmark (100 towns)	United States (32 towns)	Finland (20 towns)	France (Paris)
(1)	(2)	(3)	(4)	(5)	(6)	(7)
July 1914	100	100	100	100	100	100
» 1915	•	•	110	105	•	•
» 1916	•	•	160	120	•	•
» 1917	•	•	190	149	•	•
» 1918	•	•	260	205	•	•
» 1919	•	•	310	215	•	296
» 1920	1316	•	355	288	1049	485
Sept. 1920	1197	•	*	*	1100	518
Dec. »	1197	•	292	259	1126	445
March 1921	1077	15400	*	*	1031	398
June »	1077	18500	248	223	1032	353
Sept. »	1197	38400	*	192	1090	318
Dec. »	2188	111300	—	—	—	—

TABLE IV. HEATING AND LIGHTING INDEX NUMBERS  
(Base reduced to July 1914 = 100 as far as possible)

Date	South Africa (9 towns)	Germany (Berlin)	Austria (Vienna)	Canada (60 towns)	Denmark (100 t.)	United States (32 t.)	Finland (20 t.)	France (Paris)
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
July 1914	100	100	100	100	100	100	100	100
» 1915	100	•	•	97	130	101	•	•
» 1916	111	•	•	99	175	108	•	•
» 1917	115	•	•	126	220	124	•	•
» 1918	128	•	•	148	275	148	•	•
» 1919	131	•	•	156	292	146	•	164
» 1920	155	1158	•	193	563	172	1232	296
Sept. 1920	—	1158	*	207	*	*	1374	349
Dec. »	—	1211	*	220	578	195	1443	349
Mar. 1921	176	1211	5000	208	*	*	1266	319
June »	—	1316	5300	196	401	182	1283	308
Sept. »	—	1368	10700	190	*	181	1264	307
Dec. »	—	2158	34000	—	—	—	—	—

TABLE V. RENT INDEX NUMBERS  
(Base reduced to July 1914 = 100 as far as possible)

Date	South Africa (9 t.)	Germany (Berlin)	Australia (6 t.)	Austria (Vienna)	Canada (60 t.)	Denmark (100 t.)	United States (32 t.)	Finland (20 t.)
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
July 1914	100	100	100	100	100	100	100	100
» 1915	97	•	94	•	85	100	102	•
» 1916	96	•	94	•	84	102	102	•
» 1917	97	•	95	•	90	105	100	•
» 1918	105	•	99	•	100	108	109	•
» 1919	110	•	105	•	109	113	114	•
» 1920	116	164	115	•	132	130	135	335
Sept. 1920	—	164	117	*	134	*	*	374
Dec. »	—	164	120	*	137	130	151	389
Mar. 1921	116	164	120	200	138	*	*	418
June »	—	164	121	380	141	141	159	535
Sept. »	—	182	123	600	143	*	160	596
Dec. »	—	182	—	600	—	—	—	—

The sign \* signifies "no figures published".  
The sign — signifies "figures not available".

TABLE III (*cont.*). CLOTHING INDEX NUMBERS  
(Base reduced to July 1914 = 100 as far as possible)

India (Bombay)	Italy		Norway (30 towns)	United Kingdom (97 towns)	Sweden (40 towns)	Date	
	(Rome)	(Milan)					
(8)	(9)	(10)	(11)	(12)	(13)	(14)	
100	100	100	100	100	100	July	1914
•	—	•	107	125	*	»	1915
•	—	•	157	155	160	»	1916
•	—	•	205	200	210	»	1917
•	231	284	304	310	285	»	1918
•	—	221	388	360	310	»	1919
299	466	651	336	430	390	»	1920
299	—	746	345	430	390	Sept.	1920
284	621	782	348	390	355	Dec.	»
239	576	696	308	325	295	Mar.	1921
263	4*5	532	292	290	270	June	»
263	—	534	280	265	250	Sept.	»
261	—	—	—	250	240	Dec.	»

TABLE IV (*cont.*). HEATING AND LIGHTING INDEX NUMBERS  
(Base reduced to July 1914 = 100 as far as possible)

India (Bombay)	Italy		Norway (30 t.)	New Zealand (4 towns)	United Kingdom (30 t.)	Sweden (40 towns)	Switzerland (23 towns)	Date	
	(Rome)	(Milan)							
(10)	(11)	(12)	(13)	(14)	(15)	(16)	(17)	(18)	
100	100	100	100	100	100	100	100	July	1914
•	—	•	134	102	—	•	115	»	1915
•	—	•	204	108	—	168	129	»	1916
•	—	•	348	123	—	240	182	»	1917
•	160	220	476	196	—	286	302	»	1918
•	—	220	316	145	—	326	372	»	1919
151	178	611	477	177	230	372	387	»	1920
151	—	687	601	182	240	400	398	Sept.	1920
184	225	886	568	192	240	380	365	Dec.	»
176	279	1054	388	194	240	316	357	Mar.	1921
177	245	899	366	199	260	264	220	June	»
176	—	899	337	200	238	231	221	Sept.	»
174	—	—	—	—	225	207	—	Dec.	»

TABLE V (*cont.*). RENT INDEX NUMBERS  
(Base reduced to July 1914 = 100 as far as possible)

France (Paris)	India (Bombay)	Italy		Norway (30 t.)	New Zealand (25 t.)	United Kingdom (25 t.)	Sweden (40 t.)	Date	
		(Rome)	(Milan)						
(10)	(11)	(12)	(13)	(14)	(15)	(16)	(17)	(18)	
100	100	100	100	100	100	100	100	July	1914
•	•	—	•	103	101	—	*	»	1915
•	•	—	•	106	100	—	108	»	1916
•	•	—	•	109	102	—	112	»	1917
•	•	100	100	110	104	—	112	»	1918
100	•	100	100	123	107	—	120	»	1919
100	165	100	108	147	116	118	130	»	1920
100	165	—	108	155	117	139	155	Sept.	1920
100	165	143	139	155	117	142	155	Dec.	»
100	165	143	139	161	121	144	155	Mar.	1921
110	165	157	139	161	121	145	155	June	»
121	165	—	139	166	129	152	163	Sept.	»
—	165	—	—	—	—	155	163	Dec.	»

The sign • signifies "no figures published".  
The sign — signifies "figures not available".

the movement of prices for clothing, heating and lighting, and rent being much smaller than the number which publish index numbers of the cost of food. One additional country, Bulgaria, information for which became recently available, has been added to table I. Wherever possible the index numbers are given on the uniform basis of July 1914 as equivalent to 100, and where the country publishes the index number on some other base it has been re-calculated, if possible, on the common base.

The paragraphs which follow give for each country a short account of the scope of the index number and the method of compilation used. From these notes it will be seen that considerable differences exist, not only in the number and kind of articles included and the sources from which prices are collected, but also in the methods employed, especially in the systems of weighting used. It is therefore necessary to insist on caution in using the figures for comparison between countries.

The object of the index numbers in most cases is to measure the changes in the cost of an unchanged standard or living. For this purpose it is necessary to know first the quantities of the different items included, and secondly the prices of these items from time to time. The prices having been ascertained, the results are obtained by "weighting" the prices according to the importance of the various items included. The three chief methods used for assigning weights to the various prices are :

*Standard Budget Method* : This is the most usual method. The weights are fixed by means of an enquiry into the actual amounts spent by a number of families ;

*Theoretical Budget* : In this method the weights are based on partial information or on theoretical consideration, i.e. the minimum standard necessary for healthy existence. In the case of food the nutritive value in calories may be taken ;

*The Aggregate Expenditure Method* : By this method weights are based on the statistics of production, imports and exports. From these statistics there is determined the relative importance in the country of all the different items (except rent) entering into the expenditure of the community.

It is obviously impossible to take account of every item entering into expenditure, and therefore a selection is made of the most important representative items. The number of such items varies considerably from country to country and their number is indicated in the following notes in brackets.

#### **South Africa : Quarterly Summary of Union Statistics.**

Groups included in the budget : food (17), heating and lighting, and rent. Until December 1919 the system of weighting was that of the standard budget based on an enquiry made in 1910. Since 1920 the aggregate expenditure method has been adopted, based on the period 1917 to 1919. In spite of this change of method, the Office of Census and Statistics considers that the two sets of data are comparable.

From 1914 to 1919 the index numbers refer to yearly averages ; from July 1920 to monthly averages. The rent index number for 1914 to 1917 refers to the yearly average ; for 1918, 1919 and 1920, to the month of August ; and for 1921 to February. Base : 1910=1000.

#### **Germany : Wirtschaft und Statistik.**

(a) Official index number (tables I and II) : Groups included in the budget : food (13), heating and lighting (2), and rent. System of weighting : theoretical budget. Until January 1921, 39 towns only ; from February 1921, 47 towns. The monthly food index numbers refer to the 15th of the month. Base : average of October 1913, January, April, and June 1914=100.

(b) Berlin, Kuczynski's index number (tables I to V). Groups included in the budget : food (about 15), clothing (2), heating and lighting (2), rent, and miscellaneous. The index numbers in the tables have been calculated from the original data giving the minimum cost of subsistence for a working class family of four persons in Berlin. System of weighting : for food, a theoretical budget is fixed each month, based on market prices and available supplies,

so as to ensure a sufficient number of calories at a minimum price : both the number of items and the weights are variable. For the other groups a fixed theoretical budget is taken. The expenditure on the "miscellaneous" group is taken as 30 per cent. (25 per cent. before July 1920) of the sum fixed each month for food. Base : August 1913 to July 1914=100.

**Australia :** *Quarterly Summary of Australian Statistics.*

Only two distinct groups are included : rent ; and food and groceries (46). The latter group, however, includes not only 41 items of food, but also 2 of lighting and 3 of laundry. The system of weighting is that of pre-war aggregate expenditure estimated with great accuracy. The index numbers in the tables have been calculated from the data giving the purchasing power of money for the various groups of commodities. The figures are quarterly averages in the case of cost of living and monthly averages in the case of food. Base : 1911=1000.

**Austria (Vienna) :** *Mitteilungen des Bundesamtes für Statistik.*

Groups included in the budget : food (about 26 items), clothing (11), heating and lighting (3), rent, miscellaneous (7). The index numbers show the fluctuations in the minimum cost of subsistence for a family of four persons in Vienna. The method of weighting used for the food group is based on a theoretical budget fixed each month according to market prices and supplies, so as to ensure a sufficient number of calories at a minimum price. For the other groups a constant theoretical budget is used. Base : July 1914=100.

**Belgium :** *Revue du Travail.*

Two distinct index numbers are given. Table I : index number of 56 items : food (34), clothing (12), heating and lighting (5), household articles (5). No separate index number is published for the different groups. The general index number is a simple unweighted average and does not include rent. Table II : index number of 22 items of food, weighted according to a standard budget based on the enquiry of the Solvay Institute of Sociology into the expenditure of 602 families with an income of less than 5 francs a day in 1910. For both index numbers the monthly figures refer to the 15th of the month. Base : April 1914=100.

**Bulgaria :** *Bulletin statistique mensuel de la Direction générale de la Statistique du Royaume de Bulgarie.*

The index numbers are based on 47 articles : food (41 including tobacco), heating and lighting (5), and soap. The weighting is based on the annual expenditure of an average family during the years 1908-1912. Prices are collected in 12 towns each month. Base : 1901-1910=100.

**Canada :** *Labour Gazette of Canada.*

Groups included in the budget : food (29), heating and lighting (5), rent, and 1 household article (starch). System of weighting : theoretical pre-war budget. The index numbers in the tables refer to the 15th of the month until the end of 1920 ; from January 1921 they refer to the first of the following month. Base : July 1914=100.

**Denmark :** *Statistiske Efterretninger.*

Groups included in the Budget : food, clothing (including laundry), heating, lighting, rent, taxes and subscriptions, and miscellaneous. The system of weighting is that of the standard budget, fixed for a normal family of five persons spending 2,000 kr. in the year 1914 and based on an enquiry made in 1909. The index numbers which are only published half-yearly are the average of two successive quarters for food, heating and lighting, and clothing,

and a half-yearly statement for the other groups. From 1914 to 1919 the figures refer to Copenhagen only; from 1920, to the chief towns and about 100 of the larger rural communes. Base: July 1914=100.

**United States:** *Monthly Labour Review.*

The cost of living index number is unusually complete and satisfactory. It includes the following groups: food (22 items until December 1920, 43 from January 1921), clothing (24 items for winter, 38 for summer, and 43 for the year as a whole, i.e. 77 or 91 according to season), heating and lighting (6), rent (various categories), furniture and household articles (25), and miscellaneous (19 items, including taxes and subscriptions, medical and travelling expenses, amusements, etc.). The system of weighting is that of the standard budget, based on an enquiry made in 1917-1918 on more than 12,000 working class families in various parts of the United States. For the food group, prices are reported from 51 towns on the 15th of each month. The index numbers for the other groups cover 18 towns to 1917 and 32 afterwards.

The figures for food in table II relate to the period July 1914 as base; the figures in table I for the cost of living and in tables III, IV and V for clothing, lighting and heating, and housing, relate however to July 1913 as base periods, no figures being available for July 1914. The figures in tables I, III, IV, and V moreover relate to December of each year, up to 1918, to June for the years 1919 and 1920, and to May and December for 1921.

**Finland:** *Social Tidskrift.*

Groups included in the budget: food (14), clothing (2), heating and lighting (1 item, wood), rent, tobacco, and a daily paper. System of weighting: standard budget (based on an enquiry made in 1908-1909) for a normal family with a yearly income of 1600-2000 Finnish crowns in 1914. Base: July 1914=100.

**France:** *Bulletin de la Statistique générale de la France.*

The cost of living index number (table I) calculated by the *Commission régionale d'Etudes relatives au coût de la vie à Paris* includes the following groups: food (the index number of the *Statistique générale de France* is adopted), clothing, heating and lighting, and miscellaneous. Base: first half of 1914=100. For food (table II) the *Statistique générale de France* calculates one index number for Paris (included in the calculations for the cost of living in Paris) and another index number for towns other than Paris with more than 10,000 inhabitants. This latter index is quarterly, and the figures for 1914 to 1919 given in the table refer to the third quarter of the year. The base (originally 1910=100) has been shifted to the third quarter of 1914. The two index numbers include 11 items of food together with two items of heating and lighting, viz. oil and methylated spirit. The weighting of the cost of living index number, like that of food, is based on a theoretical budget.

**India (Bombay):** *Labour Gazette* of the Labour Office Secretariat of Bombay.

Groups included in the budget: food (17), clothing (3), heating and lighting (3), and rent. System of weighting: average aggregate expenditure of the whole of India during the five years before the war. Base: July 1914=100.

**Italy (Rome and Milan):** *Bollettino municipale di Milano* and *Bollettino dell'Ufficio del Lavoro di Roma.*

Groups included in the budget: food, clothing, heating and lighting, rent, and miscellaneous. The system of weighting adopted for both index numbers, with some slight differences between them, is that of pre-war budget. Base: First half of 1914=100.

Since the Milan Statistical Congress of 1920, many Italian towns, including Rome and Milan, have compiled new index numbers on uniform lines based on theoretical budgets with July 1920=100 as the base.



**Norway :** *Mæddelelser fra det Statistiske Centralbyrå.*

Groups included in the budget : food (55), clothing, heating and lighting, rent, taxes, and miscellaneous. The weighting is that of a standard budget (based on the enquiry made in 1912-1913 by the Statistical Office of Christiania) for a working class family of four persons with an income of about 1,500 kr. in 1914. Monthly index numbers are calculated for food and heating only : quarterly index numbers for the other groups. In all the tables the figures given against the headings July 1914 to July 1920 refer to June. Base : July 1914=100.

**New Zealand :** *Monthly Abstract of Statistics.*

Groups included in the budget : food (59 items, including 3 laundry items and tobacco), heating and lighting (7), and rent. The weighting is based on the aggregate expenditure method for the period 1909-1913. The index numbers for food and rent cover 25 towns : those for heating and lighting only cover the four principal towns. The index numbers are published quarterly and refer to the average of the quarter. Base : 1909-1913=1000. The food index number in table II differs from that included in the general index number of table I with regard to the period covered. It is published monthly instead of quarterly and relates to the period of six months ending with the month in question. The system of weighting is the same in both cases. Base : 1909-1913=1000.

**Netherlands (Amsterdam) :** *Maandschrift van het Bureau van Statistiek der gemeente Amsterdam.*

The cost of living and the food index numbers for Amsterdam are entirely distinct.

The cost of living index number (table I) covers food, clothing, heating and lighting, rent, taxes and subscriptions, laundry, upkeep of furniture, travelling expenses, amusements, etc. It is very complete, and in addition takes changes in consumption into account. To this end, a series of special enquiries is made at each date in question into the expenditure of about 30 working class families and the results are combined with the data of the standard budget calculated in 1911. This process was discontinued in September 1920. The figures given here refer to the base 1910-1911, no data having been published for 1914.

The food index number (table II) is weighted according to a pre-war standard budget. The base was originally 1913, but the necessary calculations have been made in order to change it to 1914. The figures from 1914 to 1919 refer to the average for the year.

**Poland (Warsaw) :** *Miesięcznik Pracy* of the Central Statistical Office.

Groups included in the budget : food (16), clothing (7), heating and lighting (2-3), miscellaneous (7, including cleaning, travelling expenses, education, amusements, etc.). The system of weighting is that of a theoretical budget for a working class family of four persons in Warsaw. Index numbers for the separate groups, except food, have not yet been published. Base : January 1914=100.

**United Kingdom :** *Labour Gazette* of the Ministry of Labour.

Groups included in the budget : food (20), clothing (8, including suits and overcoats, underwear, textiles, boots and shoes), heating and lighting (5), rent, miscellaneous (8, including household articles and cleaning materials, travelling expenses, newspapers, tobacco, etc.). The food index number covers 630 towns ; that for clothing 97 ; those for the other groups, a large number of towns. The system of weighting is that of the standard budget. It is based on an

enquiry made in 1904 by the Board of Trade into the expenditure of 1944 working class families of five or six persons; supplemented by the results of an enquiry into the cost of living in 1912. The various group index numbers, except that for food, are only approximations. In the tables the monthly index numbers refer to the first of the following month. From 1914 to 1919 the clothing index number refers to June. Base: July 1914=100.

**Sweden:** *Sociala Meddelanden.*

Groups included in the budget: food (50), clothing (20), heating and lighting (5), rent, taxes, and miscellaneous (furniture, subscriptions, travelling and medical expenses). The weighting is that of a standard budget based on an enquiry made in 1913-1914 on 1,350 households for a working class family of four persons with a yearly income of 2,000 kr. in 1914. In the tables the 1916 index number refers to December, that for 1917 to September. The monthly figures for 1918-1921 refer to the first of the following month. Base: July 1914=100.

**Switzerland:** *Schweizerischer Konsumverein.*

Only two groups are included in the general cost of living index numbers: food (37), and heating and lighting (4, together with soap, which is included in this group). The system of weighting is that of the standard budget based on an enquiry made in 1912 by the *Secrétariat ouvrier suisse* covering 785 households. The prices of the different articles are ascertained with remarkable accuracy by the help of the co-operative societies of the country, and are weighted with the number of members of each society in order to calculate an average price for the whole country. The figures in the tables for 1914 to 1919 refer to the whole country, and to June in each year. From 1920 onwards the monthly index numbers refer to the first of the following month and relate only to the towns of over 10,000 population (23 in number). June 1914=100.

**Czechoslovakia:** *Monthly Price Bulletin of the Statistical Office.*

No general cost of living index number is as yet published. The index number for foodstuffs includes, however, not only food (21), but also wood, coal, oil, and soap. The average prices in different towns of the various articles are weighted with the population of the town in question, in order to obtain an average price for the whole country, and the general index number is an unweighted average of the average prices. Base: July 1914=100.



# EMPLOYMENT AND UNEMPLOYMENT

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## Statistics of Unemployment

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THE latest figures available show that with the exception of Germany and France there is still no sign of any decrease in the high level of unemployment. Although signs of improvement from the high level of the spring of 1921 became evident in the latter part of the year, the figures received for the end of December 1921 and the beginning of 1922 show in nearly every case an increase compared with the previous months. To some extent, this is due to the seasonal increase in unemployment which occurs in the winter months.

In the United Kingdom, where statistics are available for a longer period than for any other country, the mean percentage unemployed among members of trade unions in 1921 (15.3 per cent.) is "the highest recorded for any year in the whole period of about 70 years, for which similar figures are available" (1). In France unemployment reached its highest in February 1921 and has shown a continuous decline until January 1922. In Germany a continuous improvement has taken place since January 1921 until November 1921, when a slight increase was shown. In the United States the index based on returns from over 1,400 representative firms employing over 1½ million workers indicates that the state of employment, which reached its worst at the end of July, has since slowly improved. In Italy, Switzerland, Canada, and Denmark, unemployment slowly increased during the last three months of 1921. For the remaining countries figures for the end of 1921 are not yet available.

Though the figures shown in the following tables are comparable within each country, they are not to be used for comparisons between different countries, nor can they be taken as representing the total amount of unemployment in a country. Unemployment may exist not in the form of persons out of work, but in the form of persons under-employed (or "on short-time"), and as regards this latter class of unemployment data are even less complete; in fact, for most countries no statistics of this nature exist. Moreover, any international comparison of unemployment statistics is vitiated by the differences in the definition of unemployment, in the scope and completeness of the returns and in the reliability of the figures. The most important of these differences are indicated in the notes to table I. The following tables do, however, give some indication of the fluctuations of unemployment in the different countries over a period of years.

For France, Italy, Switzerland, and the United States, it is not possible to present the information in the form shown in table I. The available information is given in tables II to V.

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(1) MINISTRY OF LABOUR : *Labour Gazette*, Jan. 1922, p. 2. London.

TABLE I. STATISTICS OF UNEMPLOYMENT AMONG TRADE UNIONISTS (1)

End of month	Germany	Australia	Belgium	Canada	Denmark	United States (Massachusetts)	Norway	Netherlands	United Kingdom		Sweden
									Trade unions	Compulsory insurance (%)	
A. Number of Workers Covered by the Returns (in Thousands)											
1913											
March	2004	237	78	•	110	171	29	62	908	2071	50
June	2010	243	79	•	109	172	29	64	922	2093	53
Sept.	1994	252	76	•	115	177	29	68	943	2218	54
Dec.	1980	251	74	•	118	178	29	70	965	2286	60
1919											
March	2934	311	•	174	286	255	33	263	1243	3561	107
June	3711	303	•	151	293	250	36	304	1334	3561	119
Sept.	4316	308	•	192	310	257	38	314	1418	3721	118
Dec.	4497	317	•	174	311	274	38	394	1541	3721	119
1920											
March	4939	329	*	171	295	281	46	404	1567	3827	126
June	5600	343	*	194	306	248	46	407	1603	4160	126
Sept.	5442	345	118	189	308	255	46	407	1636	4197	151
Dec.	5664	351	546	208	311	297	45	399	1535	11900	146
1921											
Jan.	5751	*	609	198	307	*	50	391	1587	12000	155
Feb.	5650	*	621	198	304	*	52	396	1534	12000	147
March	5779	344	668	207	294	237	51	394	1528	12000	165
April	5510	*	617	204	294	*	53	392	1539	12000	145
May	5784	*	637	201	299	*	79	395	1343	12000	144
June	5841	364	669	182	299	243	89	396	1279	12200	145
July	5753	*	688	183	299	*	81	394	1385	12200	151
Aug.	5680	*	738	189	287	*	77	391	1420	12200	153
Sept.	5965	—	746	183	287	237	74	393	1433	12200	154
Oct.	5960	*	748	174	284	176	—	—	1442	12200	149
Nov.	5912	*	755	164	284	*	—	—	1433	11902	133
Dec.	—	—	757	—	282	—	—	—	1432	11902	—
B. Percentage of above Workers Unemployed											
1913											
March	2.8	5.2	1.5	—	7.8	8.3	1.8	3.4	1.9	3.5	7.1
June	2.7	6.2	2.1	—	3.7	4.5	0.7	3.9	1.9	2.8	2.6
Sept.	2.7	5.3	3.2	—	3.8	5.0	1.2	4.9	2.3	3.7	2.3
Dec.	4.8	3.9	3.5	—	15.1	8.5	3.7	9.1	2.6	4.6	4.4
1919											
March	3.9	4.7	•	5.6	20.5	11.4	2.2	14.2	2.8	*	7.6
June	2.5	5.3	•	2.6	3.6	2.8	1.1	8.7	1.7	*	6.1
Sept.	2.2	4.1	*	2.2	3.1	2.7	1.2	4.5	1.6	*	3.2
Dec.	2.9	3.9	*	3.5	16.5	4.1	2.6	9.0	3.2	6.58	3.8
1920											
March	1.9	4.5	*	3.4	6.7	4.1	1.5	7.7	1.1	3.6	4.5
June	3.9	4.7	*	2.5	2.9	14.6	0.7	5.9	1.2	2.6	3.4
Sept.	4.5	4.5	5.8	3.3	2.7	16.4	1.8	4.1	2.2	3.8	2.9
Dec.	4.1	7.0	17.4	13.1	15.1	29.2	6.8	13.4	6.0	5.8	15.8
1921											
Jan.	4.5	*	19.3	13.1	19.7	*	11.3	16.5	6.9	8.2	20.2
Feb.	4.7	*	22.7	16.1	23.2	*	14.9	16.4	8.5	9.5	20.8
March	3.7	11.4	31.5	16.5	23.6	22.1	16.1	13.9	10.0	11.3	24.6
April	3.9	*	31.2	16.3	21.7	*	17.1	11.9	17.6	15.0	24.2
May	3.7	*	32.3	15.5	18.6	*	17.8	9.4	22.2	17.6	25.3
June	3.0	12.5	22.9	13.2	16.8	20.1	24.5	8.1	23.1	17.8	27.9
July	2.6	*	21.4	9.1	16.7	*	19.4	7.6	16.7	14.85	27.8
Aug.	2.2	*	21.7	8.7	17.7	*	19.2	7.3	16.3	13.1	26.8
Sept.	1.4	11.4	17.7	8.5	16.6	19.1	19.1	7.1	14.8	12.2	26.2
Oct.	1.2	*	13.6	7.4	13.3	21.2	—	—	15.6	12.8	26.3
Nov.	1.4	*	13.9	11.1	20.8	*	—	—	15.9	15.7	28.7
Dec.	—	—	11.4	—	25.2	—	—	—	16.5	16.2	—

(1) For the United Kingdom there is also given the number covered by the Unemployment Insurance Act and the percentage unemployed.

(2) Owing to the increase in the number of trades covered in 1919 and again in 1920 compared with 1913, the figures are not altogether comparable.

The sign \* signifies "no figures published". The sign — signifies "figures not yet received".

TABLE II. STATISTICS OF UNEMPLOYMENT IN FRANCE, BY MONTHS, 1921

Date	Number of unemployed registered	Number of persons in receipt of benefit
1921		
January	39,811	71,774
February	44,092	89,289
March	44,061	88,382
April	35,270	75,569
May	28,218	60,362
June	21,316	55,439
July	20,270	37,226
August	20,350	27,467
September	17,718	20,408
October	14,969	16,518
November	19,590	12,374 *
December	17,373	9,602 *

(\*) Provisional figures

TABLE III. NUMBER OF WORKERS WHOLLY UNEMPLOYED AND ON SHORT TIME IN ITALY, BY MONTHS, 1921

Date	Number wholly unemployed	Number on short time
1921		
1 May	250,145	69,270
1 June	*	*
1 July	388,744	238,940
1 August	435,194	226,515
1 September	470,542	220,763
1 October	473,216	154,350
1 November	492,368	131,167
1 December	512,260	181,002

(\*) Figures not available

TABLE IV. NUMBER OF WORKERS WHOLLY UNEMPLOYED AND ON PART TIME IN SWITZERLAND, BY MONTHS, 1921

Date	Number wholly unemployed	Number on short time
1921		
January	34,652	71,922
February	42,705	82,930
March	47,577	95,119
April	47,949	95,374
May	52,635	87,741
June	54,039	76,116
July	55,605	79,888
August	63,182	74,309
September	66,646	69,421
October	74,238	59,835
November	80,692	56,569
December	88,967	53,970

TABLE V. VOLUME OF EMPLOYMENT IN THE UNITED STATES, BY MONTHS, 1921

Date	Numbers employed by 1,428 firms, to nearest thousand	Percent. increase (+) or decrease (—) on previous month	Index of employment. (January 1921 = 100)
1921			
January	1,628,000	—	100.0
February	1,613,000	— 1.00	99.1
March	1,588,000	— 1.50	97.5
April	1,581,000	— 0.40	97.1
May	1,574,000	— 0.45	96.7
June	1,527,000	— 2.90	93.8
July	1,510,000	— 1.10	92.8
August	1,526,000	+ 1.08	93.7
September	1,545,000	+ 1.20	94.9
October	1,560,000	+ 1.01	95.8
November	1,567,000	+ 0.46	96.3
December	1,641,000	+ 4.70	100.8

## NOTES TO TABLES AND SOURCES

**Germany:** *Reichsarbeitsblatt.*

The percentages refer to the last working day of the last week of each month. Only unions paying unemployment benefit are included. The figures do not cover workers on short time, of whom there is a relatively large number as a result of the legislation in force.

**Australia:** *Quarterly Summary of Australian Statistics.*

The figures show the number of persons who were out of work for three days or more during a specified week in each quarter. Unions which do not pay unemployment benefit are included. Unions of workers in permanent employment, such as railwaymen, or of casual workers, such as dockers, are excluded. The percentages for 1921 include workers unemployed on account of sickness, accident, etc.; figures previous to 1921 include those unemployed on account of lack of work only.

**Belgium:** *Revue du Travail.*

The figures are obtained from the returns of the unemployment funds, which are the official controlling bodies of unemployment insurance offices. They refer to the last working day of the month, and in certain cases include workers on short time.

**Canada:** *The Labour Gazette and Employment.*

The figures refer to the last working day of the month. They include unions which do not pay unemployment benefit.

**Denmark:** *Statistiske Efterretninger.*

The figures are derived from trade union reports, combined with returns of the Central Employment Bureau. They are compiled every Friday, those for the last Friday of the month being given in the table. Only unions paying unemployment benefit are included.

**United States:** *Industrial Employment Survey.*

The figures show the numbers employed at the end of each month by 1,428 firms, employing normally over 500 workers each, together with

the percentage change as compared with the previous month. The last column, giving an index of employment, has been calculated by the International Labour Office.

**France :** *Journal Officiel.*

The figures give for the end of each month the number of unemployed persons remaining on the live registers of the Employment Exchanges, and the number of persons in receipt of benefit from the communal Unemployment Insurance Funds. It is pointed out that benefit is not paid to workers on short time, and the figures as regards total unemployment are not complete, owing to the fact that many districts are without unemployment funds.

**Italy :** *Bollettino del Lavoro.*

The figures show the numbers totally unemployed and the number on short time on the first of each month, based on the returns of the Provincial Unemployment Funds.

**Massachusetts :** *Massachusetts Industrial Review.*

The figures refer to the last day of each quarter, and cover unemployment due to "lack of work or material", and to "unfavourable weather". They include unions which do not pay unemployment benefit. Statistics are also published showing the numbers unemployed owing to sickness, trade disputes, etc.

**Norway :** *Meddelelser fra det Statistiske Centralbyra.*

The figures refer to the last day of the month, and include only unions which pay unemployment benefit.

**Netherlands :** *Maandschrift van het Centraal Bureau voor de Statistiek.*

The figures based on the returns of voluntary insurance associations are weekly averages over a period of four or five weeks. A few organisations which pay no unemployment benefit are included. The figure for numbers covered is exclusive of workers totally unemployed during the week owing to strikes, lock-outs, sickness or other disability, military service, etc.

**United Kingdom :** *The Labour Gazette of the Ministry of Labour.*

The trade union figures refer to the last working day of the month and only relate to unions which pay unemployment benefit. Trade unions of workers in regular employment, such as railwaymen, are not included. The figures for April, May, and June 1921 are exclusive of coal miners, owing to the stoppage in the industry at these dates. The figures for compulsory insurance give the number of persons wholly unemployed whose unemployment books were lodged at employment exchanges on the last Friday of the month.

**Sweden :** *Sociala Meddelanden.*

The figures refer to the last day of the month, and include unions which do not pay unemployment benefit.

**Switzerland :** *Le Marché du Travail.*

The figures show the numbers unemployed and on short time at the end of each month in 1921, based on returns from municipal Employment Exchanges.

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# MIGRATION

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## Notes on Migration

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THE present article deals in the first place with statistics of Austrian and Italian emigration, overseas emigration from Switzerland, continental emigration from Belgium to France, Asiatic emigration to Africa, and European emigration to Brazil and New Zealand. It also gives some details of the number of foreign born naturalised citizens in the United States and of internal migrations in the United States and Russia; the return to the land in the latter, and the movements of negroes within the United States.

Among legislative measures, it notes in Europe the creation of a Council of Emigration in Poland; the treaties between Hungary and Jugo-Slavia regarding the interchange of agricultural workers; regulations respecting aliens entering Bulgaria and nationals leaving Portugal; in the United States, the operation of the Three Per Cent. Act and other measures affecting immigration; and finally the enactment in Queensland of a law on the employment of aliens.

Under the heading of non-legislative official action various decisions of the Superior Council of Emigration in Italy, and the decisions of the conference of Premiers of the Australian Commonwealth, which dealt specially with immigration and colonisation, are considered.

Among recent measures for the protection of emigrants the article refers to the decisions of various workers' congresses in Italy, Canada, and the United States, which dealt with emigration, to the work of various institutions for the benefit of emigrants in Italy, and the programme of the Australian New Settlers' League. Some interesting proposals of the Chinese Association of Paramaribo (Dutch Guiana) are also noted.

### STATISTICS OF EMIGRATION

#### *Emigration from Austria*

Between January and November 1921, 13,293 persons applied for assistance to emigrate, while vacancies during the same period numbered only 1,575 (1). In November 1921, the last month for which reports are available, of 1,096 intending emigrants 436 wished to go to Brazil, 316 to North America, 54 to Argentine, 50 to Germany, 46 to Poland, 39 to Jugo-Slavia, 28 to Roumania, and 26 to the Dutch East Indies. The majority of the enquirers, namely 796, were men. Of the 1,096 persons wishing to emigrate, 245 were registered in the Migration Department of the Ministry of the Interior as land and forestry workers and 209 as building workers. The desire to emigrate is also strong among domestic servants (96 in November) and engineers (57). As regards destination, 283 persons left Austria in November for North

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(1) From an interview with the Head of the Austrian Migration Department (*Wanderungsamt*) in the *Neues Wiener Journal*, 22 Dec. 1921.



America and 145 for Brazil. The Government of Brazil is applying for Austrian agricultural and building workers. The latter are employed in the erection of buildings for the great exhibition to be held in Rio de Janeiro in September next. The Brazilian Government advances their travelling expenses to the emigrants for a period of eight years, and ensures them certain privileges. So far 200 Austrian building workers have gone to Brazil.

### *Emigration from Italy and Switzerland*

According to the statistics of the General Emigration Department (*Commissariato generale dell' Emigrazione*), the number of oversea emigrants of Italian nationality in the first half of 1921 was 122,390, as against 92,902 in the same period of 1920<sup>(2)</sup>. This fact is due chiefly to improvement in transport. In June and the following months, the numbers fell considerably, largely owing to the operation of the Three Per Cent. Act in the United States; while in June 1920 the figure was 7,715, in June 1921 it was only 6,067, in July 6,608 and in August 4,386. The emigration of Italians to the United States fell from 20,698 in May 1921 to 1,900 in June. Including Italians sailing from foreign ports, the numbers going to the United States were 2,091 in June 1921, 6,608 in July and 4,360 in August.

Continental emigration from Italy, which in the first year after the war assumed greater proportions than oversea emigration, in the second half of 1920 showed a decline, which became more marked in the first half of 1921, owing to the economic depression and to restrictions in the principal countries of immigration, France and Switzerland. While in the first half of 1920 the number of emigrants to continental Europe was 86,546, in the first half of 1921 it fell to 28,424, i. e. to about one-third.

The number of emigrants from Switzerland to oversea countries in 1921, according to government statistics<sup>(3)</sup>, was 7,120, as against 9,276 in 1920 and 3,063 in 1919. The average for the three pre-war years 1912, 1913, and 1914, was roughly 5,300.

### *Belgian Immigration to France*

French statistics, which are probably not complete, reported more than 400,000 Belgian nationals living in France in May 1921<sup>(4)</sup>. These may conveniently be divided into a number of groups.

*Borderers.* These are chiefly industrial workers who cross the frontier by train or tram every day to their work, and return to their homes in the evening. This important movement is apparently on the increase, though no figures are available to estimate its volume.

*Residents in the Department of the Seine.* According to figures supplied by the Belgian Embassy in Paris there were 44,000 Belgian residents in the Department of the Seine in 1914. The war increased this figure to over 200,000, a great many of whom were refugees and returned to their own country after the Armistice. The resumption of industrial activity in 1919 once more attracted many Belgian workers

<sup>(2)</sup> *Bolletino dell' Emigrazione*, Oct. 1921. Rome.

<sup>(3)</sup> *Der Schweizerische Arbeitsmarkt*, 15 Jan. 1921.

<sup>(4)</sup> Ed. RONSE: *La Protection des Belges à l'Etranger in the Lutte contre le Chômage*, quarterly organ of the Belgian Section of the International Association on Unemployment, Dec. 1921. Brussels.

to the Paris district, where the Belgian Military Delegation in 1919 registered the arrival of 7,000 demobilised Belgian soldiers.

*Colonies in Northern France.* In Rouen and Havre, which were important Belgian civil and military centres during the war, there is still a large Belgian colony. About 3,600 Belgian domestic servants are employed in the Nord Department.

*Workers in the Devastated Regions.* These workers are mostly navvies, engaged for reconstruction work in the devastated areas. They numbered probably 200,000 in 1920, but this figure was apparently reduced by about half last year. This decrease is due to the fact that the work of filling up trenches is nearly at an end and skilled workers are now more especially needed.

*Resident Farmers.* Belgians are in occupation of a large number of farms in northern France, in all the Departments to the north of a line drawn between St. Malo and Geneva (Switzerland), especially in the Departments of Nord, Somme, and Pas-de-Calais. These Belgian farmers, who are favourably regarded by the French authorities, cultivate thousands of acres of land in farms ranging in many cases from 100 to 150 hectares. At present there are about 2,000 of these farmers in Normandy, and 2,500 in the Nord Department.

*Seasonal Agricultural Workers.* The French authorities estimated the number entering France before the war at 40,000 per annum, but they now put it at a lower figure. The Immigration Offices established at Feignies and Tourcoing by the Ministry of Agriculture record 15,213 Belgian seasonal workers as having entered during 1920. The French official statistics, however, only record seasonal workers whose entry has been registered by the authorities. This registration, although compulsory, is not very strictly observed, and a considerable number of Belgians work in France for a season without being registered. It is also not uncommon for Belgian workers in the devastated areas to leave this work and become seasonal agricultural workers.

*Seasonal Industrial Workers.* Belgian seasonal labour is increasingly employed in the French brick-making industry; the numbers at present probably exceed 10,000 workers.

*Refugees.* The number of Belgian refugees in France, which during the war reached very considerable figures, has constantly decreased and was estimated at 40,000 at the beginning of 1921.

### *Asiatic Emigration to South and East Africa*

In the course of a discussion in the House of Assembly of the Union of South Africa, the Minister of the Interior gave the number of Asiatics who had been allowed to enter the Union as follows:

Year	Men	Women	Children	Total
1918	10	140	315	465
1919	—	216	546	762
1920	1	337	650	988

The number of British subjects coming from England with British passports was:

Year	Men	Women	Children	Total
1918	461	393	41	898
1919	1,381	2,606	1,173	5,160
1920	5,693	6,677	1,970	14,340

The number of persons deported for crime from South Africa was 115 in 1918, 156 in 1919, and 157 in 1920, the majority of them being Asiatics.

On 14 July 1921 the racial problem in East Africa was discussed in the House of Commons on the Colonial Office Vote. In the course of the debate the Colonial Secretary said that they were bound to regard the native populations as the greatest trust that was confided to them, because they were the most helpless of the population. The case of the Indian was one of the very greatest difficulty. We must "make a continuous effort to live up to the principle that racial distinctions do not determine the status or position of any man in the British Empire who is otherwise qualified to occupy a position or exercise a function of responsibility".

On 11 August the Colonial Secretary, in reply to a question, said that an Ordinance which had the effect of preventing Asiatics in future from acquiring the municipal vote had been passed by the Natal Provincial Council, but he was not in a position to state the decision of the Union Government with regard to it.

#### *Foreign-Born Population in the United States*

The United States Department of Commerce issued on 10 November a statement showing the citizenship status of the entire foreign-born population, as ascertained at the census taken on 1 January 1920. The figures are as follows :

	Number	Percentage of Total
Naturalised	6,493,088	46.6
Taken out first papers	1,223,490	8.8
Aliens	5,398,605	38.8
Status not ascertained	805,509	5.8
Total foreign-born population	13,920,692	100.0

This represents an increase of 404,806 or 3 per cent. since 1910 in the foreign-born population of the United States.

#### *Immigration to Brazil*

According to a communication from the Ministry of Agriculture, Industry, and Commerce, 1,086,900 emigrants entered Brazil by various ports between 1908 and 1920 :

Year	Number of Immigrants	Year	Number of Immigrants	Year	Number of Immigrants
1908	94,695	1912	180,132	1917	31,192
1909	85,410	1913	192,683	1918	20,501
1910	88,564	1914	82,572	1919	37,898
1911	135,967	1915	32,206	1920	71,027
		1916	34,003		

The predominant nationalities represented in 1908, 1913, and 1920, and for the period as a whole, were as follows :

	1908	1913	1920	Total of the 43 years 1908-1920
Portuguese	37,628	76,701	33,883	420,569
Spaniards	14,862	41,064	9,136	221,868
Italians	13,873	30,886	16,065	175,714
Russians	5,781	8,251	245	50,877
Turco-Arabs	3,170	10,886	4,853	47,242
Germans	2,931	8,004	4,120	38,366
Japanese	230	7,122	1,013	29,306

*Immigration to New Zealand*

The total number of arrivals in New Zealand from the United Kingdom during the year ending 31 March 1921 was 14,444 : 6,832 males and 7,612 females <sup>(5)</sup>. Of this number 4,821 were assisted by the New Zealand Government and 5,286 by the British Government under the Imperial oversea settlement scheme, making a total of 10,107 assisted immigrants. The highest figure previously recorded was 5,064 in 1914. During the war the numbers fell as low as 171 in 1918. In 1919-1920 they had risen to 3,811. The number of permanent residents arriving in New Zealand between 1 April and 30 September 1921 was 7,395, those leaving 1,031. The difference between these figures represents the actual gain by immigration in the six months, i. e. 6,364, of which 111 were Asiatics (16 Chinese and 86 Hindus).

The policy inaugurated early in 1920 of "open nomination", giving individuals, whether relatives or not, the right to nominate immigrants, is said to have produced good results. Concessions were offered to the classes of labour most needed in the Dominion—domestic servants, farm labourers, miners, artisans, mechanics, and bricklayers. The conditions of housing and employment are, however, totally different now from what they were when the scheme was inaugurated, and it has been found necessary to refuse to accept any further applicants under it, unless they are going to assured accommodation and employment, thereby bringing them practically within the government's nominated policy. It is stated that :

In not one single case of assisted or oversea settlement immigrants can it be said that the [Immigration] Department was unable to supply accommodation immediately upon arrival and to offer employment within 48 hours of entrance into the Dominion.

## INTERNAL MIGRATIONS

The "Notes on Migration" do not as a rule touch on the problem of internal migration, but particulars of migration within the United States and Russia are of sufficient interest to warrant their inclusion.

*Migration of Negroes in the United States*

The Bureau of the Census in the United States Department of Commerce published in December 1921 the results of an enquiry into the internal migrations of negroes in the United States. This enquiry shows that of the 10,342,734 negroes included in the census of 1 January 1920, 9,600,943 were born in the southern States <sup>(6)</sup>. Of these 7,751,361 or 80.8 per cent. lived in the State where they were born, while 1,068,788 or 11.1 per cent. lived in another southern State and 780,794 or 8.1 per cent. in the north or west of the United States. On the other hand, of the 741,791 negroes born in the west and north, 47,220 or 6.4 per cent. had removed to the south. Altogether the number of negroes born in the south and living in the north and west increased from 440,534 in 1910 to 780,794 in 1920, representing 40.9 per cent. of the coloured population of these States in 1910 and 50.3 per cent. in 1920, or, to put it

<sup>(5)</sup> NEW ZEALAND, IMMIGRATION DEPARTMENT : *Annual Report for the Year ending 31 March 1921*. Wellington. 1921.

<sup>(6)</sup> These figures do not include 8,019 emigrant negroes, and 38,575 negroes whose place of origin could not be ascertained.

in another way, showing an increase of 20 per cent. in the total number of negroes migrants into them from the south.

The proportion of negroes living outside the State in which they were born was 15.6 per cent. in 1900, 16.6 per cent. in 1910, and 19.9 per cent. in 1920. The States from which removals are comparatively the least numerous are Texas (10.6 per cent.), Arkansas (14.1 per cent.), Florida (14.4 per cent.), Georgia (15.3 per cent.), Louisiana (15.4 per cent.), and South Carolina (16.7 per cent.).

### *Russian Migrations*

According to the general census of 1920, a great movement to the land, particularly of trained workers, has taken place in Russia. From these returns (?) it appears that the agricultural population of 22 provinces has risen from 15,386,000 in 1916-17 to 15,919,000 in 1920, an increase of 533,000, or 3.5 per cent. The increase in the male population was 8 per cent., while the female population increased by only 0.2 per cent., which suggests that the increase was due to migration from urban districts.

At the same time a decrease in the population of the towns, especially in districts occupied by machine and textile industries, was recorded. The population of 40 provincial capitals decreased during the years 1917 to 1920 from 6,392,000 to 4,295,000, i. e. by 32.8 per cent. Fifty other towns show a reduction from 1,517,000 to 1,271,000, i. e. of 16.2 per cent. The total reduction in these 90 towns was 2,363,678, or 29.8 per cent. The population of Petrograd dropped by 51.5 per cent. in the course of these three years, standing at 2,444,000 in 1918 and at 1,706,000 in 1920, while that of Moscow dropped by 44.5 per cent., standing at 1,716,022 on 8 April 1918 and at 1,028,218 on 28 August 1920.

Even in the Russian agricultural districts there was a tendency to emigration, which for want of any other outlet turned towards Siberia. According to the official report (8) on the results of the administration of the regulations on the cultivation of the soil and land settlement, in 1920 342,000 emigrants should have been conveyed to Siberia. Owing to the state of transport and difficulties of colonisation, however, it had only been possible up to 1 January 1921 to convey 138,688 persons. The following figures show the Governments from which they emigrated and those in which they settled.

Governments	Number emigrating	Governments	Number immigrating
Rjasanj	39,486	Altai	40,006
Tula	39,812	Omsk	35,354
Kaluga	36,235	Tomsk	35,017
Woronesh	10,411	Tobolsk	11,605
Brjansk	3,518	Uralsk	8,000
Orjol	585	Jenisseisk	2,530
Other Governments	6,621	Tscheljabinsk	1,300
		Akmolinsk	897
		Semipalutinsk	847
		Irkutsk	500
		Tjumenj	609

(7) CENTRAL STATISTICAL DEPARTMENT : *Bulletin* No. 33. *Ekonomicheskaya Zhizn*, 1 Dec. 1920.

(8) *Ekonomicheskaya Zhizn*, No. 152, July 1921. *Die Volkswirtschaft Sowjet-russlands im Jahre 1920*; supplement to *Russische Korrespondenz*, Berlin, July-Oct. 1921, p. 15 et seq.

In the spring of 1921 a further 41,758 emigrants who had succeeded in disposing of their property had to be conveyed to Siberia. In addition 73,000 emigrants demanded to be so conveyed, although they had not yet been able to dispose of their possessions.

#### LEGISLATIVE ACTION ON EMIGRATION

##### *National Emigration Council in Poland*

By an Order of the Council of Ministers of 9 June 1921 a National Emigration Council was established in connection with the Ministry of Labour and Social Welfare. It is composed of 8 delegates of the Diet, 8 members appointed respectively by the Ministries of the Interior, Foreign Affairs, Military Affairs, Industry and Commerce, Agriculture and State Lands, Finance, and Public Health, and the Director of the Central Statistical Office, and 8 experts on emigration; the latter are appointed for a period of three years on the recommendation of the Director of the Emigration Office. The duties of the Council are to give advice on emigration and immigration policy, assistance for emigrants and immigrants, and to consider applications from shipping companies for licenses to sell third class and steerage tickets. The Council meets at least once every quarter under the chairmanship of the Minister of Labour or his representative.

##### *Agricultural Migration between Hungary and Jugo-Slavia*

The Hungarian Minister for Foreign Affairs announced in the National Assembly on 14 January 1922 that an arrangement had been made in October 1921 between the governments of Hungary and Jugo-Slavia re-establishing freedom of movement for landowners wishing to cultivate their estates within the territories of the other State party to the agreement. In spite of certain difficulties conditions have been much improved.

The Hungarian Government is at present engaged in negotiations for a similar treaty for the benefit of agricultural labourers who were regularly employed beyond their own frontier, though not owning land there.

##### *The Three per Cent. Act in the United States and its Application*

On 12 December 1921 the quotas of aliens allowed to enter the United States had been reached or exceeded for 14 groups of countries: Africa, Atlantic Islands, Greece, Hungary, Jugo-Slavia, Palestine, Poland, Portugal, New Zealand, Spain, Syria, Turkey (including Smyrna), and the countries classed as "the rest of Asia and Europe". Strict enforcement of the law on this point by the United States and the consequent exhaustion of the quotas of the various countries has borne heavily on the shipping companies. The attempt of the Italian General Emigration Department to remedy the situation by giving Italian vessels the monopoly of the transport of Italian emigrants<sup>(9)</sup> has given rise to protests in various countries, particularly in France. It was pointed out in the French press<sup>(10)</sup> that 63 per cent. of Italian emigrants were formerly carried by Italian vessels, 25 per cent. by French vessels, and 12 per cent. by English vessels. A compromise was effected taking

(9) *International Labour Review*, Vol. V, No. 2, Feb. 1922, p. 309.

(10) *Temps*, 4 Jan. 1922; *Les difficultés du pavillon français en Italie*.

these facts into account, but the small proportion of Italian emigrants still admissible to the United States makes such an arrangement most difficult, and the laying up of a number of passenger vessels in the near future is consequently expected.

In the United States the number of excluded immigrants waiting for final judicial or administrative decisions in regard to their expulsion is gradually increasing, and the accommodations on Ellis Island are overcrowded in spite of the drastic measures adopted by the American Government for preventing the sailing of emigrants belonging to classes whose numbers are already in excess of their quota. An example of the difficulties likely to arise occurred in December last, when a British vessel arrived with 300 Hungarian emigrants, alleged to have been embarked in spite of notifications that the Hungarian quota was exhausted, which the company declared it did not receive in time. On 4 October 1921 an amending Bill was introduced in the House of Representatives providing that any person or corporation engaged in transporting aliens who brings or attempts to bring any alien into the United States in excess of the number allowed by law shall be guilty of a misdemeanour; penalties for such an offence are prescribed.

The Three per cent. Act will expire on 30 June 1922, and the desirability of extending the period of its application was considered by the Committee on Immigration and Naturalisation of the House of Representatives in December last. It appears that the committee is almost unanimously in favour of maintaining the Act and even of extending its application, and that the Department of Labour approves of more severe legislation. Mr. Albert Johnson, chairman of this Committee, has introduced a Bill under which, for a period of three years, no person will be authorised to enter the United States except husbands, wives, and infant children of citizens of the United States, or of persons who have resided for three years in the United States and have received their first naturalisation papers. Mr. Johnson justifies this Bill on the ground that the present 3 per cent. system has led to frauds. It is alleged that certain countries give passports by preference to those of their citizens whom they want to get rid of, or have even issued passports for the United States containing a stipulation forbidding the return of the person concerned to his own country. The vice-president of the Legislative Committee of the American Legion insisted, at the sitting of the Committee of the House of Representatives, that a Bill to the same effect as the Johnson Bill ought to be passed, but valid for a period of five years instead of three years.

The Supreme Court of the United States has in a recent decision declared that immigrants within the undesirable categories may be deported to their country of origin at any time regardless of the length of time they have resided in the country. Orders to this effect are to be issued by the Department of Labour.

#### *Special Measures in Certain Countries*

Special measures affecting emigrants have also been enacted in Portugal, Bulgaria, and Queensland. A Portuguese Decree requires every Portuguese subject wishing to leave the country, with certain very limited exceptions, to pay a deposit equivalent to £20 sterling. The deposit is only refunded to travellers returning within three months; there appears to be no exception made in favour of emigrants.

The Bulgarian Housing Act provides that aliens arriving in the country must report to the police, who may issue an authorisation to

reside for a period of three days, on payment of a tax varying with the accommodation required. The period of residence may be extended on payment of an additional tax, but the consent of the Ministry of the Interior is required for permanent residence.

The Queensland Banana Industry Preservation Act of 1921 requires persons wishing to enter the banana industry in Queensland to pass a dictation test in English. The intention is apparently to exclude "illiterate aliens" from the industry and to protect European growers in Australia from undercutting by alien competitors.

#### NON-LEGISLATIVE OFFICIAL ACTION

##### *The New Immigration Policy in Australia*

After sitting from 31 October to 4 November 1921 and discussing matters of common interest to the Commonwealth and the States, the Australian Premiers' Conference came to an agreement on the immigration question. Mr. Hughes, the Commonwealth Prime Minister, stated that it had been decided that each State should formulate a definite scheme setting out exactly what it was prepared to do in the way of making available land suitable for settlement, the number of settlers that could be absorbed on such lands, the character of the public works necessary for the purpose, whether railways, roads, irrigation, or water conservation, and what guarantee it could give to the Commonwealth. These schemes, when completed, would be in the nature of a contract between the States and the Commonwealth. It was considered that by this means the Commonwealth would be able to give the immigrant those positive assurances of land for himself and his family which were essential to a successful immigration policy. The Commonwealth would provide the money, subject to the scheme being approved and the necessary assurances being given.

Mr. Hughes further pointed out that in a short time Australia should quadruple its output of fruit and other produce, and that unless these could be sold at profitable prices millions of money would have been spent in vain. The thriving settlements would be deserted, and the soldiers and others who had gone on to the land would be driven into the cities and into the ranks of the unemployed. It was clear that the Government could not bring more people to Australia unless it could find markets for the produce of the people already there. Two things were essential to the development of the export trade, namely, a uniform standard of quality ensuring that only thoroughly marketable goods were exported, and the appointment of first-class business agents in Great Britain and elsewhere at the expense of the Commonwealth and the States. The Prime Minister is understood to have been anxious to obtain control of all land for settlement purposes, but the States were not anxious to give this control. The Premier of Western Australia, Sir James Mitchell, appears to be in favour of increased immigration. He stated that "there can be no immigration policy unless there is work for our own people and the newcomer. Work can be found. I suggested that we should double, so far as is possible, primary production, pointing out that it can be done agriculturally in our State, with possibly an increasing output in other industries. . . . Western Australia and Queensland are the States offering by far the best opportunity for absorbing people" (1).

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(1) *West Australian*, 9 Nov. 1921. Perth.



The attitude of the parliamentary parties to immigration was stated very soon after the conference. The Labour Party showed strong opposition to it. The deputy leader of the party said that there was already much unemployment in Australia; the Labour Party agreed that there was a need for population, but it was opposed to immigration at the expense of the unemployed. He moved the deletion of the item of £162,000 for immigration from the Budget, but his amendment was defeated by 35 votes to 11. The division was on party lines, the Country Party voting with the Ministry, the Labour Party against it.

The discussions on the subject in the Commonwealth House of Representatives on 23 November 1921 and in the Senate on 10 November afford some data for estimating the volume of state-aided immigration which may be looked for in the future. Mr. Hughes stated that the total number of immigrants under the Commonwealth scheme between 1 March and 22 October 1921 was 7,240, which worked out at about 12,000 a year. Several members of the House and Senate therefore considered the proposed expenditure on the promotion of immigration insufficient. The Minister for Repatriation was pessimistic. He said that the trouble was not to obtain the immigrants but to prepare for their reception. The settlement of soldiers on the land had involved enormous difficulties. Immigration was a tremendous undertaking and rendered more difficult by the division of authorities. He would shrink from taking the platform in England to tell people generally that there were plenty of holdings available. Considering the value of the land, it probably cost £2,000 to settle a single soldier, yet Sir Joseph Carruthers spoke of obtaining 1,000,000 farmers for £30,000,000. That would not even pay their passages. To bring out even 500,000 farmers in a comparatively short space of time would spell disaster <sup>(12)</sup>.

Although economic, technical, and financial difficulties may make it impossible to develop immigration in Australia as rapidly as is hoped by some visitors to that country, the discussions of the Premiers may be regarded as an important step towards effective land settlement.

#### *Settlement of Asiatics in Northern Territory, Australia*

The Prime Minister of South Australia, when stating his views on the Northern Territory, said that it was capable of producing rice, tea, coffee, tobacco, and other tropical crops, but at present remained a "white elephant". He advocated the settlement of selected Asiatics with full citizenship rights, for "it will ultimately be generally realised that it can only be fully settled effectively and developed by coloured people".

#### *Resolutions of the Superior Council of Emigration of Italy*

The Superior Council of Emigration of Italy sat several times during December 1921, and discussed various important questions of emigration policy. The principal questions considered were the Italo-Brazilian agreement <sup>(13)</sup>; Italian workers in Switzerland; naturalisation of Italians in Tunis; illiteracy; the care of discharged and disabled soldiers; war losses of Italian workers; the land settlement institute.

The following is a summary of the various resolutions passed.

The Council is specially concerned with emigration to Brazil. The Commissioner General of Emigration has reported on the agreement recently

<sup>(12)</sup> *The Argus*, 11 Nov. 1921. Melbourne.

<sup>(13)</sup> *International Labour Review*, Vol. V, No. 2, Feb. 1922, pp. 306,309.

concluded between the Italian and Brazilian Governments, and on the standard contract which defines and completes the agreement and forms a basis for recruiting emigrants. After considerable discussion the Council has decided to join forces with the Emigration Department, and has passed the following resolution :

The Superior Council of Emigration, having received the Commissioner General's report on the emigration and employment agreement with Brazil, remembering that the agreement between Italy and Brazil signed at Rome on 8 October 1921 imposes no restrictions on Italy's freedom of action with regard to her emigration policy and aims at improving the treatment of the Italian workers brought from Italy under the auspices of the Emigration Department, on the request of Brazilian employers and other interested parties, under conditions laid down by the Department,

Expresses approval of the agreement, which strengthens the bonds of friendship and the good relations already existing between the two countries, and so opens the way for further and more detailed labour agreements, and invites the Department to continue its present policy of watchfulness, regulating emigration and checking it when it tends to become excessive.

The Superior Council of Emigration, considering the importance of the discharge of Italian workers in Switzerland, and taking into account the serious unemployment crisis in that country, requests the Federal Government to give due attention to the critical position of Italian workers who have been resident in Switzerland for some time, and have in better times contributed by their labour to the economic resources of the Confederation ; and at the same time invites the Italian Government to take measures for the relief of its nationals in Switzerland who are unemployed and unable to repatriate their whole family, such relief to be made available on the expiration of the period of receipt of the Swiss grants.

The Superior Council of Emigration, being fully cognisant of the strong feelings aroused by the recent decrees of the Bey and Resident-General of Tunis on nationality, invites the Government to take all necessary steps to procure lasting guarantees of Italian nationality for Italian emigrants to Tunis and their descendants, so as to avoid any check to the long-established flow of emigrants which is, and has been, the means of providing Tunis with the labour necessary for her economic development.

The Superior Council of Emigration notes with satisfaction the success last year of the measures against illiteracy and for turning unskilled workers into builders' labourers. It approves of the programme drawn up by the Department for the current year, and submits to the Minister of Public Instruction that when the curricula of the normal schools are revised, it is essential that subjects connected with the problems of emigration be included in these curricula.

The Superior Council of Emigration, having considered the question of discharged and disabled soldiers abroad and of the families resident abroad of men killed in the war, invites the Emigration Department to convene a special conference on the subject, and suggests that the Italian Government approach the governments of the various immigrant countries with a view to encouraging the entry of discharged men who are fit for work and securing equality of treatment as between native-born and immigrant war victims in all fields of social welfare.

The Superior Council of Emigration, having examined the questions put to the Government in both Houses of Parliament, has concentrated its attention on questions of the losses caused by the war to Italian workers

abroad, and of the very great depreciation in the value of the payments received by Italian workers or their families from social insurance funds in ex-enemy countries. The Council draws the attention of the Government to the urgent necessity of the following measures :

- (1) That the Treasury, by quarterly grants, make up to their proper value the sums paid in Italy in foreign currency by the insurance societies of ex-enemy countries ;
- (2) That the law on compensation for war damages be extended to emigrants ;
- (3) That the Treasury make direct provision for compensation for war damages sustained by workers in belligerent countries, retaining the right to include sums so distributed in the indemnities to be received by the state from the ex-enemy country.

The Superior Council of Emigration, having received the report of the Commissioner General and heard the subsequent discussion, recognises the importance and urgency of an organisation to promote land settlement and co-ordinate the use of Italian capital and labour, under the surveillance and control of the Emigration Department, and gives full powers to the Commissioner General to take all necessary action in this matter.

#### PRIVATE ASSOCIATIONS AND EMIGRATION

##### *Trade Unions*

The trade unions have recently evinced considerable interest in the question of emigration. The following paragraphs note some of their more interesting pronouncements on the subject.

The international secretary of the Factory Workers' International, in view of information supplied to him by affiliated federations regarding the volume of unemployment in their respective countries, has issued an appeal to all workers in the industry to refrain from emigration. If employment is offered them abroad, these workers should first of all consult the national organisation of the country in question.

The American Federation of Labour has circulated to all its affiliated organisations a summary of the resolutions adopted at the last convention tending towards constructive social action.

The Executive Council was directed to continue its effort to secure the enactment of a law that will forbid the importation of labour from any country until such time as conditions in our country shall have become more stabilised and the relations of life more nearly normal.

Other resolutions directed the Executive Council to oppose by any means in its power any attempt to emasculate the Chinese exclusion laws or to permit the admission of a single coolie into the United States or its possessions. A most emphatic protest has been made to the committee on immigration of the House against this most vicious attempt to Chinaize the Hawaiian Islands.

The 37th annual convention of the Trades and Labour Congress of Canada, meeting at Winnipeg from 22 to 27 August 1921, passed a resolution requesting the Federal Government, pending the establishment of permanent machinery to cope with unemployment, to "restrict and guard against unwarranted immigration". Other resolutions recommended the prohibition of the employment of white girls by Orientals or side by side with Asiatic girls. A demand was put forward for the enactment of a law to prevent the recruiting of workers abroad.

The Italian Federation of Building Workers (*Federazione italiana operai edili*) held its fourth congress at Genoa from 20 to 23 December

1921. It dealt mainly with emigration problems, and attention was called to the fact that urban workers had very little chance of finding employment overseas. Mr. Cabrini, reporting on the subject, dealt particularly with the question of international employment exchanges for immigrants and emigrants. He proposed that on the committees of management of these exchanges, in addition to representatives of countries of emigration and immigration, representatives of capital and labour should be given seats. The following resolution was unanimously passed :

The National Council of the Italian Federation of Building Workers trusts that at the Fourth International Labour Conference, which will be largely concerned with emigration, the representatives of the working classes, with the experience gained at the international conference organised by the Italian Confederation of Labour between trade unions in countries of emigration and immigration, will insist on the need of the establishment of an international service by agreements between the governments and the trade unions for the supervision of the employment of workers abroad under regulations similar to those which are increasingly excluding private enterprise from the employment services for workers within their own country.

The Italian Union of Labour (*Unione italiana del lavoro*), at its fourth congress held recently at Rome, considered the functions of national craft and industrial unions in the protection of emigrants. Its proposals were as follows :

(1) The conclusion of agreements with trade unions abroad to secure for Italian labour equality of economic, social and legal conditions and the institution of vigorous action to prevent secret engagement of emigrants.

(2) The departure of Italian workers for foreign countries to be conditional on the existence of a real demand for labour and the supervision of employment contracts by the emigration offices.

(3) Establishment, where they do not exist, and in any case the development of offices for the assistance and protection of emigrants.

Until production abroad has reached normal conditions the Italian Union of Labour advocates the development of internal migration with a view to reclamation of the uncultivated land of Italy and of water improvement works rather than recourse to the transitory and ineffective expedient of unemployment benefit.

### *Teachers' Assistance to Italian Emigrants*

The Teachers' Association for the Assistance of Emigrants (*Associazione magistrale pro emigranti*) has been re-established since the war and has set up headquarters at Venice. Its first step was to address an appeal to all those concerned in education to the effect that teachers should become advisers to those who intend, often without due consideration, to go abroad in search of better conditions.

### *Work of the Umanitaria Society*

The Umanitaria Society of Milan, which for some time was occupied on war work, is increasingly turning to its earlier forms of activity, more especially to assistance to emigrants<sup>(14)</sup>. Its headquarters in Milan maintain a large emigrants' hostel, at which during 1920 7,752

(14) *Corrispondenza settimanale*, 31 Oct. 1921.

Italian emigrants, 2,791 repatriated emigrants and 6,770 families affected by internal migration were received. A new problem has been presented by the large number of foreign emigrants, especially Austrians and Hungarians who, in passing through Milan, have come to the hostel. In 1920 these numbered 2,117.

At the request of the emigrants themselves, of consulates, philanthropic associations, emigration offices, etc., the Umanitaria Society has done a great deal to assist emigrants, especially in relief to the victims of accident or war risks (300 cases), in help with passports (627 cases) and in transport of emigrants (1,040 cases). Altogether the society was consulted by 7,778 Italians and 347 foreigners.

The Society has a great many local offices throughout Italy and abroad which have increased in number. Those at Marseilles, Modena, and Naples have been especially active. All the activities of the Society are kept in constant touch with the General Confederation of Labour.

### *Emigration and Employment of Intellectual Workers*

On 12 December, as the result of a proposal by the Italian General Emigration Department, the National Institute for Colonisation and Employment of Labour Abroad (*L'istituto nazionale per la colonizzazione et l'impreses del lavoro all'estero*) was set up at Rome. In addition to the public institutions which were directly interested, the Italian shipping companies and the most important commercial and railway companies also co-operated in its establishment. The object is to secure technical guidance for workers emigrating. It was stated on this occasion that the need was not to find new openings but to secure more uniform distribution of employment under the supervision of the Emigration Department and a mutual exchange of experiences between the institutions already in existence. The rehabilitation of Russia and the return to normal conditions are expected to lead to a great increase in the emigration of workers in the liberal professions.

For some time attention has been paid in Italy to the question of emigration among intellectual workers, such as engineers, merchants, doctors, and teachers. The complexity of this problem is obvious. In most countries the intellectual professions are overcrowded, and in Italy there are great obstacles to be overcome in preparing Italians to face competition abroad. The most important of these is the great difficulty of language, but frequently men otherwise fit for emigration are without the financial means to take them through the initial difficulties of settling abroad. The main problem of this type of emigration is not so much the finding of definite situations abroad as the suitable preparation of the emigrant. The Italian General Emigration Department therefore set up a year ago an emigration office for intellectual workers and school for trade and commercial training. The Ministry of Labour through the State Employment Department also deals with the settlement of technical and intellectual workers abroad.

Various public educational establishments such as the Oriental Institute at Naples, and the institutes for higher commercial education, which have set up a fourth year course for this purpose, are attempting to give young people a special preparation for work abroad and in the colonies. Private institutions such as the Italian Colonial Institute in Rome, the Agricultural Colonial Institute in Florence, the Italian League for the Protection of National Interests, and the National Defence League, also deal to some extent with the education as well as with the finding of employment for this class of emigrant.

*The New Settlers' League Conference in Australia*

The New Settlers' League in Australia is the outcome of a movement started by the Federal Director of Immigration, its object being to act as a citizen's auxiliary to Government effort. It represents social, religious, industrial, and financial organisations, but official Labour is not represented. The first inter-State conference of the League was held in Melbourne on 25 October 1921 and following days.

A large number of resolutions were carried. The "living-in" system adopted for employees on farms was declared to be unsatisfactory both to employer and employees, and the Federal and State Governments were urged to make money available on easy terms for rural labourers' cottages. Another resolution stated that in the selection of new settlers preference should be given to (a) primary producers; (b) men anxious to become primary producers or rural workers; (c) retired Anglo-Indians; (d) youths from 16 to 20 years of age for rural work; (e) domestics; (f) parents with families. In addition, "while preference should be given to those of Anglo-Saxon races, there should also be judicious encouragement to others, specially and carefully selected from other friendly white people."

The functions of country branches of the League were defined as follows: to act as branch immigration bureaux, to meet new settlers and help them to secure employment, to give information to new settlers on any matters on which they may need information, and to improve the conditions under which farm labourers work.

Finally, there were resolutions on general policy. The League urged that more inducement should be offered for the opening up of the north of Australia and it expressed the opinion that a broad and comprehensive policy combining land settlement with such development works as roads, railways, and water supply works is essential to the success of any big scheme of immigration to Australia.

*Chinese Emigration to Dutch Guiana*

The Agent-General for Immigration of Dutch Guiana having spoken of a need for colonists, the Chinese Association at Paramaribo (Dutch Guiana) submitted to the Government of the colony a series of proposals which, if accepted, would probably encourage a large number of Chinese immigrants with their families to settle and engage in agriculture in the colony<sup>(15)</sup>. The Association proposes that immigrants should be given free passages, free right of entry for their personal belongings, and accommodation and food until they can leave for their holdings. They should be given free use for a few years of plots of land already drained and prepared, and free drugs and medical attendance for the first three years. As soon as they have fulfilled the residence qualifications, title deeds for a holding with a house should be issued. The pecuniary assistance proposed is in the form of loans for the purchase of implements, furniture, etc., repayable free of interest on easy terms.

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<sup>(15)</sup> *Tydschrift van den Nederlandsche Werkloosheidsraad*, No. 7-8, 1921, pp. 232-233.

# GOVERNMENT REPORTS

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## FACTORY INSPECTION IN NORWAY IN 1920

THERE are two bodies connected with the administration of the labour inspection laws of Norway: the inspection department, strictly speaking, which confines itself to compelling observance of the provisions of the laws, and secondly the Advisory Labour Council, whose work consists in examining draft rules of employment submitted by individual undertakings, and giving advice as to orders to be put into force. Both these bodies form part of the Department of Social Affairs, and issue their reports as a single publication (1). The report of the Labour Council occupies 16 pages of the report of the administration of the labour laws for 1920, the remainder of the report being confined to activities connected with inspection.

Many applications were made to the Labour Council during 1920 for exemption from the requirements of the Eight-Hour Day Act (2), but most of these were rejected. Under Section 18 of the Act, which empowers the King to reduce the hours of work in specially injurious or exhausting trades, the glass workers applied for a reduction to 7 hours per day in bottle works and to 6 per day in window-glass works, but secured only a reduction to 7 hours daily (42 hours weekly) for glass-blowers and gatherers during the three hottest months.

Factory inspection was carried on in 1920 by 9 men inspectors, one in each district, with one assistant in each of the two districts of Christiania and Bergen (added in 1920), and one woman inspector with three assistants, all under a Chief Inspector. In addition, one inspector and ten assistants had charge of the examination and testing of boilers and gas containers. Mines, which are only subject to certain parts of the Workers' Protection Act (3), have five special inspectors. Brief statements from whom (dealing mainly with accidents) are included in the factory inspection report (pp. 204-208). The fire protection inspector, whose duties include the visiting of establishments under the Workers' Protection Act, reports independently of the Factory Department.

During the year, 3,469 visits of inspection were made by the factory inspectors, involving some 49,000 miles of travelling; the boiler inspectors effected 3,381 investigations, travelling over 96,000 miles to do so. The former issued 7,641 orders (nearly one-third relating to registers, time-tables, etc.), and the latter issued 4,627 orders. The number of persons employed in the 8,597 establishments liable to inspection was 164,793, including 103 children between 12 and 14 years of

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(1) *Aarsberetninger fra Arbeidsraadet og Fabrikktilsynet for 1920*. xvi+208 pp. illus. Christiania, P. M. Bye & Co. 1921.

(2) INTERNATIONAL LABOUR OFFICE: *Legislative Series*, 1919, Nor. 1.

(3) Act of 18 Sept. 1915 (*Bulletin of the International Labour Office*, Basle, Vol. X, p. 323); amended by the Eight-Hour Day Act of 1919.

age, and 4,544 between 14 and 16. The metal industries accounted for 36,023 out of this total, the wood-working trades for 23,080, and the food trades for 21,407. All the children under 14 were employed in the food trades; agriculture reported none, though in the previous year it had employed 29. The local factory inspection authorities<sup>(4)</sup> made 10,160 inspections and issued 4,561 orders, as well as a large number of informal recommendations.

Many requests for exemption from various provisions of the Workers' Protection Act, and especially from those relating to hours of work, were sent in. Some of these applications were dealt with by the inspectors themselves, others (generally those requiring decisions as to principles) were referred to the Labour Council. Requests for permission for regular overtime or night work were generally refused, regular overtime having been prohibited by law<sup>(5)</sup> as tantamount to an evasion of the statutory limitations. Special exceptions were made by Royal Decree for peat works, brickworks, paper and wood pulp factories, and newspaper printers. In all cases of incidental or regular permits for night work and overtime, both were prohibited for persons under 18 years of age, and applications for the reduction of the breaks for meals to half an hour daily were refused, though a quarter of an hour for breakfast together with half an hour for dinner was frequently authorised. The Chief Woman Inspector notes that the shorter midday break is preferred by workers who are employed in towns but live outside them, as they are compelled by their distance from home to take their meals at the factory. The older workers, however, would like more than half an hour at noon, in order to get rested before resuming work (p. 187). Several cases of requests for leave to employ children of 12 are mentioned; these were granted, except where the conditions of work were unhealthy.

Special regulations were issued during the year, respecting hygiene and sanitation in cellulose, explosive, match, and electrochemical factories, lithographic establishments, and metal grinding<sup>(6)</sup>. The reports of the local inspectors frequently mention the presence of unsatisfactory conditions in the older and smaller establishments, but state that some of the newer buildings are admirably planned. The lavatories, cloakrooms, and so on, are not always appreciated by the workers at first, according to the Chief Woman Inspector; but one firm found that there was a great increase in the use of its baths after the arrival of a teacher of boxing who insisted on cleanliness in his pupils (p. 192).

The number of accidents reported during the year was 3,442 or 2.7 per cent. of all persons employed; 37 were fatal. Accidents due to machines were more frequent than accidents of other types among young persons under 18, although the employment of such persons on machines requiring special care in handling is prohibited. Nearly half the injuries to women were due to the bursting of bottles in breweries and mineral water works. The number of casualties due to machinery was 1,276, but only 69 of these, including 5 fatalities, were due to power transmission apparatus. Circular saws, wood planers, and metal presses and stamps, were the most important mechanical

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<sup>(4)</sup> Communal committees, with a minimum of three members, one of whom must be a doctor if possible, one a woman, and one a workman (Section 48 of the Workers' Protection Act, 1915).

<sup>(5)</sup> Section 26 of the Workers' Protection Act as amended by the Eight-Hour Act of 1919.

<sup>(6)</sup> *Legislative Series*, 1920, Nor. 4-22.



causes of accidents. There were 33 cases of injury due to contact with poisonous or corrosive substances, 13 being due to caustic soda. Special returns as to illnesses arising from occupations were procured during the last quarter of 1920 (pp. 94-97). Twenty-four cases were reported—6 of muscular strains, and 5 of typhoid fever, the latter occurring among navvies engaged in breaking up a road at a place where the soil had been infected during an earlier outbreak, 1 of lead poisoning, and 7 of pulmonary and respiratory troubles due to the inhalation of dust of various kinds.

The reports of the local inspectors, the boiler inspector, the Chief Woman Inspector, and the mines supervisors, are given in full as appendices to the report of the Chief Inspector. The report of the Chief Woman Inspector contains several illustrations of departments of model factories and examples of effective guards and practical working clothes. There is no index to the volume, but a fairly detailed table of contents is given in both Norwegian and French, and a one-page summary in French is prefixed to the report.

#### SAFETY AND SANITARY LAW ENFORCEMENT IN MASSACHUSETTS IN 1920

The Division of Industrial Safety in the Department of Labour and Industries of the Commonwealth of Massachusetts is charged with the enforcement of all statutes, regulations and rules relating to safety and health in working places (<sup>1</sup>). The enactments in question are concerned with the employment of women and minors, the hours of labour on public works, the lighting, ventilating and sanitation of industrial establishments, home work, one day's rest in seven, the weekly payment of wages and advertising for employees during strikes. The safety regulations include those for the prevention of anthrax, rules relating to machinery standards, safe and sanitary working conditions in foundries, regulations for certain chemical plants and for the prevention of accidents in building operations, safeguarding wood-working machinery, providing safe conditions for men employed in the painting business and rules governing compressed-air work.

For the carrying out of its duties the division has a staff of 36 inspectors, 14 of whom are industrial health inspectors and 4 building operations inspectors. The duties of the industrial health inspectors also include the routine work of ordinary factory inspection. As the number of workers employed in factories, mechanical workshops, transport and commerce in Massachusetts in the year 1920 was about 1,200,000, each inspector was concerned on an average with about 33,000 workers. The inspectors carried out over 21,000 inspections, over 12,000 reinspections, and nearly 7,000 visits in 21,399 establishments, as a result of which 19,073 orders were issued.

In regard to the employment of women and children, the report mentions as special abuses that children are employed in the very early hours of the morning on milk waggons and late at night in bowling alleys. The public exhibition of children on the stage or in places of amusement also appears to have been carried on to a considerable extent.

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(<sup>1</sup>) MASSACHUSETTS. DEPARTMENT OF LABOUR AND INDUSTRIES: *Report of the Division of Industrial Safety. Reprint from the Annual Report of the Department of Labour and Industries for the year ending 30 November 1920.* 84 pp. Boston, Wright & Potter Printing Co., State Printers. 1921.

Besides the enforcement of the existing regulations for industrial safety, great importance was attached to the establishment of safety committees in undertakings, and the instruction of workmen by safety engineers was recommended. It is reported that these measures have been shown by experience to contribute to the prevention of accidents. In coal and wood yards, special investigations were carried out during the year with the object of improving safety provisions.

The report shows that safety work in building operations was rendered extremely difficult owing to the insufficiency of the number of inspectors for the numerous inspections rendered necessary by the constantly changing conditions in the building industry. This has also been the experience in other places, and in Massachusetts it led to the inspectors making special efforts to secure the co-operation of the workers in the better equipment of their workplaces against the risk of accidents. It was especially in small concerns that unfavourable conditions were met with.

Extensive negotiations with the persons interested have led to the formulation of new rules and regulations for the prevention of accidents from circular rip-saws, circular cross-cut saws, jointers and planers, in woodworking establishments. No particulars are given of the precise nature of these regulations.

A considerable propaganda was carried out with a view to inducing machine manufacturers to attach safeguards to their machines during the process of construction and to place on the market only machines equipped with the necessary safeguards. Numerous employers in the State have, the report states, signified their intention to carry out this recommendation, but a Federal law is considered to be the only practicable means by which this object could be effectively accomplished.

Special attention is called to the danger of grinding wheels covered with a cast-iron hood. The use in all cases of adjustable steel hoods which will maintain constant alignment with the wheel as it is ground down, and at the same time strong enough to withstand the shock of parts of wheels broken off, is recommended. A grinding wheel safety code is now in process of preparation. This will deal not only with safety equipments, properly so-called, but will also regulate the mounting of the machines on substantial floors, benches, foundations or other structures, the prevention of vibration, automatic methods of lubrication, and other similar matters.

A great number of investigations of accidents were carried out and the report suggests that such investigations afford the best opportunity for effective accident prevention work. In particular accidents to children between 14 and 16 years of age were investigated. In this connection it is also stated that 43 continuation schools were opened in Massachusetts during the year covered by the report, and that approximately 33,000 children from the factories and mills are now attending these schools. Advantage is taken of these institutions for instructing the children in the necessity of precautions against accidents, and it is hoped to obtain good results for the future by these means.

The special risk of accidents in the transport industry led to careful investigations which have shown that much may be done for the prevention of accidents by co-operation between the railway companies and the workers. A statute is now in preparation for giving effect to the results of these investigations.

The information relating to the protection of health is also of great interest. Anthrax in tanneries is of somewhat frequent occurrence, while it is remarkable that the danger from horsehair spinning and

brushmaking is not mentioned. The risk is chiefly met by the provision of first-aid. Efforts are made to secure that in undertakings exposed to this risk good first-aid rooms shall be provided, and speedy medical attendance be always available, and that all cuts, bruises or abrasions of the skin may be dealt with promptly and as carefully as possible.

Lead poisoning was especially observed in automobile factories among workers who had been engaged in scouring automobile bodies with sand paper after the priming coat had been applied.

Strong efforts were made for the prevention of injuries to workers through unwholesome dust, gases and fumes by the installation of suitable exhausts. A provision requiring every physician to report on the industrial diseases treated by him gave the inspectors valuable indications as to the undertakings requiring their special attention. The intelligent co-operation of physicians in this matter is specially noted.

Conditions in the tobacco industry were the subject of special investigation during the year covered by the report. These investigations showed that inadequate lighting required correction in many places, and orders regarding keeping the workshop clean and providing for means to control the dust hazard were required in many instances.

Precautions against the risk from dust in the granite-cutting industry also received considerable attention from the inspectors. The introduction of compressed-air surfacing machines with the use of pneumatic tools has increased the risks in this industry by generating a powdery dust, easily inhaled, quite apart from the scattering of splinters which may cause direct wounds. In this matter the appointment of a committee to formulate rules and regulations of general application is recommended.

As the report shows, the order requiring licences for home work in the clothing industry gave rise to much unnecessary work, owing to the fact that many persons applied for licences without making use of them. The division accordingly entered into negotiation with the employers and secured their co-operation with a view to obtaining information as to the persons who intend to carry on home work continuously, thus making it possible to limit the number of inspections of places in which home work is carried on.

The statutory provisions limiting the hours of work of persons engaged on public contracts to eight hours in the day gave rise to difficulties owing to the exceptions allowed in cases of emergency or where the public safety or public health, life and property are endangered. In the case of street-improvement works the exceeding of the limit was regularly justified on the ground that this was a case where the exception should apply. As the result of negotiations the inspectors have now arranged that contractors shall give previous notice of their intention to allow overtime in order that it may be ascertained whether such overtime is really necessary or avoidable.

Experience in connection with the provision for the weekly payment of industrial workers shows to how great an extent employers, especially small employers, are inclined to exploit their workers in this matter. The law has had very beneficial results in enabling workmen to recover the money due to them, through the intermediary of the inspectors, without legal costs.

It should finally be mentioned that the division has established a Counsel's office for employers. It has been assumed that ignorance of the labour laws and regulations has been the source of the majority of their violations, and an opportunity is therefore given to employers of obtaining the necessary information. It appears from the report that

they readily avail themselves of this opportunity. The division seeks primarily to inform and educate, and only where an employer is detected knowingly violating any of the laws is prosecution resorted to. This explains the fact that during the year covered by the report only \$1,275 fines for infringement of safety provisions were inflicted.

#### FACTORY INSPECTION IN SOUTH AUSTRALIA IN 1920 (1)

The Factory Inspection Office of the South Australian Government administers the Factories Acts, 1907-1915 (consolidated on 9 December 1920 into the Industrial Code), the Early Closing Acts, 1911-1912, the Apprentices' Technical Education Act, 1917, the Lifts Regulation Act, 1908, the Employees' Registry Offices Act, 1915, and several other Acts of less importance. No statement is made in the report as to the extent of the staff engaged in these administrative duties, though quotations are made at various points from the reports of four men and two women, but the Chief Inspector complains of the inadequacy of the staff to its increasing duties. The inspectors exercise supervision over 1,960 factories employing 20,663 persons (of whom 5,208 are women and girls), and 5,817 shops employing 20,224 persons (inclusive of the occupiers and members of their families who work in the shops). One inspector is responsible for the supervision of the 1,010 lifts registered in the State.

During 1920 it was found that the 48-hour week was generally in force, though a tendency to exchange it for the 44-hour week was noted. Overtime was less frequent than in 1919, but over 7,000 extra hours were worked by women and boys in 17 factories. Wages increased during the year in all the occupations regulated by wages boards, the average wage in such occupations at the end of the year being £4 6s. 7d. for adult men, and £1 8s. 4d. for adult women, while the basic living wage in force fixed by the President of the Industrial Court was 12s. 6d. a day for men and 30s. a week for women. Full particulars of the wages for each occupation, sex, and grade of experience, and for each trade in general in each year from 1908 to 1920, are given on pp. 10-23. Under the Industrial Code the wages boards completed their period of activity in 1920; and are now replaced by industrial boards (joint boards appointed to determine questions of wages, hours, apprenticeship, etc.).

During the year 151 accidents (1 fatal) are recorded as having occurred, but the basis of the record is not indicated; 103 of these accidents were injuries to hands and arms. The Chief Inspector alleges "marked antipathy" on the part of the workers to the use of guards for machinery (p. 4); but under the Industrial Code occupiers of factories will henceforth be responsible for seeing that guards are furnished and kept in place.

During the year 81 prosecutions, resulting in 65 convictions, were undertaken. Of the 65 convictions 47 were procured under the Early Closing Acts. These Acts evidently find favour with shopkeepers in general, judging by the petitions from districts not now covered to be scheduled as "shopping districts" and thus brought under the compulsory closing provisions.

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(1) SOUTH AUSTRALIA. DEPARTMENT OF INDUSTRY: *Report of Chief Inspector of Factories for the year ended 31 December 1920*. 25 pp. Adelaide, Government Printer. 1921.

## MINING INSPECTION IN THE UNITED KINGDOM IN 1920

The mining inspection report for 1920 (1) is issued in three instalments, of which the pages are numbered continuously throughout. Part II, which contains detailed information relating to labour, is divided into two sections — one on administration, comprising various brief summary tables and a general account of the results of inspection, and another consisting almost entirely of detailed statistics of employment, output, machinery, accidents, rescue work, etc.

Under the Mining Industry Act of 1920 (2) the administration of all mining legislation, hitherto divided between Departments in the Home Office and the Board of Trade, was concentrated in a special Department in the latter. The new Department, with its 83 inspectors of various grades, exercised supervision in 1920 over 1,269,547 persons employed in mines and 67,750 in quarries. Of those at mines, just over 1 million were employed underground, while the number at the surface and at quarries included 15 girls and 4,775 boys under 14. Fewer women and girls were employed than in 1919 — 8,788, as compared with 9,956 in the previous year. The use of coal-cutting machines was extended; 5,073 were employed in 1920, an increase of 591 over 1919. About 13 per cent. of the output was obtained by the use of machines. Nearly half the Scottish mines are now cutting by machinery.

The record of accidents (3) shows a distinct improvement on previous years, the death rate being lower in relation both to total number of employees and to output. Most of the explosions due to the ignition of fire-damp by naked lights occurred in Scottish mines, where miners generally carry candles on their caps, thus bringing the flame into close proximity with accumulations of gas in the roof and in pockets of the coal-face. An improvement is hoped for since the placing on the market of a new type of electric lamp for attachment to the cap. Of the 881,027 safety lamps in use in the mines of the United Kingdom in 1920, 245,900 were electric. Special regulations (4) were issued in 1920 respecting precautions against explosions, the use of electricity at the surface, and rescue work.

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(1) UNITED KINGDOM. BOARD OF TRADE, MINES DEPARTMENT: *Mines and Quarries: General Report, with Statistics, for 1920*; by H. M. Chief Inspector of Mines; pp. 31-85. *Part II: Labour*, House of Commons Paper No. 239, 1921. 6 charts. London, H. M. Stationery Office. 2s. net.

*Part I: Divisional Statistics* (of persons employed, output, and accidents, arranged according to inspection areas) was issued earlier; as House of Commons Paper No. 115, 1921. 3d.

(2) INTERNATIONAL LABOUR OFFICE: *Legislative Series*, 1920, G. B. 4.

(3) See also *International Labour Review*, Vol. V, No. 1, Jan., 1922, pp. 139-144; *Coal Mine Fatalities in the United States and the United Kingdom*.

(4) *Legislative Series*, 1920, G. B. 6.

# BOOK NOTES

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## INTERNATIONAL PUBLICATIONS

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WORLD ASSOCIATION FOR ADULT EDUCATION: *Adult Education in Austria*. Bulletin X. 24 pp. London, World Association for Adult Education. November 1921. 1s.

This Bulletin gives an interesting sketch of the different organisations for adult education in Austria, their origin and activities. Among them are the People's Education Association (*Volksbildungsverein*), the Central Library Association (*Verein Zentral-Bibliothek*), the People's University (*Volksheim*) of Vienna, University Extension lectures (*Volkstümliche Universitätskurse*), Army education, and the Urania societies. A striking feature of all the work, quite apart from its wide scope and efficient organisation, is the great and widespread enthusiasm of the workers for all forms of education, which is, however, seriously hampered by financial and material difficulties.

The Bulletin also contains notes on a conference in Germany on the People's High School movement, education in the British army, and various developments in the movement for workers' education throughout the world.

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## OFFICIAL PUBLICATIONS

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### GREAT BRITAIN

MINISTRY OF PENSIONS: *Fourth Annual Report, 1 April 1920—31 March 1921*. iv+35 pp. London, H.M. Stationery Office. 1921.

In the section of the Report dealing with medical treatment, there are accounts of the methods adopted for the various kinds of disability. The demand for treatment for neurasthenia has increased, but this disease has received much attention and the highly successful results have been achieved by occupational treatment in hospital. A large number of pensioners suffering from tropical diseases have been cured. Occupational treatment in convalescent centres is co-ordinated with subsequent vocational training under the Ministries of Labour or Agriculture and Fisheries, the latter acting with the approval of the trade unions concerned.

### SERBO-CROAT-SLOVENE KINGDOM

MINISTRY OF SOCIAL WELFARE: *Izveštaj inspekcije rada kraljevine Srba, Hrvata i Slovenaca o njenom postovanju u g. 1920*. 240 pp. Belgrade. 1921.

The first Factory Inspection Report published by the Serbo-Croat-Slovene Kingdom. It will be the subject of detailed analysis in a later number of the *Review*.

**SWEDEN**

K. SOCIALSTYRELSEN: *Byggnadsverksamheten i Rikets Stadssamhallen, aren 1918-1920*. xxxii+31 pp. Stockholm, Centraltryckeriet. 1921.

This report, dealing chiefly with the years 1918 to 1920, forms one number of the annual series of building statistics, which since 1912 have been more detailed and of greater scope, and have been published in the form of special reports.

It is found that the production of houses has been considerably retarded as a result of the war. The net production of houses in 1915 was reduced to almost half the normal, the net increase in the number of rooms per 10,000 inhabitants being only 81. In the two following years a slight improvement was noticed, the corresponding figures being 88 and 91 respectively. During the period 1918 to 1920 the net annual increase in number of rooms was practically constant, but considerably below that of the previous years, i. e. for the years 1918, 1919, and 1920, the figures were 65, 67, and again 67 rooms respectively per 10,000 inhabitants.

The housing scarcity has called for intensified production on the part of the State, the municipalities, municipally supported companies, and tenants' associations, not to mention manufacturing concerns which had to find accommodation for their workers. These agencies were responsible in 1916 for 21.3 per cent. of the whole production of new houses, and in 1917 for as much as 51 per cent. During 1918, 1919, and 1920, the proportion of building done by such organisations represented 56.8, 52.9 and 39.1 per cent. respectively of all building executed, or an average of 50 per cent. over the three-year period.

**SWITZERLAND**

BUREAU FÉDÉRAL DE STATISTIQUE: *Bulletin de Statistique suisse, III<sup>m</sup> année, cahier 2: Salaires payés en 1919 aux ouvriers victimes d'accidents comparés à ceux de 1918*. 26 pp. Berne, A. Francke. 1921. 3 fr.

The data for these statistics of wages in 1919 are obtained from the accident reports of the Swiss Accident Fund (Lucerne). Their source is therefore the same as that of the statistics of wages for 1918 (*Bulletin de Statistique suisse, II<sup>e</sup> année, 1920, cahier 6*). The number of cases covered for 1919 was 55,623 as against 57,931 for 1918. A series of summaries in tabular form give the wages paid by the hour or by the day in 1918 and 1919 to young persons, men, and women, different kinds of workers being separately distinguished, and grouped according to industry and district.

**UNITED STATES**

DEPARTMENT OF LABOUR. BUREAU OF LABOUR STATISTICS: *Bulletin No. 291. Carbon-Monoxide Poisoning*, by Dr. Alice HAMILTON. Washington, Government Printing Office. 1921.

This Bulletin contains the results of research by Dr. Alice Hamilton on carbon monoxide poisoning, undertaken at the instance of the International Labour Conference at Washington in 1919.

The great increase of carbon monoxide poisoning in recent years is due to the extended use of gas for heat and power and of internal combustion engines, the exhaust gases of which are rich in carbon monoxide. It is known that this gas is responsible for many thousands of deaths per annum.

“It has been possible to make only a preliminary survey of the extent and seriousness of carbon monoxide poisoning in the United States. The results presented have been gathered from the following industries: the manufacture of steel; the manufacture of coke by-products; the smelting of zinc; the production of sublimated zinc oxide; the smelting of lead; coal mining; metal mining; the manufacture of illuminating gas; the laying of gas pipes and the reading of gas meters; the testing of motor cars, repair work, and ordinary garage work; and linotype work in printing shops which use a gas jet under

the lead pot. The last two industries were selected as probable causes of chronic carbon monoxide poisoning."

Detailed descriptions are given of the symptoms of acute poisoning, with its after effects, and of chronic poisoning, the data being furnished by the medical literature both of the United States and of other countries.

Dr. Hamilton enumerates the chief gases containing carbon monoxide which occur in industrial processes, and indicates the proportion of carbon monoxide found in each of them. The percentage of carbon monoxide in blast-furnace gas varies from 26 per cent. to as much as 30 per cent., while producer gas contains from 22.8 per cent. to 30 per cent.

The following table, compiled from British statistics, gives the mortality in British industries exposing workmen to carbon monoxide, for the period 1908 to 1913:

<i>Source</i>	<i>Number of cases</i>	<i>Deaths</i>	<i>Per cent. mortality</i>
Blast-furnace gas	130	20	15.4
Power, producer, and suction gas	140	11	7.9
Coal gas	68	9	13.2
Other gases	37	6	16.2
<b>TOTAL</b>	<b>375</b>	<b>46</b>	<b>12.3</b>

No statistics comparable with these are available for the United States; such information as exists is grouped under steel works, manufacture of illuminating gas, and metal and coal mining. The mortality from blast-furnace gas in three large plants near Chicago from 1916 to 1920 inclusive was 4.8 per cent. of the number gassed, which is much below 22.8 per cent., the corresponding figure for Great Britain for the period 1914 to 1919. With regard to the manufacture of illuminating gas, it is stated that accidental gassing is rare, and that fatal issues are almost unknown. The statistics of the United States Bureau of Mines do not show how many of the fatalities in mines are due to gassing. The gas in coal and metal mines is an increasing danger in the United States as the mines grow deeper, for the deeper the mine, the more the gas accumulates, the greater is the difficulty of maintaining adequate ventilation, and the greater the possibility of trapping men in inaccessible places.

The exhaust gases from motor car engines contain on the average about 9 per cent. of carbon monoxide. Five analyses of the air in motor garages showed an average of 0.042 per cent. of carbon monoxide, in which connection it may be remembered that the Bureau of Mines fixes the safety limit at 0.15 per cent. The result of tests on 55 garage workers shows that 36 had absorbed carbon monoxide from the exhaust gases in the air, while of the remainder who failed to furnish positive tests, only 9 had been at work inside the garage for more than an hour when the list was made.

"Of 47 linotypists in newspaper plants where the gas from the lead pots is not carried off by an adequate suction apparatus, 8, or over one-sixth, showed the presence of carbon monoxide in their blood. The actual effect of such constant absorption of small quantities of this gas should be studied further."

*Report of the President's Conference on Unemployment, September 26 to October 13, 1921.* 178 pp. Washington, Government Printing Office. 1921.

The President's Conference and the general problem of unemployment in the United States is dealt with in an article elsewhere in this *Review*, pages 359 to 376.

**UNITED STATES EMPLOYERS' COMPENSATION COMMISSION: *Fifth Annual Report, 1 July 1920-30 June 1921.*** 108 pp. Washington, Government Printing Office. 1921.

The chief contents of the Report are the recommendations of the Commission and statistics of the nature of disabilities and of the value of awards. The Commission points out that the maximum amount of compensation allowed by the Federal Compensation Act is insufficient, having regard to the increase



in the cost of living since September 1916, when the Act was passed, and should be increased from \$66.67 per month to \$100. Changes are also recommended in the awards made to widows and dependent parents. The number of reports of injuries and of claims received from 7 September 1916 to 30 September 1921 are given in the following summarised statement:

Period covered	Injuries reported	Claims received		
		Dis- ability	Death	Total
7 Sept. 1916 to 31 March 1917	5,301	1,575	15	1,590
1 April 1917 to 31 Dec. 1917	10,775	4,854	212	5,066
Year ending 31 Dec. 1918	24,118	12,183	438	12,621
Year ending 31 Dec. 1919	25,813	13,425	499	13,924
Year ending 31 Dec. 1920	20,080	10,505	427	10,932
1 Jan. to 30 June 1921	14,138	6,012	248	6,260
	100,225	48,554	1,839	50,393

The Commission consider that the number of accidents occurring to Government employees is greater than it should be, owing to the fact that safety measures and appliances are not obligatory in Government establishments.

DEPARTMENT OF THE INTERIOR, BUREAU OF EDUCATION: *The Visiting Teacher*, by Sophia C. GLEIM. Bulletin, 1921, No. 10. 23 pp. Washington, Government Printing Office. 1921. 5 cents.

Certain States and cities in the United States have appointed visiting teachers, who take no part in ordinary class instruction, but visit the homes of the children and endeavour to establish co-operation between the school and home. The introduction of personal and individual contact has already proved to be of great value, not only in dealing with the abnormal child and abnormal conditions, but in inducing a greater appreciation and desire for education among the workers and in facilitating the assimilation of the foreign-born population. This pamphlet summarises the present scope of this work, which is as yet only in the experimental stages, and gives a useful bibliography of other literature on the subject.

### NEW YORK STATE

DEPARTMENT OF LABOUR: *Labour Law with amendments, additions and annotations to August 1st, 1921*. 141 pp. New York. 1921.

Contains the text of the general labour code of the State of New York.

— *Miscellaneous Labour Laws, with amendments, additions and annotations to November 1st 1921*. 163 pp. New York. 1921.

This pamphlet embraces provisions of the laws of New York which directly and indirectly affect labour, other than the Labour Law and the Workmen's Compensation Law.

## NON-OFFICIAL PUBLICATIONS

AMERICAN ASSOCIATION FOR LABOUR LEGISLATION: *American Labour Legislation Review*, Vol. XI, No. 4, Dec. 1921, pp. 321-395; *Labour Legislation of 1921*. New York, American Association for Labour Legislation. \$1.

The greater part of this *Review* is occupied by a detailed analysis of the United States labour laws enacted during 1921 by Congress and by the separate States. The various laws are summarised under subject-headings (such as Collective Bargaining, Hours, Employment, Social Insurance) and sub-headings,

and there is also a topical index by States. Special attention may be drawn to the progress made in legislation for maternity and child protection and for vocational rehabilitation of industrial cripples. The new Federal Act for vocational rehabilitation was accepted by 23 States in 1921, making 30 in all.

ASSOCIATION LORRAINE DES CAISSES DE MALADIE DES ENTREPRISES MINIÈRES ET INDUSTRIELLES: *Les assurances sociales et l'industrie lorraine en 1920-1*. 106 pp. Metz, Robert. 1921.

This pamphlet contains a description of the working of social insurance in Alsace and Lorraine and in the rest of France, the object being to bring out the essential characteristics of the two systems, to emphasise their points of similarity and difference, and to indicate the nature of the innovations which the Bill now under discussion would introduce. Among the appendices, the text of the Basle protocol of 4 June 1921 and a résumé of the Social Insurance Bill are especially worth notice.

BERKSON, Isaac B.: *Theories of Americanisation: A Critical Study, with special reference to the Jewish Group*. 226 pp. New York City, Teachers' College, Columbia University. 1920.

Dr. Berkson claims that while "our specific interest is the Jewish group, the whole discussion is in the main applicable—with the proper qualifications—to other ethnic groups". He examines four "methods of adjustment", of which two look toward absorption, and two provide for the perpetuation of the individuality of the ethnic group. They are (a) the 'Americanisation' theory; (b) the 'Melting Pot' theory; (c) the 'Federation of Nationalities' theory; (d) the 'Community' theory. The latter, which is the one favoured by the author, would maintain the identity of the foreign ethnic group, and would make the history of the group, its aesthetic, cultural, and religious inheritance, its national self-consciousness, the basic factor. The idea would be worked out through ethnic and religious schools, which should be supplementary to, and not substitutes for, state schools. There is a list of selected references in books and magazines.

BEYER, Alfred: *Gesundheit und Gewerbliche Arbeit. Ein Beitrag zur Erweiterung und Organisation des Gesundheitsschutzes der Arbeitnehmer*. Veröffentlichungen aus dem Gebiete der Medizinalverwaltung, XIII. Band, 5. Heft. 174 pp. Berlin, Richard Schötz. 1921.

The author of this work had laid before the Prussian Diet a proposal inviting the governments of the various States to introduce as soon as possible reforms in industrial hygiene; according to this scheme, doctors, after receiving suitable instruction, would be required to collaborate with the factory inspection department, and would be considered as having the same rights as technical factory inspectors. Mr. Beyer desires to see established a system of medical inspection similar to that of other States. He explains how, in his view, this factory inspection should be operated, and what results might be reasonably expected from it. He deals in detail with the diagnosis and definition of occupational diseases, and makes some very interesting observations on the organisation and hours of work in different occupations.

BJANES, O. T.: *A short review of agriculture and forestry in Norway and of official efforts for their advancement*. 64 pp. Christiania, Grondahl & Son. 1921.

The author of this pamphlet is the director of agriculture in Christiania in the Norwegian Department of Agriculture. He gives a brief outline of the development of agriculture and forestry in Norway. He describes the important rôle played by co-operation, the credit system, and the insurance system. The most important laws concerning agriculture and forestry are also mentioned. The final chapter is devoted to the educational system in agriculture and gives a detailed account of the special agricultural schools existing in Norway in 1921.

BROWNE, Waldo R.: *What's What in the Labour Movement*. 578 pp. New York, B. W. Huebsch, Inc. 1921.

This is a dictionary of labour affairs and labour terminology. It is international in scope but necessarily more detailed for English speaking countries, particularly the United States, than the non-English speaking. It may be recommended as a handy reference book of labour terms and organisations in the international field.

CHISHOLM, Archibald: *Labour's Magna Charta; a Critical Study of the Labour Clauses of the Peace Treaty and of the Draft Conventions and Recommendations of the Washington International Labour Conference*. Second Edition. 192 pp. London and New York, Longmans, Green & Co. 1921.

The chapter headings of this volume are the following: Political and economic reservations; The native workers and the mandatory clauses; The exchanges and currency; The world's food supply; Freedom of association; An adequate wage; Equal pay for equal work; Employment of women and children; The prevention of unemployment; The dignity of labour.

COHEN, Joseph L.: *Insurance against Unemployment, with Special Reference to British and American Conditions*. 536 pp. London, P. S. King & Son, Ltd. 1921.

This book is divided into four parts, dealing respectively with the problem of unemployment insurance as a whole, the Ghent system in the various countries which have adopted it, the British system, and the unemployment problem in the United States.

In the introductory portion of the book, Mr. Cohen asks himself three questions: Is unemployment a contingency against which it is possible to insure, and advisable to insure? If so, is it a rightful function of the modern State, by encouraging this activity, to make itself responsible for evils which are in the main the result of the relationship between employer and employee? He gives reasons for answering all three questions in the affirmative.

There is a good account of the various systems of insurance in force at present, well supported by facts and figures from a large number of sources, and special attention is given to the British system, which, the author states, is "the biggest and most successful scheme" now in operation.

The chapters on American conditions are the result of a careful study of the problem in the United States. Mr. Cohen spent three and a half years in that country, and was awarded the Richard Watson Gilder Fellowship in Economics at Columbia University. He makes a number of proposals for the consideration of those who are studying the question in America.

Finally, Mr. Cohen thinks there are two main problems which foreshadow the most likely developments in unemployment insurance. The first is the proposal that unemployment benefits should take the form, not of a fixed amount, but of a proportion of the worker's regular wage, which should be adjusted to the number of dependents. The second is the suggestion that each industry should be obliged to bear the burden of its own unemployment.

COMMISSION SYNDICALE DE BELGIQUE: *XX<sup>me</sup> Congrès syndical tenu à Bruxelles les 9, 10 et 11 juillet 1921; Compte rendu sténographique*. 143 pp. Brussels, Imp. Coopér. Lucifer. 1921.

The introduction states that "these shorthand reports, together with the reports submitted to the Congress, constitute a whole which will make the documentation of our militant members thoroughly complete". Among the questions submitted to the Twentieth Congress may be mentioned the discussion of the annual report of the Trade Union Committee, the control of industry, the action of the Belgian Economic Council, and the relation of cost-of-living index numbers to wage rates. The report is also published in Flemish.

DAVIS, Michael M., Jr.: *Immigrant Health and the Community*. 482 pp. New York and London, Harper Bros. 1921.

Mr. Davis, who is director of Boston Dispensary, deals with the special health problems of the immigrant population. Immigrants, on arrival in the United States, settle to a large extent in the large cities, under conditions which are often very insanitary and unhealthy. They are unfamiliar with the customs and institutions of the country, and are frequently suspicious. How is health work to be undertaken in these circumstances? There is the method of force, or the policy of *laissez-faire*, or the system of educating the new-comer to the intelligent use of the resources of the country. Mr. Davis favours the latter course. He explains the problems which face the worker in this field: the medical quack, maternity customs, the midwife, and the question of diet. Health workers can do a great deal to counteract bad influences through the medium of the hospital, the dispensary, medical service in industrial establishments, and public health work in the large cities. Mr. Davis, in conclusion, sketches a programme of community organisation, suitable for large and small communities. This, he points out, is "not only the task of the physician and the professional administrator, but of the teacher and the statesman".

DOWD, Quincy L.: *Funeral Management and Costs; a World Survey of Burial and Cremation*. 295 pp. Chicago, University of Chicago Press. 1921.

The real nature of this book is somewhat obscured by its title. The volume contains considerable material upon funeral and burial funds and their management, and a chapter upon so-called "industrial insurance", very largely a form of burial insurance peculiar to the United States.

DUISBERG, Curt: *Die Arbeiterschaft der chemischen Grossindustrie. Darstellung ihrer sozialen Lage*. xii+140 pp. Berlin, Carl Heymann. 1921.

The author was for three years employed in a dye works, and his book is based on his personal observations during this period. His account of the living condition of the workers is divided into three parts covering the periods before, during, and after the war. In his opinion improvement in the relations between employers and workpeople constitutes the most important problem.

FEDERATED AMERICAN ENGINEERING SOCIETIES, COMMITTEE ON ELIMINATION OF WASTE IN INDUSTRY: *Waste in Industry*. First edition. xi+409 pp. New York City, McGraw-Hill Book Co., Inc. 1921.

This book is an important indication of the interest of engineers in industry from the larger social standpoint. The organisation of industry in the form of large corporations has brought to the engineer opportunities for the scientific study of industry and has at the same time encouraged the tendency to look at economic problems from the point of view of the industry as a whole, and its relation to other industries. Whether this report marks the beginning of the primacy of the engineer as against that of the economist in insisting upon the social point of view in industrial administration remains to be seen.

This Report on Waste in Industry was the first work of the American Federated Engineering Societies, an organisation which came into being toward the end of 1920. The Committee on Waste was appointed in January 1921 by Mr. Herbert C. Hoover, then President of the Federated Societies. The Committee consisted of 18 engineers, assisted by a staff of 50 others. A preliminary survey of the Committee's findings appeared in September 1921. The final volume was not given to the public until late in the same year.

A representative group of 125 plants was selected for study, 73 in the building industry, 9 in the manufacture of men's readymade clothing, 8 in the manufacture of boots and shoes, 6 printing shops, 16 metal trades plants, and 13 textile manufacturing establishments. Additional information was furnished by 94 plants of a miscellaneous character.

The complete volume consists of a summary of the detailed reports, a series of so-called "field reports" made by the engineers who visited the establishments studied, followed by a series of general reports on unemployment, strikes and lock-outs, legal machinery for adjusting disputes, industrial accidents, health of industrial workers, eye-conservation, purchasing and sales policies.

According to the report, waste in industry is attributable to low production resulting from faulty management; interrupted production caused by idleness, whether of men or materials of production; intentionally restricted production; and lost production, arising from ill-health, physical defects, and industrial accidents.

While the report has been used largely as an indictment of individuals, groups, or classes engaged in industry for the waste brought about by each, it should be remembered that the desire of the Committee was not to place blame. "The waste revealed is the result of methods, tactics, practices, and relationships of long standing in industry, and the Committee has merely desired to indicate the main opportunities for eliminating waste and to show whose opportunity or responsibility it may be to adopt proper measures for such elimination. Management has the greatest opportunity, and hence responsibility, for eliminating waste in industry. The opportunity and responsibility of labour is not less real though smaller in degree. The opportunity and responsibility chargeable to outside contacts cannot be so clearly differentiated or evaluated. . . . Over 50 per cent. of the responsibility for these wastes can be placed at the door of management, and less than 25 per cent. at the door of labour, while the amount chargeable to outside contacts is least of all."

The shares of responsibility for the total waste chargeable to management, labour, and outside contacts in the industries studied are as follows:

<i>Industry studied</i>	<i>Management</i>	<i>Labour</i>	<i>Outside contacts</i>
	%	%	%
Building industry	65	21	14
Men's clothing	75	16	9
Printing	63	28	9
Boot and shoe	73	11	16
Metal trades	81	9	10
Textiles	50	10	40

The Committee did not rest content with criticism, but formulated a constructive programme to eliminate waste from industry. The responsibility of management is set forth under 17 heads, perhaps the most important of which is the securing of a sound relation between capacity and demand. "Productive capacity should be conservatively based upon a careful study of normal demand." Most of the other recommendations to management are of a technical or similar character, relating to questions of accounting and standardisation, and the management of workers. The responsibility of owners is peculiarly that of stabilising production, and "to carry out such a responsibility is peculiarly the bankers' interest". The responsibility of labour lies in co-operating to increase production. Labour should also be given the opportunity to co-operate "to prepare for and even demand the determination of and use of purpose standards". Labour should also change its rules regarding restriction of output and unreasonable demarcational classification as a part of its union rules.

The responsibility of the public consists in a heightened interest in industrial matters, curtailment of demand for variety in style, and insistence on the more equitable distribution of demand removing the seasonal character of many industries. The Report would limit the influence of the Government in industrial affairs to the supplying of industrial information, improvement of statistical services for the study of "employment requirements and conditions throughout the country", and interference for the settlement of labour disputes, a part of which duty would be "to formulate a body of principle defining the relation between capital and labour and to create organisations to press for the adjustment of labour disputes". Governmental activity would also extend to the

maintenance of public health, rehabilitation of those disabled whether in industry or war, execution of a programme of industrial standardisation, the adjustment of public works construction to the periods of contraction and expansion in industry as a whole. Finally, the report calls attention to the need for stabilising such an industry as coal-mining, a thing which cannot be done at the present time because of laws against combinations.

The final words of the Report relate to the duty of the engineers in industry. An engineer's training in "quantitative thought", his experience with industrial life, and his position as a third party with reference to many conflicting economic groups, "place upon him the duty to make his influence felt. It is peculiarly the duty of the engineer to use his influence individually and collectively to eliminate waste in industry".

GIDE, Charles: *Principes d'économie politique* (vingt-troisième édition mise à jour). 696 pp. Paris, libr. de la Société du Recueil Sirey. 1921.

Mr. Gide introduces his work with some general ideas on the nature of economics, the various schools of economic thought, and the conceptions of economic want and value. The rest of the book, divided into four parts, treats of production, exchange, distribution, and consumption. This new edition has been brought up to date both as regards facts and figures. "The great war and the Russian revolution which it engendered", writes the author in his preface, "have in no way, say what one will, proved economics to be bankrupt. On the contrary, these forces have on the whole, by the most colossal experiments ever undertaken, confirmed, completed, and sometimes even rectified the essential principles of political economy, such as had been taught until then. They have simply brought out with greater intensity the injustice and incoherence of the economic order of to-day, and the necessity of sustained effort to improve it. They have, moreover, singularly increased the interest in economic problems by showing their importance in the life of peoples..."

HANSSON, Sigfrid: *Bidrag till den svenska Fackföreningsrörelsens Historia. Svenska Bageri- och Konditoriarbetareförbundet*. VIII+319 pp. Stockholm, Aktiebolaget Arbetarnes Tryckeri. 1921.

This work is an excellent account of the origin and activities of the Swedish federation of workers in the baking and pastry making industry, which, starting twenty-five years ago with 430 members belonging to 11 local unions, now numbers 7,000 in 48 unions. There is a wealth of information in this book which should render it interesting alike to sociologists and to trade unionists. Worthy of notice is an historical sketch of the struggle waged in Sweden since 1873 against night work, which was not terminated successfully until 1919.

JOINT COMMITTEE ON UNEMPLOYMENT OF TRADES UNION CONGRESS AND LABOUR PARTY EXECUTIVE: *Unemployment; A Labour Policy*. 48 pp. London. 1921.

The policy for the relief of unemployment outlined in this pamphlet falls under three heads: maintenance, provision of work, and measures for the restoration of foreign commerce.

With regard to maintenance, it is suggested that the unemployment benefit be considerably increased, and that suitable allowances be made to those working short time. There are also recommendations as to the maintenance of workers to enable them to undergo courses of training. It is urged that government and municipal contracts should be planned with a view to the work being put in hand during slack periods; relief works of an uneconomic character are strongly deprecated. Great importance is attached to the restoration of foreign trade by means of credits and the stabilisation of the exchanges.

LABOUR CO-PARTNERSHIP ASSOCIATION: *Thirty-fifth Report*. 40 pp. London. 1921.

The Report contains accounts of profit-sharing and co-partnership schemes introduced during 1920, their application to gas companies being specially considered. There are also notes on the working of older schemes.

LEAKE, H. Martin: *The Bases of Agricultural Practice and Economics in the United Provinces, India.* 277 pp. Cambridge, W. Heffer & Sons Ltd., 1921.

This book, which is based on the lectures delivered by the author when Principal of the Cawnpore Agricultural College, is composed of five parts and is a most valuable contribution to the study of Indian agricultural economics. Part I deals with the origin of agriculture in general and the future of agriculture in India. Part II gives a survey of the foundations on which agricultural practice is laid, and the essential facts underlying and influencing the various factors of the plant's environments. Part IV explains the development of agricultural practice and deals with the practical aspect from the point of view of the actual producer or cultivator. Part III and V show the basis and development of agricultural economics in India. The author points out how the co-operative movement is rapidly gaining ground in India. The power of the village money lender, whose business methods are touched upon, is lessening. In conclusion, the author emphasises that one of the main objects of the book is to make people recognise the close interdependence of the practical and the economic aspects of agricultural development.

A glossary explains some of the Indian terms employed throughout the work.

LOWE, Boutelle Ellsworth: *The International Protection of Labour.* 439 pp. New York, The Macmillan Company. 1921.

This book is a modified reprint of Bulletin No. 268 of the United States Bureau of Labour Statistics: *Historical Survey of International Action affecting Labour.*

The material contained in that Bulletin (some of which Mr. Lowe had himself contributed to the Bureau of Labour) is rearranged and brought more up to date by the addition of an account of the International Labour Organisation of the League of Nations. Mr. Lowe seems to have attempted to brighten the Historical Survey by changes of word and phrase here and there and the insertion of some pictures and charts not always to the point. The superior style of printing, moreover, makes the book more readable than it was in its Bulletin form. However, the chapter urging the United States to take a worthy part in the movement for labour legislation, both national and international is in danger of being overlooked amid the mass of historical fact, treaty texts, and resolutions, taken from the Bulletin of the United States Bureau of Labour Statistics.

MCLEAN, D. A.: *The Morality of the Strike.* 196 pp. New York, P. J. Kennedy & Sons. 1921.

A discussion of the morality of the strike from the various aspects of the means employed, the ends sought, and the persons affected, from the Roman Catholic point of view.

MITCHELL, Broadus: *The Rise of Cotton Mills in the South.* The John Hopkins University Studies, Series XXXIX, No. 2. 281 pp. Baltimore, the John Hopkins Press. 1921.

This chapter in the industrial history of the United States is a study of the birth of the cotton industry in the South during the eighties of the last century. The author discusses at some length the historical background and the economic and social factors which helped to industrialize the agricultural South. Chief among these was the widespread and desperate poverty that followed the civil war, with its consequent large supply of cheap labour in urgent need of employment. A large amount of evidence is collected on the relative value for the cotton industry of white labour, native-born or immigrant, and coloured labour; the weight of opinion, on the whole, seems to be in favour of the white worker. The summary of the progress in wages is an indication of the great advance in social and economic conditions made by the South in the

last forty years. The author has tapped a great many sources which may be useful to later historians of the subject, but the book as a whole is loosely constructed, and is heavily overloaded with footnotes which occupy nearly as much space as the text, making consecutive reading very difficult.

NATIONAL BUREAU OF ECONOMIC RESEARCH, Inc. (New York City): *Income in the United States; Its Amount and Distribution, 1909-1919*. By the Staff of the National Bureau of Economic Research, Incorporated: Wesley C. MITCHELL, Willford I. KING, Frederick R. MACAULAY, Oswald W. KNAUTH. Volume I—Summary. x+152 pp. New York, Harcourt, Brace and Company. 1921.

This is no doubt the most thoroughgoing attempt that has been made to ascertain the amount of income in the United States. The authors claim that their results have a margin of error not exceeding 10 per cent. above or below the correct income. They are fortified in their belief by the fact that they arrived at their results by two different methods, each worked out absolutely independently. The results for each of the years 1909 to 1920, by the two methods adopted, in no case vary by as much as 7 per cent. For two of the years the results obtained by the two methods practically agree.

The two methods employed were the "Estimate by Sources of Production" and the "Estimate by Incomes Received". "The first method shows income produced, statistics of coal and metals mined, lumber cut, crops grown, raw materials transported or manufactured, and the like." The second shows income received by individuals, plus the income received by business enterprises but not distributed to their owners. The results of the investigation, after making allowance for changes in the income due merely to the rise of prices, is as follows:

Year	National income (billions)	Income per capita
	\$	\$
1909	30.1	333
1910	32.2	349
1911	31.7	338
1912	33.2	348
1913	34.4	354
1914	33.0	333
1915	35.2	350
1916	40.7	400
1917	40.8	396
1918	38.8	372

Concerning the distribution of income the Bureau draws the following conclusions:

"Data regarding the detailed distribution of personal incomes are scanty and difficult to systematise; but the best approximation this Bureau has been able to make indicates that in 1918 the most prosperous one per cent. of the income receivers had nearly 14 per cent. of the total income, the most prosperous 5 per cent. of the income receivers had nearly 26 per cent. of the total, the most prosperous 10 per cent. of the income receivers had nearly 35 per cent. of the total, and the most prosperous 20 per cent. of the income receivers had about 47 per cent. of the total income."

NATIONAL CO-OPERATIVE MANAGERS' ASSOCIATION: *Co-operative Policy in Relation to the Organisation of Retail Trade*. 18 pp. Manchester, Co-operative Union, Ltd. 1921.

The object of this pamphlet is to indicate the lines along which co-operative retail trade should be organised and improved. The success of the retail shops is the key to the whole co-operative movement, for the retail shop is the indispensable basis of the manufacturing and financial superstructure. To



attract customers the co-operative shop must be as well equipped as are the branches of the great multiple shop concerns (chain stores), as well managed, and sell at prices at least equally low. The different types of shops suitable to urban and to rural districts are described. Other subjects briefly considered are delivery, canvassing, advertising, and the rate of dividend.

**NATIONAL INDUSTRIAL CONFERENCE BOARD: *Research Report No. 39. Changes in the Cost of Living. July 1914—July 1921.* 25 pp. New York, The Century Company. 1921.**

This report is the tenth of a series of studies of changes in the cost of living in the United States, issued by the National Industrial Conference Board. It gives estimates of the increase in the cost of the separate items entering into the budgets of average wage-earners' families, and of all items combined, between July 1914 and July 1921. Changes since July 1920 and since March 1921 are also shown. The estimates are based on information furnished by a large number of representative dry goods, clothing, and coal dealers, real estate brokers, etc., in cities in all sections of the United States; actual prices and estimates of changes in cost of "sundries"; and the retail food price index numbers of the United States Bureau of Labour Statistics for food.

— ***Special Report No. 19. Cost of Living among Wage-earners.* 22 pp. New York, National Industrial Conference Board. 1921.**

This report on the cost of living among wage earners in Detroit, Michigan, is one of several reports issued by the National Industrial Conference Board, dealing with the subject of the cost of living in representative industrial centres. It is stated that the purpose of these studies is to ascertain the minimum cost of maintaining a fair American standard of living for representative wage earners and their families in selected communities, and also changes in the cost of maintaining the same standard.

— ***Research Report No. 41. Family budgets of American Wage-earners.* 97 pp. New York, The Century Company. 1921.**

This report is intended to help clear up certain misunderstandings regarding the results of family budget studies made in the United States in the last few years. Its objects is to analyse in detail the more important of these studies in order to show the various purposes for which they were made, the method of collecting and presenting the information and the conclusions which may be drawn from the findings. These findings include not only data regarding actual incomes and actual expenditures or the estimated cost of living among the groups studied, but also such generalisations as are justified regarding the size and composition of American wage-earners' families, the source of their income, and their standard of living. A chapter on the cost of living and wage adjustments is included at the end of the report, showing how family budgets have been used in fixing wages in the United States in recent years.

**NAYLOR, Emmet Hay: *Trade Associations; their Organisation and Management.* 389 pp. New York, Ronald Press Company. 1921.**

The trade association is to be distinguished from the chamber of commerce and the manufacturers' and commercial association. The trade association is an organisation of individuals or companies engaged in the same kind of business. It does not limit its membership to manufacturers, but includes wholesalers and retailers in all classes of concerns that deal in the product of a particular industry. The commercial associations, i. e. the chambers of commerce, board of trade, or business men's associations, as the terms run, are associations of individuals or companies that manufacture or deal in a variety of products. There are at least 1,000 trade associations in the United States, most of which have sprung up during and since the war. Their prin-

cial interest is in the distribution and sale of their product, their object being to co-ordinate the selling interests of the individuals or companies producing a given product. It is not without point that a large share of this book describing the trade associations in the United States is concerned with the relation of these associations to the American law on trusts and combinations and restraint of trade. Only one chapter of the book is given over to the question of "The Law of Association", but most of the entries in the bibliography concern themselves with the restraint-of-trade phase of trade associations.

This volume is a manual for those who wish to organise trade associations. It describes, for instance, the different types of association, how to organise an association, the conduct of association routine, meetings, and other practical points. It gives considerable detail on the commercial and industrial functions, the informative and protective services to the trade which can be rendered by the association.

Trade associations are making possible on an adequate scale the collection and organisation of statistics of particular industries. The need of the Government for statistics in carrying on its industrial mobilisation during the war was the greatest impetus influencing the organisation of these associations. They have brought to their service numerous statisticians and economists who are contributing to present knowledge concerning prices and distribution of commodities.

**NEW YORK STATE FEDERATION OF LABOUR: *Ninth Report of Committee on Health. Subject: Health Insurance.* 19 pp. 1920.**

The Report consists chiefly of a paper by James M. Lynch, former member of New York State Industrial Commission, on the effect of sickness on wage-earners. The paper summarises the results of the investigations of 11 state commissions into sickness conditions among workers, and presents a strong case for state health insurance.

Stress is laid on the fact that industrial conditions are responsible for far more sickness than is covered by the term "occupational diseases", and that therefore industry should bear directly its share of the cost of sickness among workers. It is pointed out that, just as workmen's compensation Acts have brought about a diminution of accidents in industry, so also it may be expected that general health will be improved by the adoption of compulsory health insurance.

**PARK, Robert E., and MILLER, Herbert A.: *Old World Traits Transplanted.* 308 pp. New York and London, Harper Bros., 1921.**

The mentality of the various emigrant types, institutions, and communities is described, mostly by means of statements made by emigrants themselves. Reasons are given for the desirability and inevitability of assimilation.

**PASVOLSKY, Leo: *The Economics of Communism.* 322 pp. New York, The Macmillan Company. 1921.**

This work deals exclusively with the experience of Communist Russia. After a short introduction in which he sets forth the ideas of Lenin and Bouharine, the author examines the Soviet economic system, the working of nationalised production, the Soviet policies with regard to land and the co-operative societies. He then reviews the results and the various problems: transport by land and sea, the supply of raw material (the case of coal receiving particular attention), the labour problem, and the measures adopted by the government to remedy the lack of workmen. Finally, after having studied the administration of the nationalised industries, the relations between town and country, and the food crisis, he sums up the condition of affairs at the end of 1920. An appendix contains a list of terms used in Russian administration and tables of Russian weights and measures.

In view of the extreme complexity of the problems dealt with, the book remains necessarily superficial. Its sources of information, too, are limited

and not always up-to-date. It nevertheless contains some interesting data, especially on the questions of transport and raw materials, while the author, although hostile to Bolshevism, maintains an attitude of moderation in his criticism. Taken as a whole, this book constitutes one of the very few serious studies of Russian economic conditions which have yet been made.

PIDDINGTON, A. A.: *The Next Step: A Family Basic Income*. 64 pp. Melbourne and London, Macmillan & Co., Ltd. 1921.

In this pamphlet Mr. Piddington, K. C., who acted as Chairman to the Federal Basic Wage Commission which reported in November 1920, states and develops his scheme for a "family basic income". He describes the basic wage system in Australia, which originated with Justice Higgins' decision in the Harvester case in 1907. The findings of the Basic Wage Commission are briefly sketched and it is argued that if, after the payment of an original basic wage of £4 weekly, additional payments of 12s. were made in respect of each child, all families, of whatever size, would secure a minimum standard of living without undue strain being placed upon industry. Thus two important policies of social reform would be secured at the same time, the Living Wage and Motherhood Endowment.

RANSOME, Arthur: *The Crisis in Russia*. 152 pp. London. George Allen and Unwin, Ltd. 1921.

"Russia", says Mr. Ransome in his introduction to this little book, "is no longer the dizzying kaleidoscope that it was in 1917. No longer does it change visibly from week to week as it changed in 1918 . . . but it is still changing very fast." It was to study the changes which had taken place since he visited the country in 1919 that Mr. Ransome re-visited it in 1920.

The first two chapters describe "The Shortage of Things" which Mr. Ransome ascribes to the war and subsequent events, and "The Shortage of Men" due to the great decrease in the productivity of labour. These are particularly instructive chapters as they summarise the main facts of the economic situation very clearly.

Other interesting chapters are those on the trade unions and industrial conscription. It is explained that trade unions have become a State organisation protecting the interests of a class against those who rule the country. Mr. Ransome does not consider industrial conscription in a wide sense to be practicable, even admitting that it is possible, until the Soviet Government knows what it has to conscript, a knowledge which it is at present far from possessing, and he adds that the scheme cannot be judged until the Government has this knowledge and the means of feeding or transporting the workmen whom it proposes to conscript.

REICHVERBAND DEUTSCHER KONSUMVEREINE: *Jahrbuch. Vierter bis siebster Jahrgang 1917-1920*. vi+299 pp. Düsseldorf, Reisholz, Verlag der Buchdruckerei des Reichverbandes deutscher Konsumvereine. 1921.

The second year-book of the National Union of Distributive Co-operative Societies of Germany appeared in 1916. There were great difficulties in the way of publishing the year-books during the war and immediately after, and the present year-book gives, for the years 1917 to 1920, mere summary reports of the development and activity of the organisation during this period. Especially worthy of note are the articles on the National Union, its origin and development, the wholesale buying centre of the co-operative societies, and the insurance and relief fund of the National Union. There are also accounts of economic tendencies in Germany up to the present time and of the co-operative societies during the war in particular. It appears from statistics printed at the end of the year-book that the groups affiliated to the federal organisation numbered 353 societies with more than 5 million members.

SCHENBOR, Otto: *Die genossenschaftliche Gemeinwirtschaft. Entstehung, Arten, Aufgaben und Arbeitsweise, Stand und Ausbaumöglichkeiten.* Veröffentlichung der Sachs. Landesstelle für Gemeinwirtschaft. Vol. XV, 210 pp. Dresden, von Zahn u. Jaensch. 1921.

This is a very interesting study which continues the series of volumes already published by the Office for Public Ownership in Saxony, whose object is to indicate the results which may be hoped for from a development of the present forms of co-operation. After summarising the history of the co-operative movement and its present tendencies, the author explains the origin and growth of the chief consumers' and producers' co-operative societies, and describes their function, their methods, and their situation. He is less concerned to formulate scientific explanations than to make clear their real position and the meaning of the experiments they have made. Thus he shows in detail the difficulties and defects which he has observed, in order to indicate in conclusion by what means and in what direction co-operation in its different forms can and must develop if it is to fulfil its allotted task.

TANNENBAUM, Frank: *The Labour Movement.* 259 pp. New York and London, G. P. Putnam's Sons. 1921.

This book is an interpretation of the causes, methods, and consequences of the labour movement, particularly in the United States, by a prominent member of the Industrial Workers of the World. Insecurity is regarded as the central fact of life under the system of private ownership of industry obtaining during the last 100 years. The labour union is shown to have developed as a result of this, primarily as an instrument for self-defence. In the process of carrying out the implication of defence against the competitive character of the capitalist system the trade unions—radical or conservative—contribute to the rebuilding of present day society. All organised labour is thus shown to be revolutionary, in fact, if not in thought. Once organisation is begun, the logic of the struggle and the discipline of unity drive the workers to continually greater effectiveness and more control, regardless either of avowed aim or political ideal. All unions tend to "substitute group control for individual control; they all tend to increase intelligence, initiative, and self-reliance on the part of the workers; and more important than all else, they all tend to eliminate the capitalist system by substituting the capitalist's function, by absorbing his power and wresting control from his hands and placing it in the keeping of the workers".

The development of this idea is then followed through the National Industrial Unions and finally into the National Industrial Congress where delegates of all the industries meet to administer the affairs of the country. The guild socialists' retention of the political state to represent the consumers' interests is refuted. Owing to the fact that every delegate to any congress would himself be both a consumer and a producer, it is argued that "the consumers' interests would thus have a preponderant representation equal in fact to any consumers' Congress that could be organised under the conditions".

TARDY, Marcel: *Le problème de la socialisation en Allemagne.* 232 pp. Paris, Bibliothèque de la Société d'études et d'informations économiques et Librairie Marcel Rivière. 1921. 5 fr.

The author sets out to study, among the schemes of socialisation put forward since the war, a certain number "of those which have created the greatest interest and have been most fully worked out by their authors". He confines his attention to schemes relating to industry, and it is notable that schemes for the socialisation of agriculture, house property, and commerce are not dealt with. The examination of schemes of socialisation, he states, leads to the conclusion that they had no chance of being put into practice because they did not correspond to economic necessities. Socialisation, he adds, is a mere political excrescence whose growth is favoured by disorder and which one would try in vain to acclimatize under normal political conditions.

TISSOT, Paul: *L'ouvrière et la natalité. La protection de la mère et de son enfant.* (Thesis for the doctorate of medicine.) 47 pp. Paris, libr. Le François. 1921.

"The object of this study", says the author in his introduction, "is to show the relation between women's work and the birthrate". The conclusion at which he arrives is that the employment of women in manual work lowers the birthrate, and that the protective measures at present taken are still far from being adequate.

UNITED MINE WORKERS OF AMERICA, District No. 2: *The Government of Coal.* 24 pp. United Mine Workers of America. District No. 2, Clearfield, Pennsylvania. [1921].

This pamphlet is a preliminary statement of the miners' programme for the nationalisation of coal mines—the programme adopted by the special convention of District No. 2 United Mine Workers of America, 22 February 1921. It is based on the policy of nationalisation adopted by the Cleveland Convention of the United Mine Workers in 1919.

The coal mining industry is looked upon as a public utility, in which it is to the interests of the public to prevent waste to the greatest extent possible. Economic waste arises from faulty methods of mining, transportation, distribution, and consumption. Human waste in the industry arises from slack work, unnecessarily heavy work which might be done by machinery, bad housing, disease, low wages, and accident.

"These wastes of coal . . . are not remediable details of a going concern, they are the central defects of demoralised industry, of a ramshackle empire of profits. The central defect is the competitive organisation of the industry . . . the Government of coal has broken down. It fails to give safety and happiness to its producers, it fails to give prosperity to the people".

VOWLES, Hugh P: *Under New Management.* 192 pp. London. Allen & Unwin. 1922.

The author declares: "My business is to engineer and organise factories, not to write books. I want to mind my own business, but the knaves and charlatans, thrust into power by a system which is speeding to disaster at their hands, will not let me. One's business does not flourish in a void; it is linked up to the whole world of industry and politics outside, by transport, foreign trade, tariffs, labour organisations, rates of exchange, taxation and in a hundred other ways."

After rapid review of the inefficiency of the present management of affairs in educational, industrial, political, spiritual, and allied matters, the application of the Douglas Scheme (as set forth in *Economic Democracy and Credit Power and Democracy* and the current issues of the *New Age*) is strenuously advocated as the instrument of the new management necessary to reorganise the world.

WALLS, Ernest: *Progressive Co-Partnership.* 280 pp. London, Nesbitt and Co. Ltd. 1921.

This book, by a practical business man, who is at the same time an enthusiastic advocate of co-partnership, includes three useful chapters on Co-Partnership Method, Co-Partnership Practice (giving accounts of selected instances of actual schemes in practice), and Co-Partnership Origins respectively. The author aims at establishing a complete parallelism between human capital, its rights and its needs. He rejects all profit-sharing schemes which give the employee no share in the ownership of the concern. The economic basis of co-partnership must be dual: "first, the co-sharing of surplus on the most equitable plan which can be worked out, having regard to all circumstances, and second, the co-sharing of ownership through capitalisation of the share of surplus, the co-partnership dividend. . . . If there be no easy means of acquisition of capital, there is no co-partnership."

WIINBLAD, E., and ANDERSEN, Alsing : *Det danske Social demokratis historie fra 1871 til 1921*. Festskrift i Anledning af 50-Aars Jubilæet. Vol. I, 352 pp.; Vol. II, 365 pp. Copenhagen. 1921.

These two volumes, published for the fiftieth anniversary of the Danish Social Democratic party, trace the development of the organisation of the working class in Denmark and the history of its struggles. The first volume deals particularly with the origin of the movement, the political activity of the Social Democratic party, and the growth of its press. The second examines in greater detail the constitution and organisation of the party and how it has extended its activity by grouping itself in associations. This work, which contains numerous illustrations, is interesting not only from the point of view of the evolution of Social Democracy, but also from the point of view of the history of civilisation in general and, more particularly, of the movement for the protection of workers.

WOMEN'S EDUCATIONAL AND INDUSTRIAL UNION, DEPARTMENT OF RESEARCH: *Old-Age Support of Women Teachers*. Studies in Economic Relations of Women, Volume XI. 122 pp. Boston, Mass., Women's Educational and Industrial Union. 1921.

This study of the provision for old age made by women teachers in the elementary schools of Boston and their living conditions after retirement is of interest from more than one point of view. In the first place it throws considerable light on the conditions of employment and remuneration of a large and important class of public servants. It also shows how very difficult it is for a woman teacher to make any adequate provision for her old age under existing conditions of salary and living. This leads to a discussion of the relative merits of contributory and non-contributory pensions schemes. Apart from its actual subject-matter, however, the book is of interest as "a preliminary report of a co-operative investigation in which it is hoped to enlist groups . . . in many parts of the country". It is suggested that students and investigators may use this study, limited to a single city, as a basis for comparison and verification in other localities, and that co-ordination of these scattered studies may result in a survey nation-wide in scope. Thus not only will valuable results be obtained without the financial outlay and organisation involved in a national investigation under a single direction, but individual research will be directed to a common end, thus avoiding "the waste of effort involved in the directing of students in innumerable minor investigations whose value must be slight because of necessary limitations in scope".

YOUNG, W. Allen : *Dividends for All. Being an Explanation of the Douglas Scheme*. 31 pp. London. Cecil Palmer. 1921.

A succinct, but necessarily inadequate, and sometimes superficial, account of the financial and economic criticisms and constructive proposals put forward in *Economic Democracy* and *Credit Power and Democracy* by C. H. Douglas.

# PUBLICATIONS OF THE INTERNATIONAL LABOUR OFFICE

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## I. *INTERNATIONAL LABOUR REVIEW* (Monthly).

The *International Labour Review* treats of all phases of labour and industry so far as they concern labour. Articles contributed by well-known publicists, economists, employers, and workers on subjects of immediate importance constitute a special feature. The body of the Review is made up of text matter and statistical tables prepared in the International Labour Office dealing with prices, cost of living, unemployment, wages and hours of labour, industrial hygiene and accidents, activities of employers' and workers' organisations, migration, co-operation, education in relation to employment, agricultural problems, and all other subjects connected with labour in the broadest sense. Official publications on labour are noted and the more important are summarised. A bibliography of literature relating to labour in all languages is carried each month. The *Review* has appeared since January 1921 in both English and French.

## II. *OFFICIAL BULLETIN* (Weekly).

The *Bulletin* is the official journal of the Office. It contains the texts of official documents, reports of meetings of the Governing Body and the various International Commissions (on unemployment, emigration, etc.), as well as general information with regard to the progress of the work of the Office. It also contains particulars with regard to the action taken by the different nations, Members of the International Labour Organisation, to give effect to the decisions of the Annual Conference. The *Bulletin* has appeared regularly in English and in French since 8 September, and also in German since 20 October 1920.

## III. *INDUSTRIAL AND LABOUR INFORMATION* (Weekly).

*Industrial and Labour Information* contains brief notes on important current events relating to labour and industry. A special supplement on Russian conditions is issued in connection with it every two weeks. The supplement is devoted to general information concerning labour conditions, transport, food supply, finance and general economic conditions in Russia. It consists of translations and summaries from the Russian papers at the disposal of the International Labour Office, and of the reports of relief organisations and other similar bodies.

## IV. *LEGISLATIVE SERIES*.

The *Legislative Series* contains reprints and translations of the texts of Acts, Decrees, Orders, and regulations affecting labour issued in the different countries of the world. The series, which is published in English, French, and German, constitutes a continuation in a new form of the series published by the old International Labour Office at Basle.

A chronological and subject index and a title page is issued with each year's series.

## V. *SPECIAL REPORTS*.

The results of important special studies or researches carried out by the International Labour Office and similar studies made outside the Office, if deemed of sufficient value, are published as Special Reports. These Reports will contain henceforth the short reports and articles on subjects of economic importance in the field of labour and industry previously issued under the title of "Studies and Reports".

## VI. *INTERNATIONAL LABOUR DIRECTORY*.

The *International Labour Directory* is published annually. It contains information with regard to organisations both official and unofficial, which deal with industrial and labour matters. It consists of a Directory of the

League of Nations and the International Labour Organisation, a directory of Government Departments and Bureaux in the various countries concerned with labour matters, a directory of the principal employers', workers' and co-operative organisations in each country and also of miscellaneous organisations engaged in work related to labour. The first issue of the Directory appeared in 1921.

#### VII. REPORTS OF THE INTERNATIONAL LABOUR CONFERENCE.

These *Reports* comprise : (a) Reports prepared by the International Labour Office for the Annual Conference ; (b) Verbatim Reports of the proceedings of the Conference ; (c) The official texts of the Draft Conventions and Recommendations adopted by the Conference.

#### VIII. OTHER PUBLICATIONS.

Under this heading are included all publications which do not fall into any of the categories mentioned above. Such publications comprise, for example, the Constitution and Rules of the International Labour Organisation, as well as the series devoted to explaining the functions and activities of the Organisation and the International Labour Office.

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# THE METRIC AND BRITISH SYSTEMS OF WEIGHTS AND MEASURES

A. Metric Measures in terms of British			B. British Measures in terms of Metric		
UNIT	EXACTLY	ROUGHLY	UNIT	EXACTLY	ROUGHLY
<b>A. Lineal Measures</b>					
Millim.	0.0394 inches	one 25th of an inch	Inch	25.399 mm.	4 in. = 10 cm.
Centim.	0.5937 "	10 cm. = about 4 ins.	Foot	30.479 cm.	30 cm.
Metre	39.371 "	11 metres = 12 yards	Yard	0.9144 metres	11 yards = 10 metr.
Kilom.	0.6214 miles	5 furlongs	Mile	1.6093 km.	5 miles = 8 km.
<b>B. Square Measures</b>					
Sq. Metre (centiare)	1.496 sq. yds.	1 1/5 sq. yds.	Square inch	6.451 sq. cm.	
Are	3.954 poles	10 ares = 1/4 acre	Square yard	0.836 sq. met.	6 sq. yds. = 5 sq. metr.
Hectare	2.471 acres	2 1/2 acres	Acre	0.40467 hect.	1 acre = 2 1/2 hect.
			Sq. mile	2.5899 sq. km.	100 sq. miles = 260 sq. km.
<b>C. Measures of Capacity</b>					
Litre	1.76 pints	4 1/2 litres = 1 gallon	Pint (liquid)	0.5679 litres	1 litre = 1 3/4 pints
Decalitre	2.201 gallons	5 decalitres = 11 gallons	Quart (liquid)	1.1359 "	—
			Gallon (liquid)	4.5435 "	4 1/2 litres = 22 galons = 1 hectol.
Hectolitre	22.01 "	22 gallons	Peck (dry)	9.087 "	9 litres
			Bushel "	36.34766 "	36 litres
<b>D. Measures of Weight</b>					
Gramme	0.353 oz.	454 grs = 1 lb.	Ounce	28.35 grs.	7 oz. = 200 grs.
			Pound	453.59 "	1/2 kilo = 22 lbs = 10 kilos
Hectogr.	3.527 "	nearly 1/4 lb.	Hundred-weight	50.802 kilos	50 kilos
Kilogr.	2.2046 lbs.	5 kilos = 11 lbs.	Short ton (2,000 lbs)	904.6 "	900 "
Metric Ton	2,204.6 lbs.	1 Long Ton	Long ton (2,240 lbs)	1,016.04 "	1,000 " (1 Met. ton)



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